



SUPPLEMENTARY INFORMATION

Council

Wednesday, 17 December 2014

The following two documents for Agenda Item 18 were too lengthy to be included in the main agenda for the meeting and were marked as such. They are available electronically on the Council's website:-

Agenda Item Number	Title
18	LOCAL PLAN FOR LANCASTER DISTRICT 2011 - 2031: THE ADOPTION OF THE DEVELOPMENT MANAGEMENT AND MORECAMBE AREA ACTION PLAN DEVELOPMENT PLAN DOCUMENTS DOCUMENTS: DEVELOPMENT MANAGEMENT DPD MORECAMBE AREA ACTION PLAN



A Local Plan for Lancaster District 2011 - 2031 Development Management DPD



Adopted December 2014
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Glossary

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Glossary

This Glossary provides terms and references which will be relevant whilst reading this document. The terms included within this Glossary supplement the definitions which are found within Annex 2 of the National Planning Policy Framework (NPPF) and other relevant National Planning Documents. The Glossary below does not seek to repeat or contradict terms described within the NPPF and therefore this Glossary should be read in conjunction with the NPPF and other relevant National Guidance.

Adoption: The point at which the final version of the Plan document is formally agreed and comes into use by the council for planning purposes.

Affordable Homes Programme: The Affordable Homes Programme 2011-15 (AHP) aims to increase the supply of new affordable homes in England. It is managed by the Homes & Communities Agency. The majority of the new programme will be made available as Affordable Rent with some for affordable home ownership, supported housing and in some circumstances, social rent.

Affordable Housing Viability Study: A study that tested the circumstances in which the district's housing market can deliver various levels of affordable housing by examining the influence of a range of affordable housing proportions and thresholds on viability.

Air Quality Management Area (AQMA): Areas which suffer from significant levels of air pollution, these are primarily found within town centre locations or industrial areas. To counter issues of poor air quality, management plans are prepared by the local authority to address these issues and lower pollution levels. In Lancaster District there are three AQMAs in Lancaster City Centre, Galgate and Central Carnforth where the main sources of air pollution arise from high traffic levels and congestion.

Amenity: Are positive element(s) that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationships between them, or less tangible factors such as tranquillity can all be considered as an amenity asset.

Annual Monitoring Report (AMR): Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and how successful the implementation of policies has been.

Appropriate Assessment: Under the Habitats Directive (92/43/EEC) Appropriate Assessment is required for any plan or project which either alone or in combination with other plans or projects, would be likely to have a significant effect on a European Site, and is not directly connected with the management of the site for nature conservation.

Area Action Plans (AAP): Is a Development Plan Document which relates to a specific area or place. The council has prepared an AAP which relates to the regeneration of Central Morecambe.

Area of Outstanding Natural Beauty (AONB): Areas which have been designated and protected because of their National landscape importance and environmental importance. There are two AONB's in the district at Arnside & Silverdale and the Forest of Bowland.

BRE Environmental Assessment Method (BREEAM): A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).

Biodiversity: The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.

Biodiversity Action Plans (BAPs): Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis and a BAP is in place for the Lancashire area.

Biodiversity Offsetting: These are conservation activities which are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.

Biological Heritage Site (BHS): A designation which identifies valuable local habitats such as ancient woodland, species rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened species of plants and animals.

Brownfield: See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the National Planning Policy Framework (NPPF).

Caravan Development: The creation, extension or adaptation of land which is used for the purposes of accommodating both static and/or touring caravans. The legislative definition can also include chalets which are used for temporary periods for leisure uses. This can also include development which is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.

Catchment Flood Management Plan (CFMP): Sets out an Action Plan and Strategy for the management of water along a river or wider catchment area. Such Management Plans are prepared by the Environment Agency.

Civic Space: Public spaces located in central accessible locations which can help shape a sense of place and be a focal point for the community.

Communities: A group of social interacting people. This interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that have the same common interests or values.

Community Infrastructure Levy (CIL): A method of developers financially contributing toward the improvement of physical infrastructure. This levy supplements the financial sums which can be requested via s.106 which make development proposals achievable and deliverable. The levy will include an action plan which will set out priorities and a charging schedule on how money will be collected.

Comparison Retailing: Relates to items which are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.

Concealed Households: Family units or single adults living within 'host' households.

Conservation Areas: Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.

Convenience Retailing: Relates to the purchase of everyday essential items, including confectionary, food and drink.

Core Strategy: This is a document which sets out strategic policies within the Local Plan process, setting out guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in 2008.

Cultural Asset: Can be defined as uses such as museums, theatres, live music venues (not public houses), cinemas, community halls and other public meeting places.

Designated Heritage Asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.

Development Plan Documents (DPD): These are key planning documents which are prepared by the council. These are planning documents which are subject to public consultation and public examination. The Land Allocations, Development Management and Morecambe Area Action Plan are all classed as Development Plan Documents.

Enabling Development: Development that may be unacceptable in planning terms but provides an exceptional opportunity for public benefit that justifies it being permitted. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.

Equalities Impact Assessment (EqIA): An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.

Essential Upland Worker: Workers that play an essential part in maintaining the vitality of upland areas. For example this could include employees of upland estates, doctors, nurses, teachers, bus drivers, and postal workers.

Extra Care Housing: Housing designed with the needs of older people in mind with varying levels of care and support available on-site. People who live in extra care housing have their own self contained homes and benefit from communal facilities being available. Properties can be rented, owned or part owned / rented.

Flood Risk Assessments (FRA): Assessments which identify the risks to a site or premises from flooding. These assessments are required for development proposals of a certain size or particular location.

Fuel Poverty: Fuel poverty is determined when a home cannot be heated to a comfortable level by utilising 10% or less of the household's income. This means that choices must be made between warmth and other essentials. Fuel poverty can contribute to excess winter deaths, cold related illnesses, high health care costs and deteriorating housing conditions.

Geological Heritage Site (GHS): A Lancashire wide designation which identifies valuable local geological and geomorphological sites. GHS are also known as Local Geodiversity Sites (LGS) and formally as Regionally Important Geological Sites (RIGs).

Green Belt: Land which has been protected from development which could constitute urban sprawl by keeping land permanently open. There is one area of Green Belt in the district, separating the urban conurbation of Lancaster from the settlements of Bolton-le-Sands, Slyne, Hest Bank and Carnforth to the North.

Greenfield: Land which has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.

Gypsies and Travellers: Persons of a nomadic habit of life whatever their race, origin, including persons who on grounds only of their own family's or dependents' educations or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Habitats Regulation Assessment (HRA): Assesses the impacts of plans or projects on Natura 2000 sites (these are Special Areas of Conservation (SAC) and Special Protection Areas (SPA)). National guidance recommends that Ramsar sites and candidate SPAs and SACs are also afforded the same protection through the Habitats Regulation Assessment process.

Health Impact Assessment (HIA): An assessment that understands the implications to health arising from the preparation of a development plan policy or allocation.

Heritage Asset: Is defined within Annex 2 of the NPPF and refers to features within the historic environment. Heritage assets can be described as 'designated heritage assets' or 'non-designated heritage assets' (which are defined separately within this glossary).

Homes and Communities Agency: This is a national organisation relating to housing and regeneration. It provides investment for new affordable housing and to improve existing social housing as well as for regenerating land.

Houses in Multiple Occupation (HMOs): A property is a HMO if it is let as a main or only home to at least three tenants, who form more than one household and who share a kitchen, bathroom or toilet. A household consists of either a single person or members of the same family who live together, including people who are married or living together, people in same-sex relationships, relatives who are living together and certain live-in domestic staff. An HMO can be an entire house, flat or converted building or a bedsit, shared houses, a household with a lodger, a purpose built HMOs, a hostel, guesthouses, bed and breakfast accommodation for homeless people or types of self-contained flats converted from houses.

Housing Needs & Demand Survey: This is council's current evidence base in regard to how many homes are required in the district, both for market and affordable housing. This survey was undertaken in 2012 by David Couttie Associates.

Infrastructure: In planning terms the physical structures that are required for a community to operate and be sustainable in the long term. Infrastructure typically refers to matters such as roads, water supply, sewers, electricity and other social elements such as education or health.

Key Services: In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.

Key Workers: Essential public sector workers such as nurses, teachers and social workers.

Landscape Character Assessment: An assessment to identify different landscape areas which have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.

Lead Local Flood Authority (LLFA): The local authority responsible for taking the lead on local flood risk management. In Lancaster District this is Lancashire County Council.

Legally Protected Species: European Protected Species that receive protection under the Conservation of Habitats and Species Regulation 2010, in addition to the Wildlife and Countryside Act 1981 (as amended).

Leisure Facilities: Attractions and places which can encourage people from both within and outside the district to visit for recreational purposes. Such attractions can take a variety of forms for example the history of the district and the local natural environment.

Lifetime Homes Standards: Ordinary homes designed to provide accessible and convenient homes for a large segment of the population from young children to older people and those with temporary or permanent physical or sensory impairments. Lifetime Homes have 16 design features that ensure the home will be flexible enough to meet the existing and changing needs of most households.

Local Housing Need: The housing requirements of existing and concealed households living within Lancaster District as evidenced in the 2012 Housing Needs and Demands Survey and other appropriate evidence base.

Localism: A term used by the Coalition Government to encourage local people and communities to take more ownership in local issues. In terms of planning this means providing the opportunity to shape their local area through the preparation of Neighbourhood Plans.

Local Development Documents: This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.

Local Development Scheme (LDS): A document which sets out the council's programme and timescale for the preparation of Local Development Documents, excluding Supplementary Planning Documents.

Local Services: These are the range of services that help to enhance the sustainability of an area. In a rural context local services are those other than key services and might include access to healthcare facilities (GP, pharmacy or prescription service) access to education (nursery / crèche or secondary school), local businesses (post office, grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, church hall, public house) and access to recreational facilities.

Local Sources of Flooding: Refers to flooding from sources other than main rivers or coastal flooding. Specifically it refers to flooding from surface water and groundwater, and flooding from ordinary watercourses.

Local Transport Plan (LTP): Prepared by the relevant highways authority for the area, in Lancaster District's case this is Lancashire County Council. The LTP sets out how transportation links, both private and public can be protected and improved through enhancements and maintenance to the existing networks.

Local / Neighbourhood Centres: These include a range of small shops serving a small catchment area. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include hot-food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.

Market Housing: Private housing for rent or for sale, where the price is set in the open market.

National Planning Policy Framework (NPPF): A document that has been prepared by the Coalition Government which has replaced all previous National Planning Policy contained within Planning Policy Statements (PPSs) and Planning Policy Guidance (PPGs).

Natura 2000 Sites: Are areas which have been specifically protected at a European level for their environmental value.

Neighbourhood Planning: In light of the Localism Agenda, neighbourhood plans can be prepared by local communities, in particular Parish Councils, which can promote development and have a greater say on where development should be located in their communities.

Night-Time Economy: Activities which happen within town centre locations after 5pm (or at the end of the normal working day), such activities will predominantly be leisure orientated and may involve uses such as restaurant, the arts, bars and cafés.

Non-Designated Heritage Asset: These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance which merits consideration in planning decisions but which are not formally designated heritage assets.

Proposals Map: This accompanies the Land Allocations DPD and will provide a visual aid to identify where land has been allocated for development, or where land has been protected because of its environmental, social or economic value.

Primary Bus Routes: Bus routes which provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.

Priority Species: Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.

Public Realm: Areas of public space which can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in urban or rural locations.

Regional Spatial Strategies (RSSs): Prepared by the former regional government agencies (in the case of the North West this was 4NW, previously known as the North West Regional Assembly). Regional Spatial Strategies provided planning guidance at a regional level and set

a series of development targets for each local authority area. Following a change in Government in 2010 a decision was taken to abolish regional government agencies and regional spatial strategies, relying on a more local approach to planning through the Local Plan system. The evidence base work that underpinned the strategy will remain valid until the information it contains becomes out of date.

Regionally Important Geological Sites (RIGS): These are locally designated sites which are of importance for their geo-diversity (geology and geomorphology).

Registered Provider of Social Housing: Previously known as Registered Social Landlords. This is the technical name for social landlords that are registered with the Tenant Services Authority. Most are housing associations, but some are trusts, co-operatives and companies that own or manage affordable housing. Also referred to as Registered Providers

Residential Amenity: Note the general definition of amenity within this Glossary. In relation to residential amenity this can relate to the enjoyment of the residential property and the impacts that development proposals can have on that enjoyment.

River Basin Management Plan (RBMP): Prepared by the Environment Agency and published in December 2009, these plans describe the river basin and the pressures that the water environment faces. The Management Plan shows what this means for the current state of the water environment in the river basin and what actions will be taken to address these pressures. It sets out what improvements will be possible by 2015 (the end of the management period) and how those actions will make a difference to the local environment.

Rural Enterprise: Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.

Rural Enterprise Worker: Workers employed full-time or primarily in a rural enterprise.

Rural Exception Site: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed e.g. where essential to enable the delivery of affordable dwellings without grant funding.

Sequential Approach: A planning principle that seeks to identify, allocate or even develop certain types and locations of land before others. For example the development of brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.

Settlement Hierarchy: This is set out in Policies SC2 and SC3 of the Lancaster District Core Strategy and will be replaced by policies within the Land Allocations DPD. These are settlements have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.

Sheltered Housing: Housing specifically for older and / or people with special accessibility requirements. Includes a block or group of houses with a resident or visiting warden, and individual houses, bungalows and flats which receive support from a mobile warden or pendent (emergency) alarm service.

Sites of Special Scientific Interest (SSSIs): These are sites which have been recognised for the importance either for their biological, geological or landscape value.

Spatial Planning: A concept that goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land-use. For example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.

Stakeholders: Groups, individuals or organisations which may be affected by or have a key interest in a development proposal or planning policy. They may often be experts in their field or represent the view of many people.

Static Caravans: Caravan units which are sited on land either permanently or semi-permanently, whilst such units are movable and have fixed axles, static units are of sufficient size to ensure that transportation between place to place is problematic and challenging and cannot be undertaken with a private car.

Strategic Housing Land Availability Assessment (SHLAA): A study intended to assess the overall potential for housing development in the area. It identifies specific sites with a development potential over the next 15 years. The SHLAA for Lancaster District was produced in 2009 and reviewed in 2014.

Strategic Housing Market Assessment (SHMA): A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The SHMA for Lancaster District was produced in 2008 and reviewed in 2013.

Strategic Flood Risk Assessment (SFRA): An assessment that sets out the risks from flooding within the district, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals which are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster District was initially undertaken in 2007 and reviewed in 2014.

Street Furniture: A collective term for objects or pieces of equipment installed on streets and roads for various purposes. Examples of street furniture include benches, bollards, post boxes and litter bins.

SuDS Approval Body (SAB): The SAB is a technical approval body whose primary role is to approve, or otherwise, all drainage proposals associated with any construction work for buildings, or any other structure that covers land and will affect water absorption, that serve two or more properties on all new developments. This regulatory function will work in tandem with the planning system and will be enacted through legislation in due course. Since the role of the SAB is reserved for county and unitary authorities in Lancaster District Lancashire County Council will be SAB.

Sustainable Development: In broad terms this means development that meets the needs of the present without compromising the ability of future generation to meet their own needs. The Government have set out five guiding principles for sustainable development in its

strategy “Securing the Future – UK Government Strategy for Sustainable Development”. The five guiding principles include living within environmental limits, ensuring a strong / healthy and just society, achieve a sustainable economy, promoting good governance and using sound science responsibly.

Sustainable Drainage Systems (SuDS): Drainage systems which are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDS system, subject to the approval of the SAB and dependent on site-specific constraints, applies to a broad range of drainage solutions from a fully piped system to a full attenuation system.

Sustainability Appraisal (SA): The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process used to assess the social, environmental and economic effects of strategies and policies from the outset of the preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.

Sustainable Growth: This refers to strategic growth which can be either accommodated with the capacity of existing infrastructure, or includes proposals which will meet any potential gaps in infrastructure capacity. It also refers to growth of settlements which is in proportion to the settlements size and character.

Touring Caravans: A touring caravan unit is a unit which can be towed behind a vehicle and which is capable of being unhitched prior to its use for holiday accommodation purposes. Touring caravans also have a purpose in providing facilities for agricultural uses such as ‘brew huts’.

Transport Infrastructure: Includes pavements, walking routes and other walking infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.

Travelling Showpeople: Member of a group organised for the purposes of holding fairs, circuses or show (whether or not travelling together as such). This includes such persons who, on the grounds of their own family’s dependents’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes gypsies and travellers which are defined separately within this glossary.

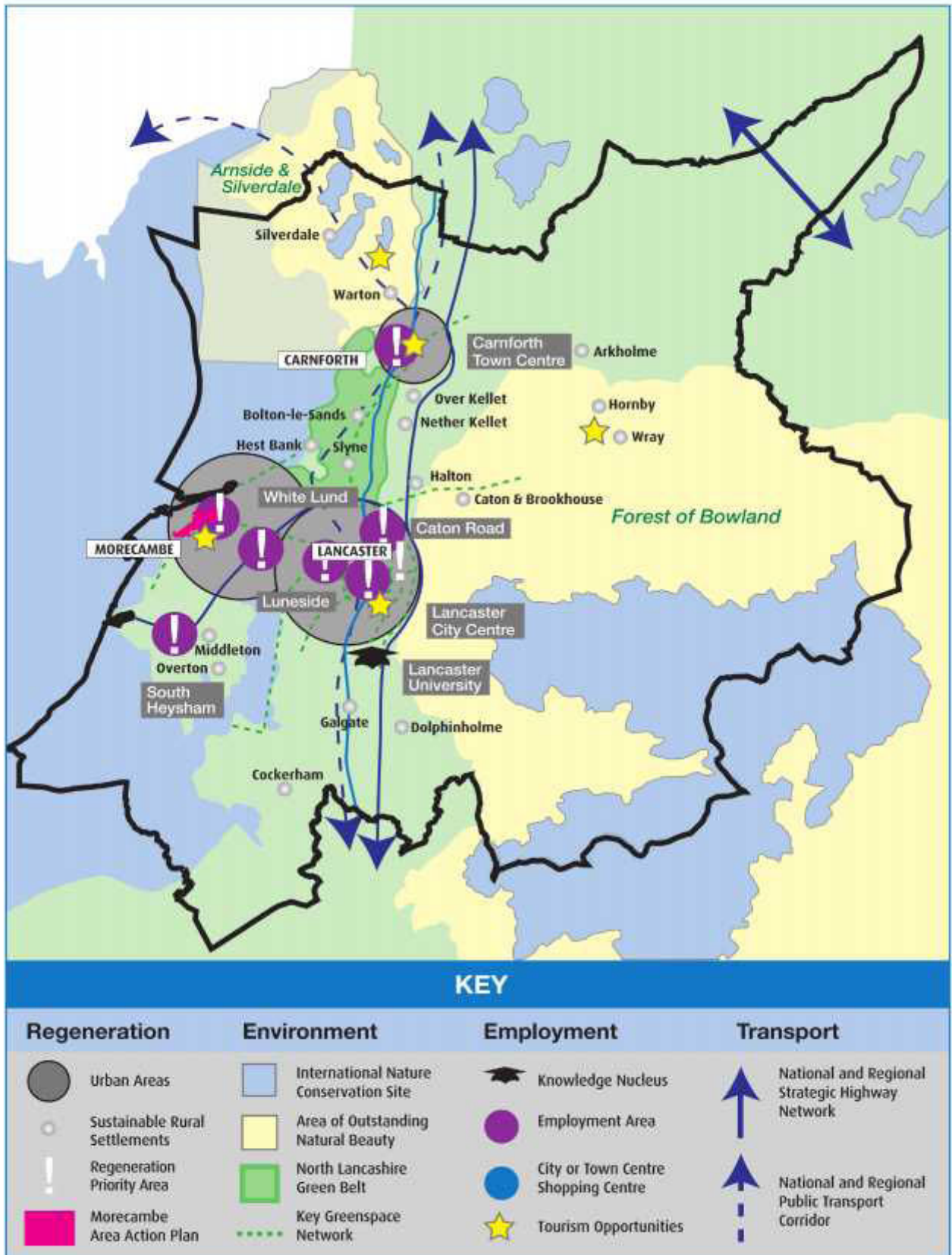
Tree Preservation Orders (TPOs): Designated to protect trees of importance and/or value - whether this importance or value relates to their historical importance, landscape importance or species type. Whilst this designation protects some trees of importance, many other trees which do not have a TPO status remain important features within the landscape or townscape.

Upland: Part of the Forest of Bowland AONB is located within the Lancaster District Area and the proposed boundary revision of the Yorkshire Dales National Park will incorporate part of the district, both the National Park and AONB for the Yorkshire Dales and Bowland Upland Regional. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster District these are the Key / Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.

Visitor Accommodation: Refers to the range of accommodation available to visitors to the district, including hotels, guest houses, bed & breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.

Water Framework Directive: A European Union Directive which seeks to improve the water quality of both inland and coastal waters.

Key Diagram



1. Introduction

Background

- 1.1 The Local Plan for Lancaster District 2011 – 2031 provides a new planning framework for the area. The preparation of this Development Management Development Plan Document (DPD), along with other key documents including the Land Allocations DPD and Morecambe Area Action Plan (AAP) will replace policies and allocations within the current Lancaster District Local Plan, which was adopted for planning purposes in April 2004.
- 1.2 In March 2012 the National Planning Policy Framework (NPPF) was published, which replaced the guidance in Planning Policy Statements (PPSs) and Planning Policy Guidance (PPG). The aim of the NPPF is to provide a more concise and understandable approach to the planning system and to deliver sustainable development and economic growth.
- 1.3 In light of the publication of the NPPF the council has reviewed the requirement and need for the Core Strategy and has concluded that the key themes, objectives and policy approaches would be better placed within this Local Plan as part of the Development Management DPD, Land Allocations DPD and Morecambe AAP. It is the intention that upon the adoption of all three documents, the Core Strategy will be withdrawn as a material planning consideration.
- 1.4 The Development Management DPD will set out the generic policies which will be used by both Development Management Officers and Planning Committee to determine planning applications. The Land Allocations DPD will identify land, both to meet future development needs and also to be protected for a specific environmental, economic or social value. The Morecambe AAP will identify strategic interventions which will assist in the ongoing regeneration of the town centre.
- 1.5 Upon the adoption, these three documents will form the core documents of a new Local Plan for Lancaster District with a plan period between 2011 and 2031.

2. The Local Plan for Lancaster District 2011 – 2031

The Lancaster District Core Strategy

- 2.1 The Lancaster District Core Strategy was adopted in July 2008 and sets out the council's strategic approach toward development. Under the previous planning system, councils were tasked with the delivery of Local Development Frameworks (LDFs), the Core Strategy was designed to be the cornerstone of the LDF system upon which more detailed documents, such as a Development Management DPD or Land Allocations DPD, could be based upon and prepared at a later date.
- 2.2 The Lancaster District Core Strategy was prepared and adopted in very different economic circumstances to those which the whole country is now experiencing. Its adoption coincided with a period of strong economic growth where development viability was strong and aspirations were high. For instance the expectation that the district's development needs could be met fully on previously developed brownfield sites appeared to be financially deliverable and a sustainable proposition.
- 2.3 The economic downturn and the economic recession since 2008 have altered the expectations and aspirations of how the area's development needs can be met. Whilst needs

and demands for development still exist, the financial viability of new development is now significantly challenged. Local planning authorities have a role to play in establishing new approaches toward the delivery of new development which remains aspirational but is also realistic about the economic challenges ahead.

- 2.4 This position was confirmed in the NPPF which reduced the amount of national planning policy guidance to create a clearer more concise planning system for the benefit of both developers and local authorities. The core aim of the NPPF is the presumption in favour of sustainable development and the achievement of economic growth which can not only benefit the locality, but also regionally and nationally.
- 2.5 There have been significant changes in the planning environment since the adoption of the Core Strategy in 2008 and, whilst many parts of the document retain an important relevance in local plan preparation, particularly the overall vision, some of the key approaches contained within the document are no longer relevant and are in need of reviewing.
- 2.6 It is therefore the intention of the council to review the relevance of all aspects of the Core Strategy and subsume the key approaches of that document within Local Plan documents, in particular the Development Management DPD and Land Allocations DPD. The process of Core Strategy Review is already complete in relation to the preparation of the Development Management DPD, with the relevant content being incorporated into it. Further work will be undertaken as part of the preparation of the Land Allocations DPD and Morecambe AAP to make sure the same processes are followed.
- 2.7 Upon the adoption of all three planning documents the council will withdraw the Lancaster District Core Strategy as a material planning consideration, seeking to rely on the new 'Local Plan for Lancaster District' which will consist of the Development Management DPD, Land Allocations DPD, Morecambe Area Action Plan and other subsequent DPDs and SPDs which will provide further guidance and policy where necessary.
- 2.8 Until this adoption process is completed the Lancaster District Core Strategy will remain in place and the vision and those policies which are NPPF compliant will be given due consideration in the determination of planning applications.
- 2.9 For more details on this approach the council has prepared a technical paper which is available for information on the council website at www.lancaster.gov.uk/planningpolicy.

The Land Allocations Development Plan Document

- 2.10 In conjunction with the Development Management DPD a Land Allocations DPD is also being prepared. This document will perform a series of functions and will ultimately replace the site specific policies contained in the existing Lancaster District Local Plan and Local Plan Proposals Map.
- 2.11 The Land Allocations DPD will firstly identify land and sites to accommodate the future development needs of the district, for housing, employment, educational, commercial or recreational. Secondly the document will protect land which is of recognised economic, environmental, cultural or recreational value. Finally the document will set out a range of constraints and hazards which should be given due consideration through the planning process, including flood risk areas and conservation areas.

- 2.12 The policies within the Development Management DPD are generic and will apply to all development within the district, regardless of type and location. Policies contained within the Land Allocations DPD will relate to specific locations, including policies which are tailored to a particular sites. Proposals for such sites will be expected to have due regard to the policies in both the Development Management DPD and Land Allocations DPD.

The Morecambe Area Action Plan

- 2.13 The Core Strategy and emerging policy within the Land Allocations DPD seeks to prioritise the regeneration and enhancement of Morecambe town centre. To address this, a Morecambe Area Action Plan (AAP) is being prepared at the same time as this Development Management DPD. The Area Action Plan identifies strategic interventions which will assist in addressing regeneration in Central Morecambe.
- 2.14 Where necessary and appropriate the Area Action Plan will identify locations and contain policies that are specific to this area. Any proposals within the defined boundaries of the Area Action Plan will still be expected to have due consideration to all the relevant policies within the Development Management DPD unless specific policies within the Area Action Plan direct otherwise.

The Arnside and Silverdale AONB Development Plan Document (DPD)

- 2.15 Lancaster City Council has begun work with the neighbouring authority of South Lakeland District Council to prepare a DPD that will have the AONB designation and purpose at its heart and that will fulfil the obligations relating to AONBs as set out in the National Planning Policy Framework. The DPD will provide a consistent approach to development across both local authority areas and will seek to recognise and address the important constraints and opportunities presented by the AONB. The DPD will focus on a number of key issues for the AONB, including the conservation and enhancement of landscape quality and character, the identification of sites for the delivery of new housing and potentially employment development, based on local needs assessment, and the management of specific types of development of particular relevance to the AONB, such as caravan development.
- 2.16 The DPD will set out a series of planning policies that will be specific only to development proposals within the AONB area. It will only include policies that provide further detail or guidance to that found within the Development Management DPD. There will be a number of Development Management policies which are relevant to development proposals within the Arnside and Silverdale AONB and these policies will be clearly identified in the AONB DPD.
- 2.17 In the event of any transitional period between the adoption of the DM DPD and the adoption of the Arnside and Silverdale AONB DPD, development proposals will be expected to give material consideration to all relevant policies within the Development Management DPD and the National Planning Policy Framework (NPPF). The council will not provide an equivalent DPD for the Forest of Bowland AONB due to its more isolated and rural character, proposals in this area will be expected to rely on the policies within the Development Management DPD.

Lancashire Waste and Minerals Local Development Framework

- 2.18 Policies prepared by Lancashire County Council as part of the Minerals and Waste Development Plan also forms part of the development plan for this district. This document provides planning policy guidance for waste and mineral development across the county as well as identifying land allocated for minerals and waste development.
- 2.19 Lancashire County Council adopted its Minerals and Waste Core Strategy in 2009 and its Site Allocations and Development Management DPD was adopted in 2013.
- 2.20 The Site Allocations and Development Management DPD will have significant implications for the district with minerals and waste allocations required to be shown on the Local Plan Policies Map, which is prepared by the Lancaster City Council. It is also the city council's responsibility to ensure that when planning applications are determined they are consistent with this document.

Supplementary Planning Documents, Development Briefs and other Development Plan Documents

- 2.21 Where necessary and appropriate, the council will prepare further additional detailed guidance to elaborate and provide further detail on some of the issues within the Development Management DPD. This will only be done in circumstances where it is felt to be beneficial and aid understanding and delivery of a particular aspect of the Local Plan.
- 2.22 Where it is considered appropriate the council will prepare either Supplementary Planning Documents (SPDs) or Planning Practice Notes (dependent on the level of importance) to give further information to the public, developers and other key stakeholders. Information on forthcoming work can be found on the council website at www.lancaster.gov.uk/planningpolicy.

3. Objectives of the Development Management DPD

- 3.1 The Development Management DPD provides detailed policy guidance on a range of planning matters, whether they are environmental, social or economic, and will be a material consideration in the determination of planning applications. This DPD will be applicable to any location in the district and any type of development proposed (unless other policies in this Local Plan indicate otherwise).
- 3.2 The policies within the Development Management DPD reflect national planning policy and are in accordance with guidance set out within the National Planning Policy Framework (NPPF). The aim of this DPD (along with others within the emerging Local Plan) is to interpret the approach of national policy and apply it to local circumstances. Policies within this DPD also make use of a range of other related strategies, policies or programmes which will influence future planning decisions.
- 3.3 The Development Management DPD will form a key component of 'The Local Plan for Lancaster District' and will, upon adoption, replace generic planning policies within the existing Lancaster District Local Plan Strike-Through Edition (2008). Site specific planning policies contained within the Strike-through Edition will remain relevant until the adoption of the Land Allocations DPD.

- 3.4 Upon the completion of all the core components of the new Local Plan (i.e. the Development Management DPD, Land Allocations DPD and Morecambe AAP) the content, guidance, allocations and policy should be read jointly. Within the Development Management DPD signposting is given to other relevant policy areas, allocations or designations where relevant and of benefit.
- 3.5 To confirm and clarify the key aims and reasons behind the need for a Development Management DPD a series of objectives have been prepared. These objectives have been refined since the preparation process for this DPD began in 2010. It is expected that the principles of all development should seek to achieve these objectives.
- **That development makes an overall positive contribution to the delivery of sustainable communities, the economy and the environment;**
 - **That development contributes to the needs of local communities and delivers sustainable development; and**
 - **That development is well designed, sympathetic to the natural and built environment and is planned and constructed in a sustainable manner.**
- 3.6 The DPD objectives set out above will be delivered through the appropriate application of the policies contained within this document which will assist in the delivery of sustainable development, which is one of the cornerstones of national planning policy. The success of the policies within this document will be measured via regular monitoring through the Annual Monitoring Report (AMR) which identifies a series of targets and indicators which will be used to measure the effectiveness of policy implementation.

4. Presumption towards Sustainable Development

- 4.1 In accordance with paragraph 14 of the National Planning Policy Framework (NPPF) all documents within this Local Plan have been prepared with a presumption in favour of sustainable development.
- 4.2 To confirm the council's commitment towards the delivery of sustainable development this Development Management DPD includes a policy in regard to the presumption in favour of sustainable development (Policy NPPF1) as is set out below.

Policy NPPF1: Presumption in Favour of Sustainable Development

When considering development proposals the council will take a positive approach that reflects the presumption in favour of sustainable development contained within the National Planning Policy Framework.

It will always work proactively with applicants to jointly find solutions which means that proposals can be approved wherever possible, and secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application, or relevant policies are out-of-date at the time of making the decision then the council will grant planning permission unless material considerations indicate otherwise, taking into account whether:

- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the guidance in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework [the NPPF] indicate that development should be restricted.

- 4.3 The delivery of sustainable development within the district can only be achieved through a partnership approach between the local planning authority, applicants / developers and other relevant private and public stakeholders.
- 4.4 The preparation of this Local Plan has benefitted from the co-operation, input and support of the public, neighbouring authorities and other stakeholders in refining its content and aims. A commitment to continuing co-operation will remain throughout the plan period to make sure that sustainable development and growth is achieved both with the district and the wider sub-region.

5. Further Information

- 5.1 If you wish to discuss any aspects of the Development Management DPD, or wider planning policy matters, please do not hesitate to contact a member of the Planning and Housing Policy Team on the details provided below.

<u>Planning and Housing Policy Team</u>	
General Enquiries	01524 582383
Email Address	planningpolicy@lancaster.gov.uk
Website	www.lancaster.gov.uk/planningpolicy/
Postal Address	Planning and Housing Policy Team, Regeneration and Planning Services, Lancaster City Council, Lancaster Town Hall, PO Box 4, Dalton Square, Lancaster, LA1 1QR.

Promoting and Enhancing Lancaster District's Economy

6. Introduction

- 6.1 Maintaining a strong and diverse economy is vital to the people and businesses of the district, this applies equally to businesses in the urban centres of Lancaster and Morecambe and within the rural settlements and villages. Investment in the local economy and growth of local businesses helps to create successful communities and supports sustainable development.
- 6.2 The planning system plays an important role in creating the conditions for economic growth, providing regeneration opportunities and policies with a presumption in favour of sustainable development. Whilst the planning system can assist in delivering economic growth it requires partnership working with other key stakeholders to deliver sustainable growth in the longer term. The provision of local planning policies which consider the needs of local businesses by drawing on investment into the district can only be beneficial for establishing growth in the economy and creating new jobs and opportunities.

Economic Vision

The council will seek to meet the challenges of sustainable growth within both the district and regional economy, creating conditions which will enable managed growth and establish a strong, diverse and vibrant local economy. This will be achieved whilst protecting and where possible enhancing the strong character of the district's landscape, the natural and historic environment and communities from negative impacts and achieving a strong sense of place.

- 6.3 The planning system must act as a balance between the needs of the economy and the protection of the environment, which do not always go hand in hand. The economic policies contained within this Local Plan aim to balance these sometimes competing issues and ensure that opportunities for investment and growth are created, whilst protecting the character of the land and communities of the district.

7. Town Centres and Retailing

- 7.1 The town centre areas of Lancaster and Carnforth will be formally defined within the Land Allocations DPD and Morecambe within the Morecambe Area Action Plan. These designations have or will be identified in line with paragraph 23 of the National Planning Policy Framework (NPPF) which expects local plans to define a network and hierarchy of centres that is resilient to anticipated future economic changes.
- 7.2 The town centres of the district are vital for the well-being of local residents and the economy. They also play an important part of the wider economy within South Cumbria and North Lancashire sub-region. It is important that they develop in a way that allows them to meet future changes and challenges, without losing their distinctive character. This district is characterised by a large rural hinterland which relies on key services being provided in larger urban areas, particularly Lancaster. Focusing development in town centres will result in significant sustainability benefits, including a reduction in the need to travel. However, main town centre uses are appropriate within defined boundaries of the three main town centres, and should not result in densities that would damage the local amenity and should comply with other relevant policies within this Local Plan.

Town Centre Development

- 7.3 To retain and develop their vibrancy and vitality, centres must have an appropriate mix of retail, leisure, cultural and service provision. This must be at an appropriate level to the scale and type of the centre, and not of a kind that would damage the ability of the surrounding area, or other centres, to function. The size of units is also important – new development in some centres (particularly in relation to Lancaster) will need to consider the development of larger retail units, but smaller units which “promote competitive town centres that provide customer choice and diverse retail offer and which reflect the individuality of town centres” (para 23, NPPF) should be retained.

Policy DM1: Town Centre Development

Proposals for retail development will be supported where they are located within the defined primary shopping area¹, as set out in the Local Plan Policies Map or are in accordance with relevant retail policies in the future Land Allocations DPD or, the proposal accords with other policies contained elsewhere within the Local Plan.

Proposals for Main Town Centre Uses in Town Centre Locations

Proposals for other main town centre uses (as defined in the National Planning Policy Framework) will be supported where they are located within the defined town centre boundary² and accord with other policies contained elsewhere in the Local Plan.

Proposals for residential development within town centre locations will be considered favourably provided that they are above ground floor level and do not restrict the maintenance of an active street frontage, particularly within designated retail frontages. Such proposals should include a separate and secure access, preferably to the rear of the

¹ Proposals for town centre development will be assessed against the defined primary shopping area (PSA) found within Appendix G of this DPD. The defined PSA within this study will be used within forthcoming Land Allocations DPD and accompanying Local Plan Policies Map.

² Proposals for town centre development will be assessed against the defined town centre boundaries found within Appendix G of this DPD.

property, which do not result in a net loss of ground floor retail space.

Development proposals for main town centre uses will be supported in town centre locations subject to environmental, safety and amenity considerations where it can be demonstrated that the scale and type of development proposed is directly related to the role and function of the locality and contributes towards creating a strong sense of place through high quality design.

Development proposals for retail development, which is located between the Primary Shopping Area (PSA) and the Town Centre Boundary will also be supported where it is demonstrated that the proposal cannot be suitably accommodated within the PSA and will bring positive economic regeneration benefits.

Proposals for Main Town Centre Uses outside of Town Centre Locations

Development proposals for main town centre uses which are not located in town centre locations, or are not in accordance with specific policies in the Land Allocations DPD, will be expected to demonstrate that the sequential test has been applied to identify the proposals site, as set out in paragraph 24 of the National Planning Policy Framework. Proposals for main town centre uses which are not located in defined town centre locations, or are not in accordance with specific policies in the future Land Allocations DPD should seek to address the following issues:

- I. Ensure that a thorough assessment of the suitability, viability and availability of locations for main town centre uses has taken place, having particular regard to the nature of the need that is being addressed;
- II. Ensure that all town centre options have been thoroughly assessed before less central sites are considered;
- III. Ensure that where it has been demonstrated that there are no town centre sites to accommodate a proposed development, preference is given to edge-of-centre locations which are well connected to the centre by means of good pedestrian and public transport networks;
- IV. Ensure that in considering sites on the edge of existing centres, developers and operators have demonstrated flexibility in terms of scale and format; and
- V. Proposals should be supported by an impact assessment in accordance with paragraph 26 of the National Planning Policy Framework where it results in the creation of floorspace of over 2,500sqm or a local threshold where more up-to-date evidence exists or it is contained in a successor DPD.

Proposals which relate to leisure facilities and hotel development, which are specifically addressed in separate policies within this DPD, will be expected to adhere to the requirements of the Sequential Test set out within Policy DM1.

- 7.4 Development should make efficient use of buildings and / or land. This could be achieved by creating development which is at an appropriate density or by ensuring that space above ground floor level is well used, for example by having office space above shops in the core of the town centre, or residential uses above shops in other parts of the centre.

The Sequential Test

- 7.5 Town centre uses should be directed to town centre locations. Where proposals seek to deliver these uses outside town centres, the sequential test set out in paragraph 24 of the NPPF will be applied.

- 7.6 Significant weight will be given to the application and outcome of the sequential test. Applications that fail to undertake such a test and do not demonstrate flexibility in respect of sequentially preferable sites may lead to refusal of planning permission. Consideration should also be given to the advice and guidance set out on town centres within the National Planning Practice Guidance document.

Retail Frontages in Town Centres

- 7.7 The frontages policy acts to highlight and emphasise locations in the town centres where retail (A1) uses would be best located. It also serves to protect existing retail uses from inappropriate or insensitive development. This policy builds on national guidance to help regenerate and reinforce the vitality and viability of existing centres as expressed in paragraph 23 of the NPPF.
- 7.8 The shopping frontages are defined within both the existing Lancaster District Local Plan and Local Plan Policies Map, which accompanies the Land Allocations DPD. These designations have been identified within the provisions of paragraph 23 of the NPPF which states that local plans should “define the extent of the town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.”
- 7.9 The Local Plan Policies Map identifies primary shopping frontages within the central areas of Lancaster and Carnforth. The town centre frontages in Morecambe will be dealt with by the Morecambe Area Action Plan. This approach is a long standing policy which has assisted in the consolidation of town centres and helped to define their function.
- 7.10 Secondary frontages near the edge of Lancaster’s shopping area are also identified within the Local Plan Policies Map. They support the key shopping frontages and are areas where some degree of diversification would be supported, whilst still retaining their primary retail function.
- 7.11 The primary frontages are in central locations that form the core of a centre, and as such they are mostly A1 retail. The loss of A1 space will generally be resisted and conversions to A1 generally supported, whilst acknowledging the contribution that non-A1 units can make to a healthy town centre. Where the policy indicates that A1 uses should be retained, conversions which involve the reduction of A1 floor space by changing the use of part of a unit will have to maintain a suitably sized and viable unit on the frontage and not detract from the centre’s vitality and viability.
- 7.12 Following future reviews of the council’s evidence base, consideration will be given to the need and desirability of reviewing the percentage of continuous retail frontage required via criterion (iii) and (v) of Policy DM2.

Policy DM2: Retail Frontages

Primary Retail Frontages

Primary Retail Frontages, as defined on the Local Plan Policies Map for Lancaster and Carnforth town centres, are identified because of their importance within their town centre location. The issue of retail frontages for Morecambe will be addressed in the Morecambe Area Action Plan (AAP).

The primary purpose of this policy is to promote town centre A1 retail uses on prime frontages within the defined town centre boundary which can generate active street frontages during normal daytime trading hours. To ensure vitality and viability, development proposals within primary retail frontages which involve the change of use of ground floor premises to non-A1 uses will only be permitted where:

- I. All adjoining frontages have an A1 retail use which generates an active street frontage during normal daytime trading hours; and
- II. The proposal ensures that all uses on the ground floor provide an active street frontage that would be open during normal daytime trading hours; and
- III. The proposal does not result in the proportion of non-A1 uses exceeding 20% of continuous retail frontage.

Secondary Retail Frontages

Within other key retail frontages the council will seek to retain an appropriate mix of 'A' Class uses whilst permitting a limited number of non- A1 uses. Proposals which involve the change of use of ground floor premises to non-A1 will not be permitted unless all of the following criteria have been satisfied:

- IV. An adjoining building is in a A1 retail use; and
- V. The proportion of any continuous retail frontage length in non-A1 use would not exceed 20%.

The proposed use should support the retail function and character of the town centre and its vitality and viability. In seeking to achieve this the council shall assess where:

- VI. The proposed use would provide a service to shoppers;
- VII. The proposed use of the ground floor would provide an active frontage; and
- VIII. The proposal does not have a significant adverse affect on the character of the street or locality or the amenity of neighbouring residents or businesses.

Local and Neighbourhood Centres

Within local and neighbourhood Centres, which are defined on the Local Plan Policies Map and accompanying policy within the Land Allocations DPD, the council will allow commercial, community and other non-residential uses on the ground floor where it retains an active frontage.

Proposals which involve the loss of A1 uses or the consolidation of individual units into larger units within local or neighbourhood centres will be considered appropriate where:

- IX. The proposed use is compatible with a shopping frontage and provides a direct service to the general public;
- X. The proposal does not harm the vitality and viability of the local or neighbourhood centre or result in a significant break in the A1 frontage;
- XI. Equivalent provision exists within reasonable walking distance, or forms part of the proposal;
- XII. The use will not result in the loss of local pedestrian accessible shopping facilities;
- XIII. A shop front display is provided; and
- XIV. No adverse impacts on the amenity of local residents, road safety, car parking or traffic flows would result.

Note: A continuous retail frontage is defined as a row of four or more units in A1, A2, A3 or other main town centre uses of which the A1 frontage element is greater than 50%. A frontage may both cross an alley or wrap around a corner.

- 7.13 Secondary Frontages have been designated on parades that, whilst not within the core of the town centre, still play an important supporting role to the retail centre. These areas are predominantly retail, although the council will support a degree of diversification in some circumstances. Additionally, Secondary Frontages may have been identified in areas where diversification has already taken place. In these instances the policy would recognise the diversity but also prevent any further reduction in the retail character of that frontage. Secondary Frontages designations also prevent the clustering of non-A1 uses forming, for example the proliferation of hot-food takeaways that could encourage the consumption of non-healthy food and could create local amenity issues.
- 7.14 The frontages policy primarily protects the ground floor and street frontage part of the unit. Although the city council will seek to avoid the reduction of the overall retail space, particularly in Lancaster city centre (apart from where exceptional circumstances are demonstrated) it acknowledges that retail may not always be the most effective use of the upper floors of certain buildings. Providing that the ability of the ground floor unit to act in a retail capacity is not compromised, changes of use away from retail on other floors would not be contrary to the frontage policy.
- 7.15 In other areas of Lancaster and Carnforth not covered by designated frontages vacant shop units can provide employment and business opportunities. This may assist in providing opportunities for small businesses and enterprises. The council will consider favourably proposals where buildings can be converted satisfactorily provided that the proposed use will not adversely affect residential amenity, the functioning or appearance of the shopping centre and where appropriate there is sufficient off-street car parking and servicing.

Local and Neighbourhood Centres

- 7.16 Local and neighbourhood centres are important for local trade and commercial activity that serves the local community without the need to travel to the nearest town centre. The council will however take into consideration the adequacy of alternative facilities located within the same local or neighbourhood centre within reasonable walking distance. Development proposals for small-scale, convenience shopping, small business and community facilities (such as doctors or dentists) will be encouraged within local or neighbourhood centres, particularly where there is no such facility within easy walking or cycling distance of a residential area.
- 7.17 When a change of use is proposed within a local or neighbourhood centre, the new use must demonstrate that it would provide a local service, which would support the vitality of the local or neighbourhood centre, provide a window display and have no adverse effects on the amenities of residents, road safety or traffic flows.

Public Realm and Civic Spaces

- 7.18 The creation of high quality streets and spaces in the district, particularly in urban locations, is an important way of creating a distinctive sense of place. Improvements and enhancements to public realm and civic space will be supported and it will be expected that new development proposals should contribute to such improvements, either directly through the development proposal or through financial contributions to wider regeneration and improvements within the locality.

- 7.19 To deliver such improvements the council will work with all relevant stakeholders to improve accessibility and quality of the urban environment by addressing the following issues: provision, accessibility, rationalisation and maintenance of street furniture, street clutter, lighting, planting, signage and paving in order to improve the streetscape and produce a high quality urban environment which is accessible to all.

Policy DM3: Public Realm and Civic Space

The council will expect development proposals within urban areas to make a positive contribution to their surroundings, through the good use of design, layout and use of materials, to create positive, safe and attractive streetscapes which contribute to the visual amenity of their locality and encourages good accessibility and connectivity between buildings and urban spaces.

Improvements should seek to address issues of provision, rationalisation and maintenance of street furniture, signage, lighting and paving, to improve the streetscape and produce a high quality, accessible environment.

Where exceptionally their benefits justify development, proposals that have an adverse impact on public realm, urban connectivity or urban spaces will be expected to contribute towards the delivery of improvements to public realm and civic space elsewhere.

- 7.20 Pedestrian linkages within and around defined town centre areas should, where possible and appropriate, be strengthened to increase accessibility to pedestrians, cyclists and all vulnerable groups. New development should improve accessibility directly through to their proposals. Town centre developments and major developments which have an impact on the town centre will be encouraged to contribute towards wider regeneration schemes within their locality, for example the Square Routes project in Lancaster and future public realm works associated with the implementation of the Morecambe Area Action Plan. Projects such as these, whether they are public or private and have significant benefits to public realm will be supported by the council.
- 7.21 Good quality urban spaces can play an important role in the delivery of green infrastructure in the district; accordingly the application of this policy should consider guidance set out in Policies DM25 and DM26 of this document which relate to green infrastructure provision.

The Creation and Protection of Cultural Assets

- 7.22 Culture, leisure and the arts play an important role in the district, both for the benefits they provide to the local economy (particularly the visitor economy) and the community well-being of the people who live and work within the district.
- 7.23 For the purposes of clarity the term cultural asset is used to describe a range of facilities including theatres, museums, heritage assets and the historic environment, live music venues (not public houses), community halls, cinemas and other public meeting venues. In particular cultural assets can be a building or structure that establishes a society's social roots and history.

Policy DM4: The Creation and Protection of Cultural Assets

The Creation or Improvement of Cultural Assets

Proposals which involve the creation of new cultural facilities, or the improvement / expansion of existing facilities will be supported subject to the following issues being addressed:

- I. The proposal should demonstrate that it will deliver benefits to the wider economy;
- II. Any proposed enhancements to an existing facility will result in the improvements of the cultural offer;
- III. The proposal should be located in an accessible and sustainable location which can be accessed by a range of transport methods;
- IV. The proposal should ensure that there is no damage to the local amenity of the area, particularly in terms of impacts on residential amenity and highway safety; and
- V. The proposal would help secure the future of an existing heritage asset through its conservation and enhancement.

Proposals will be supported which assist in the delivery of aspirations and actions of the council's Cultural Heritage Strategy which seeks to realise the economic benefits arising from cultural assets whilst securing their long term future.

Any proposals for cultural facilities should have due regard to all other relevant policies in this Local Plan.

The Protection of Existing Cultural Assets

The council will seek the protection of existing cultural assets in the district which are considered to be of value to the local and / or wider community. Any proposals which involve the re-use of existing cultural facilities for alternative uses will be required to demonstrate the previous use of the premises is no longer viable and the facility is no longer of value either economically or to the local and / or wider community.

Any proposals for alternative uses should ensure they comply with all other relevant policies in this Local Plan.

- 7.24 In the summer of 2011 the council published a 'Cultural Heritage Strategy' which investigated how more can be made of the significant wealth of culture that exists within the district, in particular within Lancaster and Morecambe. There is significant economic value in protecting, enhancing and promoting the cultural offer available within the district.
- 7.25 The Cultural Heritage Strategy sets out a series of action points for enhancing the cultural offer of the district. Proposals which seek to deliver the aspirations of this strategy will be supported subject to other relevant policies in this Local Plan.
- 7.26 The council will also support, subject to the consideration of all other relevant policies, the creation, expansion or improvement of existing cultural assets within the district. Any proposals should demonstrate that the creation of a new facility will deliver wider benefits to the local economy, through financial investment into the locality or through the creation of jobs for local people. In the case of improvements to an existing facility the proposal should deliver an improvement to the cultural offer that the existing facility provides.

7.27 New cultural facilities should be sited in locations which are highly accessible, with a preference towards town centre locations, or where geographically necessary, or within rural settlements. New facilities and any proposed expansions of existing facilities should ensure that there is minimal impact on the amenity of the locality. Any proposals should positively contribute towards the visual amenity within the locality through the positive use of design.

The Evening and Night-time Economy

- 7.28 Evening activities that take place after 5pm provide a fundamental part of maintaining a strong and successful town centre because they extend vitality beyond the normal working hours, making town centres more attractive places to live and work. It is important; however, these uses are carefully balanced so that evening and night-time uses are complementary to, rather than conflict with, other town centre uses.
- 7.29 The evening and night-time economy in Lancaster has grown over many years. When managed correctly a successful evening and night-time economy becomes part of a town's character and atmosphere, as well as creating jobs, increasing visitor numbers and providing opportunities to showcase a wide range of arts and cultural events.
- 7.30 The council will plan positively for a range of complementary evening and night-time uses including the arts, culture and entertainment uses (such as cinemas, theatres, restaurants, bars and nightclubs) that can appeal to a wide cross-section of the population and a variety of age groups.

Policy DM5: The Evening and Night-Time Economy

The council will encourage and support the sustainable growth of the district's evening and night-time economy which will contribute to the vitality of town centres, subject to addressing the following considerations:

- I. The design of development and management arrangements particularly focusing on public safety, crime prevention and reduction of anti-social behaviour;**
- II. That there will be no significant individual or cumulative effect on the surrounding amenity and character of the area due to noise, litter, odour, traffic generation, parking, general disturbance or problems of disorder and nuisance;**
- III. Arrangements for mitigating pollution including ventilation equipment, grease disposal, grease traps and noise insulation are provided in a way that minimises visual and environmental impact;**
- IV. Access requirements for people of all ages and abilities are provided; and**
- V. The day time use does not detract from the character and amenity of the surrounding area, shops and services, particularly through the creation of an active ground floor street frontage.**

Development proposals will not be permitted in locations where they exacerbate existing problems when considered against the criteria set out above.

7.31 The promotion of an evening and night-time economy in main urban settlements needs to be appropriately managed to ensure that community safety is protected and anti-social behaviour is not increased. Proposals should be sited in appropriate locations, away from primary shopping frontages and should consider the cumulative impact on the character and function of the town centre, crime and local amenity.

- 7.32 In some town centre locations the clustering of evening and night-time uses has led to an adverse impact on local amenity. Proposals which exacerbate existing problems, such as anti-social behaviour will be resisted by the council.

Advertisements

- 7.33 Advertisements can be one of the most dominant elements of the environment we live in. The provision of high quality advertising space on the frontage of shops and businesses can play a key role in attracting customers and growth for a business. However, the over-use of advertisements, or their inappropriate location, design and / or illumination can have significant impacts on the locality in which they are situated.
- 7.34 In the wrong places, advertisements and signage can have a negative impact on highway safety and visual amenity. The installation of new advertisements will be supported where it is clear that there will be no negative impacts on the visual environment of the area and there is no danger of distraction to highway users.

Policy DM6: Advertisements

Advertisements should be well designed and appropriately sited in order to positively contribute to a safe and attractive environment.

All forms of advertisements which require consent must not cause a public safety hazard or contribute to clutter or loss of amenity. Schemes which are submitted for approval should meet the following criteria:

- I. Be of a high quality design and sensitive to its visual appearance on the building on which it is to be sited and the surrounding street scene, especially in the case of a Listed Building or within a Conservation Area;**
- II. Be appropriate to its setting and location and has due regard for local distinctiveness;**
- III. Not contribute to an unsightly proliferation or clutter of signage in the vicinity;**
- IV. Not to cause hazard to pedestrians or road users;**
- V. Not cause a visual intrusion by virtue of light pollution into adjoining residential properties or unnecessarily cause poorly directed light pollution elsewhere; and**
- VI. Be appropriate and relevant to the business or premises for which it has been created.**

The council will seek to avoid the proliferation of advertisements in sensitive locations, particularly in historic and rural locations or locations which have high visual amenity, where it is considered that the amenity of the locality will be impaired.

The council has already prepared supplementary guidance on this issue entitled '*Shopfronts and Advertisements Design Guide*'. This guidance note remains relevant and will be used as a material consideration on proposals of this nature, regardless of their location in the district.

- 7.35 As a general rule, advertisement displays will be restricted to shopping, commercial, and industrial or transport locations where they comply with the above criteria and do not cause excessive visual clutter. The council's level of control over this issue is limited because a

number of advertisements do not require formal consent. The use of A-boards and directional signage will be discouraged where the council has the powers to do so.

- 7.36 The council will revise the guidance provided in Supplementary Planning Guidance Note 9: Shopfronts and Advertisements Design Guide, which will support Policy DM6.

8. Rural Development and the Rural Economy

- 8.1 National Policy via the NPPF states that development in rural areas should be carefully managed in order to protect its intrinsic value and natural resources. Policies contained within this section set out the circumstances where development outside rural settlements will be considered, taking into account the particular characteristics of the locality and the rural economy.
- 8.2 Policies in this section will protect against inappropriate development in sensitive rural locations, balancing the need to protect the value and distinctiveness of rural character, landscapes and townscapes whilst balancing such protection against the need to encourage growth in the rural economy through a sympathetic policy approach.

Development in Rural Areas

- 8.3 The council will prioritise development proposals which relate to economic growth and the delivery of new homes that address local housing needs. Development proposals should promote where possible the conversion and re-use of existing rural buildings and development within existing rural settlements.
- 8.4 Proposals for residential development in isolated rural locations will not be supported by the council unless the exceptional circumstances set out in paragraph 55 of the NPPF are demonstrated by the applicant.

Policy DM7: Economic Development in Rural Areas

Development proposals for economic development within rural areas which maintain and enhance rural vitality and character will be supported where it is demonstrated that they improve the sustainability of rural communities by bringing local economic, environmental and community benefits. This includes economic development which is an appropriate scale and nature and assists in the diversification of the rural economy, including the diversification of agricultural holdings:

Other development proposals in rural areas will be supported in principle for the following purposes:

- I. Essential operations for agriculture, horticulture, equine related activities, allocated mineral extraction or waste management facilities and essential infrastructure where there is a proven and justified need;
- II. Development required for new or existing outdoor sport and leisure facilities where a rural location is needed and justified and is in accordance within other Local Plan policies;
- III. Renewable energy schemes in appropriate locations and in accordance with other relevant Local Plan policies;

- IV. The conservation or enhancement of sites of heritage or biodiversity value;
- V. A site allocated for particular purposes through the Land Allocations DPD or other Local Plan documents;
- VI. The alteration, replacement, extension or change of use of existing buildings in accordance with other Local Plan policies; and
- VII. The erection of house extensions or extension of outbuildings which are ancillary or incidental to existing dwellings and are sympathetic to the character of the original building and its setting.

A preference should be given to the re-use of Previously Developed Land (PDL) and the conversion and re-use of existing rural buildings, in accordance within Policy DM8 of this document and National Planning Practice Guidance (NPPG). Development proposals on greenfield sites within the open countryside will be supported where it is demonstrated that no alternative suitable locations exist within local settlement areas and that the benefits from the proposal outweigh the impacts on local amenity.

Development in rural locations will not be supported if it is likely to adversely affect an internationally designated wildlife site, either directly or indirectly through, for example, increasing the risk of disturbance created by visitor pressure. The principles of Policy DM27 should apply.

Development proposals which include land within an Area of Outstanding Natural Beauty (AONB), or within their setting, should have regard to the provisions of paragraph 115 of the National Planning Policy Framework and, in relation to the Arnside and Silverdale AONB, the forthcoming Development Plan Document related to this area.

Development proposals which include land within the Green Belt should have due regard to guidance contained within paragraphs 89 and 90 of the National Planning Policy Framework and Policy DM11 of this document.

Proposals relating to residential development in rural areas will be considered against Policy DM42 and DM43 of this DPD and other relevant supplementary planning documents.

- 8.5 Development proposals which involve the development of greenfield sites will not be supported by the council unless it is demonstrated by the applicant that no alternative, more suitably located, brownfield sites exist and that the benefits of the proposal outweigh any adverse impacts that may result from the development.
- 8.6 A range of uses will be supported by the council which are consistent with a rural location, as set out in criteria (i) to (vii) of this policy. Proposals for uses that do not meet these criteria will not be permitted unless exceptional circumstances are demonstrated that outweigh any adverse impacts or departure from policy. Development proposals in the open countryside will also be considered against other policies within this document, in particular (but not exclusively) policies DM8, DM9, DM11, DM27 and DM28.

The Re-Use and Conversion of Rural Buildings

- 8.7 As suggested in Policy DM7 of this document, the council has a preference toward the re-use and conversion of existing buildings and Previously Developed Land (PDL) within the open rural countryside for a range of uses which is consistent and compatible with a rural

location. Any proposals for the conversion and re-use of buildings should have due regard of the potential impacts which could arise within the locality and setting of the development.

- 8.8 The council will expect proposals to re-use existing buildings which are already of a substantial and permanent construction and can be converted and re-used without any major structural works. Any features which are of either historical or architectural value should be retained within any scheme. Proposals that involve the re-use of buildings which, either through their design, degradation or original construction, cannot be considered to be substantial or permanent will not be supported by the council.

Policy DM8: The Re-Use and Conversion of Rural Buildings

The principle of re-using buildings within rural areas, outside of established settlement areas, for uses set out in criteria (i) to (vii) in Policy DM7 of this document will be supported where:

- I. Suitable services and access are available without the need for works which would adversely affect the character of the building and / or locality;
- II. The building is of a permanent and substantial construction, is structurally sound and capable of conversion and that any important architectural and historical features are retained within the proposal;
- III. The proposal safeguards the roosting or nesting habitat of any protected species present within the building;
- IV. The conversion can be carried out without major extensions to the existing building, or the construction of ancillary buildings;
- V. The proposal does not adversely affect the character, rural setting and appearance of the surrounding landscape or the amenity of nearby residents through the use of good design and use of materials;
- VI. The type of use proposed is of a scale and type that is consistent with the specific location;
- VII. The proposal does not have an adverse impact on the local highway network, either in terms of highway safety or highway capacity; and
- VIII. The proposed is accompanied by an acceptable Travel Plan where it is recognised that the proposed use will generate a significant level of trips.

Proposals will be expected to show that the existing building will not be substantially altered or increased in footprint or scale.

Proposals which may have significant implications of the surrounding landscape should be accompanied by a Landscape Impact Assessment to set out the levels of impact and suggest mitigation measures to minimise such impacts.

Proposals which involve the re-use and / or conversion of rural buildings to residential purposes should have due regard to Policy DM42 and DM43 of this document.

- 8.9 The inappropriate use of rural buildings can have significant implications on the setting and character of the local landscape and / or townscape. Therefore the council will expect that proposals have fully considered the implications on their surroundings and, where necessary, provide suitable and appropriate landscaping to minimise any potential impacts. Proposals which may result in a significant landscape impact will be expected to be

accompanied by a Landscape Impact Assessment as part of the initial planning application in order for the council to assess any potential impacts and necessary mitigation measures.

- 8.10 In order to minimise the impact on the setting and character of a locality, proposals should seek to incorporate sympathetic design and construction methods and make use of materials which are appropriate to the locality. Any proposals should have due consideration to Policy DM35 of this document which relates to general design principles within development proposals. Development proposals which are located within the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) should have due regard to the forthcoming DPD relating to this area.
- 8.11 The council will seek the sympathetic re-use and / or conversions of rural buildings which have a historical or architectural value. Proposals should seek to maintain and prevent the loss of such buildings without harming their value or significance.
- 8.12 For the re-use of modern farm buildings, particular regard should be paid to other policies within this document in relation to the impact of development on its surroundings, including the scale and impact on local amenity, including highways.

Conversion of Rural Buildings for Residential Purposes

- 8.13 The council will seek to encourage the re-use and conversion of rural buildings for a wide range of uses which are consistent with its rural setting. Proposals which involve the re-use or conversion of a rural building for residential purposes should have due regard to other policies within this document, in particular Policy DM43, which specifically relates to meeting rural housing needs.

Diversification of the Rural Economy

- 8.14 The rural economy in Lancaster District makes a positive contribution toward the wider economy, generating investment and job growth in the district. The council recognises the importance of the rural economy and supports appropriate farm diversification and the re-use and adaptation of existing buildings, or where appropriate replacement buildings for economic purposes.
- 8.15 Diversification of the rural economy could include allowing re-use or like-for-like replacement buildings for employment opportunities which are appropriate in scale and nature to their surroundings.

Policy DM9: Diversification of the Rural Economy

The council will support proposals in rural areas which seek to diversify the rural economy, particularly where it is demonstrated that significant economic benefits exist from the diversification of the farm holding without generating adverse impacts on the environment.

The council will have regard to the permitted development rights for agricultural buildings but will otherwise encourage the re-use, adaptation or conversion of existing rural buildings which assist in the diversification and economic stability of an agricultural holding where:

- I. It can be clearly demonstrated by the applicant that the building(s) which are part of the proposal can no longer be used for ongoing agricultural uses;**

- II. The agricultural diversification remains ancillary to the primary agricultural use and gives priority to the re-use of an existing buildings;
- III. The proposed use of the building is appropriate in a rural location, that the building(s) are of a substantial and permanent construction, structurally sound and capable of conversion without major alterations or adaption and where important original features can be retained;
- IV. The scale and use of any diversification proposals or the economic purpose (including cumulative impacts associated with any other ancillary developments / uses) is appropriate for its location and does not conflict with policies and objectives within other Local Plan documents; and
- V. The proposal does not generate unacceptable levels of traffic or have detrimental impacts on highway safety.

Whilst the council would place a preference on the re-use and conversion of existing buildings to aid diversification, where it can be justified and is appropriate, replacement buildings for farm diversification in rural areas of the countryside will be supported where:

- VI. The building to be replaced is of a permanent and substantial construction;
- VII. The replacement building is not materially larger than the existing building and is of a design which is compatible to its setting and location;
- VIII. A preference has been given to the siting of replacement buildings on previously developed land within existing farm clusters.

The council will support and encourage the delivery of improved broadband provision for rural areas to encourage rural employment and home-working. Development proposals should consider how they may assist in the delivery of improved broadband speeds within rural areas in accordance within Policy DM24 of this document and paragraph 43 of the National Planning Policy Framework.

Development in rural areas will not be supported if it is likely to generate adverse impacts on designated wildlife sites or designated landscape areas, either directly or indirectly. The principles of Policies DM27 and DM28 should apply.

- 8.16 Conflicts exist between the delivery of economic growth in rural areas and maintaining the character and function in such areas, especially within the open countryside. In these circumstances development for economic purposes will not be permitted where it is considered to be an inappropriate form of development or where its scale or use conflicts with wider countryside objectives, for example where it would introduce new amenity concerns or where it would have a negative impact on the natural environment.
- 8.17 The council will not support proposals to convert or re-use buildings which are poorly sited, poorly designed or constructed and which detract from the character of its rural setting. Buildings which are temporary or structurally unsound and require significant alterations to bring them into their desired use are also unlikely to be supported.
- 8.18 Preference will be given to the re-use or conversion of existing permanent buildings in the first instance. Replacement buildings will only be supported where the re-use of an existing building is not achievable or appropriate and where the replacement building can make a positive contribution to the rural environment.

Equine Related Development

- 8.19 Although there continues to be pressure for equine related development within the district the council recognises that such development contributes toward the provision of recreational opportunities and the diversification of the rural economy. However, intensive private equestrian activity as well as commercial activities can be visually harmful in rural locations, particularly cumulatively, so it is important that environmental quality (in relation to vegetation destruction, water quality, biodiversity and soil erosion), amenity and landscape character is respected. Therefore the council considers a specific policy on this type of development is required.
- 8.20 By its very nature, equestrian development requires a rural location but the cumulative impact of either a small or large scale development can have an adverse impact on the rural character of the district and can lead to further intensification of uses on the site. As such local landscape character assessments should be employed to inform the appraisal of all development proposals.
- 8.21 The council expects applicants to follow a sequential approach toward the siting of equine related facilities. Preference will be given to locating such uses within existing farmsteads, re-using existing buildings where possible, to reduce impact on the landscape. Preference will also be given to locations which are close to existing settlements and accessible to both the highway and bridleway network.
- 8.22 If this is not possible then new buildings should be well related to existing buildings and be well screened by existing trees, hedges or other natural features which will reduce the potential visual impact on surrounding landscape. Proposals which involve the siting of such buildings in open or prominent isolated positions will not be supported by the council.

Policy DM10: Equine Related Development

Horse-related activity and small-scale extensions to existing equestrian enterprises in rural areas will be permitted in principle. The council will expect applicants to demonstrate that in identifying proposal sites that a sequential approach has been followed, placing a greater priority towards accessible sites on the edge of existing settlement areas. Proposals will be subject to the following criteria:

- I. In the first instance priority is given to the re-use and conversion of existing buildings and accord with policies DM7 and DM8 of this document;**
- II. New stables and associated infrastructure (including ménages, storage, lighting, hard-standing, fencing and other paraphernalia) should be well screened from the surrounding countryside and should not interfere within the amenity of surrounding residents;**
- III. New buildings for indoor equestrian use should be located within or adjacent to existing buildings;**
- IV. Proposals should not have a detrimental impact on the local highway network and highway safety;**
- V. Their design, scale, siting, external lighting and use of materials should respect the rural setting and landscape; and**
- VI. Provision is made for removing any equipment and re-instating the site once its use for horses is no longer required.**

- 8.23 To reduce the impacts that such proposals have on residential amenity, in terms of noise, lighting, smell and other disturbances, equine related development should be sited at an adequate distance from neighbouring residential properties. The separation distances required will be dependent on the scale and impact of the development proposed and the nature of the surrounding landscape.
- 8.24 Ancillary development, including ménages, storage facilities, hard-standing, access tracks and sand paddocks should be a minimum size necessary and should not encroach into open countryside. Additional equipment, such as jumps and transporter vehicles should be stored appropriately and not impact on the visual amenity of its surroundings.
- 8.25 Further consideration should be given to the implications on the surrounding highway network from such proposals. The siting of equine related facilities should not create a danger to horses, riders and to other road users. It would be expected that stables and associated infrastructure should be sited with safe and convenient access to the local highway network and, where possible, direct connections to the local bridleway network.

Development in the Green Belt

- 8.26 The council will seek to manage development in the Green Belt to avoid inappropriate development, consistent with paragraph 87 of the National Planning Policy Framework (NPPF). Inappropriate development is, by its very definition, harmful to the Green Belt and should not be approved except in very exceptional circumstances.
- 8.27 Proposed development should be genuinely required for uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. Acceptable uses are set out within paragraph 89 of the NPPF and this policy does not repeat such guidance, however Policy DM11 does seek to set out the council's approach to development proposals for the re-use of buildings and replacement of buildings in Green Belt locations.

Policy DM11: Development in the Green Belt

Re-use of Existing Buildings in the Green Belt

The re-use of buildings within the Green Belt will be considered appropriate where:

- I. It does not have materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;
- II. Strict control is exercised over the extension of re-used buildings, and over any associated uses of land surrounding the building which might conflict with the openness of the Green Belt and the purposes of including land in it;
- III. The building is of permanent and substantial construction, and is capable of conversion without major or complete reconstruction; and
- IV. The form, bulk and general design of the buildings are in keeping with their surroundings (proposals should seek to respect local building styles and materials).

Extension to Existing Dwellings in the Green Belt

The council will not permit extensions to existing dwellings which create an adverse impact on the openness of the Green Belt.

9. Leisure and Visitor Economies

- 9.1 The council believes that there are opportunities to encourage and enhance further growth in the district's leisure economy, with attractions including the historic town of Lancaster, the coastal town of Morecambe, the rural landscapes of the Lune Valley and the protected landscapes of the Arnside & Silverdale and Forest of Bowland AONBs.

The Creation of New Leisure Facilities and Attractions

- 9.2 The council will support the development of leisure facilities and attractions in sustainable locations within main urban settlements, primarily in sustainable town centre locations or where the sequential approach has been followed in accordance with paragraph 24 of the National Planning Policy Framework. This will have the primary aim of directing appropriate and desirable leisure facilities towards Morecambe to assist regeneration within the town. A key focus for Morecambe is the natural environment and natural tourism.

Policy DM12: Leisure Facilities and Attractions

Major Facilities

Proposals for major leisure facilities or attractions (excluding visitor accommodation) that involves more than 1,000sqm of floorspace or 1 hectare or more of land will be permitted where:

- I. The site is within the identified town centre boundary of Lancaster and Morecambe, preferably in a brownfield location within Morecambe which can provide a catalyst for regeneration within the locality, or is supported by a specific site allocation in the Land Allocations DPD or an identified direction of mixed use growth set out elsewhere within 'The Local Plan for Lancaster District'.

Proposals in rural areas will also be considered favourably where it is demonstrated that a rural location is necessary for the facility / attraction and that it cannot be located in a more sequentially preferable town centre location. Proposals will be considered favourably where:

- II. It is for the expansion of an existing leisure facility or attraction in the countryside and is in scale and character with its location and complies with other relevant policies within this Development Management DPD; or
- III. It is for the conversion of suitable existing buildings in the countryside and the proposal complies with other relevant policies within this Development Management DPD.

Minor Facilities

Proposals for minor leisure facilities or attractions involving less than 1,000sqm of floorspace or 1 hectare of land will be considered favourably where it meets criteria (i) to (iii) and where the proposal:

- IV. Is located within an identified town centre boundary, preferably in a brownfield location, or within a complex of existing rural buildings;
- V. Is accessible to a variety of modes of transport, including public transport;
- VI. Does not result in an adverse impact on the visual amenity within the locality;
- VII. With regard to rural buildings, the proposal satisfies the relevant criteria of Policy

DM8.

Proposals for leisure uses (both major and minor facilities) which are located outside of defined town centre locations should address the relevant requirements of Policy DM1 of this DPD in relation to the Sequential Test and Impact Assessment.

Proposals for both major and minor leisure facilities and attractions must assist in delivering improvements to Green Infrastructure within the local area.

Any proposals which are expected to generate significant footfall and vehicle movements will be expected to provide a travel plan in accordance with Policy DM23 of this document.

All proposals for leisure and visitor facilities should have due regard to all relevant planning policies within the Development Management DPD, in particular relating to impacts on the local environment, amenity and highways.

Developments which are likely to increase harm through visitor pressure within internationally designated wildlife sites or designated landscape areas will not be supported.

- 9.3 Policy DM12 provides a positive framework for promotion of leisure facilities for the benefit of both local people and visitors to the district. Directing most of the leisure / visitor related development to the main settlements of Morecambe and Lancaster can assist in strengthening their viability as centres, ensuring that facilities can be accessed by a range of transport modes and continue to protect the natural environment.
- 9.4 The council recognises the benefits that the leisure economy can have on the rural economy through the creation of new business, new jobs and more investment within the local area. Therefore development of leisure facilities in the countryside will be supported in principle but only in appropriate locations, where it is demonstrated that adverse impacts are minimised and proposals are in accordance within other policies within this document.
- 9.5 For the purposes of clarity, the term 'leisure attractions and facilities' should include major visitor attractions and major leisure / sporting attractions.

Visitor Accommodation

- 9.6 To promote the district of Lancaster as an attractive destination for visitors it is essential to offer a good range of quality accommodation in attractive, accessible locations. Government guidance considers that hotels, which are identified as a 'main town centre use' within the National Planning Policy Framework should be located in sustainable town centre locations. Therefore proposals for hotels should be focused on the main centres of Lancaster, Morecambe and Carnforth in the first instance and, should an edge-of-centre or out-of-centre location be proposed, that the sequential approach set out in Paragraph 24 of the National Planning Policy Framework be applied. Town centre locations are the highest priority for the provision of new accommodation as these will best facilitate linkages with shops, restaurants and other facilities.

Policy DM13: Visitor Accommodation

Hotel Accommodation

Proposals for hotel development will be supported where they are located within a defined town centre, as set out in the Local Plan Policies Map or are in accordance with the relevant policies within the future Land Allocations DPD.

Proposals which involve the development of hotel uses located outside of the defined town centre boundaries and which are not in accordance with relevant policies within the future Land Allocations DPD will be expected to demonstrate, through the use of the sequential test, that no sequentially preferable sites exist, whether this be in a town centre or, in the case of out-of-centre proposals, that no preferable edge-of-centre locations exist. Flexibility should be demonstrated in relation to format and scale of proposals.

All proposals for hotel development will be expected to demonstrate that the location is accessible to a range of transport modes and public transport.

Other Visitor Accommodation

Proposals for other visitor accommodation, including bed & breakfast, self catering accommodation (excluding caravan sites, log cabins and chalets) will be acceptable where the proposal:

- I. Is on a site within the existing built-up area of Lancaster, Morecambe, Heysham, Carnforth or smaller settlement which provides a sufficient level of basic service provision, preferably on previously developed land; or
- II. Is on a site which has a specific land allocation or an identified direction of mixed growth set out elsewhere in the Local Plan; or
- III. Provides accommodation of an appropriate nature and scale to meet the needs of an existing visitor facility or attraction and is located adjacent to the facility or attraction; or
- IV. Involves the conversion or re-use of a suitable existing rural building(s) and the proposal complies with other relevant policies within this document, particularly the criteria set out in Policy DM8.

Proposals which relate to other types of visitor accommodation, including caravans (both static and touring), log-cabins and chalets should be considered under Policy DM14 of this document.

- 9.7 Visitor accommodation can take many forms ranging from substantial hotels through to smaller bed & breakfast establishments to holiday cottages and holiday chalets. Proposals for smaller-scale visitor accommodation may be acceptable beyond town centres and into rural locations, provided their scale is in keeping with the surrounding area. This may be as a guest house or farm-related visitor facilities, particular where proposals can aid agricultural diversification and involve the re-use of existing buildings which are worthy of retention.

Caravan Sites in the District

- 9.8 The district contains a large number of touring and static caravan sites which are drawn by the unique character of the locality. Caravan sites provide a valuable source of visitor accommodation and can contribute significantly to the local economy and the sustainability

of rural settlements. However they can also have significant impacts on the local amenity of an area, through the creation of traffic or their intrusion on the local landscape.

- 9.9 The geographical location of Lancaster District, along with the unique and important landscapes and habitats it contains, results in significant visitor pressure for growth and usage of caravan sites. The council acknowledges the significant pressures which exist for caravan development, both in terms of pressures for growth of existing sites and the creation of new caravan sites to meet the demands from visitors.
- 9.10 The unrestricted growth of visitor accommodation, particularly in sensitive locations will not be permitted by the council. Therefore the council will seek to improve the management of existing sites and pitches through the preparation of a 'Caravan Sites Register' which will monitor the number of sites and pitches and seasons of occupancy.

Proposals for New Caravan Sites

- 9.11 The council will seek to protect the most sensitive landscapes in the district, particularly those landscapes which have been designated for their importance, such as Areas of Outstanding Natural Beauty (AONBs), from development which may have a negative impact on the quality of local landscapes and their setting. Given the significant caravan site provision that already exists within these areas the council will not encourage any proposals which involve the creation of new caravan sites or the further expansion of existing sites.
- 9.12 Whilst proposals for new caravan sites or the extension of existing sites will not be encouraged within Areas of Outstanding Natural Beauty or their settings, the council will be more supportive towards the development of sites in appropriate and sustainable locations outside the AONBs.

Policy DM14: Caravan Sites, Chalets and Log Cabins

Within Areas of Outstanding Natural Beauty (AONBs), or within their settings, proposals for new static or touring caravan sites, or the extension or expansion of existing sites will not be permitted where it is concluded that such proposals will have an adverse impact on conserving the landscape and scenic beauty of these areas.

Similar proposals within the Arnside and Silverdale AONB will be expected to comply with the relevant policies relating to caravan development found within the forthcoming Arnside and Silverdale AONB DPD.

Caravan Development

Proposals for new static and touring caravan sites, or the extension of an existing site will be supported in principle within the district and outside of areas of designated landscape importance, in appropriate locations and to an appropriate scale, subject to the following criteria:

- I. That priority is given to the re-use of previously developed sites; provided that it is not of a high environmental value. Where greenfield sites are identified it should be demonstrated that no alternative, suitable brownfield sites exist in the locality;**
- II. The proposed development has no adverse impact upon the landscape character or significant detrimental impact on the visual amenity of the locality, and includes satisfactory proposals for additional landscaping where required. Proposals will also be assessed against the requirements of Policy DM28.**

- III. That the layout retains on-site features and provides compensatory planting and other nature conservation measures within or near to the site;
- IV. The proposal maintains and enhances existing areas of recreational open space or create new areas of recreational open space which are of a proportionate scale;
- V. The proposal does not have an adverse impact on biodiversity and where appropriate seeks to raise the environmental value of the locality;
- VI. The proposal does not have an adverse impact on surrounding residential amenity; and
- VII. That the proposal is in an accessible location and has no adverse impact on the capacity of the local highways network, highway safety and other important local infrastructure.

Proposals for caravan sites within the North Lancashire Green Belt will only be permitted where it is concluded that it does not result in harm to the Green Belt and does not have an adverse impact on its openness in accordance with Policy DM11 of this document.

Development of Chalets, Log Cabins and Purpose Built Holiday Accommodation

The council will consider proposals relating to chalets, log-cabins and purpose built holiday accommodation subject to criteria (i) and (vii) above and:

- VIII. Be of a scale and design appropriate to the locality and does not have any detrimental impacts on the local landscape, particularly in Areas of Outstanding Natural Beauty; and
- IX. Makes use of appropriate materials which are sympathetic to its locality.

Occupancy of Caravan Sites, Chalets, Log Cabins and Holiday Accommodation

The council will seek to regularise the duration of opening of existing holiday accommodation within the district (including caravan sites, chalets and log cabins). The council will be sympathetic towards proposals to extend opening seasons to provide holiday accommodation for the whole year. Proposals to extend their duration of opening and occupancy will be permitted where:

- X. There will be no significant impacts on the surrounding visual amenity or on nature conservation interests;
- XI. There are no adverse impacts on local infrastructure and highway safety;
- XII. Appropriate on-site improvements, including improved facilities and recreational provision of an appropriate scale, are agreed with the local planning authority and implemented before the extended opening season begins, subject to landscaping improvements; and
- XIII. The proposal is accompanied by a legal agreement which states that the accommodation will remain in a visitor use only and not be used for permanent residential occupation.

Whilst the council will be sympathetic towards proposals to extend seasons of opening to provide enhanced visitor facilities, a strong position will be maintained over holiday accommodation being used for residential purposes and occupied all year round. Occupancy conditions will be enforced by the council where it is considered to be expedient and appropriate to do so in accordance with the council's adopted '*Planning Enforcement Charter*' (2011).

To ensure that proposals comply with criteria (xiii) applicants will be expected to enter into a legal agreement to ensure that the units on site are not subject to permanent residential occupancy. The council will encourage the owners of caravan sites to supply information on any permanent residents.

- 9.13 Proposals for caravan sites should utilise locations which are accessible to local settlements which offer basic services, facilities and reduce the needs to travel by car with a preference shown to the re-use of previously developed sites. To provide further protection to the natural environment and local amenity, proposals will be expected to be appropriately sited to their setting and location and reduce their impact on the surrounding landscape through sensitive landscape design and other appropriate complementary measures. The council will encourage proposals for either new site or site extensions to work toward the development of 'Quality Assured' accommodation.
- 9.14 The council will support the improvements to facilities at existing caravan sites, such as improved toilet blocks and other ancillary infrastructure provided where it is demonstrated that such improvements will aid the visitor experience, will not have a detrimental impact on its surroundings and is in accordance with all other relevant policies within this document. Proposals which will result in an unacceptable intensification of uses on a caravan site, either directly or in-directly, will not be supported by the council.

Seasons of Opening for Caravan Sites

- 9.15 In recent years there has been significant pressure for longer opening seasons for caravan sites. Whilst benefits to the local economy will exist from the extensions to opening periods there can be significant implications from such proposals, on the surrounding landscape, amenity and the conservation of the site itself. Increased returns arising from a longer opening season must be reflected in the delivery of on-site improvements. Proposals for extensions to opening seasons should be accompanied by on-site enhancement proposals.
- 9.16 Whilst the council will be sympathetic towards proposals for extension to opening seasons on caravan sites. It will retain a strong position over the seasons of occupancy and will seek to ensure that extended seasons of opening do not result in unauthorised permanent residential occupation of caravans.
- 9.17 The council will expect that any caravan site operations which have been granted permission for an extension of opening to an all-year-round basis to enter into a legal agreement with the council to ensure that permanent residency does not occur without the benefit of planning permission. Where any reported breaches in planning permission occur in relation to occupancy the council will investigate and where expedient enforcement action will be taken.

10. Employment Requirements

- 10.1 Lancaster District contains the coastal towns of Morecambe and Heysham, the historic city of Lancaster, the market town of Carnforth and the extensive rural countryside which stretches along the Lune Valley and includes communities within the Arnsdale and Silverdale AONB.
- 10.2 The district has a series of important economic assets which provides a focus for job opportunities and investment within the district. These include Lancaster University, the

Port of Heysham and Heysham Nuclear Power Station which all attract significant job numbers and investment into the district.

- 10.3 In total there are approximately 50,000 people employed within the district with the majority of this figure employed within service industries. Unemployment remains close to the national average; however parts of both Lancaster and Morecambe suffer from higher than average levels of deprivation and, in particular, levels of unemployment.
- 10.4 To assist with the delivery of economic growth, development proposals which seek to create new employment opportunities and investment within the district will be supported by the council subject to consideration of the impacts on their surroundings.

Proposals involving Employment Land and Premises

- 10.5 Proposals which re-use previously developed land and / or existing buildings for employment purposes which are not formally designated for employment will be supported in principle by the council. Proposals for employment generating uses in non-designated employment areas should ensure that there are no significant detrimental impacts resulting from the proposal, particularly in terms of accessibility, residential amenity and the local environment.
- 10.6 Where it is expected that development proposals will generate significant footfall and traffic movement, special attention should be given to the accessibility issues relating to the site, via public transport or through cycling and walking. In particular cases the council may require proposals to be accompanied by a travel plan in accordance with Policy DM23 of this document which should seek to mitigate and reduce traffic movements to the proposal. Such requirements will be assessed and agreed on a case-by-case basis depending on the potential impacts of the proposal.

Policy DM15: Proposals Involving Employment Land & Premises

Proposals for Employment Purposes on Non-Allocated Employment Sites

Proposals for employment generating uses (B1, B2, B8 and appropriate sui generis uses) which seek to utilise previously developed land or existing premises outside of designated employment areas will be supported by the council provided that the following issues are addressed:

- I. That there is sufficient access and capacity in the local highways network to accommodate the proposed use, this includes provision for cycling and walking;
- II. That there is no significant detrimental impact on local residential amenity or natural environment; and
- III. The proposal is in accordance with the design guidance set out in Policy DM35 of this document and any other relevant accompanying design guidance.

Any proposals for employment uses within rural areas of the district will be expected to comply with Policies DM7 and DM8 of this document.

Proposals which generate significant levels of employment should be located in accessible locations which can be safely accessed by a range of transport modes and provide sufficient and appropriate levels of car parking in accordance with Policy DM22 and the detail supplied in Appendix B of this DPD.

Proposals which, as a consequence, will generate significant traffic movements may also be required to provide a travel plan, in accordance with Policy DM23 of this document, which sets out how excessive travel movements can be mitigated and sustainable travel patterns encouraged. The requirement for a travel plan will be assessed on a case-by-case basis.

Loss of Employment Land and Premises for Alternative Uses

The council will seek the retention of land and buildings which are in an active employment use, has a previous recent history of employment use, or still has an economic value worthy of retention. Proposals which involve the use of employment land for alternative uses such as residential will only be permitted where:

- IV. It has been demonstrated, through a satisfactory and robust marketing exercise which has taken place over a reasonable period of time (at least 12 months) that an ongoing employment use on the site / premises is no longer appropriate and viable. Such a marketing exercise should demonstrate that the site / premises has been marketed using appropriate media sources at a realistic price for both the existing use and for redevelopment (if appropriate) for other employment uses; or
- V. The location has such exceptionally severe site restrictions, due to very poor access or servicing arrangements, or surrounding land uses make a continuing employment use inappropriate; or
- VI. The re-use of the employment land meets the wider regeneration objectives set out in the Local Plan or where the benefits of the proposal outweighs the loss of the site for employment purposes.

Any proposals should have due consideration to all relevant policies within the Development Management DPD.

- 10.7 The council recognises the importance that employment land has within the local economy. Business and commercial premises provide job opportunities for local people and presents opportunities for investment into the local economy. The cumulative loss of employment sites will have an adverse effect on business, employment and on the character of the district.

The Protection of Employment Land and Premises

- 10.8 In accordance with paragraph 22 the National Planning Policy Framework (NPPF), the council will not seek to retain employment uses which have no reasonable prospect for employment purposes, whether this is due to economic factors, site location or the condition / state of the buildings on the site. However, there is an expectation from the council that any proposals which involve the loss of employment / commercial premises or land should demonstrate that such uses are no longer appropriate or viable for the site.
- 10.9 Applications should be supported with information which clearly demonstrates that the premises or site have been marketed for employment premises for a realistic period, normally for a minimum of 12 months, at a realistic price. The council will decide if the marketing is sufficient and appropriate. Any proposals which do not have this supporting information will generally be refused planning permission unless exceptional circumstances are demonstrated.

- 10.10 The marketing of the premises / sites should be for its existing use or for an acceptable alternative employment generating use. Only when such alternative uses have been realistically considered and found not to be practical will proposals to re-use employment land for non-employment generating uses, such as residential, be considered.
- 10.11 The Land Allocations DPD will set an approach to future employment land provision through the plan period, ensuring that any employment land which has no realistic opportunity to return to an employment generating use has been allocated for alternative purposes. Therefore the identified employment land stock allocated in the forthcoming Land Allocations DPD is considered to be of value and should be retained. In times of limited demand relating to the economic recession, employment land should not be simply released to other uses because this reduction in demand is likely to be relatively short-term and the loss of employment land to non-employment uses (such as residential) is irreversible. The council will also be mindful of the need to preserve industrial land for a range of employment and economic needs.
- 10.12 Local service trades such as builders' yards, car repair or skip hire provide a useful service to local residents and other businesses in the district, as well as providing a source of local employment opportunities. Small firms such as these often find it difficult to acquire suitable affordable premises and the high value of land for other uses creates pressure for redevelopment for higher quality and priced accommodation even though many starter businesses require cheaper accommodation and smaller incubator units. Attempts to market premises should be undertaken on the basis of their present condition and use, and not on their potential for redevelopment in the future to other uses, or proposing housing as the only viable option for the future.
- 10.13 Many employment areas within the district provide opportunities for regeneration and remodelling, providing more modern employment facilities than currently exist. The council will support proposals which can genuinely demonstrate that regeneration of an employment site for a mixture of uses can provide significant economic regeneration benefits to the locality.

Small Business Generation

- 10.14 Smaller business enterprises and emerging economic sectors fulfil an important role in the district's economy and can help promote sustainability by providing jobs in urban and rural locations as well as contributing to the diversity of employment within more urbanised centres. Paragraph 21 of the NPPF recognises the importance of small business, suggesting that Local Plans should '*support existing business sectors, taking into account whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area*'.
- 10.15 In response to this policy position within the NPPF, Policy DM16 will seek to encourage the sustainable growth of new business and emerging economic sectors in both urban and rural locations. It is anticipated that a sympathetic policy approach and maintaining a flexible supply of land / buildings for business uses will be important in assisting the recovery of the local economy. Such an approach will allow for existing established businesses to grow sustainably and will help new business opportunities which wish to invest in the local area and create jobs for local people.

Policy DM16: Small Business Generation

The council will support proposals which involve the creation or sustainable expansion of small businesses within the district, subject to the following criteria being met:

- I. The site is located within the built-up areas of Morecambe, Lancaster, Heysham, Carnforth or a smaller rural settlement, an identified employment area or a site specifically allocated for that type of use or is part of a suitable and sustainable farm diversification scheme within a rural area; or
- II. The proposal is for the sustainable expansion of an existing business within its existing site, subject to other policies within this document; or
- III. The proposal is for the conversion or redevelopment of suitable existing buildings in accordance with all other relevant policies within this Development Management DPD.

The council will seek to promote the role of home-working within the economy, through improvements to telecommunications infrastructure and small-scale extensions to existing residential dwellings. The council will not support proposals for residential development which are contrary to policies within the Local Plan and the NPPF purely on the basis that they would assist in the delivery of home-working.

10.16 The council recognises the growing role that home-working can provide within the local economy, particularly in rural areas of the district. The ability of people to work from home can have many positive sustainability benefits including the reduction in the use of private vehicles and therefore the council will promote home-working where appropriate. There are a number of barriers to home-working in the district, in particular accessing good broadband links. In accordance with Policy DM24 of this document the council will assist where possible in the improvement of these telecommunication links.

10.17 Whilst the council will seek to promote the principles of home-working within existing dwellings, the council will not support proposals for residential development which, in normal circumstances would be contrary to other policies within the Local Plan, on the basis that the new dwelling will provide opportunities for home-working.

10.18 Whilst at a national level priority is given toward economic recovery, it is important that within the planning system a balance is retained between the need to create investment and jobs and the need to protect the character and amenity of the district. Therefore whilst this policy offers significant support for economic growth, any proposals should have due consideration to all relevant policies within this DPD, particularly in relation to any specific impacts on the locality that could result in possible development.

11. Enhancing Energy Opportunities

11.1 More efficient energy usage and the improved deployment of renewable energy will aid the transition from a high to low carbon economy in Lancaster District. The improved deployment of renewable energy will also provide the district with the diversity needed to ensure long-term security of energy supply at a local level. This has the potential to deliver on-site power to local developments or allow energy to be exported to the National Grid for wider distribution. The use of on-site renewable energies can also provide the opportunities for large electricity users to secure green methods of power locally.

Renewable Energy Generation in Lancaster District

- 11.2 The district has the potential to take a leading role in the transition to a low carbon future on account of its topography and natural assets. These create the opportunities for increased deployment across a range of renewable and low energy technologies. This must, however, be balanced with the need to protect the district's high quality landscape, much of which is protected by international and national designations and sites that hold a functional linkage to sites of national or international importance.
- 11.3 This is supported by evidence on potential deployment capacities for different renewable energy technologies prepared by external consultants SQW on behalf of Lancashire County Council. SQW were commissioned to identify the resource capabilities for different renewable energy technologies on an area basis and provide information on the likely deployment of these technologies up to 2030. Based on this information they identified a deployable potential in the district of 97MW by 2030. This takes account of current generating capacity and then based on identified constraints, factors in a more realistic mix of technologies appropriate to the resource capabilities of the area. A summary of this breakdown is given in the table on page 51 of this document.

Policy DM17: Renewable Energy Generation

The council is committed to supporting the transition to a lower carbon future and will seek to maximise the renewable and low carbon energy generated in Lancaster District, where this energy generation is compatible with other sustainability objectives.

The council will support proposals for renewable and low carbon energy schemes that offer the opportunity to contribute to a low carbon future where the direct and indirect impacts are, or will be made, acceptable (unless material considerations indicate otherwise) subject to the following criteria:

- I. The proposal with its ancillary development would not individually or cumulatively have an unacceptable significant effect as a result of its scale, siting or design on the landscape, visual amenity, biodiversity, geodiversity, townscape and historic assets of the district and will not unduly affect highway safety;**
- II. The impacts of the development are mitigated so as to ensure that there are no unacceptable significant effects on the amenities of sensitive neighbouring uses (including by virtue of noise, dust, odour or traffic); and**
- III. The wider environmental, economic, social and community benefits directly related to the scheme outweigh any significant adverse effects.**

In areas which have been designated for their national importance, as identified in the National Planning Policy Framework, large-scale renewable energy infrastructure will only be permitted where it can be demonstrated that it would be appropriate in scale, located in areas which do not contribute positively to the objectives of the designation, is sympathetically designed and includes any necessary mitigation measures.

The council will expect developers to work in partnership with the local community in developing proposals for renewable and low carbon energy and demonstrate how the concerns and requirements of the local community have informed the submitted proposal. Community-led initiatives for the development of renewable or low carbon energy will be supported.

Developers will be expected to provide evidence to support their proposals including landscape, visual and ecological assessments (including where required an Environmental Impact Assessment (EIA) and Habitats Regulation Assessment (HRA)) and to demonstrate that any impacts can be satisfactorily mitigated where negative impacts cannot be solely removed through site selection. Mitigation and compensatory measures should be investigated as part of this process.

The council will require that where renewable energy installations become non-operational for a period in excess of one year, the facility will be removed and the site will be fully restored to its original condition within one year.

Proposals for wind energy should also be assessed against the criteria set out in Policy DM18 of this document.

- 11.4 All projects, regardless of their size, will be supported in principle by the council subject to satisfying criteria (i) to (iii) set out in Policy DM17. The council recognise that small-scale projects will make a valuable contribution to renewable energy generation as well as national targets for the reduction in greenhouse gas emissions. These schemes also offer opportunities to add direct benefits to local communities by meeting their local needs, providing local ownership of their future energy use and helping the fight against fuel poverty.

Technology	Existing Deployment (2011)	Anticipated Deployment (2020)	Anticipated Deployment (2030)
Commercial Wind	16	44.7	59.3
Small-Scale Wind	0	3.8	6.5
Plant Biomass	0	0.3	0.4
Energy from Waste	4.8	5.1	3.4
Small-Scale Hydro	0	0.4	0.4
Micro generation	0.2	11.4	26.9
TOTAL	21MW	66MW	97MW

Renewable Energy Deployment Projection (all Figures are in Mega-Watts MW) (Source: SQW)

- 11.5 In delivering proposals the council will negotiate, where appropriate, community benefits for the local area. This could include the provision of educational opportunities for local schools as well as opportunities for shared ownership.
- 11.6 In delivering future proposals the council will create a positive and enabling environment for increased deployment, working with developers and local communities to ensure the delivery of appropriate and well planned proposals whilst also ensuring the protection of the district's landscape and townscape. This is especially relevant as large portions of the district are protected by environmental designations.
- 11.7 Future proposals and their ancillary development, which would result in unacceptable and adverse effects, either individually or cumulatively with nearby development will not be supported. The Landscape Character Assessment (1999) from Lancashire County Council and the local Conservation Area Appraisals will be among key tools in assessing potential impacts.
- 11.8 As outlined within Policy DM17, the council is committed to the transition to a low carbon future. Proposals that offer the opportunity to contribute to this future will be supported where compatible with the above policy and where impacts can be satisfactorily addressed.

Where impacts are identified the council will require applicants to demonstrate to its satisfaction how impacts have been minimised, how impacts have been mitigated and finally where relevant what compensatory measures are proposed to support the scheme sufficiently to outweigh any outstanding impact.

Wind Turbine Development

- 11.9 Lancaster District is identified as an area with considerable potential for renewable energy generation, especially from wind energy. High wind speeds across large areas of the district mean that it is well placed to capitalise on this resource, with wind energy offering significant potential to deliver low carbon energy and contribute to national and local renewable energy and greenhouse gas reduction targets.
- 11.10 This is demonstrated by the findings of the SQW study which identifies greatest potential for wind energy. 61% of the 97MW of deployable capacity in the district by 2030 is anticipated to come from commercial wind generation.

Policy DM18: Wind Turbine Development

Proposals which involve the generation of energy by wind turbines, including ancillary equipment and associated infrastructure and landscaping, will be supported in principle by the council if the direct and indirect impacts are, or can be made, acceptable (unless material considerations indicate otherwise) subject to the satisfaction of the following criteria:

- I. They do not have unacceptable significant effects, either alone or cumulatively, on the landscape's character and value. This includes impacts on both urban and rural settings;
- II. They do not result in unacceptable significant effects either alone or cumulatively by virtue of visual, noise or 'shadow flicker' impacts on local residents and sensitive users;
- III. They do not result in unacceptable significant effects either alone or cumulatively on areas of ecological value, especially on protected species and habitats, or result in the fragmentation of migration routes for protected bird species. The principles of Policy DM27 of this document would apply;
- IV. Impacts on television reception are adequately addressed;
- V. Impacts on playing fields, Public Rights of Way (PROW) and bridleways are addressed;
- VI. Adequate and appropriate access can be provided to and within the site, having regard to the landscape, biodiversity, highway safety and amenity impacts;
- VII. Proposals, where necessary, are supported by an arboricultural impact assessment and do not result in the loss of protected trees. Where removal of trees is adequately justified the council's Tree Policy, adopted in 2010 (or subsequent editions) will apply;
- VIII. They do not have unacceptable significant effects, either alone or cumulatively on the significance of the district's heritage assets and do not result in the removal of or substantial harm to the significance of non-designated and designated heritage assets. Impacts upon heritage assets will include impacts upon the setting of the heritage asset;
- IX. Where located on agricultural land, opportunity has been sought to protect the most valuable and productive agricultural land;
- X. The impacts on aviation / marine navigation systems and safety and 'line of sight'

communications are adequately addressed;

- XI. Hydrological and drainage impacts have been fully assessed and appropriate mitigation measures included to reduce and mitigate impacts;**
- XII. The integrity of areas of deep peat are not adversely affected, including the dissection for access roads and foundation construction;**
- XIII. Evidence that the wider environmental, economic and social benefits of the scheme would outweigh any residual harm that remains including any harm to the visitor economy and recreation.**

Developers will be expected to provide evidence to support their proposals including landscape, visual and appropriate environmental and ecological assessments.

Where unmitigated or partially unmitigated significant effects outweigh the benefits of the proposal, when assessed against the above criteria and other policies of the Development Plan, planning permission will be refused.

- 11.11 The size of development can vary significantly from large-scale wind farms which incorporate a number of wind turbines to small-scale single turbines serving individual properties and businesses. The Policy approach set out in DM18 applies to all scales.
- 11.12 In submitting planning applications, applicants will be expected to submit supporting information and evidence which is proportionate to the scale of development proposed and reflect the sensitivities of the nearby environment. This should reflect the latest best practice and include landscape, visual and ecological assessments. The Landscape Character Assessment and local Conservation Area appraisals will be among the key tools in assessing potential impacts. Such assessments should seek to assess both the individual and cumulative impacts of development.
- 11.13 Proposals on the Heysham Peninsula/South Heysham should only be brought forward with due regard to other existing and permitted wind energy developments and the cumulative and individual impacts which such developments may have. In particular proposals should demonstrate through robust and proportionate evidence that any potential effects on the districts ecological assets including the qualifying interests of the Morecambe Bay SPA have been fully considered. Developers, in considering such proposals, should have due regard to the Conservation of Habitats and Species Regulations 2010 (SI 2010/490) and the need for Appropriate Assessment.
- 11.14 In considering small-scale proposals the council will require evidence of how the site has been assessed taking into account the constraints of the site and the opportunities for micro-siting to reduce impacts. Larger scale proposals will already have undertaken this work as part of the site selection process with this already evidenced as part of the Environmental Impact Assessment process.
- 11.15 Whilst offering the greatest technical and economic potential it is also recognised that wind energy is often one of the more controversial renewable energy technologies, provoking strong feelings from local communities, particularly in relation to residential and visual amenity effects. There are also often concerns over impacts on biodiversity and ecology. This can include impacts on migrating birds and disturbance to peat deposits and other important habitats and species.

- 11.16 The development of turbines will not be considered acceptable in areas which have a peat layer which is greater than 50cm deep where water is currently being used or is planned to be used for drinking water. This is because of the resultant long-term negative impact on water quality when peat is disturbed. In general, once a peat system has been disturbed, this tends to precipitate a chain reaction of events that leads to the loss of carbon, degradation of habitat, negative impacts on raw water quality and alterations to the hydrological functions and services of upper catchments of river systems.
- 11.17 Where impacts are identified the council will require applicants to demonstrate to its satisfaction how these have been reduced through appropriate mitigation including careful siting and design. This could include the use of existing landforms to limit visual impacts on sensitive views and local amenity, creating a design layout which is sympathetic to the local landform and neighbouring land-uses and limiting the impact of cabling, tracks, hard-standing and buildings by underground avoidance and restoration as well as the use of sympathetic materials in construction.
- 11.18 The siting of turbines may also have implications for the flight paths of aircraft and important radar communication systems. It is the responsibility of the applicant to consult and work with the organisations responsible for these systems. Early consultation with relevant stakeholders will help with the siting of proposals and ensure that mitigation measures are investigated and developed.

Upgrades to the National Grid

- 11.19 The National Grid supplies electricity from sources where electricity is generated, such as power stations, to homes and businesses across the country. The National Grid is a critical piece of infrastructure that is of national importance. Locally, the grid system predominantly runs north / south through the district utilising the M6 corridor, running within close proximity to areas of significant landscape importance, in particular Arnside & Silverdale and the Forest of Bowland which are both designated as Areas of Outstanding Natural Beauty (AONB). These areas have been specifically designated for their national landscape importance, tranquillity and scenic beauty and as such they are afforded the highest status of protection.
- 11.20 The council recognises that the National Grid is a vital component of both the national and local economy and that there is an overriding need for the upgrading of the existing grid system to meet modern demands. The existing system is reaching capacity due to the high demands for electricity from domestic and commercial customers; therefore the principle behind the need to upgrade the current network is accepted.
- 11.21 Decisions on the proposed routing and the siting of pylons will not be determined at a local level but by the Secretary of State for Energy and Climate Change as a Nationally Strategic Infrastructure Project (NSIP). The Minister will be advised by the Planning Inspectorate under procedures governed by the Planning Act 2008 (and amended by the Localism Act 2011), and therefore Policy DM19 will not carry any material weight in the decisions made by that commission. Nevertheless, the policy sets a framework for the Local Planning Authority to prepare submissions to the Planning Inspectorate in respect of proposals to upgrade the National Grid.
- 11.22 The council is engaged in the decision making process through a Planning Performance Agreement (PPA) with neighbouring authorities affected by the proposals, and with the National Grid. The PPA is designed to facilitate effective public consultation and to help bring

forward appropriate development options and proposals. As the choice of development routes firms up, the PPA authorities will contribute to the NSIP process through the production of an Adequacy of Consultation Report and an Impact Report, both of which will be forwarded to the Planning Inspectorate for Examination. The approach set out within Policy DM19 will help local residents and other key stakeholders to understand the council's position and involvement in the NSIP process.

Policy DM19: Upgrades to the National Grid

The majority of upgrades to National Grid assets within Lancaster District are likely to be considered as Nationally Strategic Infrastructure Projects (NSIPs). In the case of NSIPs, decisions will be taken by the Secretary of State for Energy and Climate Change and not the Local Planning Authority. The National Policy Statement (NPS) for energy, particularly NSP EN-1 and NSP EN-5, provide the national policy context for these projects. The council will be a consultee within this process and through effective engagement will work to secure the most appropriate form of development in light of the policy issues set out below.

- I. That the routes and technologies chosen mitigate as far as possible the environmental effects that result from this proposal (this should seek to deliver routes as far as technically, economically and practically possible);
- II. The route chosen does not compromise the landscape value of the district, in particular specially designated landscapes of the Arnside & Silverdale and Forest of Bowland Areas of Outstanding Natural Beauty;
- III. The proposed route would not result in a significant adverse impacts on the historic environment or nature conservation interests;
- IV. That appropriate mitigation measures are put in place to minimise the impacts on residential amenity on properties in close proximity to the route; and
- V. The proposals are capable of being constructed without undue disruption to the economic well-being of the district, particularly in relation to road closures and other means of construction disruption.

11.23 The issues which are set out in Policy DM19 criteria (i) to (v) will be addressed through stakeholder dialogue as proposals and plans are prepared within the NSIP process. In particular the council will ensure that the following issues are clarified:

- The impacts that the proposals will have on the surrounding landscape should be mitigated against through the sensitive design and siting of powerlines;
- That any adverse impacts upon residential amenity of people who live close to the proposed route is mitigated against through the sensitive and sympathetic design and siting of powerlines;
- The disruption in the local area through the construction phases are kept to a minimum; and
- That the route chosen should not have a significant adverse impact on key economic and residential sites.

12. Transport, Accessibility and Connectivity

- 12.1 Enhancing and promoting transport modes which are more environmentally friendly than the private car is key to the future delivery of accessible and reliable transport networks and reduce the carbon footprint of the district. Indeed, the National Planning Policy Framework (NPPF) in paragraphs 29 and 30 states that *“the transport system needs to be more balanced in favour of sustainable transport modes”* and that *“In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.”*
- 12.2 It is therefore clear that local plan policies need to promote and encourage a greater role of transport methods such as cycling, walking and public transport thus reducing the need to use private cars. Planning also has a further function in ensuring that development proposals, particularly those which are likely to generate significant footfall, should be located in accessible central locations reducing the need for people to travel, increasing the number of transport modes available, and reducing the reliance on the private car.

Enhancing Accessibility and Transport Linkages

- 12.3 Development proposals should seek, through their design, construction and operation phases to address the issues of car parking and safe highway access. Appropriate design features should ensure that congestion around the site is minimised and that a safe highway environment is achieved.

Policy DM20: Enhancing Accessibility and Transport Linkages

The council will seek to ensure that development proposals, particularly those which will generate significant footfall and motorised vehicle journeys, are located where sustainable travel patterns can be achieved, with more higher density mixed-use development located in accessible centres or in close proximity to main public transport routes.

Proposals should minimise the need to travel, particularly by private car and maximise the opportunities for the use of walking, cycling and public transport. Development proposals will be supported where they seek to:

- I. Make the best use of existing public transport services and where appropriate provide opportunities for improving and sustaining the viability of those services;
- II. Ensure that there is convenient access for walking and cycling to local facilities;
- III. Create buildings and places that are easily accessible for the whole community, particularly those with disabilities;
- IV. Develop an innovative and flexible approach to the delivery of public transport in rural areas of the district;
- V. Make appropriate provision for parking in accordance with Policy DM22 and the car parking standards set out in Appendix B of this document, in terms of both the number of spaces provided and their location in relation to the development, to encourage sustainable travel patterns and avoid congestion and adverse highway safety impacts caused by excessive on-street parking; and
- VI. Be designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles in accordance with paragraph 32 of the National Planning Policy Framework. This should address issues such as highway

safety, highway efficiency and excessive volumes of traffic, fumes and noise.

Where proposals are not able to achieve this, it must be clearly demonstrated that significant impacts can be addressed through the preparation of a Travel Plan in accordance with Policy DM23.

Where necessary and relevant, the council will expect development proposals, particularly those which will generate a significant impact on the local highway network, to contribute towards improvements to the highways infrastructure. This requirement is relevant to proposals on both Greenfield and Brownfield sites. Improvements may include the provision of new facilities and services which promote sustainable transport patterns and improve accessibility.

Particular attention should be given to the transport improvements set out within Lancashire County Council's Local Transport Plan (LTP) and the forthcoming Masterplan for Lancaster, which is also being prepared by Lancashire County Council.

Development proposals should seek to maximise the efficiency of capacity on the existing transport and highway network. Where such capacity is insufficient, the provision of new transport and highway infrastructure will be sought as a priority. Depending on the scale, nature and location of development new infrastructure, either in whole or in part, will be required to enable the properly phased implementation of the development. Where capacity is insufficient and insufficient mitigation measures are proposed to remediate this issue then planning permission is likely to be refused.

- 12.4 Development proposals which generate a significant footfall and traffic generation should, in accordance within Policy DM23 of this document, prepare a travel plan which sets out the potential implications on local transport networks and linkages and how any negative impacts will be addressed through mitigation and compensatory measures. Development proposals which the council believe generate a significant highway impact but fail to address such issues through an appropriate travel plan will not be permitted.
- 12.5 Proposals which generate significant levels of development and new traffic movement, including those greenfield sites which have been suggested through the Land Allocations DPD, will be expected to provide or contribute toward necessary improvements to the local transport network.

Walking and the Pedestrian Environment

- 12.6 The pedestrian environment and the opportunities for people to access key services via foot are acknowledged to be very important. Civic spaces and public realm should be accessible and inclusive for all pedestrian users. A good pedestrian environment has been recognised to be beneficial to an individual's well-being whilst also bringing economic benefits to town centre locations.
- 12.7 By encouraging a range of uses, particularly key services, within either town or local centres, this policy aims to allow residents and visitors the ability to reach the facilities they require without the need to travel long distances. This could be equally appropriate in areas of high accessibility with good linkages to a range of transport modes. For many this will involve walking for part of the journey so it is therefore important to ensure that the pedestrian environment is of a high standard.

Policy DM21: Walking and Cycling

Walking

To protect, maintain and improve the pedestrian environment, the council will ensure that development proposals:

- I. Maintain and where possible improve the existing pedestrian infrastructure, including the Public Rights of Way (PROW) network;
- II. Ensure that no adverse impacts are created for the pedestrian environment, particularly in relation of pedestrian safety, and provides appropriate pedestrian access for all sections of the community;
- III. Improves the safety and security of the pedestrian environment through the use of appropriate design and lighting.

Where development proposals affect a Public Right of Way, the council will expect that appropriate alternative diversion routes are provided as part of the proposal.

Development which will generate a significant level of footfall should be located within central or highly accessible locations which provide good access for pedestrians and have due consideration to the criteria set out in (i) to (iii) above and any other relevant guidance provided on this matter.

Cycling

To build on the previous success of Lancaster's designation as a 'Cycling Demonstration Town' the council will ensure that development proposals do not adversely impact on the existing cycling network or cycle users. Development proposals should also encourage greater opportunities for cycle users through good design, appropriate cycle access, where appropriate good linkages with the existing cycle network and secure cycle parking and storage facilities. Non-residential development proposals should also promote shower changing facilities for staff.

The council will, where possible, support the growth of the local cycling network within the district to encourage and maintain the growth of cycle usage as a viable and suitable form of transport and recognise the value of such a network in creating a coherent network of green infrastructure.

- 12.8 The council will seek to promote a safe pedestrian network within the district. A safe network means safety from other road users such as cars, vans, HGVs, buses and cyclists. Management of other road users including speed restrictions, sufficient widths, and segregation where appropriate and well designed and positioned crossing facilities can reduce conflicts between users. Well designed pathways, natural surveillance, appropriate levels of lighting, CCTV and good levels of maintenance can improve actual and perceived security. Such design features will be encouraged within new development.
- 12.9 The council will seek to protect the established Public Rights of Way (PROW) within the district; this includes footpaths of local importance but also footpaths of national importance, including the English Coastal Path Route. Development proposals which affect recognised Public Rights of Way should, in the first instance, seek to incorporate existing routes satisfactorily within the proposal. Where this is demonstrated to not be possible the council will expect proposals to provide adequate alternative arrangements through the appropriate diversion of existing routes.

12.10 Whilst Lancaster City Council is not the highway authority for the district, the council will work in partnership with key stakeholders, particularly Lancashire County Council, to identify areas for improvement and work to improve the pedestrian environment within the district.

Cycling

12.11 There is a high level of cycle use within the district which has grown through the success of Lancaster as a 'Cycle Demonstration Town', with cycling being seen by many as a sustainable and economic form of transport for local trips and leisure uses. There is further potential growth in cycle use as an alternative to the private car for shorter journeys in the district, particularly around the urban areas of Lancaster, Morecambe, Carnforth and Heysham.

12.12 There is already a strong network of cycle routes within the district which are well used and provide sustainable linkages between urban centres; these are not just local linkages but also link in with the National Cycle network. Therefore opportunities exist to encourage the growth of cycle use at a local level but also as an opportunity to attract visitors into the district.

12.13 The council will seek to ensure that development proposals protect and link in with existing cycle network but also, where appropriate, contribute to the improvement and extension of these networks. The council will work with relevant partners to ensure that the standard of cycle networks are improved, maintained and expanded where possible, including projects such as the Morecambe Bay Cycle Route.

12.14 Cycle and footpath networks not only provide an important sustainable transport alternative, but also provide an important component of the local green infrastructure network, providing green corridors through urban areas. Therefore the council will seek to protect their integrity and the benefits they provide to the natural environment.

12.15 Development proposals should not only consider the linkages with the surrounding cycle network, but also through their design encourage cycling by the layout and orientation of buildings and ensuring that facilities for cycling, such as parking and storage are fully considered as part of the proposal.

Vehicle Parking Provision

12.16 Development should provide adequate car parking to ensure that excessive levels of on-street parking are avoided, which could reduce highway efficiency, highway safety and adversely affect local amenity. Standards for car and cycle parking are set out in Appendix B of this document.

12.17 The level of car parking provision in non-residential development varies significantly according to the nature of the proposed use. Flexibility is required to reflect the availability of non-car alternatives which may influence the requirement of car parking spaces. In areas where alternative travel choices are available careful consideration of the availability of car parking spaces can help reduce car usage, particularly where this is combined with effective travel planning. However, it is important to ensure that adequate parking provision for people with impaired mobility is provided in convenient locations.

Policy DM22: Vehicle Parking Provision**Car Parking Provision**

In relation to the provision of car parking, development proposals will be considered acceptable where:

- I. The design of the proposal incorporates provision of car and cycle parking that accords with the levels and layout requirements set out in Appendix B of this document;
- II. The minimum levels of car parking for people with impaired mobility as set out in Appendix B are achieved; and
- III. Parking facilities are shared where location and patterns of use permit.

Cycle Parking Provision

Adequate and secure vehicle and cycle parking facilities should be provided to serve the needs of the proposed development. Car free development or development proposed which incorporates very limited car parking provision will only be considered acceptable in appropriate locations where there is clear justification for the level of provision proposed, having consideration for the current and proposed availability of alternative transport modes, highway safety, servicing requirements, the need of potential users and the amenity of occupiers of nearby properties and other parking facilities.

12.18 Encouraging the shared use of car parking spaces, by taking advantage of activities where the peak demands do not coincide, can reduce the overall number of spaces required. This in turn reduces the amount of land used. However, conflict between peoples demand for residential parking and town centre parking prohibits the reliance on using public car parks for residential parking due to the potential adverse impact on the available of town centre parking for town centre users.

Transport Efficiency and Travel Plans

12.19 All development introduces a level of change to the surrounding environment and new development will need to be integrated into the local transport network so that the district will be able to accommodate growth in a sustainable manner. For larger developments both the transport statement and travel plan will be required so that the transport impacts of development proposals are identified and addressed.

12.20 Transport assessments are required to assess the impact of development proposals on transport infrastructure, including the capacity of roads, public transport, walking and cycling infrastructure. They are required to present qualitative and quantitative information about the anticipated transport and related environmental impacts before, during and after the implementation of the proposed development, including details of accessibility of the site by all transport modes to all users, including those with specialist requirements.

Policy DM23: Transport Efficiency and Travel Plans

The Council will support proposals which maximise opportunities for the use of sustainable modes of travel, development proposals should make appropriate contributions (having due regard to cost-effectiveness) to improve the transport network and transport infrastructure, particularly to facilitate walking, cycling and public

transport to encourage the use of alternative forms of transport from the private car.

Proposals which would generate a high number of trips or visits, or generate significant traffic movements on the local highway network should be located in a sustainable location which can be accessed through a variety of transport modes. Proposals should not give rise to traffic volumes which exceed the capacity of the local road network without mitigation measures being agreed, nor cause harm to the character of the surrounding area.

To demonstrate the likely impacts of a development proposal a 'Transport Assessment' or 'Transport Statement' may be required, in accordance with paragraph 32 of the National Planning Policy Framework. This requirement will be dependent on the size, nature, scale, location and potential impact. The requirement for such an assessment or statement should be agreed with the council prior to the submission of a planning application.

In accordance with paragraph 36 of the National Planning Policy Framework, a 'Travel Plan' will also be required where the development involves significant residential, commercial or employment development or non-residential institutions including schools, colleges and universities.

Development proposals will be supported where a travel plan can demonstrate that appropriate mitigation measures can be achieved and a clear approach is identified to deliver such measures.

- 12.21 For major development, applicants will be required to demonstrate that the transport assessment has informed the design of the proposed development and the accompanying travel plan. Effective transport management should be identified, including appropriate mitigation of the impacts. The mitigation identified may need to be addressed through a range of measures, including planning obligations, s278 works and/or a travel plan.

Travel Plans

- 12.22 Travel plans are a key management tool for implementing any transport solutions highlighted as a mitigation measure, and is one of the primary tools for mitigating the negative transport impacts of any development proposal. Travel plans are required to detail the developer's response to any transport issues highlighted in the development proposal and deliver sustainable transport objectives with a package of measures to promote sustainable transport, including measures to achieve a modal shift to the most sustainable forms of transport such as walking and cycling.
- 12.23 A travel plan will be a requirement for all large development proposals or proposals which are expected to have a significant impact on the local transport networks. Such a plan should be based on the Department of Transport's guidance on Transport Assessments. The travel plan will be required to set out the ongoing management arrangements to deliver the outcomes of the travel plan, a monitoring schedule and an outline of approach taken to monitoring and reviewing - which is an essential component of a travel plan. A monitoring period of at least 5 years will apply.

13. Telecommunications and Broadband Connections

- 13.1 The use of telecommunications equipment, such as mobile phones and the Internet have become essential parts of modern everyday life. Whilst strong network availability exists within many urban areas of the district, many rural communities suffer from poor access to mobile phone networks and internet broadband. To encourage growth and improvement to the telecommunications network and access to the internet the council will support, in principle, proposals for infrastructure required to facilitate such growth.

Policy DM24: Telecommunications and Broadband Improvements

The council will support the improvement and extension of telecommunication and broadband coverage and broadband speeds, particularly in rural areas which have poor or no service provision at all, providing that the proposals accord with paragraph 43 of the National Planning Policy Framework and that the following criteria are achieved.

- I. Installation equipment is sited and designed to minimise its visual impact on the surrounding landscape;**
- II. Proposals will not have a detrimental effect upon the character or appearance of the building and local amenity; and**
- III. That it has been demonstrated there is no reasonable possibility of sharing existing facilities within the locality.**

Proposals for telecommunications or broadband equipment should pay due regard to their surroundings through sympathetic design, particularly in sensitive townscapes and landscapes. The principles of Policy DM27 will apply in relation to the impacts on the natural environment.

- 13.2 The council supports the principle of investing in telecommunications. In certain locations, telecommunications equipment may cause significant damage to the visual amenity of the locality and the character of the surrounding landscape. Therefore the council will expect proposals to be appropriately sited and designed to minimise impact on its locality, whether this be to minimise the impact on the landscape or to minimise impacts on a particular building or setting.
- 13.3 In general it will not be acceptable to position satellite dishes or other telecommunications equipment on the frontage of building or other locations where they are high visible and result in a damaging effect on the visual amenity of the locality. This will be particularly a consideration in areas of high amenity value, whether this is in a Conservation Area or within designated landscape areas such as an Area of Outstanding Natural Beauty (AONB).
- 13.4 The council will work positively with all stakeholder groups, whether they are groups from private sector, public sector or local community groups to improve telecommunication networks throughout the district.

Protecting and Enhancing Lancaster's Natural and Built Environment

14. Introduction

- 14.1 Along with the people who live and work in the district, the area's unique and beautiful natural environment also helps in defining its sense of place and individuality from other areas within the region.
- 14.2 The district benefits from a range and diversity in landscapes and townscapes which identify a rich cultural history and diverse historic environment. There are also a number of designated areas, identified for their unique landscape or rare habitats and species, which require protection from development which would be damaging and harmful. Examples of some of these areas include the Arnside and Silverdale and the Forest of Bowland Areas of Outstanding Natural Beauty (AONB) Morecambe Bay Limestones & Wetlands Nature Improvement Area and Leighton Moss Nature Reserve.
- 14.3 The council recognises the importance of these features and assets and the planning policies contained within this document provide the opportunity to ensure that not only are these features and assets protected, but where possible enhanced for the enjoyment of not only current generations but also future generations.

Environmental Vision

The District of Lancaster has many landscapes, townscapes, buildings, habitats and ecosystems which are unique and special. These features contribute to a unique sense of place for local residents, businesses and visitors to the district. The council recognises the importance to protect these features both for current and future generations and take opportunities to enhance these features when and where possible.

- 14.4 It is important that future development which either affects the natural and historic environment (directly or indirectly) protects those features' or assets' value and importance, seeking where possible to enhance these features through the development proposals put forward.
- 14.5 The Development Management DPD, along with the whole suite of Local Plan documents, will safeguard environmental capital, protect finite resources, and manage threats such as climate change and flooding, preventing erosion of environmental quality through inappropriate development, poor land management and pollution. Real improvements in environmental quality require a focus on minimising adverse impacts and securing gains for the environment.

15. Green Infrastructure

- 15.1 Green Infrastructure is a wide-ranging term which can encompass a number of environmental features including open spaces, recreational areas, parks and gardens, allotments, biological and geological conservation sites, landscape features, rivers, canals and watercourses, woodland, street trees and planting, orchards, village greens, green roofs and walls, cycle routes, pedestrian walkways and Public Rights of Way (PROW), green corridors and open countryside. This however is not a definitive list of the types of Green Infrastructure assets. Policy DM25 sets out the beneficial roles of green spaces and green corridors can contribute to in the locality.
- 15.2 The council will retain a presumption towards the protection of green spaces and green assets, particularly where it can be demonstrated that they provide value, either economically, environmentally or socially, to the community they serve. Development proposals which involve the loss of such spaces will be resisted by the council unless it has been demonstrated that the benefits that the proposal provides outweigh the loss of open space and the lost open space is replaced with facilities of equal, if not better, standard than those existing in a suitable, nearby and accessible location.

Policy DM25: Green Infrastructure

Green Spaces and Green Corridors

The integrity and connectivity of the Green Infrastructure network will be managed, maintained, protected and enhanced. Opportunities to extend the framework of green spaces and green corridors in the district should be taken and development proposals which will result in the damage to the integrity of or severance of a green corridor will be resisted by the council.

Individual green assets should be retained wherever possible, particularly in relation to spaces which have a recognised value, whether this is a community or environmental value. Any development proposals which involve the loss of designated green space will be resisted by the council. Where appropriate, development proposals should seek to integrate green spaces and green infrastructure into development proposals and forge linkages with existing green space networks.

The loss of green spaces and corridors will only be considered acceptable where it is allowed for as part of the development plan process and on balance achieves wider policy aims and objectives. In such instances it would be expected that replacement habitat / provision be provided which is of an equal or better standard (in both quantitative and qualitative terms) than existing. In relation to replacement habitat biodiversity offsetting should be considered.

Development proposals should incorporate new and / or enhanced green spaces of an appropriate type, standard, size and reflects the needs for the area as set out within the council's 'PPG17 Open Space Assessment' or successor documents. Where on-site provision has been demonstrated not to be possible, or the council is satisfied that on-site provision is not beneficial or appropriate, financial contributions will be sought towards the creation of new facilities off-site or to enhance and improve existing provision to meet the needs of the community.

The council will expect proposals for new residential development to provide for improvements to open space; such proposals will be expected to give due consideration to the forthcoming guidance on open space provision or successor documents or, where appropriate the requirements of site specific development briefs.

Proposals for major development should be accompanied by an audit of the Green Infrastructure within and adjacent to the site and a statement demonstrating how this will be retained and enhanced through the development process.

Allotment Provision

Existing allotments, which are recognised to have significant land value to the local community will be protected, and where possible enhanced. The council will support the provision of new allotment facilities and other food growing places where opportunities arise and a clear need is demonstrated.

The council will address any deficit in allotment provision through the identification of land within any major development site. These requirements will be set out within the relevant policies of the Land Allocations DPD.

Garden Provision

The council recognises that garden space, particularly within urban areas, is a vital source of green space to residents and of significant importance to natural habitats. The loss or reduction of garden spaces in urban areas could lead to a decrease in the quality of life and a significant impact on the natural environment. In accordance with paragraph 53 of the National Planning Policy Framework the council will resist proposals which will involve the loss of garden spaces to built development where it will result in harm to the local environment and amenity.

- 15.3 The council has prepared a 'PPG17 Open Space Assessment' which sets out the location of existing open space provision within the district and the existing / future needs and deficiencies within the district. Whilst this assessment was prepared under previous planning arrangements it is still considered to represent a key piece of evidence in relation to this topic and therefore the council will expect that applicants have due regard to the content and recommendations of this document or other successor documents on this topic area.
- 15.4 Requirements should be considered with regard to any future guidance provided in relation to open space provision which expands on the content of Policy DM25. Any future guidance will provide a framework of objectives and standards which will be used as a basis of discussion for negotiations between the local planning authority and applicants. Issues of viability will be given due consideration within the negotiation process.

Allotment Provision

- 15.5 Allotments are an important element of open space and offer a significant range of benefits for people, communities and environments. They provide recreational value to their users, support local biodiversity, contribute toward the urban landscape, contribute to the physical and mental well-being of their user, provide the opportunity to grow fresh produce and contribute toward a healthy lifestyle that is active, sustainable and socially inclusive.
- 15.6 There are currently 21 allotment sites within the district, providing approximately 19 hectares of land for the growing of food. Despite this provision there remains a waiting list

and demand for allotment sites continues to increase, with the greatest levels of both supply and demand in the Lancaster Area.

15.7 From a planning perspective, the council will address such demand through new development, in particular larger development proposals which will be able to accommodate provision for new allotments.

15.8 Further details on allotment provision and on future requirements are set out within the PPG17 Open Space Assessment 2010 which can be found on the council's website at www.lancaster.gov.uk/planningpolicy.

15.9 Allotments can play a key role in increasing levels of physical activity across the district, providing an alternative to formal sporting activities. In light of the recognised need for additional provision of allotments across Lancaster, innovative approaches to increasing provision should be considered, including links and partnerships with local schools where opportunities to do so exist. The value of allotments as a social opportunity and an alternative option for exercise is recognised by the council. The location of allotments at schools should be investigated as a potential solution to the provision of new facilities, particularly in rural locations.

15.10 The council will continue to seek to address this deficiency through more efficient use of existing provision and the identification of new sites for this purpose in areas of need. The development of new housing, particularly in the South of Lancaster as set out within the relevant policies of the Land Allocations DPD, will be expected to address specific needs in this locality.

Open Spaces, Sports and Recreational Facilities

15.11 The provision of open spaces, for the benefit of local amenity and as a source of recreation and activity, is vitally important to aid the well-being of local residents and create a positive sense of place.

15.12 The 2010 Open Space Assessment suggested that the levels of recreational space accessible to the district's population were below minimum standards. This deficiency applies across much of the urban areas of the district. Therefore the council's general approach will be to resist development which would result in loss of open space provision, in particular spaces which have an environmental or community value.

15.13 Not all open space is important for recreational, environmental and community uses, nor does it necessarily contribute to the visual amenity of the locality. Existing open spaces may also offer the opportunity to contribute to necessary development, improvements to the urban environment or enhancements to existing open spaces. Therefore, where exceptional circumstances are demonstrated consideration will be given to proposals which involve the loss of identified open spaces. However, in determining whether open space should be released for development community involvement will be central to the decision making process. This must be undertaken by the developer / applicant in advance of the submission of the planning application.

15.14 The council will seek to retain all open space where it is concluded to have a value, either to the local community that it serves or other environmental values. Community ownership of open spaces, both physically and morally, will be encouraged by the council. The management and improvement of such assets should be championed through local

communities which they serve and are of value to. The council will seek to work in partnership with the local community to assist with the ongoing maintenance of green space.

Policy DM26: Open Space, Sports and Recreational Facilities

Protection of Recreational Open Space

Open space which the council views to have an environmental, economic or community value will be protected from development proposals which would result in their loss, either partially or fully. Should the council accept that exceptional circumstances exist in relation to the re-use or redevelopment of open space, high quality re-provision will be required which provides equal or better provision than currently exists. Any improved provision should seek to serve both existing users of the space and any uplift in users associated with the development proposed.

In terms of deciding on the value of the open space, the council will only consider the loss of open space where it has been clearly demonstrated, via consultation with key stakeholders and the local community, that the land in question no longer has an economic, environmental or community value. Only once this has been clearly demonstrated by the applicant / developer will the council consider the loss of open space. Proposals which involve the loss of open space will also need to be accompanied by a full Open Space Assessment in accordance with Paragraph 74 of the National Planning Policy Framework.

Development proposals which are within the vicinity of designated open spaces will be required to incorporate design measures that ensure that there are no negative impacts on amenity, ecological value and functionality of the space. The council will only permit development that has identified negative impacts on open space where appropriate mitigation measures or compensation measures have been provided.

The council will protect semi-natural private amenity space, particularly in the main urban settlements of Lancaster and Morecambe, which are not specifically designated as open space but have an economic, environmental or social value to the community they serve. Development of such sites will not be encouraged unless appropriate re-provision is provided or it is clearly demonstrated by the applicant that the land in question does not provide any economic, environmental or social value.

The Creation of New Recreational Open Space

Development proposals located in areas of recognised open space deficiency will be expected and encouraged to provide appropriate contributions toward open space provision, either through the provision of on-site facilities or, more likely in relation to recreational space, a financial contribution toward the creation of or enhancement of existing recreation spaces off-site. Development proposals should give due consideration to the forthcoming guidance relating to open space provision or successor documents or, where appropriate the requirements of site specific development briefs.

Any provision made for recreational open space should be fully accessible to the public without any restrictions and will be provided in addition to any private amenity space or landscaping. Proposals should not have an adverse impact on surrounding residential amenity in terms of light and noise disturbance, any potential impacts should be appropriately mitigated against.

Biodiversity benefits are required to be maximised as part of any open space provision. New or improved open space is required to incorporate areas of wildlife habitat complementing the surrounding habitat and biodiversity; such space should be appropriately managed in perpetuity.

- 15.15 Proposals will be expected to have due regard to the inclusion of open spaces within the development which is appropriate in scale and nature to what is being proposed.
- 15.16 Requirements should be considered with regard to any future guidance provided in relation to open space provision which expands on the content of Policy DM26. Any future guidance will provide a framework of objectives and standards which will be used as a basis of discussion for negotiations between the local planning authority and applicants. Issues of viability will be given due consideration within the negotiation process.
- 15.17 Development proposals will be expected to have due consideration to whether it is appropriate to provide either on-site provision or financial contributions to the enhancement and improvement of existing nearby facilities. Dialogue should be undertaken between applicants and the council to inform the understanding over open space requirements in the local area.
- 15.18 Whilst commercial development is unlikely to give rise to the need for open space provision, landscaping will form a key element of any proposal.
- 15.19 The council has prepared a series of evidence base reports which set out the current position with regard to open spaces and recreational provision. The PPG17 Open Space Assessment, which was initially undertaken in 2007 and refreshed by the council in 2010, is a vital piece of work to understand the current demands and future needs for a range of open space types. The council expect that development proposals will address deficiencies in open space provision where necessary and appropriate.

16. Biodiversity, Landscapes and Woodlands

- 16.1 The importance of sites which are of an international, national, regional and local nature conservation interest within the district are indicated by a range of statutory designations. These include Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs) and RAMSAR sites. Biological Heritage Sites (BHSs) and Local Nature Reserves are not statutorily protected but provide important habitats which sustain a wealth of biodiversity. These include valuable semi-natural habitats such as ancient woodland, grassland, coastline and wetlands.
- 16.2 Lancaster District has a rich and varied natural environment; this includes two Areas of Outstanding Natural Beauty (AONB), Morecambe Bay, the settings of Lancaster and Morecambe, the North Lancashire Green Belt and the Lune Valley. The district's rural landscapes vary from Silverdale limestone to Bowland gritstone, from river valleys to expansive coastal and estuarine lands. It has a variety of semi-natural habitats, particularly woodland and moorland.
- 16.3 The district contains 4 Natura 2000 sites – Morecambe Bay (SAC, SPA and RAMSAR Site), Morecambe Bay Pavements SAC (which includes 5 sites in the Silverdale area including

Leighton Moss RAMSAR site and Gait Burrows National Nature Reserve as well as a number of sites in South Cumbria), Bowland Fells SPA and Calf Hill / Crag Wood SAC near Caton.

- 16.4 The district also has 29 Sites of Special Scientific Interest (SSSI) covering approximately 385 square kilometres. This represents approximately 40% of Lancashire's SSSIs and 60% of their total area. All 12 of Lancashire's Limestone Pavement Areas are within the district. The district has local nature reserves at Warton Crag and Trowbarrow Quarry and around 250 County Biological Heritage sites and 25 Geological Heritage sites.
- 16.5 The policy confirms the protection provided to statutory designated areas and non-statutory locally designated areas in the district such as Biological Heritage Sites and Local Nature Conservation Sites. It aims to prevent harm to protected habitats and species, including direct impacts such as loss of land, and indirect impacts such as changes to watercourses or increased levels of air pollution (or a combination of such impacts). It should be noted that harm to a habitat could occur some distance away from the designation and travel between a development and habitat by a variety of different paths and gateways.
- 16.6 The district's European Sites (RAMSAR and Natura 2000 sites), which include Morecambe Bay, are of significant international importance and given very high levels of protection. If development has the potential to adversely affect these sites then the provisions of the Habitats Regulations (2010) will apply.

Policy DM27: The Protection and Enhancement of Biodiversity

The onus will be on the applicant to demonstrate how impacts on biodiversity have been minimised and net gains in biodiversity have been provided where possible.

The council will require development proposals that have potential to affect (directly or indirectly) an international, national or locally-designated site or protected habitats or species to be accompanied by relevant surveys and assessments detailing likely impacts and where necessary appropriate mitigation and compensatory measures.

Development affecting Internationally Designated Sites

Development proposals affecting directly or indirectly an international designated sites qualifying habitat and/or species are subject to the requirements of The Conservation and Habitats and Species Regulations 2010.

In accordance with the above regulations where a proposal has implications for international designated sites, the proposal will be expected to be accompanied by a Habitats Regulation Assessment.

Development proposals which involve the removal of naturally occurring areas of water worn limestone, or which could damage limestone pavement will not be permitted.

Developments affecting Nationally Designated Sites

Development proposals will not be permitted where there is likely to be an adverse effect on sites of national importance for biodiversity and/or geology. In exceptional circumstances development proposals may be considered acceptable where the benefits of the development clearly outweigh both the impacts that the development is likely to have on the defining features of the site and the broader impacts on the national network of that designation. Where adverse effects are unavoidable these

should be minimised and mitigated against, and where this cannot be achieved, compensated for via net gains. Proposals should meet the requirements of paragraph 118 of the National Planning Policy Framework.

Developments affecting other Environmentally Sensitive Sites and Species

Development proposals will not be permitted where there is an adverse effect on priority species and priority habitat or sites of a local or regional importance for biodiversity and/or geology, unless the benefits of the proposal outweigh the potential adverse effects. Where adverse effects are unavoidable a development proposal will be required to demonstrate that:

- I. Adverse effects are minimised;
- II. Provision is made for mitigation and compensation measures, such as on-site landscape works, off-site habitat creation, species relocation and ongoing management as appropriate, such that there is a clear net gain for biodiversity; and
- III. The biodiversity value of the site is not compromised, both on its own and as part of the wider network of sites.

Development proposals should retain and enhance existing landscaping and natural features (e.g. trees, hedges, river banks and watercourses) to enhance biodiversity and create wildlife and recreational corridors. Proposals should not result in habitat fragmentation. Opportunities should be taken where appropriate to achieve beneficial measures within the design and layout of development.

Development proposals will be expected to include measures that maintain and enhance important features. Priority should be given to measures which assist in achieving targets in the Biodiversity Actions Plan (BAP) for Lancashire, that provide opportunities to improve public access to nature or ensure the effective management of biodiversity or geological features.

Protection of Soils and Land of Agricultural Value

Development proposals should protect and enhance soil resource and minimise the loss of the most fertile soil and soil erosion.

Development proposals should avoid the use of the important and fertile agricultural land and should, as far as possible, use the lowest grade of land suitable.

- 16.7 Development would not be supported that would adversely affect the integrity of European sites, either alone or in combination with other developments unless under exceptional circumstances. In such circumstances, an assessment should be undertaken in line with the requirements of the Habitats Regulations.
- 16.8 Development proposals which involve the re-use, alteration or extension to existing buildings will need to carefully consider the potential impacts that proposals may have on protected and priority species that may use part or all of the building as their habitat and provide appropriate protection and prevent of harm in accordance with paragraph 118 of the National Planning Policy Framework (NPPF). Proposals for development should seek to maintain and enhance biodiversity value and consider their potential impact on biodiversity and on sites of importance for geological conservation.

- 16.9 A development proposal that could affect the biodiversity value or geological conservation of a site should be accompanied by a detailed ecological / geological assessment. Where negative impacts have been identified, a detailed mitigation strategy should be prepared to demonstrate how these impacts will be prevented, minimised or compensated. Mitigation or compensation measures should be secured via condition or obligation; consideration may be given to biodiversity offsetting. It should be noted that knowledge of wildlife sites and their condition is constantly changing and decisions will be made on the most up-to-date information available.
- 16.10 When producing assessments of habitats and species, details of any mitigation or enhancement should accord with the provisions of the Lancashire Biodiversity Action Plan (BAP). Further information on these issues can be found on the website for the Association of Local Government Ecologists at www.algae.org.uk/publications/index.php.
- 16.11 In addition to the potential threats to biodiversity caused by new development, climate change poses another significant threat. Some species may be placed at risk from dying out unless they can keep pace with the impacts of climate change, others may suffer from increased competition for water resources. The avoidance of the fragmentation of wildlife habitats and ecological networks is likely to be significant in enabling wildlife to adapt to climate change.

Protection of Soils

- 16.12 It is government policy to safeguard the highest grades and most versatile agricultural land in relation to conserving soil resources. In accordance with paragraph 109 of the NPPF the planning system should seek to protect and enhance soils because it is an important natural resource. Fertile soil is vital for the production of food, timber, fibre and other crops which are essential for human existence and which would provide economic prosperity.
- 16.13 Soil is essential for achieving a range of important ecosystem services and functions, including food production, carbon storage and climate regulation, water filtration, flood management and support for biodiversity. Soil is a finite resource and needs to be conserved and managed in a sustainable way.
- 16.14 Some of the most significant impacts on soils occur as a result of activities associated with construction activity. A Code of Practice has been developed by Defra to assist in the understanding of how to better protect soil resources and minimise the risks of environmental harm. Where appropriate a soil assessment may be required.

Protection of Agricultural Land

- 16.15 The council will protect, where possible, the most versatile and high quality agricultural land within the district from proposals which would result in its loss as a long term environmental asset.
- 16.16 Whilst protection will be given to agricultural land which is of a high value, the council recognise that not all agricultural land can and should be protected from loss. Therefore land which is of a low agricultural grade will not be considered necessary for protection from inappropriate development.

Development and Landscape Impact

- 16.17 National Parks and Areas of Outstanding Natural Beauty (AONBs) are recognised under the National Parks and Access to the Countryside Act (1949) and Countryside and Rights of Way

Act (2000) to be of national importance for their landscape quality and, as nationally designated landscapes, are afforded the highest status of protection in relation to landscape, tranquillity and scenic beauty. This is re-affirmed in paragraph 115 of the NPPF which states that great weight should be given to conserving such areas and that the requirements set out in paragraph 116 of the Framework should be a material consideration for any development proposals located within these areas.

- 16.18 The district contains two AONB's, the Arnside and Silverdale AONB and the Forest of Bowland AONB which are located in close proximity to the Lake District National Park and Yorkshire Dales National Park respectively. Planned extensions to the Yorkshire Dales National Park could see land within the district included within the National Park boundary. Whilst continuing to form part of Lancaster District the areas inclusion within the National Park will mean that future proposals for development in this area will be determined by the Yorkshire Dales National Park in line with policies contained within their Local Plan.
- 16.19 Both designations are of national importance for their landscape and the specialist habitats that they provide. These areas have been recognised as sensitive and therefore whilst development will not be prevented purely on the basis of this designation, any development proposals within or affecting their setting will have to demonstrate clearly that they are appropriate to the landscape character type and designation. In the case of development affecting AONBs the council will expect proposals to have had regard to the content of the AONB's Statutory Management Plan (or successor documents).
- 16.20 Lancaster City Council, in conjunction with their neighbours at South Lakeland District Council is currently in the process of preparing a specific Development Plan Document (DPD) for the Arnside and Silverdale AONB. The DPD will set out key areas of policy which will have specific relevance to this area and also identify which policies of this Development Management DPD will be relevant. Proposals within the Arnside and Silverdale AONB will be expected to give material consideration for the policies contained within the Arnside and Silverdale AONB DPD.

Policy DM28: Development and Landscape Impact

Development affecting Protected Landscapes

In determining planning applications the council will attach greatest weight to the protection of nationally important designated sites. The council will require proposals which are within, or would impact upon the setting of, designated landscapes to be appropriate to the landscape character type and designation.

Development proposals should, through their siting, scale, massing, materials and design seek to contribute positively to the conservation and enhancement of the protected landscape.

Consideration will be given to both the individual and cumulative impacts of a proposal. Proposals which would have a significant adverse effect upon the character of the landscape or which would harm the landscape quality, nature conservation interests, geodiversity interests or cultural heritage will not be permitted in accordance with paragraph 116 of the National Planning Policy Framework.

Proposals within the Arnside and Silverdale Area of Outstanding Natural Beauty will be required to meet the requirements of the forthcoming Development Plan Document

(DPD) for this area.

Development affecting Key Urban Landscapes

Key Urban Landscapes are a local landscape designation identified on the Local Plan Policies Map. Identified areas will be conserved and important natural features safeguarded. Within these areas the council will only support development that preserves the open nature of the area and the character and appearance of its surroundings.

Development affecting Other Landscapes

In addition to nationally protected landscapes the district also benefits from locally important landscapes.

Outside of protected landscapes the council will support development which is in scale and keeping with the landscape character and which are appropriate to its surroundings in terms of siting, design, materials, external appearance and landscaping.

Consideration will be given to both the individual and cumulative impacts of a proposal.

Proposals located in coastal locations should be considered against their impacts on coastal landscapes, in particular in relation to Morecambe Bay and the Lune Estuary.

Landscape and Visual Impact Assessments

Development proposals which are considered, due to their scale or location, to have potential adverse impacts on the local landscape and local character will be expected to be accompanied by a Landscape and Visual Impact Assessment (LVIA). The LVIA should systematically assess the effects of change on the landscape, both landscape and visual effects, as a consequence of a development proposal. Through such an assessment development proposals should be designed to avoid negative landscape effects and where this is not possible negative landscape effects should be reduced or offset through appropriate mitigation/compensatory measures.

Development affecting Coastal Landscapes

16.21 The district has a long and important coastline which stretches around Morecambe Bay, an internationally recognised area for its importance for wildlife and habitats. Not only does it provide a unique and important wildlife habitat it creates a unique landscape which is very sensitive to change.

16.22 Therefore development proposals in coastal locations which may have a negative impact on the coastal setting will only be supported by the council where it has been considered that sufficient mitigation measures have been provided to limit any impact or where significant overriding benefits are demonstrated to outweigh any impact.

Other Important Landscapes

16.23 Within the main built up areas of the district the council has identified a number of larger areas of open space, Key Urban Landscapes, which are particularly important to the setting of the urban area. The continuation and appropriateness of this designation was reviewed by the council via the 'Review of Key Urban Landscape Allocations in Lancaster District' study (Woolerton Dodwell, November 2012).

16.24 These landscapes have historically played an important role in defining the character of the district with many of the landscapes providing the setting for significant areas and features.

Their continued protection therefore remains important both in their own right in relation to their visual and amenity value but also in relation to the wider role that the allocated areas perform in enhancing the wider environment in which they sit.

16.25 As part of the preparation of the Land Allocations DPD the council will be reviewing the detailed boundaries of this allocation. In undertaking this work the council recognise that the allocation is one of a number of considerations it will need to consider when determining how to meet its future development needs.

16.26 Whilst there are a number of protected landscapes and townscapes in the district which have been recognised for their importance in contributing to the district's distinctive sense of place (such as Conservation Areas and Key Urban landscapes) the council acknowledges that there are other locally important landscapes or townscapes which make a positive contribution. Whilst these areas may not have the same protection as areas such as AONBs the council believes that development proposals, regardless of their location within the district, should consider their role in positively contributing to their local landscape or townscape.

16.27 Where work has been undertaken on landscape assessments by either the local or county authorities this work should be given due consideration in relation to their recommendations and outcomes in determining planning applications.

16.28 Development proposals, through good use of siting, scale, massing, design and an appropriate palette of materials should seek to positively influence their surroundings. The council will encourage development proposals to, where appropriate, provide a detailed landscaping scheme which will clearly demonstrate how new development will create positive linkages and contribute to the local landscape and townscape.

Cumulative Landscape Impacts

16.29 It is acknowledged that singularly the landscape impacts of development may be considered acceptable, however, when judged cumulative alongside of development in the broad locality there may be unacceptable cumulative impacts. Therefore the council will assess development proposals on both their direct and cumulative impacts on local character and landscape.

Trees and Woodland

16.30 The district has many fine examples of important and significant trees which can be defined as trees which are ancient, of veteran status, of historic importance, rarity and contribution as a wildlife resource or notable in terms of their impact on the visual amenity of an area. The council will actively seek to protect these significant trees from development which would involve their loss or harm. The protection of significant trees has many benefits economically, socially and environmentally including their contribution to the reduction in atmospheric carbon dioxide levels and mitigation of climate change.

16.31 The majority of trees within the district are not protected by Tree Preservation Orders (TPOs) or located within designated Conservation Areas. However, this does not mean that non-designated trees are not considered to be significant and worthy of protection from loss or harm. Areas identified as ancient woodland will be designated as such within the Local Plan Policies Map and will be protected from loss or harm.

- 16.32 Development proposals should incorporate existing and notable features, such as significant trees within their proposals. The retention of existing trees can assist in providing context and character to a development and ensure that the proposals respect the character and value of the surrounding landscape and townscape. The council will resist the loss of trees within development proposals, particularly where it can be demonstrated that appropriate alternative design solutions exist which can allow for retention and incorporation of such features into the overall design of a new development.

Policy DM29: Protection of Trees, Hedgerows and Woodland

Protection of Trees, Hedgerows and Woodland

The council will support the protection of trees and hedgerows which positively contribute, either as individual specimens or as part of a wider group, to the visual amenity and/or environmental value of the location. The council will also protect ancient trees and seek to increase the resilience of all woodlands to Climate Change, pests and diseases.

Development should positively incorporate existing trees and hedgerows within new development. Where this cannot be achieved the onus is on the applicant to justify the loss of trees as part of their Arboricultural Implications Assessment (AIA – further guidance as to the content of such an assessment is provided within the council’s Planning Applications Validations Guide). Where the loss is adequately justified the council will seek replacement tree planting at the ratios adopted in the Council’s Tree Policy adopted in 2010, or successor documents.

Encouraging Tree Cover

The council will expect appropriate opportunities to encourage the planning of new trees and woodland throughout the district in an effort to mitigate against the impacts of Climate Change, and to enhance the character and appearance of the district.

- 16.33 The council will support the retention of existing trees within development proposals. However, where it is adequately demonstrated that retention is not possible or feasible to achieve, and the loss does not involve trees which are of significant value, then consideration will be given to whether suitable mitigation measures would compensate for the losses sustained. In making this assessment, the council will have regard to the provisions of its adopted Tree Policy, adopted in 2010, and the replanting ratios contained therein.
- 16.34 Any development proposals which have implications for existing trees must be accompanied by an Arboricultural Implications Assessment which would set out the potential impacts and implications for existing trees which may arise from development proposals. The assessment must also include measures to protect trees and provide appropriate mitigation measures.
- 16.35 Although a felling licence is not required from the Forestry Commission if a full planning permission is granted, the Forestry Commission remain a non-statutory consultee on development which either directly affects or is within 500 metres of ancient woodland. Consent from the Forestry Commission may also be required under the Environmental Impact Assessment (Forestry) Regulations if the proposed development involves afforestation, deforestation, forest roads or forestry queries.

Hedgerows

16.36 Hedgerows contribute significantly to the natural environment and landscape character of an area and can provide important habitats for a range of species provide shelter, help reduce noise and atmospheric pollution. They add to the character and quality of the local environment and can have significant historic value. As with the protection of trees these assets should be retained and, through proposals incorporated into development schemes.

Increasing Tree Coverage

16.37 Tree cover across the district was estimated to be approximately 6.9% in March 2010 (Woodland Trust) compared to 9.9% for England. However, through the course of this plan period the council will seek to increase the level of tree cover across the district in an effort to mitigate and adapt to the impacts of climate change.

16.38 Whilst it is recognised that large portions of the district include upland areas the level of tree cover in the district is still significantly less than the national average. The council will therefore explore opportunities for growth in the level of tree cover where appropriate locations exist. There will be many opportunities to achieve this. The increased provision for trees in new development, through suitable and appropriately designed landscaping schemes, is a key component of delivering growth in tree cover.

16.39 Development proposals will be encouraged and supported to incorporate trees, which should be at an appropriate scale and be indigenous species and local provenance. The inclusion of fresh tree planting will be considered by the impact it will have on the surrounding character and landscape. This guidance is in addition to the operation of an existing Tree Sponsorship Scheme.

17. The Historic Environment

17.1 Lancaster has a very high number of buildings which are recognised on the national list of buildings of special architectural or historic interest. The district contains more than 1,300 Listed Buildings, approximately 2% of which are Grade I listed, 5% Grade II* and the remaining 93% Grade II.

17.2 The district's other heritage assets include 37 Conservation Areas, 37 Scheduled Monuments and 3 Historic Parks and Gardens. Collectively, the district's heritage is a major economic asset. Lancaster is one of the North West's most important and historical cities, visually coherent, it is little damaged by inappropriate development. Places and buildings show a strong historic legacy which mixes Roman and Medieval elements such as Lancaster Castle with the strongly Georgian and Victoria City Centre and more contemporary suburbs.

17.3 The heritage assets found within the district range in significance, from assets which have been specifically designated for their importance to non-designated assets which are recognised at a local level to have historic significance. Policies DM30 to DM34 seek to protect and enhance the value of all types of heritage asset. The local planning authority will protect and enhance the value of heritage assets, whether they are designated or non-designated to ensure their long-term future for the conservation and enjoyment of the historic environment in accordance with the principles set out in paragraph 126 of the National Planning Policy Framework (NPPF).

- 17.4 Listed building consent is required for any works of demolition, and for any works involving alteration or extension to a Listed Building which would affect its character as a building of special architectural or historic interest. Controls apply to all works, both internal and external, that would affect a Listed Building's special interest, whether or not the feature concerned is specifically mentioned in the description of the designated heritage asset.
- 17.5 Consent is not normally required for works of repair or maintenance, but where repairs involve alterations which would affect the character of the Listed Building consent will be required. The council recognises the importance of protecting buildings of special architectural or historic interest from unnecessary demolition and inappropriate alteration.

Demolition, Alterations or Extensions to Listed Buildings

- 17.6 In judging the impact of any alterations on a Listed Building, it is essential that there is a thorough understanding of the elements that contribute toward the significance of the asset, which may comprise a variety of features including windows, staircases internal layouts, landscaping and tree planting for example.
- 17.7 Many Listed Buildings can sustain some degree of sensitive alterations, however this can vary and is greatly dependent on the significance of the asset. Sometimes the need to conserve the significance of the asset is so great that the conversion and alteration into an economic use may be unsustainable. Therefore, their future may be secured through charitable or community partnerships.

Policy DM30: Development affecting Listed Buildings

The significance of a Designated Heritage Asset can be harmed or lost through alteration or destruction of a Listed Building or through development within its setting. Where a development proposal will lead to substantial harm or loss of significance consent will be refused.

Demolition of Listed Buildings

Proposals which involve the substantial harm to or total loss of significance of Listed Buildings, including demolition will not be permitted unless it can be demonstrated that the substantial harm or loss is necessary to achieve overriding public benefits that outweigh that harm or loss, or that the following criteria as set out in Paragraph 133 of the National Planning Policy Framework will apply:

- I. The nature of the heritage asset prevents all reasonable uses of the site; and
- II. That no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- III. That conservation through grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- IV. The harm or loss is outweighed by the benefit of bringing the site back into use.

Extensions and Alterations to Listed Buildings

Proposals which involve the alterations or extensions to Listed Buildings, including any partial demolitions, should be based on an accurate understanding of the significance of the asset.

Proposals which involve external and/or internal alterations to a Listed Building which would have an adverse impact on the special architectural or historic character of the

building and/or their surroundings will not be permitted. The loss of historic fabric simply to accommodate new will not be permitted.

New extensions which dominate or distract from the Listed building in terms of siting, style, scale, massing, height or materials will not be supported by the council. Reversibility and minimal intervention will also be key considerations when assessing proposals.

Changes of Use and Conversions of Listed Buildings

Where planning permission may not normally be granted for the conversion of Listed Buildings to alternative uses, favourable consideration may be accorded to schemes which represent the most appropriate way of conserving the building and its architectural and historic significance and setting.

Listed Buildings and Climate Change

The council will support proposals which seek to reduce the carbon footprint of a Listed Building provided that it respects the historic fabric, character and setting of the building. Development involving the installation of renewable energy equipment on a Listed Building will be acceptable provided that the following criteria are met:

- VI. The energy efficiency of the Listed Building itself has first been appraised and suitable measures, which will not affect its character, have already been undertaken;
- VII. Locations other than on a Listed Building have been considered and dismissed as being impracticable;
- VIII. There is no irreversible damage to the historic fabric;
- IX. The locations of the equipment on the Listed Building would not detract from its character or appearance, either when viewed in close proximity or from a distance; and
- X. The impact is minimised through design, choice of material and colours.

Equipment that is no longer needed for generating energy will be removed as soon as the operations cease.

Where appropriate, the council will make use of Design Panels in determining that proposals are of the highest design standards and mitigate any impacts on the surrounding historic environment.

Proposals which involve Listed Buildings should ensure that they comply with all relevant policies within this Development Management DPD.

- 17.8 The fabric is an important part of the Listed Building's significance and should be retained as a fundamental part of any alteration or conversion, together with the use of appropriate materials and methods of repair. It is not appropriate to sacrifice old work simply to accommodate new. Where alterations are considered to be acceptable it is preferable for new work to be reversible (although this alone does not justify alteration). New openings will need to be considered in the context of the asset's significance. Where proposals may make significant features redundant, such as windows, doors or other features then the impact is likely to be minimised if they are left in place. The junction between old and new features is important, both in terms of their impact on the significance of the Listed Building but also its setting, therefore Policy DM32 is directly relevant to this issue.

17.9 The degree to which a building has already been added to must be considered; incremental additions can result in the original form of the building being subsumed or even lost completely. New extensions, where considered appropriate in principle, should not dominate the Listed Building or its setting in terms of style, scale, massing, height, materials or siting.

17.10 Alternations to shop fronts and other alterations on commercial premises which are Listed Buildings should be designed to a high standard and use appropriate materials. Where historic shopfronts and other joinery details exist, these should be retained and repaired. Where they are beyond repair, they should be repaired on a like-for-like basis. In such cases, this policy should be read in conjunction with Policy DM6 which relates to advertisements.

Change of Use of Listed Buildings

17.11 Keeping Listed Buildings in active use is critical to ensuring their upkeep. The best uses will be very often the use for which the building was designed and continuation or reinstatement of that use should be the first option within development proposals. However, not all original uses will now be viable, or even appropriate. In some cases, the original use may now be less compatible with the building than an alternative use, for example, due to modern agricultural practices and requirements.

Climate Change and Listed Buildings

17.12 The historic environment has a major role to play in mitigating climate change. The re-use of historic buildings has the potential to address issues such as the low carbon values of traditional materials, the damage caused by the release of embodied energies from the demolished fabric and the environmental benefits of repair and maintenance over replacement.

17.13 In addition, heritage assets are capable of improved energy efficiency, and sometimes the sympathetic use of renewable energy equipment, on a level which does not harm the significance of the heritage asset or its setting, will be considered to be appropriate.

17.14 The use of renewable energy may be acceptable subject to the sequential approach set out within Policy DM30. Evidence that the impact of the proposal is truly understood and details of the mitigation will be required and should form part of the heritage statement. The English Heritage guidance '*Energy Efficiency and Historic Buildings*' (March 2011) should also be referred to in relation to this issue.

Assessment of Significance

17.15 All applications that are considered to affect a heritage asset (both designated and non-designated assets) are required to include an assessment of significance of any heritage assets affected. This should involve an assessment of any contribution made by their setting. The level of detail provided should be proportionate to the asset's importance, and sufficient to understand the potential impact of the development on that significance. The Council's '*Planning Application Validation Guide*' should be referred to for further details.

17.16 In determining applications the council will take account of the following issues:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- The positive contribution that conservation of heritage assets can make to sustainable communities, including economic viability; and
- The desirability of new development making a positive contribution to local character and distinctiveness.

Heritage at Risk

17.17 There are a number of buildings considered to be at risk within the district. The council will work with the owners of these buildings to find viable uses to secure their long term future.

17.18 The council expects that where a use for these buildings cannot be identified in the short-term, that they are maintained and secure to prevent them from decaying further. Not only will this help prevent the loss of important historical fabric, but maintenance will help prevent costs from escalating to such an extent that repair of such buildings is uneconomical.

17.19 English Heritage maintains a National '*Heritage at Risk Register*' which is updated on an annual basis. This includes Grade I and II* Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, Registered Battlefields, Protected Wreck Sites and Conservation Areas. English Heritage can also provide practical advice, guidance and, in some cases, resources for those Listed Buildings on its register, though their involvement must be determined by the importance of the building and the complexity of the issues.

17.20 With regard to Grade II Listed Buildings, the council maintains a register of all those assets which are considered to be at risk.

Development affecting Conservation Areas

17.21 The district has a large number of Conservation Areas. These range from the large Lancaster Conservation Area, to the smaller, more discreet Conservation Areas such as Cannon Hill in Lancaster or the smaller rural villages. These Conservation Areas will be reviewed and re-appraised when necessary and appropriate.

Policy DM31: Development affecting Conservation Areas

Only development which preserves or enhances the character and appearance of the Conservation Areas will be permitted.

Outline applications for development within Conservation Areas will not be encouraged by the council.

Demolition of Buildings within Conservation Areas

Proposals which involve the loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area will not be permitted unless it can be demonstrated that the substantial loss or harm is necessary to achieve substantial public benefits that outweigh that harm or loss, or that all the criteria which are set out within paragraph 133 of the National Planning Policy Framework are met.

Where a development proposal will lead to less than substantial harm to the significance of the Conservation Area, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

No loss will be permitted without taking all reasonable steps to ensure that the new

development will immediately proceed after the loss has occurred.

Development within Conservation Areas

Development proposals for the re-use, alteration and extension of existing buildings or the creation of new buildings within Conservation Areas will only be permitted where it has been demonstrated that:

- I. Proposals respect the character of the surrounding built form and its wider setting, in terms of design, siting, scale, massing, height and the materials used; and
- II. Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and
- III. Proposed uses are sympathetic and appropriate to the character of the existing building and will not result in any detrimental impact on the visual amenity and wider setting of the Conservation Area.

All proposals that are located within a Conservation Area or its setting should give due consideration to all relevant policies within the Development Management DPD, in particular Policy DM35 which relates to the design of development.

Where appropriate, the council will make use of Design Panels in determining that proposals are of the highest design standards and mitigate any impacts on the surrounding historic environment.

17.22 The council will consider future areas which may be considered suitable for designation. This requires a judgement on whether an area is of special architectural or historic interest and the character or appearance of which is desirable to preserve or enhance.

17.23 Many Conservation Areas rely for their character on their relationship between buildings and spaces and the nature of these spaces. These spaces may be both within and outside the actual boundaries of the Conservation Area. Many of the rural Conservation Areas form a wider part of the landscape and are especially vulnerable to impact from development on village edges. Townscapes are particularly vulnerable to the impact of development which does not respect its historic form, layout and street patterns and of development which does not respect the scale of the neighbouring buildings.

17.24 When determining any development proposals affecting a Conservation Area, the council will take into account the impact on views into and across the area, important open spaces either within or near to the area and its wider landscape setting. Furthermore, the council will take into account any Conservation Area Appraisal or Management Plan which is relevant to the locality. A Conservation Area is a designated heritage asset and therefore Policy DM32 is directly relevant to this issue.

17.25 Alterations to shopfronts and other alterations on commercial premises within Conservation Areas should be designed to a high standard and use materials which are appropriate and sympathetic to the surrounding area. Where historic shopfronts and windows survive, there will be a presumption in favour of their retention and repair will be encouraged over replacement. Proposals which involve the siting of advertisements should have due regard to Policy DM6 relating to advertisements.

17.26 Conservation Areas are about the quality and interest of the areas, and not just the individual buildings. Therefore, particular attention must be given to the details such as the

floorspace, street furniture, street lighting and public spaces. The council will encourage proposals which seek to enhance these features.

Article 4 Directions

17.27 Many alterations to the majority of unlisted dwelling houses do not require planning permission and would be permitted development under the General Permitted Development Order 1995 (as amended). However, in a number of Conservation Areas, the local planning authority has removed permitted development rights to bring specified operations under the control of planning legislation. Such action is carried out using an Article 4 Direction.

17.28 Article 4 Directions cover a number of properties within the following Conservation Areas: Lancaster, Westfield Memorial Village, Bath Mill, Morecambe, Glasson and Heysham. For more detailed and up-to-date information please contact the Conservation Team at Lancaster City Council.

17.29 Where the local planning authority considers that permitted development rights are threatening the character and appearance of a Conservation Area, it will consider bringing this development under its control by the use of an Article 4(2) Direction.

The Setting of Designated Heritage Assets

17.30 Conservation also looks beyond the individual asset to protect the settings of designated heritage assets such as World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens or Conservation Areas (where highlighted on the relevant Local Plan Policies Map), as well as setting of undesignated heritage assets.

Policy DM32: The Setting of Designated Heritage Assets

The council recognises the significance of setting to a heritage and proposals that fail to preserve or enhance the setting of a designated heritage asset will not be supported by the council.

Development proposals that make a positive contribution to or better reveals the significance of the asset and its setting will be favourably considered.

The greater the negative impact on the significance of the designated heritage asset and its setting, the greater the benefits that would be required to justify any approval.

Where appropriate, regard should be given to any approved characterisation study or appraisal of heritage assets.

Development proposals within the setting of designated heritage assets will be expected to include an assessment of the impact, which should include consideration of the following (non-exhaustive) list:

- Proximity;
- Position in relation to key views;
- Prominence, dominance, conspicuousness;
- Dimensions;

- Scale;
- Massing;
- Visual permeability;
- Materials;
- Architectural style & design; and
- Changes to roofscapes or skylines.

17.31 A setting is the surroundings around a heritage asset. All heritage assets have a setting, whether they are designated or not. Settings are generally more extensive than a curtilage, and its perceived extent may change as an asset and its surroundings evolve or as an understanding of an asset improves.

17.32 Elements of a setting may make a positive or negative contribution to the significance of an asset, or they may be neutral. The contribution of setting to significance is often expressed by reference to views. This is likely to include a variety of views of, across, or including the asset and views of the surrounds from or through the asset.

17.33 In Lancaster itself, for example, the topography of the city means that many areas are visible from a number of different vantage points, and views from high ground, such as Castle Hill and Williamson Park should always be considered. Similarly the impact of tall buildings on the townscape and roofscape of Lancaster and Morecambe requires careful consideration.

17.34 English Heritage has published several important guidance documents which are available on their website including *'The Setting of Heritage Assets'* (October 2011) and *'Seeing History in the View: A Method for Assessing Heritage Significance within Views'* (May 2011).

Non-Designated Heritage Assets

17.35 Lancaster District has a rich and varied historic environment which contains a large number of heritage assets, whether they are designated or not. These range from buried archaeology and above-ground historic buildings, to the historic street patterns and historic landscapes which survive in many locations. Many of the district's heritage assets have been statutorily recognised. However, this does not necessarily provide the whole picture.

17.36 As well as the approximately 15% of known heritage assets which are formally designated, there may also be other heritage assets classed as 'Non-Designated Heritage Assets' which do not fall into any formal designations mentioned previously but are still considered to be historically or architecturally significant. These buildings may be included in the council's *'List of Local Heritage Assets'*, where they meet a defined list of criteria.

17.37 There may be other non-designated heritage assets which are not specifically identified for protection, but which make a significant contribution to the character and appearance of the district. This may be the result of insufficient material being available on their existence, special interest or importance.

17.38 In assessing the significance of a heritage asset, its heritage values need to be considered. There are a number of values which should be taken into when determining the significance of a heritage asset, particularly where they are consistent with English Heritage's Core Principles set out in *'Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment'* (2008):

- Evidential Value – the potential of a yield evidence about its past activity;

- Historical Value – the ways in which past people, events and aspects of life can be connected through a place to the present (this could be illustrative or associative);
- Aesthetic Value – the ways in which people draw sensory and intellectual stimulation from a place;
- Communal Value – the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

Policy DM33: Development Affecting Non-Designated Heritage Assets or their Settings

Where a non-designated heritage asset is affected by development proposals, there will be a presumption in favour of its retention. Any loss of the whole or part of such an asset will require clear and convincing justification. No loss will be permitted without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Any special features which contribute to an asset's significance should be retained and reinstated, where possible, in accordance with paragraph 135 of the National Planning Policy Framework.

Any extensions or alterations should be designed sympathetically, without detracting from or competing with the heritage asset. Proposals should relate appropriately in terms of siting, style, scale, massing, height and materials.

Proposals within the setting of a non-designated heritage asset will be required to give due consideration to its significance and ensure that this is protected or enhanced where possible.

New buildings and any associated landscaping within the curtilage of a non-designated heritage asset, or in close proximity to, should ensure that the setting is not compromised. Positive settings should be protected, preserved and where possible enhanced by new development which assist in better revealing the significance of the asset.

17.39 The council aims to identify value and protect the historic environment and its significance for the benefit of current and future generations.

Archaeology

17.40 Within the District of Lancaster there are a large number of sites which are known for their archaeological interest. Information on many of these sites is held in the Historic Environmental Record (HER), which is managed by Lancashire County Council. These sites are not shown in the Land Allocations DPD and accompanying Local Plan Policies Maps and enquiries should be made to the Lancashire County Archaeological Service (LCAS).

17.41 The HER includes Lancaster's Urban Archaeological Database (UAD), which brings together all the known archaeological date for the Historic Core of Lancaster City Centre into one place. The UAD contains information on all known pre-1800 archaeological material found within the locality, whether they are archaeological deposits or upstanding remains. Scheduled Ancient Monuments have been identified on the Local Plan Policies Map which accompanies the Land Allocations DPD.

17.42 Whilst a number of sites have been formally designated for their archaeological importance, this only represents a fraction of the total. Many important archaeological sites remain undiscovered and unrecorded. Archaeological sites are a finite resource and, as a result, it is important to ensure through the planning process that development proposals do not result in their damage or destruction.

Policy DM34: Archaeological Features and Scheduled Monuments

Development proposals which would have an adverse impact on nationally significant archaeological assets, whether scheduled or not, or their settings, will not be permitted.

In situations where it is considered that archaeological sites and monuments would be affected, applicants will be required to commission a desk-based assessment, or greater investigation in some cases, before a planning application can be determined to allow for an informed and reasonable planning decision to be made.

Where development affecting such sites is acceptable in principle, the council will ensure mitigation of damage through preservation of the remains in situ as a preferred option.

The council will seek the preservation of archaeological assets unless it is not justified (for example where the need for development outweighs the importance of the asset). In these circumstances, the development will not be permitted to commence until satisfactory provision has been made for a programme of investigation and recording. However, the ability to record should not be a factor in deciding whether such a loss should be permitted.

17.43 Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to Schedule Monuments and therefore should be subject to the same policies as a designated heritage asset, in accordance with paragraph 139 of the National Planning Policy Framework (NPPF).

17.44 Where development proposals could affect a Scheduled Monument or its immediate setting, applicants are advised to contact English Heritage at an early stage in the planning process to determine if the proposal is likely to be acceptable or not and, if necessary, to seek out ways of minimising any impact on the monument. Separate Scheduled Monument Consent may well be required in addition to any planning permission for proposals that impact on Scheduled Monuments or their settings, and where there is significant impact the proposal is likely to be unacceptable.

17.45 Where any other archaeological site may be affected, the proposal is likely to require an appropriate heritage assessment as part of the application, which may include desk-based or field investigations and the council may refuse any application when such information is needed but not supplied. Where a development is permitted that does have an impact on a heritage asset works to mitigate that impact may be required as a condition of the development. Such works can range from recording a standing structure to formal archaeological excavation, and are likely to be required in advance of development starting. Applicants are advised to contact LCAS regarding the presence or absence of heritage assets and the level or mitigation that may be required.

18. The Design of New Development

Key Principles

- 18.1 This policy sets out the key design principles that the council will look to apply to new development within the district. The policy addresses a range of issues and seeks to ensure that development adds positively to the wider environment having regard to the existing character and quality of the area.
- 18.2 The council would expect evidence of these considerations to be provided in the accompanying 'Design and Access Statement' to the application. As identified in the Council's 'Validation Guide' further information on the sustainability credentials of a proposal will be required for all new or converted residential, commercial, leisure and institutional buildings, but not for extensions to existing buildings in a Sustainability Statement. This can be incorporated in a Design and Access Statement where it is appropriate to do so.
- 18.3 Further information on the key principles outlined in Policy DM35 will be provided in forthcoming guidance on design. This will include further guidance on the areas set out below.

Ensuring Privacy

- 18.4 New dwellings should be as private and free from overlooking and overshadowing as possible. To achieve this developments should give consideration to the following principles:
- There should normally be at least 21 metres between dwellings where windows of habitable rooms face each other and 12 metres where a habitable room faces onto a side wall with no such window;
 - The main windows of habitable rooms should not be overshadowed by boundary walls, fences or two-storey gable walls;
 - The avoidance of excessively high screening.
- 18.5 The highlighting of minimum distances does not mean that they will always be acceptable. There may be instances where these minimum distances need to be increased or reduced depending on circumstances, for example site topography or density considerations.

Garden Space

- 18.6 The council recognises the importance that private garden space can provide, both to the health and well-being of residents but also the benefits that it can provide to the natural environment, particularly in urban locations. The following levels of provision will be encouraged:
- With the exception of flats, new houses should look to ensure at least 50sqm of usable private garden space which is not directly overlooked by neighbouring properties;
 - Rear gardens should look to achieve at least 10 metres in depth, unless there are overriding design reasons to justify a reduced depth, provided that the garden area still provides 50sqm of useable, private amenity space and providing neighbouring private amenity open space will not be overlooked;
 - Small north facing gardens should normally be avoided; and
 - Flat developments should provide a reasonable amount of communal amenity space per unit of accommodation. The actual provision required will depend upon site and building characteristics.

Accessibility

- 18.7 The council will ensure that new development is proposed in locations that are sustainable and accessible and well-connected to existing services. Developments should have access to a wide range of sustainable transport methods without being limited to the use of private cars to access the site (see Policy DM20).
- 18.8 Proposals for new development should incorporate safe and appropriate access arrangements that are not at the detriment of highway safety and satisfy the local highway authority.
- 18.9 The council will seek to ensure that all new developments are fully accessible to all members of the community and therefore compliant with the most relevant and up-to-date legislation. This is particularly important for public buildings and those that would generate significant footfall.

The Natural and Built Environment

- 18.10 It is important that new development protects and enhances the natural and built environment.
- 18.11 New development can make a positive contribution to the surrounding landscape or townscape and the council will ensure this new development achieves this by seeking high quality design and landscaping.

Policy DM35: Key Design Principles**General Principles**

New development should make a positive contribution to the surrounding landscape or townscape. The council will expect development (new build, conversions, alterations or extensions) to:

- I. Contribute positively to the identity and character of the area through good design, having regard to local distinctiveness, appropriate siting, layout, palate of materials, separation distances, orientation and scale;**
- II. Ensure no significant detrimental impact to amenity in relation to overshadowing, visual amenity, privacy, overlooking, massing and pollution;**
- III. Ensure that safety and security are fully considered through the design process;**
- IV. Promote diversity and choice through the delivery of a balanced mix of compatible buildings and uses; and**
- V. Create buildings and spaces which are adaptable to changing social, environmental, technological and economic conditions.**

Accessibility

- VI. Be accessible to all sectors of the community, including people with disabilities;**
- VII. Promote and enhance access and permeability by creating places that connect with each other and existing services, and are easy to move through; and**
- VIII. Incorporate suitable and safe access to the existing highway network and road layout design, in line with latest standards.**

Green Infrastructure and the Natural Environment

- IX. Retain appropriate amounts of garden / outdoor space for occupiers of both**

proposed and neighbouring uses; and

- X. Provide sufficient landscaping areas / buffer zones and appropriate levels of open space provision to mitigate development impacts on adjoining sensitive uses and the open countryside.

Other Environmental Considerations

- XI. Minimise impacts on air quality (including odour), noise pollution and excessive lighting;
- XII. Improve existing ground conditions and protect existing soil quality through addressing and remediating contaminated land and land instability issues where they exist;
- XIII. Enhance opportunities for protected species such as bats and swifts through the inclusion of appropriate roosting habitats;
- XIV. Incorporate surface water drainage through appropriate management techniques maximising where possible their opportunity to deliver amenity and biodiversity enhancements; and
- XV. Incorporate appropriate waste and recycling facilities.

Where major development proposals are likely, due to their size and scale, to have an adverse impact on the local built environment, the council will expect applicants to make use of local Design Panels to assess such impacts at the pre-application stage. The views and recommendations of Design Panels will be given due consideration in the decision making process.

Gateway Locations

New development located at the entrances / gateways to major settlements (Morecambe, Lancaster and Carnforth) must be of a high standard of design and contribute towards creating a positive statement when entering these settlements. This approach is of particular importance on the southern and northern approaches to Lancaster via the A6; the eastern approaches to Lancaster via the A583 (Caton Road & Parliament Street); and the northern approach to Carnforth via the A6).

Pollution and Waste Management

- 18.12 The council will seek to ensure that new development minimises any adverse impacts arising from pollution, including noise, light, air (including odour) and ground pollution through appropriate location, operation and design. Applicants should also consider the impact of existing sources of pollution when locating new development. Clearly new development that is sensitive to pollution is not appropriate where existing sources of noise, light or air pollution cannot be satisfactorily mitigated, or where it would prejudice the viability of other important land uses by reasons of its sensitivity to pollution.

- 18.13 New development should also provide for the storage of refuse and recyclable materials in easily accessible and safe locations, having regard to relevant urban design considerations (i.e. not having a significant detrimental impact upon the setting of a property or streetscene).

Gateway Locations

- 18.14 If a new development is to be located in a key gateway location then the council will ensure it achieves a high standard of design and creates an attractive, welcoming entrance to key settlements in the district.

Design Review Panels

18.15 In accordance with paragraph 62 of the National Planning Policy Framework (NPPF) the council will utilise Design Review Panels to assess the impacts of major development proposals, particularly those which due to their size, scale and location may have adverse impacts on their surroundings. The views and recommendations of these panels will be given due consideration in determining a planning application.

Sustainable Design

18.16 Sustainable design can make a positive contribution to improving the overall sustainability of new development in the district by minimising or avoiding negative environmental impacts and improving the sustainability performance of development. It can also contribute to the transition to a low carbon future by addressing the Government's national zero carbon buildings policy.

18.17 National policy sets clear deadlines for new homes and non-residential buildings to achieve zero carbon standards. The proposed mechanism for achieving the requirements of this policy is through an incremental increase in the energy efficiency requirements of Building Regulations (Part L). These requirements concern the carbon emissions of new development and will eventually lead to Building Regulations requiring new development to achieve a zero carbon rating in accordance with an agreed definition and timeframe.

18.18 Checking compliance with Building Regulations is a separate process to getting planning approval; however both processes must be complied with. In the context of sustainable design applicants are encouraged to consider both together at the design stage as this will help to avoid problems, delays and increased costs as proposals are progressed through to application stage.

18.19 The council recognises that the viability of new development may be affected by factors such as local sustainability requirements, particularly in less buoyant economic times. A key indicator of viability improving is greater developer confidence in the market. In determining sustainable design requirements the council will monitor the delivery of new development across the district.

18.20 Opportunities to deliver enhancements in the energy and water efficiency performance of new developments in advance of building regulations will be encouraged by the council with support given to those schemes which deliver high standards of sustainable design and construction.

18.21 Future guidance on sustainable design issues will be provided by the council to set out in more detail on the content of Policy DM36. This document will also provide clarity around the future zero carbon definition, in particular the proposed 'carbon compliance' standard and the role of 'allowable solutions' in achieving this.

18.22 The council would expect evidence of the sustainable credentials of new development to be provided in an accompanying Sustainability Statement. This is required for all new or converted residential, commercial, leisure and institutional buildings, but not for extensions to existing buildings. Further details on this are provided in the Council's 'Validation Guide' (October, 2013). The Sustainability Statement can be incorporated in a Design and Access Statement where it is appropriate to do so.

Policy DM36: Sustainable Design

Sustainable design has an important role to play in improving the overall sustainability performance of new development, offering opportunities to deliver improved efficiency and reduced environmental impacts. The council is supportive of proposals which deliver high standards of sustainable design and construction.

In delivering sustainable development the council will encourage development to deliver high standards of sustainable design and construction through consideration of:

- I. Measures to reduce energy consumption and carbon dioxide emissions, and water consumption;
- II. Opportunities for energy supply from on-site, decentralised, renewable or low carbon energy systems;
- III. Opportunities to contribute to local and community-led energy initiatives;
- IV. Account of landform, layout, building orientation, massing and landscaping to minimise energy and water consumption; and
- V. The reuse of existing resources (including the conversion of existing buildings) where this would be 'fit for purpose'.

Applicants are encouraged to implement nationally described standards (Code for Sustainable Homes, BREEAM, Passivhaus) to achieve sustainable design.

The delivery of high standards of sustainable design and construction can increase the cost of development. To ensure that the delivery of development is not overly disincentivised in the determination of planning applications the council recognise that a balance must be made between the enhanced energy efficiency performance and the viability of development.

The council intends to prepare further guidance which will expand on the principles of this policy.

Air Quality Management and Pollution

18.23 Air quality and pollution are widespread concerns at both district and national level. The council has a range of activities underway to deal with these issues including the review and assessment of air quality. There are currently three locations where air quality does not meet the national objectives that aim to protect people's health and the environment. These are the centre of Lancaster, the centre of Carnforth, and Galgate and each location has been declared an Air Quality Management Area (AQMA).

18.24 The largest AQMA is located in the centre of Lancaster where emissions from vehicles, particularly from HGVs on the one-way system contribute toward high levels of nitrogen dioxide levels. These designations are regularly monitored and amendment to these areas (as well as considering the potential for further designations) will be implemented as appropriate. More detail on the AQMAs is available at www.lancaster.gov.uk/airquality/.

18.25 The council will seek to ensure that proposals for all new development regardless of location will not have an unacceptable negative impact on air quality and will not further exacerbate

air quality in AQMAs. Similarly, proposals for new development should not put people's health at risk by increasing the potential for exposure to raised levels of pollutants.

- 18.26 One of the ways that the council can minimise the impact of new development on air quality is to encourage proposals for new residential development to address the relevant components of the Code for Sustainable Homes Level 4 Pollution category. Similarly, the council will encourage proposals for other new buildings achieve the relevant components of the BREEAM Excellent rating for the Pollution category.

Policy DM37: Air Quality Management and Pollution

Air Quality Assessments (AQA) must be submitted for any development proposal within or adjacent to an Air Quality Management Area (AQMA).

New development located within or adjacent to an AQMA must ensure that users are not significantly adversely affected by the air quality within that AQMA and include mitigation measures where appropriate.

Development and Flood Risk

- 18.27 The district is located on the coast and contains a number of large rivers, particularly the River Lune which can be susceptible to flooding in extreme weather events. Many of the main settlement areas in the district lie within areas which, to varying degrees, are vulnerable to flooding, such as Lancaster on the River Lune and Morecambe on Morecambe Bay. The 2007 screening stages of a Strategic Flood Risk Assessment (SFRA) were refreshed between 2012 and 2014 and this work will highlight flood risk and future development pressures.
- 18.28 The council will seek to ensure that new development does not increase flood risk, however in some cases this will be unavoidable because significant parts of the main urban areas of Lancaster and Morecambe are located within such flood risk areas. Flood risk can be mitigated through the use of Sustainable Drainage Systems (SuDS) to manage surface water flows. SuDS can also assist in pollution control through improved filtration and habitat creation within developments.
- 18.29 New development must consider the Environment Agency Flood Zone Maps that highlight areas at risk and vulnerable to flooding, either from fluvial (river) sources or coastal flooding. The maps also show variations in the areas of risk, and highlight land in Zone 3 as being at greatest risk from flooding and Zone 1 as being at limited risk from flood events. They are also updated on a regular basis to take into account revised data.
- 18.30 The National Planning Practice Guidance (NPPG) formally published by the Government in 2014 sets out a full range of guidance on matters relating to flood risk. Development proposals in areas which are vulnerable to flood risk should take account of the guidance provided in the NPPG in demonstrating that this matter has been fully addressed as part of the application process, including the role of flood risk assessment, the sequential test and exception test.

Policy DM38: Development and Flood Risk

Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas of highest risk. But where development is necessary, it should be designed to make it safe without increasing flooding elsewhere.

New development, in areas which are vulnerable to flood risk (i.e. Zones 2, 3a and 3b and local sources of flooding) must meet the requirements of the National Planning Policy Framework (paragraphs 100 to 104 and Technical Guidance), applying the Sequential Test, Exception Test and producing site-specific flood risk assessments as required.

New development proposed within defined areas of flood risk must ensure:

- I. That the proposed use meets the Sequential and Exception Tests as appropriate, as set out in the 'Technical Guidance to the National Planning Policy Framework',
- II. That a Site-Specific Flood Risk Assessment is prepared for sites as described in paragraph 103 of the National Planning Policy Framework;
- III. That suitable and appropriate flood prevention and mitigation measures are agreed, implemented and maintained to ensure that development is appropriately flood resilient and resistant;
- IV. There will be no net increase of flooding to properties within the locality as a result of the development (such as increases in surface water run-off or the reduction in the capacity of flood storage areas) unless suitable and appropriate compensation or mitigation measures exist or can be agreed, implemented and maintained;
- V. That on-site surface water run-off through the use of Sustainable Drainage Systems (SuDS) and the use of permeable surfaces are used where appropriate in accordance with Policy DM39 of this document; and
- VI. There is no adverse impact on, or unacceptable risks to, the quantity or quality of water resources in accordance with Policy DM40 of this document.

18.31 Where relevant new development must also consider the Environment Agency's '*Shoreline Management Plan*' (SMP) which sets out the recommendations for coastal management over the forthcoming 100 years. Similarly, for local river catchment new development must also consider the Environment Agency's '*Catchment Flood Management Plan*' (CFMP). Both documents are available at: www.environment-agency.gov.uk.

Surface Water Run-Off and Sustainable Drainage

18.32 Urban environments can be highly susceptible to surface water run-off which can lead to flooding. The council will therefore seek to ensure that new development limits water discharge levels into local sewers and drains to improve capacity in the network.

18.33 New development, particularly on greenfield sites should seek to replicate and /or improve the existing drainage capacity where possible. Sites that drain into ditches or watercourses should continue to do so and not enter the public sewerage system post development. In such circumstances consent will be required from the Lead Local Flood Authority (LLFA).

18.34 Under Schedule 3 of the Flood and Water Management Act 2010 the SuDS Approval Body (SABs) is in the process of being set up to provide a regulatory function for the approval of drainage proposals. For the purposes of Lancaster District this function is

undertaken by Lancashire County Council. This regulatory function will work in tandem with the planning process and with the local planning authority (Lancaster City Council) to ensure that development proposals as a whole are considered against their impacts on flooding, amenity and biodiversity. It is anticipated that SABs role will be formally enacted through legislation later in 2015.

Policy DM39: Surface Water Run-Off and Sustainable Drainage

In relation to surface water drainage, development proposals will be required to obtain the relevant approvals from SuDS Approval Body. For Lancaster District this will be Lancashire County Council.

New development, which qualifies as ‘major’ development proposals under The Town and Country Planning (Development Management) (England) Order 2010, must incorporate a Sustainable Drainage System (SuDS) which will be subject to approval, conditions and/or legal agreement(s) by the SuDS Approval Body (SAB).

Relevant proposals will be expected to investigate the suitability of the following attenuation measures:

- **Store surface water for later use;**
- **Use infiltration techniques, such as porous surfaces in non-clay areas;**
- **Attenuate surface water in ponds or open features for gradual release into the watercourse;**
- **Attenuate surface water by storing in tanks or sealed water features for gradual release into a watercourse.**

New Development, which qualifies as ‘minor’ development under The Town and Country Planning (Development Management Procedure) (England) Order 2010 should give due consideration to whether there is a requirement to gain SAB approval over the issue of sustainable drainage.

Proposals must obtain approval from the SuDS Approval Body prior to any commencement of development. Such approval cannot be sought retrospectively.

New development should seek to demonstrate that there is no increase in on-site or off-site surface water run-off rates upon completion and, where practical and feasible to do so, that reductions in surface water run-off are achieved to the relevant standards.

New development will be subject to appropriate approval, conditions and/or legal agreement(s) to secure the implementation of SuDS and appropriate management and maintenance measures.

18.35 Surface water flooding occurs where the ground and rivers can no longer absorb heavy rainfall and when man-made drainage systems have insufficient capacity to deal with the volume of rainfall. Typically this type of flooding is localised and occurs very quickly in extreme weather so is difficult to predict and warn against. It is predicted that climate changes will result in more short-duration, high intensity rainfall and therefore surface water flooding is likely to become an increasing problem, particularly within the district’s urban settlements.

18.36 The SuDS Approval Body (SAB) is a technical approval body which sits within the Lead Local Flood Authority (LLFA) and is being brought in as a statutory duty under Schedule 3 of the Flood and Water Management Act 2010 with the aim of addressing surface water flooding from new developments. The SAB is due to be commenced in 2014 and will be introduced in phases:

2015 – Autumn 2017

'Major' applications, as defined in the Town and Country Planning Act 1990, will require SuDS approval from the SAB. A major application is defined as 10 or more dwellings or development covering an area greater than 0.5 hectare.

From Autumn 2017

All applications – 'major' and 'minor' over a threshold of more than one dwelling or greater than 100sqm.

18.37 Bound within the limitations of specified technical standards, the SAB must approve, or otherwise, proposals for SuDS on developments that meet the above criteria in paragraph 18.36. Developers will be expected to demonstrate justification for the proposed drainage system within the constraints of the site.

18.38 Under the SAB's remit, the automatic right to connect to the public sewer is removed, and new drainage proposals can only connect to a public sewer subject to the SAB conditioning the right upon approval of drainage plans.

18.43 Development proposals which qualify for SAB approval will be expected to engage in the statutory approval process in relation to the management of surface water within the development. The council considers Sustainable Drainage Systems (SuDS) to be integral to new development and therefore SuDS should be designed at an early stage of the proposal so that sufficient space can be allocated. SuDS can be incorporated into new development in numerous ways and the most appropriate application will depend on site-specific issues such as scheme layout, the topography and geology of the site and surrounding area.

18.39 Other schemes which do not qualify for SAB approval will still be encouraged to address the matters of sustainable drainage to ensure that, where possible, water run-off and flooding events are mitigated.

18.40 SuDS which have SAB approval can apply to the SAB to secure the adoption of the SuDS system by the relevant body. The applicant must demonstrate that they have met the conditions under Schedule 3 (17) of the Flood and Water Management Act 2010 and any conditions imposed by the SAB upon approval for adoption to be successful. The adopting body will then be responsible for the appropriate management and ongoing maintenance of the adopted SuDS.

18.42 SuDS can also enhance biodiversity opportunities within new development. Further information on this issue can be found on the Natural England, Environment Agency and RSPB websites. Developments on greenfield sites, particularly those requiring the preparation of a Development Brief will be required to include measures to deal with surface water drainage.

Protecting Water Resources and Infrastructure

- 18.44 New development must consider the impact on wastewater infrastructure, and there may be a need to co-ordinate new development through a phased approach to allow improvements to wastewater infrastructure. It must also consider the location of the point of connection to the wastewater infrastructure for new development to minimise flood risk and impact on watercourses.
- 18.45 The EU Water Framework Directive came into force in December 2000 and established a strategic framework for managing the water environment. It requires a management plan for each river basin to be prepared every six years based on detailed analysis of the impacts of human activity on the water environment and incorporating measures to improve water bodies where required.
- 18.46 The Environment Agency is responsible for the implementation of the Water Framework Directive and in December 2009 it published the first set of River Basin Management Plans for England and Wales. The North West plan identifies a range of challenges that need to be tackled to achieve the objectives of the Water Framework Directive and can be downloaded at: www.environment-agency.gov.uk.
- 18.47 The council can contribute towards tackling the challenges highlighted in the North West plan by ensuring that the design, layout and needs of new development consider solutions to these challenges so that water quality does not deteriorate in the future.

Policy DM40: Protecting Water Resources and Infrastructure**New development must:**

- **Not threaten surface water and groundwater quantity and quality caused by water run-off into nearby waterways;**
- **Consider effective and efficient disposal of wastewater; and**
- **Seek to increase water availability and protect and improve the quality of rivers or groundwater where possible.**

The development or expansion of water supply or waste water facilities will normally be permitted, either where needed to serve existing or proposed development, or in the interests of long term water supply and waste water management, provided that the need for such facilities outweighs any adverse land-use or environmental impact.

- 18.48 Drinking water is becoming a more valued resource so the council will ensure that new development delivers high standards of water efficiency by including measures to avoid wastage including:
- Water saving devices, water efficient fixtures and fittings;
 - Rainwater and greywater recycling (water butts or more complex collection and treatment systems);
 - Landscaping and gardens that don't require much water; and
 - Sustainable Drainage Systems
- 18.49 Applicants should also give due consideration to Policy DM27 of this document, entitled 'Biodiversity, Landscape and Woodland' which also takes into account the impacts of climate change and the need to minimise the demand on water

Creating Sustainable Communities

19. Introduction

- 19.1 The creation of a strong and vibrant economy, and the protection and enhancement of the natural and historic environment are very important factors in ensuring that the district remains a strong and prosperous place.
- 19.2 The planning system can help to create a strong and healthy future for our communities. At a local level, the planning system can provide a basis for ensuring that development needs are met and new development is created in sustainable and suitable locations. It can also help to protect key services which are valued by local communities being lost to other alternative uses.
- 19.3 In order to ensure that the planning system has a positive influence on the health of our communities, the council will continue working with appropriate partners including Public Health Lancashire and NHS North Lancashire Clinical Commissioning Group regarding the health status and needs of communities when planning for new development.
- 19.4 The policies in this document do not seek to protect communities from change and evolution. Successful, healthy, sustainable communities have continually evolved and responded to changing economic, social and environmental circumstances. The council recognises that this is essential if local communities are to survive in the longer term.
- 19.5 The Local Plan will seek to support sustainable growth within communities at a suitable and appropriate scale, catering for both the needs of communities now and in the future and ensuring that the growth of these communities is matched with the growth in services.

Communities Vision

The council believes in the creation and protection of strong, safe and sustainable communities, whether they are urban or rural. New development in the District will be provided in sustainable locations and to meet the needs of a changing and evolving community.

20. Sustainable Housing Growth

20.1 The need for more homes in Lancaster District is high and the council will support proposals that will help address this. Proposals should address the housing needs of all communities, in terms of house types, sizes, and tenures; and address any imbalances in the local housing market. The Meeting Housing Needs Supplementary Planning Document (SPD) and successor documents provides specific guidance on the different housing needs that exist in the district and should be referred to in the early stages of preparing proposals for new housing.

New Homes

- 20.2 The council will encourage applicants to consider opportunities to deliver schemes on Previously Developed Land or by using existing buildings where available or appropriate. However, proposals for new homes on greenfield sites will be supported where the benefits of the proposal outweigh any adverse impacts that may result from the development.
- 20.3 New housing should deliver a wide choice of high quality homes and widen opportunities for home ownership. In this regard it is vital that development is tailored according to the housing needs of the district. These needs are detailed in the Meeting Housing Needs SPD and successor documents. To ensure sustainable, inclusive and mixed communities are created, proposals for new market housing must make provision for affordable housing.
- 20.4 Policy DM41 sets the current target for affordable housing. These targets are informed by reference to the 2010 Affordable Housing Viability Study, the 2012 Community Infrastructure Levy Economic Viability Assessment and the 2014 Strategic Market Housing Assessment (SHMA). Accordingly, the council expects all market housing schemes, regardless of size, to contribute towards the provision of affordable housing, either through the provision of affordable dwellings on-site or through a financial contribution to aid the delivery of affordable dwellings elsewhere. Small schemes of up to 4 dwellings must provide a financial contribution towards affordable housing and larger schemes (5 or more dwellings) must provide on-site affordable homes. A greater quantum of affordable housing will be sought from large greenfield sites on the basis that development viability is likely to be better than on more complicated brownfield sites.
- 20.5 Where the provision of affordable housing would have a potentially negative impact on viability then compelling and detailed evidence must be provided in support of this, and should be included within an Affordable Housing Statement (a requirement of all planning applications for residential development). The Meeting Housing Needs SPD provides specific guidance on Affordable Housing Statements and how viability issues are dealt with.
- 20.6 Outline proposals for residential uses which lack sufficient detail for a robust viability appraisal to be undertaken will be assumed to be able to accord with the principles of Policy DM41 unless the site specific circumstances or other considerations suggest otherwise. Detailed proposals including full, reserved matters and outline proposals which identify detailed numbers and types of dwellings will be assessed in detail with reference to the targets identified in policy DM41 and any submitted viability appraisal. The council will secure the provision of affordable housing contributions through conditions and/or legal agreements as required.
- 20.7 The council will continue to monitor the delivery of housing across the district throughout the plan period and will ensure that it maintains a proportionate and contemporary

evidence base in relation to the impacts of Policy DM41 on the viability of development. The council will report on the continuing development of its evidence base on a regular basis and will monitor the progress of housing delivery and affordable housing viability as part of its annual Housing Land Monitoring Report.

20.8 The council is committed to undertaking plan-wide viability assessments and will undertake further detailed affordable housing viability work as part of the preparation of the Land Allocations DPD. As such, if future evidence suggests, at any point during the plan period, that the requirements of Policy DM41 are unduly constraining and that the inherent flexibility within the policy is not sufficient to ensure continued housing delivery, the council will seek to revisit the reference to affordable housing targets in a successor DPD. The targets within Policy DM41 may therefore be subject to change.

20.9 In addition to the above, the council will maintain up-to-date guidance on the application of Policy DM41 through regular update and revision to the Meeting Housing Needs SPD; including guidance on current understanding of viability issues, methods of viability assessment, definitions, site thresholds and tenure types.

20.10 The affordable housing requirement applies to all newly developed homes, including all those that fall within Use Class C3 of the Town and Country Planning (Use Classes) Order 1987 (as amended). Therefore general needs housing (where each residential unit has its own facilities e.g. kitchen and bathroom) is required to contribute towards affordable housing. Accommodation such as sheltered, extra care and assisted living schemes that fall within Use Class C2 are not required to provide affordable housing.

20.11 Proposals which fall within the Morecambe Area Action Plan area would not normally be required to contribute towards the delivery of affordable housing. This approach continues the policies of the existing Meeting Housing Needs SPD and recognises the central areas of Morecambe as a regeneration priority area for the district and an area where low property values could not sustain affordable housing contributions at this time.

20.12 Proposals which fall within strategically important areas for housing delivery, where the council has or will prepare site-specific Development Briefs will be expected to contribute towards the delivery of affordable housing in accordance with Policy DM41. The degree to which any proposal deviates from the expected requirements of DM41 will be weighed against the benefits of the proposal and, in particular, the degree to which the scheme meets the overall aspirations of the specific Development Brief.

20.13 The council will support proposals to create additional dwellings through the re-use of empty properties. Proposals to re-occupy existing housing, to convert larger homes into smaller units, or to change the use of commercial properties to residential units will all be considered. Proposals should have regard to Policy DM44, and must address local housing needs as set out in the Meeting Housing Needs SPD and successor documents.

20.14 The council will ensure that proposals for new homes contribute to the creation of attractive, functional and sustainable places. Therefore applicants are encouraged to incorporate design standards such as Building for Life 12 (or successor versions). The council will also ensure that proposals for new homes contribute to the creation of strong, vibrant and healthy communities. In support of this applicants are encouraged to incorporate the Lifetime Homes Standard as this will mean that new homes can be adapted as the needs of

households change over time, reducing the need for households to move. Sustainable design standards are dealt with under Policy DM36.

- 20.15 Where applicants are required to provide on-site affordable homes as part of a market housing scheme then the affordable homes should comply with relevant design and quality standards.
- 20.16 New homes must also be sensitive to connectivity, density, local distinctiveness and heritage issues in the local environment and should consider the neighbouring land uses of the area.
- 20.17 At a strategic level, new housing development can impact on the health and wellbeing of existing and newly created communities. The council will therefore ensure that proposals identify and address the health and wellbeing related impacts of new development where they are expected to be significant effects. Proposals for developments of 10 or more homes should consider including a Health Impact Assessment. This document should identify the potential effects on new and existing residents within the community, the potential for public services to meet existing and new demand, and opportunities for health improvement measures to be implemented. Such assessments should also consider any likely risks to health, and help to identify additional measures to reduce or avoid these risks. Guidance on Health Impact Assessments can be downloaded at www.who.int/hia.

Policy DM41: New Residential Development

Residential development will be supported where it represents sustainable development.

Proposals for new residential development should:

- I. Ensure that available land is used effectively but takes account of the characteristics of different locations;**
- II. Be located where the environment, services and infrastructure can or could be made to accommodate the impacts of expansion; and**
- III. Provide an appropriate dwelling mix in accordance with the Lancaster District Housing Needs Survey or other robust evidence of local housing need.**

Proposals for new housing on greenfield land must demonstrate that the benefits of the proposal outweigh the impacts on local amenity.

The council will generally support proposals for new homes in all locations that incorporate the Lifetime Homes Standard and other design standards such as Building for Life 12 (or successor versions).

Proposals to re-use empty properties for residential purposes should have full regard to Policy DM44.

Affordable homes

Other than in the most exceptional circumstances new housing development must contribute toward the provision of affordable housing. The council will consider detailed proposals for new housing development that falls into Use Class C3 with reference to the following targets:

Reference Affordable Housing Target by Development Type (Average)			
Units	Location	Affordable Housing	Delivery Method
15 plus	Urban	30%*	On site
10 plus	Rural	30%*	On site
5 to 14	Urban	Up to 20%	On site
5 to 9	Rural	Up to 20%	On site
1 to 4	Urban & rural	Up to 10%	Financial contribution

** Up to 40% affordable housing will be sought from new housing proposed on greenfield sites.*

Financial contributions towards the provision of affordable housing will be calculated in accordance with the methods detailed in the Meeting Housing Needs SPD or successor documents.

Where compelling and detailed evidence demonstrates that the provision of affordable housing in accordance with the above targets would have a disproportionate and unwarranted negative impact on the viability of a proposed development, applicants may seek to provide fewer affordable dwellings than would be ordinarily acceptable.

The degree to which proposals deviate from the above requirements will be weighed against the benefits of any resulting scheme. Where proposals offer fewer dwellings than would ordinarily be acceptable, weight will be given to whether an alternative scheme, amended layout or other adjustment may result in a greater quantum of affordable dwellings being achieved.

All affordable homes must:

- IV. Comply with the definition in Annex 2 of the National Planning Policy Framework;
- V. Have an affordable tenure mix that reflects the Meeting Housing Needs SPD or successor documents; and
- VI. Be constructed to the most relevant design and quality standards (at the time of delivery).

Proposals to vary or remove restrictive occupancy conditions will be required to make a financial contribution towards affordable housing in accordance with the Meeting Housing Needs SPD or successor documents (where a contribution has not already been made).

Proposals that would result in a net loss of existing affordable dwellings must provide the equivalent number of replacement affordable dwellings on the site, as well as any affordable dwellings generated from additional market dwellings.

If it can be justified that the equivalent number of replacement affordable dwellings cannot be achieved on the original site, then the dwellings must be provided on an appropriate alternative site subject to satisfying all other relevant planning policy. The replacement affordable dwellings will be in addition to the affordable dwellings generated from any new market dwellings on the alternative site.

Proposals within the Morecambe Area Action Plan should have due regard to the requirements of that DPD or any successor document. In all cases, proposals for new housing must satisfy all other relevant planning policy.

Managing Rural Housing Growth

- 20.18 Lancaster District contains large areas of open countryside and a significant number of rural settlements. A large component of the district's population currently live within those rural areas. The scenic beauty of the district's landscapes through its natural assets and thriving local communities mean that the rural areas of the district are likely to remain popular, growing and sustainable locations for people to live throughout the plan period. The ability of the district to meet the aspirations and needs of its population is contingent upon the approach which is adopted towards development in rural areas.
- 20.19 The appeal of the district's rural areas, combined with the needs of a growing population, mean that the council will need to carefully manage development within rural areas in order to appropriately protect the character and distinctiveness of rural areas whilst allowing for growth. The council will therefore promote sustainable development in rural areas, and support new homes, particularly those which will enhance the vitality of communities.
- 20.20 Ordinarily the council would expect major development opportunities for residential development in rural areas to be brought forward through the preparation of the Local Development Plan, in particular the preparation of a Land Allocations DPD. Whilst this is accepted to be the preferred approach, the council recognises that in some circumstances desirable development proposals may come forward in advance of the Land Allocations DPD or later in the plan period in unexpected but no less suitable locations.
- 20.21 In such circumstances the council will require the exceptional nature of such proposals to be demonstrated with due regard to the district's housing needs, five year housing land supply and with due regard to the evidence within the Strategic Housing Land Availability Assessment (SHLAA). The degree to which such proposals accord with the policy provisions of the Local Development Plan in general and represent sustainable development by helping to meet housing needs, re-balancing the housing market and enhancing local services will be considered in the determination of such proposals.

Sustainable Rural Settlements

- 20.22 The council will support proposals for new housing development in rural settlements that contain, or have good access to, an appropriate range of local services that contribute to the vitality of these settlements. These services are local shops, education and health facilities, access to public transport and other valued community facilities. Proposals should demonstrate that they will have clear benefits for the local community, and in particular will meet rural housing needs according to robust evidence (such as the Lancaster District Housing Needs Survey or other local housing needs surveys). The council will also support proposals that are locally developed and driven by rural communities.
- 20.23 The council will support proposals for new housing development in smaller rural settlements if it can be demonstrated that the development will enhance or maintain the vitality of the local community.

Rural Estates

- 20.24 The council recognises there may be justification for new homes on land owned by the large private estates located in rural and upland parts of the district. Proposals for new homes must genuinely address local housing need and demonstrate community 'buy-in'. To properly achieve this, applicants should prepare an estate masterplan that has been subject to consultation with the local community and the council. This document must be submitted

alongside planning applications and should represent a clear strategy for enhancing or maintaining the vitality of the local community.

Rural Exception Sites

20.25 Rural Exception Sites can often be the only means of delivering affordable housing in some rural settlements. They are small sites that would not normally be suitable for housing, but where exceptions may be made for affordable housing in perpetuity. Such sites should address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection.

20.26 The council will therefore support proposals for housing on rural exception sites, on the basis that homes are affordable in perpetuity and available to the local community. Proposals should address local housing needs according to the Lancaster District Housing Needs Survey or other robust local evidence of housing needs. This means that rural exception sites should be located where they will enhance or maintain the vitality of rural communities. Proposals should involve rural communities in order to ensure that they will provide for local housing needs.

20.27 Proposals for new housing development in small rural settlements (as referred to in paragraphs 20.22 and 20.23) that cannot be justified on the grounds of enhancing or maintaining the vitality of the local community may be considered under the Rural Exception Sites policy.

New Homes in Isolated Locations

20.28 Much of the district is rural and the council will seek to ensure it is protected for its intrinsic value by restricting the development of isolated dwellings in the countryside. However there may be special circumstances as set out in paragraph 55 of the National Planning Policy Framework (NPPF). It will be for applicants to demonstrate that there is sufficient justification for a new dwelling to be located within an isolated location.

Homes for Rural Workers

20.29 There may be special circumstances where there is an essential need for a rural worker to live permanently at or near their place of work in the countryside. It will be for applicants to demonstrate that there is a functional need for a new dwelling(s) in the proposed location. Where permitted a new dwelling(s) will be subject to occupancy conditions and the removal of these will only be permitted in exceptional circumstances.

Policy DM42: Managing Rural Housing Growth

Sustainable Rural Settlements

Proposals for new housing in the following settlements will be supported:

Arkholme	Hornby
Bolton-le-Sands	Middleton
Brookhouse	Nether Kellet
Cockerham	Overton
Caton	Over Kellet
Dolphinholme	Silverdale
Galgate	Slyne
Halton	Warton
Hest Bank	Wray

Proposals within the Silverdale and Arnsdale AONB should have regard to the details of paragraphs 2.15 – 2.17 of this DPD.

Proposals for new housing in other rural settlements will be supported if it can be demonstrated that the development will enhance or maintain the vitality of the local community. Proposals lacking a sufficient justification will be considered using the Rural Exception Sites criteria.

Rural Estates

Proposals for new housing on land in the ownership of the specified large privately owned rural estates must be accompanied by an estate masterplan that represents a clear strategy for enhancing or maintaining the vitality of the local community and demonstrates how their housing needs will be addressed.

Estate Masterplans must demonstrate that they have the support of the local community, and must be prepared in consultation with the council.

Rural Exception Sites

Proposals for Rural Exception Sites will be supported where:

- I. Housing meets the needs of the local community;
- II. All homes are affordable in perpetuity, comply with the definition in Annex 2 of the National Planning Policy Framework, and are constructed to the most relevant design and quality standards (at the time of delivery); and
- III. Occupancy is restricted to current residents of the defined Parish or those that have an existing family or employment connection unless otherwise agreed by the Local Planning Authority.

New Homes in Isolated Locations

Proposals for new homes in isolated locations will not be supported unless clear benefits of development are articulated and these benefits outweigh the dis-benefits of development in an isolated location. The special circumstances where potential benefits of isolated development may lead to more favourable consideration are described in paragraph 55 of the NPPF.

General Requirements for Rural Housing

In all cases, proposals for new residential development on non-allocated sites must:

- IV. Be well related to the existing built form of the settlement;
- V. Be proportionate to the existing scale and character of the settlement unless exceptional circumstances can be demonstrated;
- VI. Be located where the environment and infrastructure can accommodate the impacts of expansion;
- VII. Demonstrate good siting and design in order to conserve and where possible enhance the character and quality of the landscape; and
- VIII. Consider all other relevant policies, in particular those contained within the Arnsdale and Silverdale Area of Outstanding Natural Beauty DPD.

Residential Accommodation for Agricultural and Forestry Workers

- 20.30 One of the few circumstances in which isolated residential development may be justified is when accommodation is required to enable agricultural, forestry and certain other full-time land-based workers to live at, or within the immediate vicinity of, their place of work. It will often be as convenient and more sustainable for such workers to live in nearby towns or villages or suitable existing dwellings, so to avoid new and potential intrusive development in the countryside. However, there are some cases where the nature and demands of work make it essential for one or more people engaged in the enterprise to live at, or very close to, the site of their work. Whether this is essential in any particular case will depend on the needs of enterprise concerned and not on the personal preferences or circumstances of any individuals involved, in order to justify dwellings which would otherwise not be permitted in such locations.
- 20.31 The council will support in principle the creation of residential dwellings to assist the ongoing agricultural / forestry holding subject to the requirements of Policy DM43 and a number of appropriate policy tests which are set out in Appendix C of this DPD. The first policy test seeks to establish whether there is a functional need for the dwelling and the second relates to the financial soundness of the existing agricultural / forestry enterprise.
- 20.32 It is important to establish whether the stated intentions to engage in farming or forestry enterprises are genuine, are reasonably likely to materialise and are capable of being sustainable for a reasonable period of time. It will also be important to establish that the need of the intended enterprise require one or more of the people engaged in it to live nearby.
- 20.33 Permission for permanent dwellings for agricultural / forestry workers will only be granted for enterprises and activities that are well established and are recognised to be on a sound financial position. Where Policy DM43 and the policy tests set out in Appendix C are successfully addressed, it will be necessary to ensure that such dwellings are kept available for meeting this need for as long as it exists. Therefore applicants can expect appropriate occupancy conditions to be applied to any planning permission.

Policy DM43: Accommodation for Agricultural and Forestry Workers

Proposals for residential accommodation for agricultural and forestry workers will be supported in principle subject to the following criteria:

Permanent Dwellings

Proposals for new permanent dwellings will only be permitted where they support existing agricultural / forestry activities on well-established agricultural / forestry holdings and provided they meet the following criteria:

- I. There is a clearly identified existing functional need which passes the policy test relating to functional need set out in Appendix C of this DPD;**
- II. The need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement;**
- III. The unit and agricultural / forestry activity concerned have been established for at least three years and passes the policy test relating to financial soundness set out in Appendix C of this DPD;**
- IV. The functional need could not be fulfilled by another dwelling on the agricultural unit, or any other accommodation in the area which is suitable and available for**

- occupation by the workers concerned; and
- V. New dwelling(s) are sited to minimise the impact on the surrounding area, well designed and well-related to existing agricultural buildings or other dwellings.

Temporary Dwellings

If a new dwelling is essential to support a new farming activity, whether on a newly-created agricultural or other land-based unit or an established one it should normally for the first three years be provided by a caravan or wooden structure which can be easily dismantled or other temporary accommodation. Proposals for temporary dwellings will be expected to satisfy the following criteria:

- VI. Clear evidence is provided by the applicant of a firm intention and ability to develop the enterprise concerned (significant investment in new farm buildings is often a good indication of intentions);
- VII. There is a clearly identified existing functional need which passes the policy test relating to functional need set out in Appendix C of this DPD;
- VIII. Clear evidence is provided by the applicant that the proposed enterprise has been planned on a sound financial basis;
- IX. The functional need could not be fulfilled by another dwelling on the agricultural unit, or any other accommodation in the area which is suitable and available for occupation by the workers concerned; and
- X. New dwelling(s) are sited to minimise the impact on the surrounding area, well designed and well-related to existing agricultural buildings or other dwellings.

Proposals for both permanent and temporary dwellings for agricultural / forestry workers should also have due regard to all other relevant policies within this DPD, in particular (but not exclusively) Policy DM28 relating to landscape impacts, DM35 relating to the design of development and Policy DM38 relating to flood risk.

When permission granted for a temporary occupational dwelling expires, a proposal for a permanent dwelling must satisfy criteria (i) to (v). After three years, if there is no planning justification for a permanent dwelling, then the temporary dwelling must be removed. Successive extensions to a temporary permission will not be granted.

Proposals for permanent and temporary occupation dwellings will be subject to appropriate planning conditions. The removal of conditions relating to occupancy will only be permitted in exceptional circumstances as set out in Appendix C of this document providing that:

- XI. The applicant can demonstrate there is no longer a longer-term need for the occupational dwelling on the particular enterprise on which the dwelling is located; and
- XII. The applicant can demonstrate that the occupation dwelling has been marketed at a realistic prices which takes account of planning conditions, has been marketed within the appropriate media over a period of at least 12 months and that no reasonable offer has been refused, so to demonstrate that there is no demand for the dwelling in the area.

Residential Conversions

- 20.34 Residential conversions can have significant sustainability and regeneration benefits, and can help to preserve local character. The council will generally support such proposals where there will be a positive contribution to sustainable development.
- 20.35 Applicants are encouraged to consider the potential impacts of reconverting multiple residential dwellings back to a single dwelling on meeting local housing needs and the effect this may have on any potential imbalances in the local housing market.
- 20.36 Houses in Multiple Occupation (HMOs) can help to address the housing needs of single people however large concentrations of HMOs in a small area can impact on the character of a residential area and give rise to an inappropriate mix of residents. This has been the case in Morecambe where many HMOs have been created as a result of unauthorised and sub-standard adaptations of former hotels and guest houses. Therefore applicants that wish to make proposals that would create HMOs are encouraged to consider the potential impacts of this. The council's preference is that single person accommodation is purpose-built and provided in the form of self contained units.
- 20.37 Proposals for residential conversions through the re-use of disused buildings in isolated rural locations (such as isolated field barns) are dealt with by Policy DM42: Sustainable Rural Housing Growth.

Policy DM44: Residential Conversions

Proposals which involve residential conversions must meet the following criteria:

- I. Provide accommodation that will address local housing needs and imbalances in the local housing market;**
- II. Contribute towards the provision of affordable housing in accordance with Policy DM41;**
- III. Not result in a significant detrimental impact on the amenity of nearby residents and the character and appearance of the street scene; and**
- IV. Satisfy all other relevant planning policy including the requirements of Appendices D, E and F where appropriate.**

Accommodation for Vulnerable Communities

- 20.38 The different communities that live in the district have varying requirements when it comes to accommodation. Vulnerable communities in particular have specific requirements so it is important that all proposals have the support of the relevant commissioning managers (for health and social care or local authority) and can demonstrate how they address the agreed priorities and relevant commissioning models. This is explored in more detail in the Lancaster District Housing Strategy and Housing Action Plan 2012 – 2017 which can be downloaded at: www.lancaster.gov.uk/planningpolicy.

Accommodation for Older People

- 20.39 Lancaster District has an ageing population, with the 65 years plus age group forecast to grow by 62% and the 86 years plus age by 138% in the period 2008 to 2033. This poses a significant challenge as these households are more likely to have a need for specialist accommodation as well as support services and adaptations to their homes to enable them to enjoy a good quality of life. The Lancaster District Housing Needs Survey highlights that the future accommodation needs of older people will be best met through sheltered housing

or independent accommodation with visiting support. The council will therefore support proposals that provide these types of accommodation.

20.40 Proposals for self contained accommodation for older people that fall within Use Class C3 must contribute towards the provision of affordable housing in accordance with Policy DM41.

Accommodation for other Vulnerable Groups

20.41 There are other vulnerable groups aside from older people that have specific accommodation needs. These include people with learning disabilities or physical disabilities, the homeless, young people leaving care, people suffering domestic abuse, people with a history of substance misuse, and people with a history of offending.

20.42 The council will support proposals for new provision that will meet the genuine housing needs of the intended occupiers. Proposals for accommodation for people with learning disabilities should be explored and delivered through registered providers before any consideration would be given to private sector/private finance schemes which generate higher rents and housing benefit requirements.

Policy DM45: Accommodation for Vulnerable Communities

Accommodation for Older People

Proposals for accommodation for older people will be supported subject to the proposal meeting the following criteria:

- I. Meeting the genuine needs of older people;
- II. Being well located for a primary bus route, and convenient for local services and facilities;
- III. Being wheelchair accessible; and
- IV. Contributing towards the provision of affordable housing in accordance with Policy DM41 (Use Class C3 only).

Proposals for accommodation for an ageing relative that is ancillary to the main family dwelling are not required to contribute towards the provision of affordable housing. However proposals for separate dwellings must contribute towards the provision of affordable housing in accordance with Policy DM41.

Accommodation for Vulnerable Groups

Proposals for accommodation for vulnerable groups will be supported subject to the proposal meeting the following criteria:

- V. Meeting the genuine housing needs of the intended occupiers;
- VI. Providing the appropriate standards regarding facilities, independence, support and/or care needs;
- VII. Being accessible to public transport, shops, community facilities and the social networks appropriate to the needs of the intended occupiers;
- VIII. Being affordable in the context of financial support available to the intended occupiers;
- IX. Being accompanied by a care plan and needs risk assessment setting out the type and level of support to be provided; and
- X. Facilitating move-on accommodation where appropriate.

Proposals for accommodation for people with learning disabilities must be explored and delivered by a registered provider.

Proposals for accommodation for vulnerable communities must satisfy all other relevant planning policies.

Accommodation for Students

- 20.43 Student numbers at both Lancaster University and the University of Cumbria (Lancaster Campus) have both shown a steady increase over recent years. While development at Lancaster University has increased the capacity to house students on campus, accommodation off campus continues to be a popular choice for many students.
- 20.44 Historically the availability of on campus accommodation has meant that students have had a limited impact on Lancaster city centre, however the city centre is, in principle, also an acceptable location for new student accommodation. Most parts of the city centre are within reasonable walking distance of the University of Cumbria and good public transport connections exist to Lancaster University. Other locations outside of the city centre and university campuses may also be suitable subject to satisfying the requirements of Policy DM46.
- 20.45 In recent years there has been a significant increase in the number of proposals for new student accommodation in the city centre. Over the longer term, these proposals may help to ease demand for traditional 'shared' accommodation amongst students and therefore increase the supply of low cost family housing, particularly in south Lancaster.
- 20.46 New student accommodation can also help make a positive contribution to the mix of uses within the city centre and is less likely to result in harmful impacts on residential amenity. However new student accommodation proposed in the Lancaster Conservation Area must be sympathetic to the character of the existing, surrounding built form and wider setting. Similarly proposals that seek to re-use a Listed Building, or would affect the setting of Listed Building should be sympathetic to the character and features of the heritage asset.
- 20.47 The council will therefore continue to support proposals for new student accommodation (purpose built or through the conversion of existing buildings) where there is evidence of demand. In the event of declining demand for such accommodation, proposals must demonstrate that they are easily capable of conversion into self-contained units. New student accommodation must also meet the standards set out in Appendix D of this document.

Policy DM46: Accommodation for Students

Proposals for new student accommodation (purpose built and conversions) will be supported where they:

- I. Meet the criteria set out in Appendix D of this document;**
- II. Are subject to occupancy conditions to protect the accommodation from becoming an HMO.**
- III. Meet the criteria of Policies DM30 and DM31 (where appropriate); and**
- IV. Satisfy all other relevant planning policies.**

Where proposals do not meet the criteria in Appendix D, the degree to which those standards are contravened will be weighed against the benefits of the scheme.

Self contained 'warden's accommodation' created as part of proposals for new student accommodation will be conditioned for use by the warden and are therefore not required to contribute towards affordable housing.

The council will consider the re-use and conversion of student accommodation to residential accommodation where it has been satisfactorily demonstrated that the accommodation is no longer needed for students. Such proposals may be supported where they would provide a suitable standard of accommodation in a sustainable location and would accord with all other relevant planning policies.

Accommodation for Gypsies and Travellers, and Travelling Showpeople

20.48 There are currently over 19 Gypsy and Traveller sites in the district providing in the region of 150 pitches. The majority of these sites are privately run, however there are 19 social pitches provided at the Mellishaw Lane site which is managed by the City Council on behalf of Lancashire County Council.

20.49 Planning Policy for Traveller Sites requires the council to set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in the district. The 2013 Lancaster District Gypsy, Traveller and Showperson Accommodation Assessment has informed the council of the need for additional pitches and this will be dealt with by a separate Land Allocations DPD. Planning Policy for Traveller Sites also requires the council to set criteria to guide land supply allocations where there is an identified need.

Policy DM47: Accommodation for Gypsies and Travellers, and Travelling Showpeople

The council will support proposals that would create new Gypsy and Traveller and Travelling Showpeople sites within the district provided that they are in accordance with the requirements set out within this policy and fulfil all other relevant policies within this document.

Proposals will also be expected to give due consideration to the Land Allocations document which will specifically relate to the provision of Gypsy and Traveller and Travelling Showpeople accommodation.

General Development Principles

Proposals for new Gypsy and Traveller and Travelling Showpeople sites will be supported where they:

- I. Demonstrate that the intended occupants meet the definition of Gypsies and Travellers and Travelling Showpeople in Annex 1 of Planning Policy for Traveller Sites; and
- II. Provide no more than 15 permanent residential Gypsy and Traveller pitches / 5 permanent Travelling Showpeople plots; and
- III. Are located within the urban area of Lancaster, Morecambe, Heysham or Carnforth. Sites in other locations will only be considered if it can be demonstrated

that appropriate sites cannot be provided within the specified urban areas.

Locational Requirements

Proposals for new Gypsy and Traveller and Travelling Showpeople sites will be expected to take into account the following locational requirements:

- IV. Located within 1 mile of a motorway or Class A Road, with the road access onto the site being of sufficient quantity and size to enable access onto and off the site by heavy vehicles such as trailers or static caravans;
- V. Located within 1 mile (or 20 minutes walk) of public transport facilities and services in order to access GP and other health services, education, employment and training, and other services;
- VI. Located where they will not cause significant nuisance or impact upon the amenity of neighbouring properties;
- VII. Not located in areas defined as Flood Zone 2 or 3 on the Environment Agency Flood Maps; and
- VIII. Not located in areas where there are potential amenity issues (e.g. proximity to tips, electricity pylons, and industrial areas). Individual risk assessments must be carried out in such cases.

Design Principles

Proposals for new Gypsy and Traveller and Travelling Showpeople sites will be supported where they:

- IX. Are well planned and include soft landscaping and play areas for children where suitable;
- X. Avoid contaminated land;
- XI. Are on stable and level land suitable for caravans;
- XII. Make adequate provision for vehicular parking, turning areas and servicing;
- XIII. Provide a safe environment for the intended occupants;
- XIV. Demonstrate that acceptable living conditions will be secured for future occupiers;
- XV. Are capable of providing adequate access to all emergency vehicles; and
- XVI. Have access to sanitation facilities, a mains water supply and drainage or the applicant must demonstrate that they can be provided.

New sites for Travelling Showpeople will be allowed to include mixed use yards, to accommodate both caravans and space for storage and equipment but must also meet criteria (i) to (xvi).

Transit Provision

New transit sites for Gypsy and Travellers will only be considered provided they meet criteria (i) to (xvi). However, new transit sites must provide no more than 5 pitches. In addition, applicants must demonstrate that they can and will enforce a suitable time limit on how long pitches are occupied.

Safeguarding Pitches

All proposals which would result in a loss of Gypsy and Traveller pitches and Travelling Showpeople plots will not be permitted unless alternative and improved provision in either an equivalent or improved location is achieved that meets an identified need, with no net loss of pitches / plots.

21. Community Infrastructure and Services

21.1 Future development within the district will place pressure and demand on existing infrastructure such as schools, open spaces, transport networks, health and community facilities. In order to cope with this additional demand there will be a requirement for new development to contribute toward the improvement of existing facilities and, in some cases the provision of new additional infrastructure.

21.2 Without appropriate measures to mitigate impact and/or investment to enable the provision of infrastructure improvements, new developments that cause adverse impacts would be by definition neither sustainable nor acceptable. To support sustainable growth in the district new development will be expected to provide or contribute toward necessary and required infrastructure to enable its provision in an appropriate manner.

Community Infrastructure Levy (CIL)

21.3 The Community Infrastructure Levy (CIL) is a charge which local authorities in England and Wales can place on developer / applicants for most types of development in their area. The money generated from CIL can be used (or pooled for future use) to pay for strategic infrastructure improvements within the authority area to realise social, economic or environmental benefits. The CIL charge will be based on the size, type and location of the development proposed.

21.4 CIL is promoted by Government as a more effective and transparent way of securing financial contributions from development, providing a part replacement to the current s106 planning obligations system. CIL is designed to draw in substantial funding to bridge the funding gap associated with the provision of enabling infrastructure to serve new development whilst Section 106s will continue to be used to mitigate the direct impacts of development in order to enable the grant of planning permission; to secure commuted sums (where appropriate) for open space management and maintenance and for securing or funding the provision of affordable housing.

21.5 The concept of CIL as a standard charge on development, provided up front to the charging authority, is seen as a fairer and more transparent method of seeking financial contributions from developers to support future infrastructure needs and an opportunity for local authorities to clearly plan ahead for infrastructure improvements and deliver the aspirations of local communities.

21.6 In 2012 the council appointed consultants GVA to undertake an assessment of the feasibility of introducing a Community Infrastructure Levy (CIL) within the district. The study indicated at that time that financial viability across the majority of the district was sufficiently challenged to render inappropriate the introduction of a CIL charge, particularly given the council's requirements for affordable housing provision, the funding and provision of which already amounts to a proportionate charge upon many developments. To introduce a CIL charge at that point in time within this district would be likely to challenge the viability of development and undermine both National and Local policy objectives of achieving economic growth.

21.7 Should the council seek to introduce a CIL charge it would be applicable to all development proposals, regardless of size and location and would be based on the size of development, for example the number of dwellings created or the level of floorspace created.

Policy DM48: Community Infrastructure

Development proposals and infrastructure provision will be co-ordinated to ensure that growth within the district is supported, where necessary, by the provision of infrastructure, services and facilities that are required to maintain and enhance the quality of life and responds to the needs of local people, the local environment and the local economy.

Development will be expected to provide, or contribute towards, the provision of:

- Measures to directly mitigate its impact, either geographically or functionally, which will be secured through the use of s106 planning obligations;
- The specific requirements set out within all accompanying Supplementary Planning Documents, particularly relating to the provision of affordable housing;
- The specific requirements as set out in relation to sites which have been identified and allocated within the Land Allocations DPD;
- Infrastructure, facilities and services required to support growth, which will be set out within any future Community Infrastructure Levy (CIL) for the district.

It is recognised that the viability of development is a significant consideration when making requests for financial contributions. In relation to Section 106 agreements, financial requirements will only be requested for infrastructure to make development acceptable in planning terms or mitigate and compensate for any impacts of development. With regard to viability issues in relation to the introduction of the Community Infrastructure Levy, viability issues must be addressed fully within the future preparation of a Charging Schedule DPD.

In major* development schemes the council will, depending on the size and scale of a proposal, expect an applicant to undertake an 'Employment and Skills Plan' which will set out opportunities for, and enable access to, employment and up-skilling of local people through the construction phase of the development proposal. In such cases where this is considered to be appropriate, reference should be made to future guidance and information which will be provided on this matter.

Planning obligations may be sought from any development, irrespective of type and size that creates an impact which requires mitigation. Any future contributions from CIL will be in accordance with appropriate regulations and guidance which would be set out within any future DPD on this matter.

**With regard to Employment and Skills Plan, major development is defined as above 1,000sqm of new commercial floorspace or 20 or more new dwellings.*

21.8 Whilst it has been concluded that at this point in time only limited viability continues to exist for the introduction of a CIL charge this does not mean that the council should not seek to review this position, particularly when the economy begins to recover and viability improves.

21.9 Therefore it is the council's intention to regularly review its position on CIL to investigate whether the economy has improved sufficiently to support for the introduction of a CIL charge in the district. In the meantime the council will continue to request s106

contributions towards infrastructure improvements which are directly related to and make acceptable the impacts of new development. In doing so the council have particular regard for the provisions of Regulation 123 of the Community Infrastructure Regulations 2010 (as amended) insofar as it expressly limits the number of individual obligations that can be secured to fund any project or type of (CIL chargeable) infrastructure. Such requests will be accompanied by further special requirements which are set out within Supplementary Planning Documents, including requirements for affordable housing and other planning matters.

21.10 Should the council introduce a CIL charge in the future, a separate DPD will be prepared by the council which will set out both a Charging Schedule (i.e. the financial charges per dwelling or per square metre of floor space) and an Infrastructure Delivery Plan which will set out how CIL monies will be spent. Such a DPD will be subject to public consultation and independent inquiry during its preparation. It will also include a robust and comprehensive evidence base which will provide an understanding on how these planning documents will be prepared.

21.11 The Infrastructure Delivery Plan will set out the type of infrastructure, facilities and services for which contributions may be required. These could include:

Affordable Housing	Library Facilities
Community Facilities	Cultural Facilities
Education Facilities	Transport Infrastructure
Commuted Payments for Maintenance	Sustainable Transport Improvements
Parks & Green Spaces Improvements	Biodiversity Management
Flood Risk Management Measures	Improvements to Broadband Access
Waste Facilities	Health and Social Care Facilities
Public Realm Provision	Public Art
Local Employment & Training Initiatives	District Heating & Sustainable Energy

21.12 The above table is not an exhaustive list; other contributions may be sought depending on the individual characteristics of a development proposal.

21.13 In the period prior to a CIL charge being adopted, the council will continue to rely on the receipt of monies from Section 106 agreements which either contribute to the delivery of affordable housing or will be used on infrastructure improvements which relate to the development proposed and relate solely to the requirements necessary to make the development acceptable in planning terms or to mitigate and compensate for the impact of development.

Employment, Skills and Training

21.14 The council will support and promote the use of local people and business through the construction and implementation stages of proposals, particular major proposals which can generate significant levels of employment through the development phase.

21.15 To achieve sustainable economic development, applications for major development will be expected to develop and implement an 'Employment and Skills Plan' (ESP) identifying opportunities for employment and up-skilling of local people through the implementation of their development proposal. The ESP should be informed by priorities identified through liaison with the city council, local employment and skills agencies. The target outcome of the ESP will be commensurate with, and assessed against, construction industry standard

benchmarks of the employment / skills outcomes expected from the particular size and type of construction proposed.

Local Services

- 21.16 The council recognises the role that local services can play in ensuring that communities are sustainable in the long term. The ability to access local services which are located in close proximity to where people live have a significant relationship to well-being and a positive quality of life.
- 21.17 The council will therefore support proposals which seek to enhance the range of local services, subject to them satisfactorily meeting all other relevant policies within this document. Proposals which involve the delivery of additional key services in rural locations will be particularly supported in principle by the council.
- 21.18 Proposals for local services should be located in accessible and central locations which can be easily accessed by the community by a variety of transport methods, particularly cycling and walking, and where possible by public transport. In rural locations, it is recognised that whilst priority is given to siting services in sustainable locations, this may be more difficult to achieve in all circumstances. Therefore less accessible locations may be considered where it can be satisfactorily demonstrated that accessibility to the proposed services can be improved as part of the development proposal.
- 21.19 The council will support the diversification of local business to fulfil a wider range of local services for the community they serve; particularly where this will improve the long term sustainability and viability of these services. For instance the role of local public houses could be sustained by introducing a range of other important services such as for a post office or local grocery store.
- 21.20 The council will protect the buildings and premises used by local services that benefit the local community both socially and economically. The council will also resist the loss of local services where it is demonstrated that they are valued by the community they serve.
- 21.21 Development proposals for new local services should create a flexible and adaptable building which, if required, can be used for a range of different purposes such as meeting places, drop-in clinics and other community facilities. This will ensure that the building can maximise its role in serving the local community and secure its long-term future. The council will also support proposals from local communities which involve the creation, retention and management of facilities which are demonstrated to have a wider community benefit.
- 21.22 Where there is community support to do so the council will prepare a register of community assets as part of the Community Right to Bid.

Policy DM49: Local Services

Provision of New local Services

Proposals for new local services must be located where there is already a choice of travel options or where it can be demonstrated that accessibility can be significantly improved and therefore can be accessed by all members of the community. Where possible local services should be located within or adjoining, existing centres.

Proposals for new local services provided as an integral part of the development must

wherever possible be located within adaptable buildings which can be used for a flexible range of uses.

Protection of Existing Local Services

Proposals that would result in the loss of buildings / uses which currently (or have previously) provided the community with a local service, and which could include services such as local shops and community facilities, must provide compelling and detailed evidence:

- I. Ensure that a robust and transparent marketing exercise has taken place demonstrating that the retention of the existing use is no longer economically viable or feasible. This should include a realistic advertising period of at least 12 months at a realistic price, making use of local and (if appropriate) national media sources and maintaining a log of all enquiries received;
- II. Ensure that, alternative provision of the key service exists within a rural settlement or within a nearby neighbouring settlement, which can reasonably be accessed by pedestrians and public transport; and
- III. Ensure that the current / previous use no longer retains an economic and social value for the community it serves.

22. The Enforcement of Planning Controls

- 22.1 Paragraph 207 of the National Planning Policy Framework states that the effective enforcement of planning controls is important as a means of maintaining public confidence in the planning system.
- 22.2 National planning guidance recommends that local planning authorities should consider publishing a local enforcement plan to manage enforcement in a pro-active manner, in a way that is suitable to the local area.

Policy DM50: The Enforcement of Planning Controls

Where a breach of planning control has taken place, the council will take enforcement action where necessary which is proportionate to the breach, in accordance with paragraph 207 of the National Planning Policy Framework.

Where a breach causes harm in planning terms and it is expedient to take enforcement action the council will select the appropriate level of action to be taken to remedy the breach. In cases where the breach is severe and planning permission would not be retrospectively granted, action will seek to remove the breach. In other cases where a remedy can be achieved by corrective action, regulation through a retrospective planning application or under enforcement will be pursued.

Enforcement action will not be taken against trivial or technical breaches of planning control which cause no harm to the amenity or prejudice the aims and objectives of the local planning authority.

Further guidance on planning enforcement matters can be found in the Council's '*Planning Enforcement Charter*' which was adopted in December 2011.

- 22.3 Lancaster City Council adopted its own local enforcement plan, the '*Planning Enforcement Charter*' in December 2011 which provides information regarding the role of enforcement within the planning system and general advice relating to breaches in planning control, the issue of expediency and the penalties for failing to comply with formal notices issued by the council. The '*Planning Enforcement Charter*' is available to download on the council's website at <http://www.lancaster.gov.uk/planning/development-management/planning-enforcement/>
- 22.4 Procedures for making complaints about a possible breach of planning control are contained within the Charter. Complainants will be asked to provide specific details regarding the location, nature and reason for making their complaint.

Policy DM51: Enforcement Action against Untidy Sites & Buildings

The council will continuously act to improve the amenities of its area. To compliment public sector improvements in urban areas and the management of the district's high quality rural areas the council will take proactive action by the use of Notice under Section 215 of the Town and Country Planning Acts to require the owners of untidy land or buildings to remedy the situation by setting out steps that need to be taken within a certain timescale, where it is considered that its condition adversely affects the amenity of the area.

The Council's adopted local enforcement plan, the '*Planning Enforcement Charter*' (2011) contains further information regarding proactive, targeted action, within the district.

Appendix A: Background Documents for the Development Management DPD

General Reference

The National Planning Policy Framework (DCLG 2012)
The National Planning Policy Framework Technical Guidance (DCLG 2012)
National Planning Policy Guidance (DCLG 2014)
The Planning System: General Principles (DCLG 2005)
Lancaster District Core Strategy (Lancaster City Council 2008)
Local Plan for Lancaster District – Land Allocations DPD ‘Draft Preferred Options’ (2012)
Lancaster District Brownfield Study (Lambert Smith Hampton 2009)

Promoting and Enhancing the Districts Economy

Policies DM1 to DM6 – Town Centres and Retailing
Points 3, 4, 5, 11 and 12 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 17, 23 – 26 and 67 of the National Planning Policy Framework (DCLG 2012)
Planning for Town Centres: A Practice Guide (DCLG 2009)
Retail Study for Lancaster District 2013 (White Young Green 2013)
Lancaster Cultural Heritage Strategy (SQW / Lancaster City Council 2011)
Town Centres and Retailing Technical Paper (Lancaster City Council 2013)
Policies DM7 to DM11 – Rural Development and the Rural Economy
Point 5 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraph 28, 79 – 92 of the National Planning Policy Framework (DCLG 2012)
Policies DM12 to DM14 – Leisure and Visitor Economies
Paragraph 28 of the National Planning Policy Framework (DCLG 2012)
Tourism Strategy for Morecambe, Lancaster and the Lune Valley (Lancaster City Council 2006)
Tourism Strategy Update (Lancaster City Council 2008)
Lancaster Cultural Heritage Strategy (Lancaster City Council 2011)
Policy DM15 to DM16 – Employment Requirements
Point 3 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 22, 37 and 158 of the National Planning Policy Framework (DCLG 2012)
Lancaster District Employment Land Study (Regeneris 2006)
Partial Employment Land Review for Lancaster District (Atkins 2008)
Employment and Economy Technical Paper (Lancaster City Council 2013)
Review of Employment Land Position & Employment Strategy for Lancaster District (Turleys Associates 2014)
Policy DM17 to DM19 – Enhancing Energy Opportunities
Point 6 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 91, 93, 95 to 98, 142, 156 and 162 of the National Planning Policy Framework (DCLG 2012)
Taking forward the Deployment of Renewable Energy (Lancashire County Council / SQW 2011)
Planning Guidance for Renewable Energy (Lancashire County Council / SQW 2011)
Development of New Renewable Energy and Recycling Industries for Lancaster and Morecambe (Lancaster & Morecambe Vision Board 2006)
Energy Generation & Energy Efficiency Technical Paper (Lancaster City Council 2013)
Forest of Bowland AONB Renewable Energy Position Statement (2011)
Policy DM20 to DM23 – Transport, Accessibility and Connectivity
Point 11 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 29 – 41, 58, 90, 143, 156 and 162 of the National Planning Policy Framework (DCLG

2012)
Local Transport Plan for Lancashire 2011 – 2021 (Lancashire County Council 2011)
Lancaster & Morecambe Vision Transport Strategy (Faber Maunsell 2008)
Lancaster District Cycling Strategy (Lancaster City Council 2002)
Transport and Connectivity Technical Paper (2013)
Policy DM24 – Telecommunications and Broadband Connections
Paragraphs 42 – 46, 156 and 162 of the National Planning Policy Framework (DCLG 2012)

Protecting and Enhancing the District’s Natural and Built Environment

Policies DM25 to DM26 – Green Infrastructure
Points 7 and 12 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 69 – 78, 81, 89, 92, 99, 114, 116, 123, 143 and 171 of the National Planning Policy Framework (DCLG 2012)
Refresh to the Open Space, Sport and Recreation Facilities PPG17 Study (Lancaster City Council 2010)
PPG17 Study Area Analysis Report (Lancaster City Council 2010)
Green Infrastructure Technical Paper (Lancaster City Council 2013)
Policy DM27 to DM29 – Biodiversity, Landscape and Woodland
Points 5, 7, 9 and 12 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 7, 9, 59, 61, 67, 81, 92, 97, 99, 109 – 125, 143, 144, 156, 157, 165 and 170 of the National Planning Policy Framework (DCLG 2012)
The Natural Choice: Securing the Value of Nature (DEFRA 2011)
Biodiversity 2020: A Strategy for England’s Wildlife and Ecosystem Services (DEFRA 2011)
Silverdale and Arnside Area of Outstanding Natural Beauty Statutory Management Plan (Silverdale and Arnside AONB Management Board 2009)
Forest of Bowland Area of Outstanding Natural Beauty Statutory Management Plan (Forest of Bowland AONB Management Board 2009)
Forest of Bowland AONB Landscape Character Assessment (2009)
Landscape Strategy for Lancaster – Landscape Character Assessment (Lancaster County Council 2000)
Landscape Character Assessment Work for Lancaster District (Woolerton Dowell 2011)
Policy DM30 to DM34 – The Historic Environment
Point 10 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 9, 48, 55, 61, 65, 77, 80, 114, 115, 126 – 141, 143, 144, 156, 157, 169 and 170 of the National Planning Policy Framework (DCLG 2012)
The Setting of Heritage Assets (English Heritage 2011)
Historic Towns and Cities in England’s Northwest (English Heritage / NWDA 2007)
Lancaster District Cultural Heritage Strategy (SQW / Lancaster City Council 2011)
Policies DM35 to DM40 – The Design of Development
Points 2, 4, 6, 7 and 9 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 8, 9, 28, 55 to 68, 93 to 108, 125, 156, 166, 168 and 192 of the National Planning Policy Framework (DCLG 2012)
National Planning Policy Framework Technical Paper (DCLG 2012)
Strategic Flood Risk Assessment for Lancaster District – Refresh (2013)
River Basin Management Plan for the North West (Environment Agency 2009)
Catchment Flood Management Strategy for the River Lune – Summary Report (Environment Agency 2009)
Catchment Flood Management Strategy for the River Wyre – Summary Report (Environment Agency 2009)
Shoreline Management Plan 2: Great Ormes Head to Scotland (North West and North Wales Coastal Group 2011)

Flood and Water Management Act 2010
Land Drainage Act 2010
The SuDS Manual
Lancashire & Blackpool Local Flood Risk Management Strategy (2014)

Creating Sustainable Communities

Policies DM41 to DM47 – Sustainable Housing Growth
Points 3, 4, 6 and 11 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 7, 16, 21, 47 – 55, 70, 89, 100, 158, 159 – 161, 173, 174 and 177 of the National Planning Policy Framework (DCLG 2012)
Local Housing Needs and Demands Survey (David Couttie Associates 2011)
Lancaster District Rural Settlements Report (David Couttie Associates 2011)
Strategic Housing Land Availability Report (Lancaster City Council 2013)
Strategic Housing Market Assessment (Turley Associates 2013)
Affordable Housing Viability Assessment (Adams Integra 2010)
Meeting Housing Needs Supplementary Planning Document (SPD) (Lancaster City Council 2013)
Housing Land Monitoring Report (Lancaster City Council 2013)
Lancaster District Housing Action Plan 2012 – 2017 (Lancaster City Council 2012)
Policies DM48 to DM49 – Protection of Community Assets
Points 2 and 12 of the Core Planning Principles (Paragraph 17) of the National Planning Policy Framework
Paragraphs 7, 23, 28, 42, 69 – 78, 156 and 175 of the National Planning Policy Framework (DCLG 2012)
Community Infrastructure Levy: An Overview (DCLG 2011)

Planning Enforcement

Policies DM50 to DM51 – Planning Enforcement
Paragraph 207 of the National Planning Policy Framework (DCLG 2012)
Planning Enforcement Charter (Lancaster City Council 2011)

Appendix B: Car Parking Standards

The below standards should be considered as maximum standards rather than minimum.

Class	Broad Land Use	Specific Land Use	A	B	C	Disabled Parking		Bicycle Spaces	Motorcycle Spaces	Coaches	
			Space per Gross Floor Area (unless otherwise indicated)			Up to 200 Bays	Over 200 Bays			Minimum Parking	Minimum Drop-Off
A1	Shops	Food Retail	1 per 16sqm	1 per 15sqm	1 per 14sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 140sqm (min. 2)	1 per 350sqm (min. 2 spaces)	-	-
		Non-Food Retail	1 per 22sqm	1 per 21sqm	1 per 20sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2 spaces)	-	-
		Retail Warehouse	1 per 60sqm	1 per 45sqm	1 per 40sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2 spaces)	-	-
A2	Financial & Profession. Services	Banks, estate agents, Building Societies.	1 per 35sqm	1 per 32sqm	1 per 30sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2 spaces)	-	-
A3	Restaurants & Cafes	Restaurants cafes, snack bars, fast food take-aways	1 per 8sqm of public floor space	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays plus 4% of total	1 space per 50sqm (min.2)	1 per 125sqm (min. 2 spaces)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
A4	Drinking Establish' ments	Public Houses, wine bars, other drinking Establish' ments	1 per 8sqm of public floor space	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays plus 4% of total	1 space per 50sqm (min.2)	1 per 125sqm (min. 2 spaces)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
B1	Business	Office, Business Parks, Research & Developm't	1 per 40sqm	1 per 32sqm	1 per 30sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-
		Call Centres	1 per 40sqm (starting point to discuss)	1 per 32sqm (starting point to discuss)	1 per 30sqm (starting point to discuss)	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-
B2	General Industry	General Industry	1 per 60sqm	1 per 48sqm	1 per 45sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-
B8	Storage & Distribution	Storage and Distribution	1 per 100sqm	1 per 100sqm	1 per 100sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 850sqm (min.2)	1 per 2000sqm (min.2 spaces)	-	-
C1	Hotels	Hotels, Boarding & Guest-houses	1 per bed'rm plus staff parking	1 per bed'rm plus staff parking	1 per bed'rm plus staff parking	3 bays or 6% of total	4 bays plus 4% of total	1 per 10 guest rooms (min.2)	1 per 25 guest rooms (min.2)	Negotiated on a case-by-case basis	1 (Hotels Only)
C2	Resident Institutions	Residential Care Homes, Nursing Homes	1 per 4 beds	1 per 5 beds	1 per 5 beds	3 bays or 6% of total	4 bays plus 4% of total	1 per 40 beds (min.2)	1 per 100 beds (min. 2 spaces)	-	-
		Sheltered Acc.	1 per 2 beds	1 per 3 beds	1 per 3 beds	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 beds (min.2)	1 per 50 beds (min. 2 spaces)	-	-
C3	Dwelling Houses	1 Bedroom	1 space	1 space	1 space	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	1 alloc. 1 comm.	-	-	-
		2/3 Bedrooms	2 spaces	2 spaces	2 spaces			2 alloc. 1 comm.	-	-	-
		4+	3 spaces	3 spaces	3 spaces			4 alloc.	-	-	-

Class	Broad Land Use	Specific Land Use	A	B	C	Disabled Parking		Bicycle Spaces	Motorcycle Spaces	Coaches	
			Space per Gross Floor Area (unless otherwise indicated)			Up to 200 Bays	Over 200 Bays			Minimum Parking	Minimum Drop-Off
		Bedrooms						2 comm.			
D1	Non-Resi. Institutions	Clinics and Health Centres	1 per 2 staff plus 4 per consult'ing room	1 per 2 staff plus 4 per consult'ing room	1 per 2 staff plus 4 per consult'ing room	3 bays or 6% of total	4 bays plus 4% of total	2 per consulting room (min)	1 per 2 consulting rooms (min)	-	-
		Crèches, Day Nursery, Day Centre	1 per member of staff plus 1 drop off space per 10 children	1 per member of staff plus 1 drop off space per 10 children	1 per member of staff plus 1 drop off space per 10 children	3 bays or 6% of total	4 bays plus 4% of total	1 per 5 staff plus 1 per 3 students	1 per 10 staff (min. 2 spaces)	Case by Case based on demand for school buses	-
		Schools (Primary & Secondary)	2 per classr'm	2 per classr'm	2 per classr'm	Case by Case	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff	Case by Case	1
		Art Galleries Libraries Museum	1 per 40sqm	1 per 25sqm	1 per 20sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min.2)	Case by Case	1
		Halls & Places of Worship	1 per 10sqm	1 per 6sqm	1 per 5sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 50sqm (min.2)	1 per 125sqm (min.2)	-	-
		Higher & Further Education	1 per 2 staff	1 per 2 staff plus 1 per 15 students	1 per 2 staff plus 1 per 10 students	Case by Case	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff plus 1 per 10 students	Case by Case	1
D2	Assembly & Leisure	Cinemas, bingo, casino, conference centres, music & concert halls	1 per 10 seats	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min.2)	1 per 50 seats (min.2 spaces)	Case by Case	1
		General leisure, dance halls (not nightclubs, swimming baths, skating rinks and gyms)	1 per 25sqm	1 per 23sqm	1 per 22sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min.2)	1 per 50 seats (min.2 spaces)	Case by Case	1
		Theatres	1 per 10 seats	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min.2)	1 per 50 seats (min.2 spaces)	-	1
		Motor car showrooms	1 per 60sqm internal space	1 per 52sqm internal space	1 per 50sqm internal space	3 bays or 6% of total	4 bays plus 4% of total	1 per 5 staff	Minimum of 2 spaces	-	-
		Petrol Filling Stations	1 space per pump	1 space per pump	1 space per pump	1 space minimum	-	1 per 5 staff	Minimum of 2 spaces	-	-

Key:

Area A: Town Centre locations

Area B: Local or Neighbourhood Centres

Area C: All Other Areas

Appendix C: Criteria for Housing Development for Rural Enterprise Workers

Background

The council has successfully used Annex A of Planning Policy Statement 7: Sustainable Development in Rural Areas to determine the criteria for housing development for use by rural enterprise workers. In the absence of new guidance from Central Government following the publication of the NPPF the council will continue to use these criteria.

Introduction

Appendix C provides guidance to applicants on Policy DM43 relating to proposals involving residential accommodation for rural land-based workers, in particular agricultural and forestry workers.

The majority of residential planning applications received by Lancaster City Council propose new homes in locations identified as suitable for housing by the adopted development plan. However, with rural enterprises, any dwelling likely to be sought for use in connection with such an enterprise is likely to be in a rural setting, therefore outside areas allocated for housing. The National Planning Policy Framework seeks to promote sustainable development in rural areas, however requires local planning authorities to avoid new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside.

The council acknowledges the needs of rural enterprises and will be supportive of those enterprises that have genuine requirements. In order for the council to establish whether the requirement is genuine, then a rigorous process is applied to proposals for occupational dwellings. This is required to ensure that only necessary development takes place and is concentrated on appropriate enterprises that meet the established criteria.

Occupational Dwellings

In most cases occupational dwellings will be for occupation by agricultural workers. However in some instances there may be justification for dwellings to be occupied by forestry workers where the enterprise requires the intensive nursery production of trees.

In addition, there may also be other rural enterprises where occupational dwellings are required and Lancaster City Council will consider proposals on a case by case basis. In such cases, the enterprise, including any development necessary for its operation, must be considered against the same rigorous policy tests set out within Policy DM43 and satisfy all other relevant Local Plan policy.

The council will not support proposals for occupational dwellings that are unusually large in relation to the needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long term. It is the functional need rather than the requirements of the owner or occupier that are relevant in determining the size of dwelling and its curtilage.

Policy Test A: Establishing a Functional Need

A functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Such a requirement might arise, for example, if workers are needed to be on hand day and night:

- (i) In case animals or agricultural processes require essential care at short notice; and
- (ii) To deal quickly with emergencies that could otherwise cause serious loss of crops and products, for example by frost damage or the failure of automatic systems.

In cases where the local planning authority is particularly concerned about possible abuse, it should investigate the history of the holding to establish the recent pattern of use of land and buildings and whether, for example, any dwellings or buildings suitable of conversion to dwellings have recently been sold separately from the farmland concerned. Such a sale could constitute evidence of a lack of agricultural need.

The protection of livestock from theft or injury by intruders may contribute to animal welfare grounds to the need for an agricultural dwelling, although it will not by itself be sufficient to justify one. Requirements arising from food processing and food production, as opposed to agriculture, cannot be used to justify an agricultural dwelling. Nor can agricultural needs justify the provision of isolated new dwellings as retirement homes for farmers.

Policy Test B: Financial Soundness

If a functional requirement is established it will then be necessary to consider the number of workers needed to meet it, for which the scale and nature of the enterprise will be relevant.

New permanent accommodation cannot be justified on agricultural grounds unless the farming enterprise is economically viable. A financial test is necessary for this purpose, and to provide evidence of the size of dwelling which the unit can sustain. In applying this test the council will take a realistic approach to profitability, taking account of the nature of the enterprise concerned. Some enterprises which aim to operate broadly on a subsistence basis, but which nonetheless provide wider benefits (e.g. managing attractive landscapes or wildlife habitats), can be sustained on relatively low financial returns.

Agricultural dwellings should be of a size commensurate with the established functional requirement. Dwellings that are unusually large in relation to the agricultural needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long-term, will not be permitted. It is the requirements of the enterprise, rather than those of the owner, that are relevant in determining the size of the dwelling that is appropriate to the particular holding.

Occupancy Conditions

Where planning permission is granted, residential accommodation for agricultural and forestry workers will be subject to the following planning conditions:

1. Occupancy will be limited to agricultural and forestry workers only;
2. The removal of specific permitted development rights for development within the curtilage of the dwelling under Part 1 of the Town and Country Planning (General Permitted Development) Order 1995.

Occupancy conditions relating to a main farm building or equivalent will not be removed to allow the occupants to relocate to a new agricultural workers dwelling or equivalent.

The council recognises that changes in the scale and character of agricultural / forestry practices over time may effect the longer-term requirement for occupational dwellings for which permission has been granted subject to an occupancy condition. Therefore such dwellings with occupancy conditions attached should not be kept vacant, nor should their present occupants be unnecessarily obliged to remain in occupation simply by virtue of planning conditions restricting occupancy with have outlived their usefulness. However, where there remains a local demand for agricultural / rural dwellings the LPA would seek to retain the occupational dwelling.

The removal of an occupancy condition will only be permitted in exceptional circumstances providing that:

1. The applicant can demonstrate there is no longer a long-term need for the occupational dwelling on the particular enterprise on which the dwelling is located; and
2. The applicant can demonstrate that the occupational dwelling has been marketed at a realistic price which takes account of planning conditions, has been marketed within the appropriate media over a period of at least 12 months and that no reasonable offer has been refused, so to demonstrate that there is no demand for the dwelling in the area.

The removal of occupancy conditions will also be subject to the provisions of Policy DM41 of the Development Management DPD.

Appendix D: Purpose Built and Converted Shared Accommodation

These criteria have been prepared to ensure that appropriate standards are adopted for all new shared accommodation and are applicable to both new build and conversions.

The minimum space standards set out below will be applied as appropriate, with some areas excluded from the calculations (e.g. areas with limited headroom under 1.5m from the finished floor level, alcoves etc).

Each unit of accommodation shall normally comprise no more than six bedrooms.

Bedrooms:

Bedrooms must be a minimum of 9sqm without an en-suite, or minimum of 11sqm with an en-suite.

All bedrooms must demonstrate on plan that the following can be accommodated:

- Bed (minimum size 2m by 0.9m);
- Desk and chair;
- Wardrobe;
- Chest of drawers (minimum 0.8m wide); and
- Adequate circulation space.

Bedrooms should accommodate no more than one resident. If the proposal is for accommodation to serve a couple (i.e. postgraduate couple) the minimum space standards for a single bedroom would not apply as additional space would be required. Such bedrooms must demonstrate on plan that the following can be accommodated:

- Double bed (minimum size of 2m by 1.5m);
- En-suite (minimum 2sqm);
- 2 desks with a chair each;
- 2 Wardrobes;
- 2 Chests of drawers (each with a minimum width of 0.8m);
- Small sitting area for 2 people incorporating 2 'easy' chairs; and
- Adequate circulation space.

Kitchens:

Kitchens and kitchen / diners must not serve more than six residents. A kitchen and dining area must be provided in each unit of accommodation. If the kitchen and dining areas are to be provided in separate rooms, they should be situated on the same floor as each other (i.e. not separated by changes in levels).

All kitchens must demonstrate on plan that the following can be accommodated:

- Sink;
- Cooker with oven, grill, four hobs and extractor;

- Full height fridge/freezer – one for every three residents;
- Two cupboards per resident (minimum 0.6m wide);
- Adequate work surface for the number of residents; and
- Adequate circulation space.

All dining areas must demonstrate on plan that the following can be accommodated:

- Dining table of an adequate size to accommodate all residents at one sitting; and
- Chairs (one per resident).

If a separate living room is to be provided in addition to the kitchen and dining areas, or as part of these areas, then appropriate space standards should be applied (i.e. if separate, it should be demonstrated that appropriate levels of comfortable seating can be provided to accommodate all residents at one time, if combined then the minimum standards set out above should be increased accordingly). Living rooms should be designed to accommodate no more than 6 people to prevent their size becoming unmanageable in terms of attracting anti-social behaviour.

Bathrooms:

Bathrooms must be a minimum of 3.7sqm.

All bathrooms must demonstrate on plan that the following can be accommodated:

- Bath and/or shower;
- WC;
- Wash hand basin (should be of an adequate size for personal hygiene purposes including personal washing, cleaning of teeth and shaving);
- Circulation space to allow for changing; and
- Hanging / temporary storage facilities for towels, clothes and toiletries.

There must be at least one bathroom for every three bedrooms. Where possible, a bathroom should be provided on each floor where a bedroom is proposed /exists. Each bathroom must be accessible from a common area (i.e. corridor or hall) and if served by a window the glazing should be obscured.

Amenity:

All living spaces (kitchens, kitchen/diners, dining rooms, living rooms and bedrooms) must have an adequate level of natural light and adequate outlook (i.e. clear glazed windows with the lowest part of the glazing set at a height no greater than 1.5m from the finished floor level with a separation distance of at least 12m between the window and any wall or structure opposite (or at least 21m if facing windows serving a habitable room).

Therefore it is very unlikely that living spaces within basements or lower ground floors will be supported.

Other Issues:***Cycle Storage***

Cycle storage should be easily accessible from the street (i.e. if steps/stairs form part of the access they should be easy to negotiate) and ideally should be an integral part of the building. If no rooms are available within the building that meets these requirements then a secured and fully covered storage facility must be provided within a secured external area within the curtilage of the building without having an adverse impact on the streetscene). One cycle space should be provided per resident.

Refuse Storage

Provision must be made for refuse storage containers to be located on an area of external hardstanding with suitable access from the internal space and to the street, without having an adverse impact on the streetscene (i.e. discreetly screened). Where no external space is available within the building's curtilage the provision should be made within the building, subject to meeting fire and building regulations and again easy access can be provided to the street for refuse collections (i.e. if steps/stairs form part of the access they should be easy to negotiate).

Access and Security

Future residents should feel safe accessing the building and feel safe when residing within it. Therefore access to each self-contained unit should be via a single front door into a common area (i.e. a corridor or hall). All main access points from the street must be secured with appropriate levels of security including lighting, natural surveillance, locks and potentially CCTV.

Appendix E: Flat Conversions

The council will resist the conversion of flats of smaller detached or semi-detached suburban properties which are suitable for single family occupation. The following standards will be applied to proposals for the conversion of larger properties to residential flats.

Internal Standards

All flats must be fully self-contained with their own kitchen, bathroom and toilet.

Rooms within flats must be of adequate size for the purpose proposed. The submission of drawing indicating sample furniture layouts may be required in some instances. Suggesting minimum room sizes are as follows:

Room Function	Sqm	Sq.ft
Lounge	11.1sqm	120sqft
Main Bedroom	10.2sqm	110sqft
Second Bedroom	4.7sqm	50sqft
Kitchen	5.6sqm	60sqft
Bathroom	3.7sqm	40sqft

Where living rooms and kitchens are combined, the room size required will be the total of the sizes set out above for each room. Combined bedrooms and kitchen / living rooms will not be acceptable. Natural daylight is required to kitchen areas.

Internal circulation within flats must provide a maximum degree of convenience and safety for occupiers. The inability of property to provide a suitably convenient form of conversion may constitute a reason for refusal of planning permission. To provide adequate living conditions in terms of noise transmission the internal layouts of the proposed flat(s) need to be carefully considered, including their vertical and horizontal arrangements with adjoining residential units.

The principal rooms of each flat should have an acceptable outlook. The provision of flats with living rooms whose only outlook is over rear yards or with no view at all is unlikely to be acceptable.

The conversion of any property must be designed to achieve the minimum loss of privacy and amenity for neighbouring residents.

External Standards

In general it is preferable that conversions should be carried out within the existing shell of a building. However, small extensions and alterations will be permitted where these can integrate with the character of the existing building and its surroundings, where the amenities of the adjoining residents are not impaired.

A minimum external amenity / drying area of 9.3sqm (100sqft) should be provided for all conversions. The proposed area should be functional in shape and reasonably accessible for the occupant of all units. A condition will be imposed requiring these facilities to be available for all occupants at all times. In mid-terrace situations, developers should consider the use of basements for rear access, additional storage space, laundry etc.

Bin storage areas shall be provided for the occupants of all units. In exceptional circumstances provision may be made at the front of the premises subject to adequate space being available and the provision of satisfactorily designed containers.

Basement Flats

Basements are generally considered to be unacceptable for the creation of flats for permanent residential occupation as they have a poor outlook, inadequate natural daylight and can be subject to flooding. There may of course be exceptions where the levels and amount of ground around the property make a basement suitable for conversion and these cases will be dealt with on their merits. The attention of developers is drawn to the comments above regarding the alternative uses of basements in flat conversion proposals.

Car Parking

Car parking will be required in accordance with the council's current standards contained within Policy DM22 and Appendix B of this DPD.

Where all other factors are favourable, the lack of car parking will not itself constitute a justification for the refusal of planning permission. There may, however, be areas where the existing problem of on-street car parking and resultant congestion may lead to the refusal of planning permission.

A condition will be imposed requirement the car parking spaces to be available for all occupants at all times.

Fire Escapes

External fire escapes can be unsightly and often interfere with the outlook and privacy of residents. Whilst it is important that all flat conversions meet appropriate fire precautions, wherever possible the City Council will encourage alternative means of escape such as internal lobby doors or emergency doors in party walls.

Appendix F: Studio Accommodation

Proposals for studios accommodation must be a minimum of 19sqm with an en-suite (for single person occupancy).

All studios must demonstrate on plan that the following can be accommodated:

- Bed (minimum size of 2m by 0.9m)
- Desk and Chair
- Wardrobe
- Chest of Drawers (minimum of 0.8m wide)
- Kitchenette, incorporating an oven, hob, sink, 2 cupboards (or equivalent) and adequate work surface;
- Dining surface with seat / stall
- Adequate circulation space
- En-suite with a toilet, adequately sized wash basin, shower, circulation space for changing and hanging space for clothes, towels etc.

Some spaces should be excluded from floor area calculations, such as areas with limited headroom, alcoves, corridors etc.

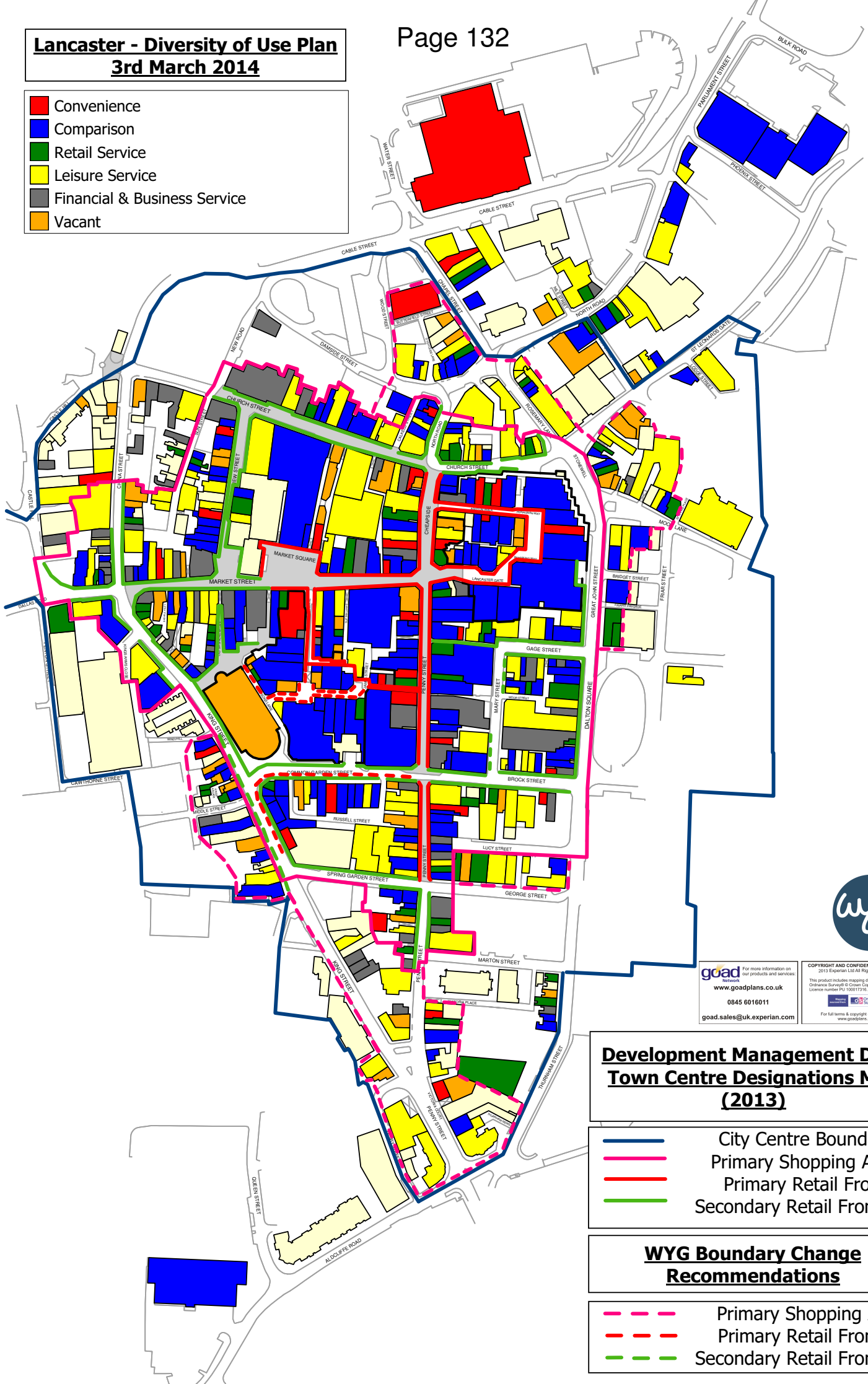
Studios designed for two people sharing must demonstrate on plan that the following can be accommodated:

- Double bed (minimum size of 2m by 1.5m)
- 2 desks with a chair each
- 2 wardrobes
- 2 chests of drawers (minimum width of 0.8m)
- Kitchenette, incorporating an oven, hob, sink, fridge, 4 cupboards (or equivalent) and adequate work surface
- Dining surface for 2 people with seats/stalls
- Seating area incorporating 2 'easy' chairs
- Adequate circulation space
- En-suite with toilet, adequately sized wash basin, shower, circulation space for changing and hanging space for clothes, towels etc.

Studios should be set out in such a manner that the space has separate 'zones'. This is to prevent living and sleeping arrangements being inappropriately combined to the detriment of the occupier (for example beds should not be placed in close proximity to kitchenettes).

**Appendix G: Interim Town Centre Designation
Plan for Lancaster City Centre**

- Convenience
- Comparison
- Retail Service
- Leisure Service
- Financial & Business Service
- Vacant



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Development Management DPD
Town Centre Designations Map
(2013)

- City Centre Boundary
- Primary Shopping Area
- Primary Retail Frontage
- Secondary Retail Frontage

WYG Boundary Change Recommendations

- Primary Shopping Area
- Primary Retail Frontage
- Secondary Retail Frontage



MORECAMBE AREA ACTION PLAN (to 2021)

**Lancaster City Council
Regeneration and Planning Service
Area Action Plan Team
December 2014**

SUMMARY

The Lancaster District Core Strategy (2008) prepared by Lancaster City Council identifies central Morecambe as the main regeneration priority area within the district – a Regeneration Priority Area of sub regional importance. Consequently, the city council resolved to prepare an area action plan for central Morecambe in late 2008. This Morecambe Area Action Plan (MAAP) is to be a formal development plan document and so part of the local plan for Lancaster District.

Officers have led community engagement and consultation work since early 2010 to identify concerns and issues, to outline options and to work up and consult on successive drafts.

The MAAP is about making real changes and changing perceptions, increasing demand so improved conditions for business and trading can make for a growing economy. This is the key to:

- more and better jobs
- increased incomes
- Improved experiences for residents and visitors alike.

It is about exploiting potentials. The enviable seaside location, the extent of the seafront promenade, the high quality leisure experience this offers and unrivalled views out already can draw very large numbers of day visitors. More can be made of this asset and it is the attraction of the seafront that gives prospect of sustaining and growing Morecambe's town centre.

The MAAP responds to the dire investment situation in central Morecambe. Much business is precarious and radical change is required first to help ward off any further business losses and then to bring about the investment needed for change, improvement and recovery.

The approach is focused on conditions for investment. It is about making for more footfall and thereby the activity needed to generate increased demand and thereby make for better conditions for business. In turn increased business investment can drive more improvements. This should forge the positive investment cycle that is needed.

In this way investment is the key to a virtuous circle - but it is investment that must be won in competition with places elsewhere. There has been a dearth of investment into the town over recent decades. This will only change and investment will only come if there is business confidence in the future.

There is something of a chicken and egg situation here. Improvement is needed to give confidence yet confidence can only come after improvement. This is where the plan itself has a critical role to vision change, set out how it can be achieved and to underpin confidence.

The MAAP must necessarily concern places and processes but ultimately the approach is all about people. It must have

regards to the needs of all people who come for whatever purpose, whether work, for services and shopping, leisure or recreation. It recognises that young

people have particular needs for outlets for their energy and people with limited mobility must be well catered for.

Key elements of the MAAP are to-

- Reaffirm the critical importance of conserving and properly managing Morecambe Bay and the shoreline environment
- The promenade and wider seafront from the Battery through to the Town Hall designated as open space predominantly for informal recreation.
- Improved management arrangements for the seafront and promenade and a focus on improvement
- Integrate the seafront with the town much better with improved connections for pedestrians between the seafront and the town.
- Direct footfall into the town centre by a range of actions to create much more of a “buzz”,
- Encouraging people to “stay longer and spend more”.
- Restructure landward with new development fitting to a key network that makes it easy for pedestrians to find their way around the town
- The city and county councils to prepare a joint transportation plan to include for the location, management and pricing of public car parking (on and off street) to better support activity and trading within central Morecambe
- Further incentivise business investment through local supply side measures
- Support initiatives within the community and by local businesses to enhance and add to this offer.
- Actively market the town to visitors as part of the wider “Morecambe Bay” offer, in new and imaginative ways that look to the future.
- Actively market the town to investors
- Make an improving town centre integral to the visitor offer.
- Bring improvements in the look and feel of the town and what there is to do.

Key specific proposals are –



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<i>SPATIAL POLICY</i>	<i>DEVELOPMENT OPPORTUNITY SITES</i>	<i>ACTION SET</i>
		AS1 , AS2
SP1		AS3
SP2		AS4
SP3	DO1, DO2	AS5, AS6, AS7
SP4	DO3,DO4, DO5	AS8
	DO6	AS9
		AS10,11,12,13
		AS14, AS15

1.0 INTRODUCTION

1.1 This is the Morecambe Area Action Plan (MAAP), a spatial plan for central Morecambe, the priority area for regeneration within the Lancaster District¹. The MAAP is part of the new Lancaster District Local Plan.

1.2 The council decided to prepare the MAAP in the autumn of 2008. In spring 2010 it consulted on the scope and confirmed this in July 2010. The Scoping Document is available at www.lancaster.gov.uk/morecambeaap.



1.3 This scoping at the outset of plan preparation set the purposes and objectives of the plan and its geographic scope. Further, it identified what aspects the MAAP would and would not focus on and signposted how it would relate to other plan documents.

1.4 The plan area extends the length of the main promenade from the Battery in the west almost to the Town Hall in the east. Landward it takes in the main central parts of the town.

1.5 Extensive evidence gathering, community engagement and stakeholder consultation over some three years informs the MAAP. It proposes specific planning policies for the area, identifies development opportunities and a series of actions through which the plan can be delivered.

1.6 The MAAP is informed by viability considerations and sustainability testing into the likely economic, social and environmental effects and impacts. A Sustainability Report is a companion document². It covers for all sustainability appraisal and assessments required to meet the regulatory requirements for strategic environmental assessment and habitats regulations assessment.

¹ Lancaster District Local Development Framework, Core Strategy (2008) Policy ER 2. Regeneration Priority Areas. Available to view at www.lancaster.gov.uk/ldf - Core Strategy page.

² The Sustainability Report comprises the Morecambe Area Action Plan Sustainability Appraisal and Strategic Environmental Assessment (both substantive document and non technical summary), Hyder Consulting August 2013 and the Morecambe Area Action Plan Habitats Regulations Screening Report, Hyder Consulting August 2013

PLANNING STATUS

- 1.7 The Lancaster District Core Strategy (2008) prepared by Lancaster City Council identifies central Morecambe as the main regeneration priority area within the district – a Regeneration Priority Area of sub regional importance. The city council decision to prepare the MAAP reflects this priority. The MAAP is to be a formal development plan document (DPD) as part of the new local plan for Lancaster District 2011-2031 (“Local Plan”). The MAAP itself is for the period to 2021, reflecting for the contexts and the focus on regenerative actions.
- 1.8 The Local Plan will replace policies and allocations within the existing Lancaster District Local Plan, which was adopted for planning purposes in April 2004.
- 1.9 Further information on the Local Plan as it emerges is contained in sections 1 and 2 of the Development Management DPD. This variously explains how the plan elements are to relate to one another; fit to the Government’s new National Planning Policy Framework (NPPF) and the weight to be attached to policy³.
- 1.10 The focus of the MAAP is regeneration. As part of the Local Plan it will become the starting point for planning decisions concerning central Morecambe and help guide investment decisions.
- 1.11 The MAAP identifies the main development opportunities within central Morecambe and suggests specific policy proposals for these. Planning proposals are identified on the Local Plan Proposals Insert Map⁴. The MAAP proposes development management policy for the plan area on aspects where it is considered that some differential is required to policy for the wider district. Policies contained in the Development Management DPD will apply otherwise. Where the MAAP proposes planning policy specific to the action plan area it states how this is either additional to or replaces for (in whole or part) specific policies in the Development Management DPD.
- 1.12 The content of sections 1-5 of the Development Management DPD in explaining the planning status of this document can in large part also be read for the MAAP. This includes for how the NPPF informs the preparation of a DPD including in the presumption in favour of sustainable development.
- 1.13 With adoption of the MAAP the council withdraws the following Supplementary Planning Guidance (SPG):
- SPG 11: Morecambe Town Centre Strategy (adopted September 2004)
 - SPG 15: Poulton Spatial Strategy (adopted January 2005)
 - SPG 17: Morecambe Central Promenade Development Brief (adopted January 2005)

³ National Planning Policy Framework, Department for Communities and Local Government, 27 March 2012

⁴ The full Local Plan Proposals Map is available to view at www.lancaster.gov.uk/ldf. Inset 3 - MAAP.

SUPPORTING TOPIC PAPERS AND EVIDENCING DOCUMENTS

1.14 A series of topic papers inform the MAAP and summarise aspects of evidencing. A wide range of evidencing in turn informs these papers and all aspects of plan preparation. This Evidence Base can be read in full from the council's web site.

TOPIC PAPERS	1. Vision to Approach (published for consultation June 2010).
	2. Developing Options (published for consultation February 2011).
	3. Outline Options Narrative Report (published for consultation Nov. 2011).
	4. Ease of (pedestrian) movement.
	5. The town centre economy.
	6. Sites and Subjects Directory.

FURTHER BACKGROUND

1.15 Preliminary work to prepare the MAAP from early 2010 included an informal "capture consultation" to understand current perceptions of the town. Work on the plan started properly in spring 2010 with a consultation to establish the scope of the plan. The Scoping Document, July 2010, sets the plan scope and objectives and is available at www.lancaster.gov.uk/morecambeaap.

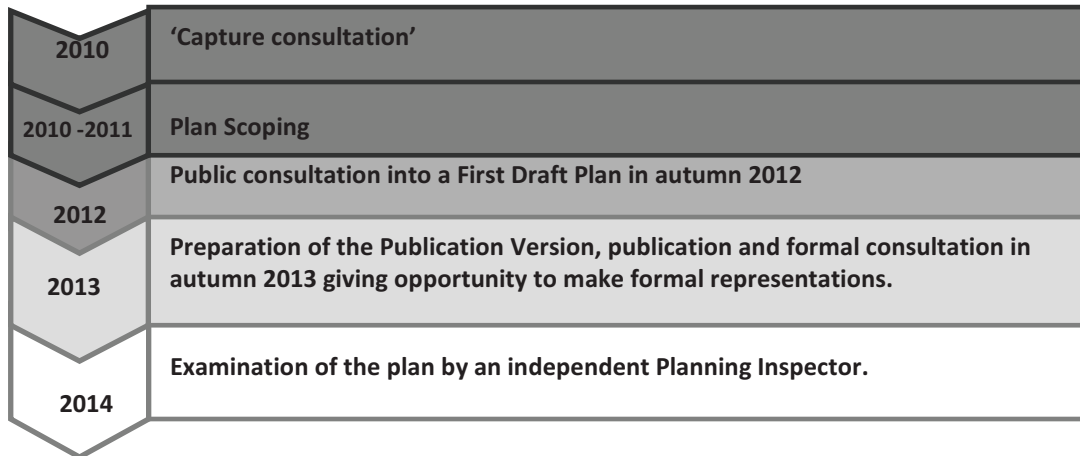
1.16 During the remainder of 2010, Council officers deliberately took time to engage with as many people and organisations as possible, to listen and to learn. They collected lots of evidence about problems and opportunities and learnt about the issues that concern people and that the plan must try to address. These elicited a strong consensus for the regeneration aspirations set out in the Core Strategy but a very wide range of sometimes quite divergent views on how these might be achieved.

1.17 It is the job of council officers to evaluate all considerations and identify reasonable options and proposals for the content of the MAAP, informed by suggestions received and wider analysis. Officers set out first thoughts on key issues in Topic Paper 2: Developing Options (spring 2011) and this provides some direction for the content of the Publication Version. Subsequent engagement has further informed this, in particular the "Outline Options" consultation (autumn 2011) that included consideration of the regeneration approach to take, the preferred options consultation in the autumn of 2012.

1.18 The full rounds of engagement undertaken to date are listed in Appendix 2 – MAAP Consultation History.

1.19 The council made available the results of sustainability testing (as to date) at all stages of consultation so giving full opportunity to understand how this informed the emerging proposals (at each stage) and to comment on this aspect.

1.20 The diagram below summarises the sequence of actions involved in preparing the plan to date.



2.0 CONTEXT

INTRODUCTION


- 2.1 For a town of Morecambe's size the economy of its centre today is very constrained. In general it performs poorly. With only a few exceptions levels of private investment are very low and in general have been for decades. There is very little demand to invest in central Morecambe either from within Morecambe or from outside.
- 2.2 This impacts in very many ways, on: the jobs available within central Morecambe; the incomes and social conditions of many households both within the central parts and areas close by; the look and feel of places; what is on offer and on peoples' experiences. This all means that central Morecambe is on the whole failing to meet the expectations of very many people – whether residents, people who work in the town or visitors.
- 2.3 Through the extensive engagement and consultations to prepare the plan people and organisations have input much, particularly concerning how the place looks and feels and including about what there is to do. There is sadness and some anger at years of decline. Alongside this very many people have a strong affinity for the town and hope, ambition and a passion for it into the future.
- 2.4 Many people enjoy living and working in Morecambe and visiting. But most want the town to get better and it's fairly clear most people want –
- A continuing role for the town as a visitor destination.
 - A better town centre...what might be described as a more cosmopolitan centre, livelier with more variety and a better offer – particularly retail.
 - More for residents and visitors to do, especially in wet weather.
 - A stronger local economy with more and better jobs.
 - Cleaner, nicer, safer streets and places and
 - Better opportunities to use and enjoy the natural setting.
- 2.5 This squares well with the objectives for the plan that, following consultation, the



council set out at the outset of preparing the plan.⁵

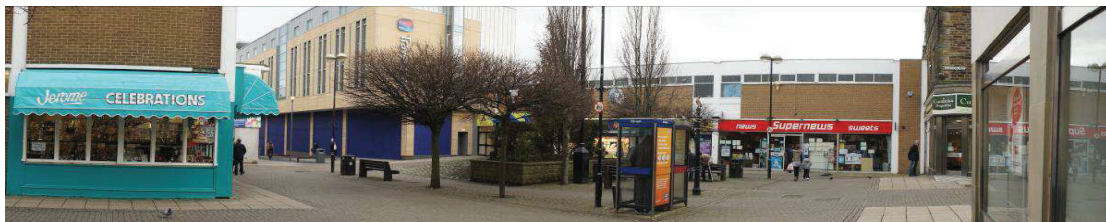
- 2.6 Community aspirations are therefore set high and the plan must respond. There are dangers in this though. The plan cannot be little more than a wish list. This will not take the town forward. To be meaningful the plan has to be reasonably deliverable. This means it must be grounded in a proper understanding of the context, of the problems and the opportunities.
- 2.7 Council officers have gone to considerable lengths to gain a sufficient understanding. Much evidence has been assembled. The Draft Plan and topic papers describe much of the thinking. The next section summarises key aspects.

OVERVIEW

- 2.8 Morecambe's marine setting and its seafront is quite splendid with, thanks to public actions over the last twenty years, a much improved central promenade and stone jetty, a restored Midland Hotel and a main beach nourished with sand. These and the wider promenade extending over several miles make for a massive asset and leisure and recreation resource, that in good weather is attractive to often large numbers of local people and day visitors. This is the town's unique selling point or USP.
- 
- 2.9 Protecting this environment is critical. The marine environment and the shoreline are vulnerable to adverse change. Much is in place to assure the protection and effective conservation of these natural assets, through international and national site protections and through partnership working to coordinate activities, share knowledge and facilitate beneficial actions. This all needs a continuing focus and as necessary a strengthening of protections and conservation actions.
- 2.10 Unfortunately, back from the immediate seafront things in the main are not so good. While in some places and at sometimes there is much activity for much of the time many places are lacking in activity. This reflects the deficiencies in what is on offer, the reasons for which are quite deep seated and structural. Levels of investment are low and by and large have been for years. Also, development change that has occurred over the last twenty years has not always stood the test of time too well.
- 2.11 Under or poor quality investment can eat away at the character and identity of any place. In central Morecambe it shows today in the many tired buildings and streets and underused areas and certain places that at times don't feel comfortable to be in.

⁵ MAAP Scoping Document, July 2010 – available at www.lancaster.gov.uk/morecambeaap.

2.12 In turn all that is negative all too often casts a shadow over or obscures the much that is positive. There is much character even back from the seafront, there is initiative, there are entrepreneurial small businesses, there is some demand and some investment and there are places that are very active at least at certain times. There is though no getting away from the fact that notwithstanding all this - and the valiant efforts of some – much of what is on offer is deficient and the town centre economy on the whole is palpably weak. The town centre does not meet the community's ambitions for what the town should offer - including to visitors – and this is to the great detriment of the town as a whole.



- 2.13 Conditions just outside of central Morecambe in the West End are in many ways worse. Here problems of economic and social deprivation make for real hardship and stress for many people and support and public services are very stretched in addressing this.
- 2.14 Unfortunately all the problems within central Morecambe and the neighbouring West End for too long have made for negative perceptions in the minds of those people who make business and investment decisions. However good the seafront and its setting too much away from this is not good enough. As a consequence central Morecambe simply is not on the radar of enough people who consider and make investment decisions. The splendid marine setting of the town while attractive is not by itself going to shape enough investment decisions.
- 2.15 Very low levels of private investment, underperformance and lack of demand are the main challenges. There is no ready solution as the problems are systemic and long standing and a function of market conditions.
- 2.16 The mass market for staying visitors has long moved on. The demise of Morecambe as a seaside resort is well documented. In précis, the latter third of the 20th Century saw changed visitor trends following the introduction of package holidays abroad. Decline afflicted most English seaside resorts and for Morecambe closure and dilapidation of visitor facilities and loss of accommodations in response to the fall off in demand.
- 2.17 Very many people rightly value the town's seaside past but this itself offers little as a template to the future. Morecambe's last heyday as a resort was back in the early

1970s, now decades ago. Staying visitors are now a fraction of what they were then but, positively, day visitor numbers are high on many days and are rising.

- 2.18 Central Morecambe must find its feet for a new future and better serving day visitors alongside local people are integral to what needs to happen. It is about making central Morecambe a place people want to invest in, trade in, live in and visit and in the present era of very constrained public finances and limited expenditures while the public sector must facilitate change and improvement it is the private sector that must be the motor for investment. This means getting the conditions for investment right, creating demand and so changing investor, business and visitor perceptions.
- 2.19 To do this requires that the town meets peoples' expectations now and into the future. For residents and visitors alike this means assuring the qualities that make for an interesting, lively, sought after environment – a mix of uses, activities and good connectivity for pedestrians between these – in a contemporary context.
- 2.20 On one level this requires actions to tackle those aspects of how central Morecambe looks and feels that are manifestly not right, that let the town down and put off investment. Many of these aspects though, for example premises in poor condition and/or vacant, are themselves largely symptoms of underperformance and underinvestment. Tackling these while important is not enough. Deep seated structural problems or malaise demand a level of more fundamental actions to change aspects of how central Morecambe works. Without this the investment required to bring much beneficial change simply won't happen.
- 2.21 Central Morecambe is laid out and built to serve patterns of activity that are historic (the Character Appraisal 2010 updated 2012 considers this in depth). To be fit for purpose into the future elements must be recast. In particular central Morecambe must be made to work much better in transportation terms and in particular for pedestrians.
- 2.22 The key structural problems, (discussed more fully in Topic Paper 3 – Outline Options Narrative Report) are:
- A central area that is very fragmented and quite dysfunctional with something of a void at its heart - comprising areas redeveloped in the 1990s and with much car parking.
 - Disconnect between the seafront and the town.
 - A historic division between Poulton within which today the town is centred and the West End.
 - A disjointed town centre with some quite central places bizarrely quite isolated.
 - A legacy of buildings not well fit for contemporary purposes.

- A lack of public and community functions commonly found in town centres and that should drive activity and give identity⁶.

- 2.23 These problems all serve variously to constrain footfall. The Pedestrian Movement Survey 2011⁷ suggests that most people on foot within central Morecambe do not walk far, do one or two things at most and stay for no longer one or two hours. In turn this constrains the turnover much business can achieve and in turn this deters investment. Further evidence is that despite there being a some 12% increase in the number of visitors since 2005 there has been no commensurate increase in the economic impact or benefit derived⁸. This suggests that central Morecambe is failing to effectively harness its visitors to best economic advantage.
- 2.24 It is considered that remedying the problems that restrain and arrest footfall are key to improving central Morecambe as a place to do business in and thereby to invest in.
- 2.25 Plenty of people do come to central Morecambe. Evidence for this is -
- the volume of traffic in circulation,
 - footfall at Morrison's and at many times in the Arndale Centre and
 - The numbers of people who on almost any good day enjoy the seafront and promenade including day visitors in considerable numbers.
- 2.26 If those who already come to central Morecambe, residents and visitors are encouraged to move about more on foot and by this stay longer and spend more this, coupled with increased support by local people can drive increased footfall. This should unleash new demand.
- 2.27 A positive investment cycle is a marketable narrative. It makes it possible to drive increasing investment and growth in visitors. Improved investment conditions should sustain more and better businesses and make for a growing and more resilient local economy. This should bring multiple benefits including more to offer visitors and new opportunities for people living within central Morecambe and close by - including better job opportunities.

PLAN AIM AND OBJECTIVES

- 2.28 The challenges are daunting, there are uncertainties, there are risks but there are many opportunities. The MAAP must fit to this context and be robust.
- 2.29 The Core Strategy sets the regeneration vision that:

⁶ As example museums, community buildings, council offices, doctors surgeries, churches, a public park.

⁷ The Pedestrian Movement Survey 2011 - available from www.lancaster.gov.uk/morecambeaap.

⁸ STEAM data, 2010

“Through tourism, housing renewal and heritage led regeneration, central Morecambe will be re-invented as a visitor destination drawing on its natural and built heritage, and as an office and service centre with restored historic townscape and a revived housing market.”



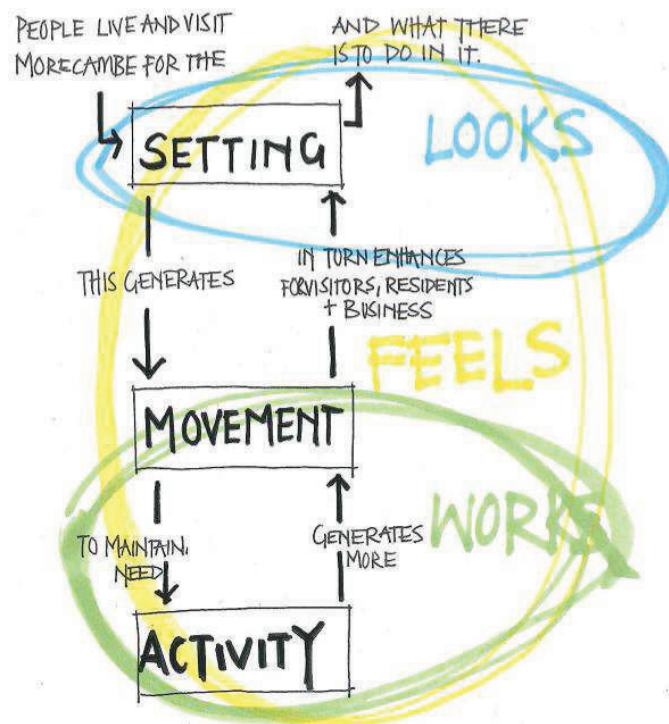
Core Strategy (adopted 2008)

2.30 This might be summarised as making central Morecambe a thriving place, good to do business in that residents want to spend time in and visitors want to come to.

APPEARANCE, AMBIENCE and ACTIVITY

2.31 The scope, purpose and objectives for the MAAP fit to this⁹. The headline objective set at the outset of plan preparation is to improve how the centre of Morecambe looks (APPEARANCE), how it feels (AMBIENCE) and how it works (ACTIVITY). And specifically to achieve the following;

- A Morecambe that makes the most of its natural and built heritage assets, that has a positive sense of place, a clear identity and is better positioned as a visitor destination.
- A central area that is a strong social hub, safer, more pleasant and more enjoyable to be in whether to live, work, or play.
- A more viable, vital and economically productive centre with a service sector offering the goods and services that people need.
- A stronger housing market with better housing and a more cohesive, better balanced residential community.
- A more efficient transport network and infrastructure that better connects the area with its surroundings, makes for easy movement to, from and within the area and that encourages people to travel in the most sustainable ways.



⁹ MAAP Scoping Document, July 2010 – available at www.lancaster.gov.uk

- 2.32 To deliver to these objectives the MAAP must set a framework for investment that is enabling, set regeneration actions and guide how these can be implemented. It must be deliverable with actions that taken together should make for real beneficial progress with development and change that is as sustainable as possible.
- 2.33 In the first instance the aim is to prevent any further worsening of business conditions and then, over time, get the conditions right to make for the private investment needed. To do this the MAAP must encourage and give some direction but, subject to this, give as much discretion as possible to the private sector - large and small - to invest, innovate and deliver.

OPPORTUNITIES FURTHER INTO THE PLAN PERIOD

- 2.34 The MAAP must anticipate and better position central Morecambe for the opportunities likely to come forward later into the plan period. Large investments in infrastructure are in prospect.
- 2.35 The opening of the new link road to the M6, anticipated for 2016, will transform connectivity by road to and from the town and make for reduced journey times and better travel experiences. It should make central Morecambe and the town as a whole a more attractive location to live and work in and will present opportunities to further improve what is on offer. It should assist business in locations across the town including industrial sites and in particular should make the Heysham area a preferable location for business as a “gateway” for transportation via the port. Further, reduced traffic flows along Marine Road will give scope to de-tune and remodel the highway to better integrate the town and the seafront. The new link will present many physical and marketing opportunities and the plan must anticipate and provide for these.
- 2.36 Also in prospect is development of additional infrastructure for the National Grid in the Heysham area and, if on the far horizon, for a new power station at Heysham. These should open up new economic opportunities and further drive demand for goods and services within the local economy - and in the case of the power station bring new jobs and increase demand for housing.
- 2.37 These present significant opportunities that need to be grasped if real and lasting benefits are to be attained. But reliance on these alone is insufficient. Actions are required to get the conditions for investment right and to position Morecambe as an attractive destination. Without these the town and particularly its central areas will not reap the benefits it should. As a place to live in, work in and visit central Morecambe will always be in competition with other centres and destinations. So investments and trade and visitors must be won.

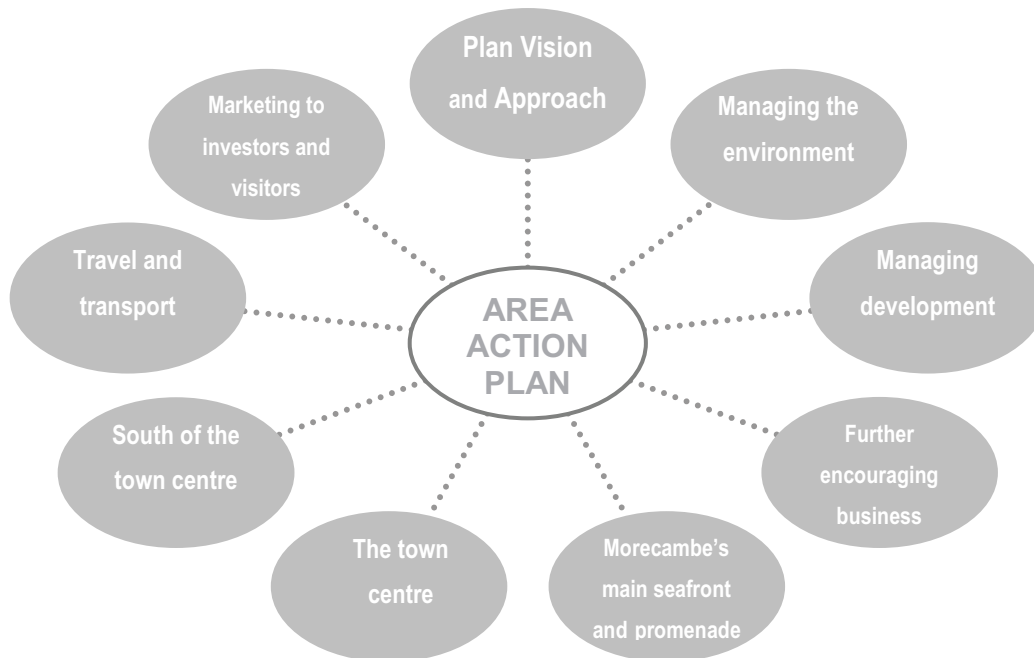
RISKS

- 2.38 There is no quick fix, no easy solutions but with the right decisions central Morecambe can become better and stronger and over time act as the driver for the wider improvement of Morecambe as a whole. The stakes though are high. As said the situation is grave. If plan implementation fails and acute underinvestment persists there is risk of wholesale market failure and a central Morecambe effectively hollowed out.
- 2.39 There are downside risks to the MAAP itself. It might not work because wider market factors, national and international, may prove too adverse and too strong and so stymie what investment can be won. Similarly, success will be very much conditional on the body of planning policy for the district as a whole directing investment and development towards urban areas and central Morecambe where possible.
- 2.40 Alternatively, it may not work because of failures in local implementation. The MAAP is robust enough to withstand failures in certain actions but if these are too many it will fail because it is very much a whole plan with actions that interlock. For many actions to be successfully implemented demands that many others are too. If a pick and mix approach is taken the MAAP will fail. Similarly if those who must deliver the plan are half hearted in commitment it will fail.
- 2.41 Another risk is impatience. Even with the best endeavours of many improvement will take time and it will be important not to accept change that offers short term or transient benefits but can be seen will likely prove prejudicial taking a medium to longer term perspective.
- 2.42 Success will be measurable via a range of indicators, both quantitative and qualitative, including variously in the perceptions of people, in the look and feel of the place, in footfall, in vacancy rates. Effective work to monitor and review all aspects of plan implementation over time can help inform and help drive and manage implementation and in turn mitigate risks.

3.0 PLAN VISION AND APPROACH

INTRODUCTION

3.1 The MAAP is set out by the following headings across subsequent chapters:



3.2 Very many actions are proposed. Certain are in the form of planning policy specific to the plan area and areas within. Actions interrelate closely. Presenting the actions in a way that captures for this is challenging. The most pertinent links are identified in the text. Encouraging pedestrian movement, facilitating business investment and increasing the attraction of the town to visitors are consistent themes. Deliberately, visitor aspects are not accorded a separate chapter. The plan must be about bettering Morecambe for everyone, including visitors and proposals to strengthen the town's attraction to visitors are therefore embed through the plan.

3.3 Proposed actions are amplified in and supported by an implementation schedule. The Plan Approach provides a strategic narrative.

3.4 The way forward to achieve the regeneration vision and plan objectives for the MAAP (see section 2) rests on the advantage that Morecambe's town centre is contiguous with its seafront. This gives prospect that increasing trade from local people in combination with more from visitors might sustain a strengthening town centre - even in times otherwise very challenging for many other town centres. In turn this can be

the engine for further investment and for an improving leisure offer and in attracting new investment, visitors and custom.

- 3.5 To do this requires in headline –
- an enduring commitment to conserving the Bay and properly managing the shoreline and seafront
 - better integrating the seafront and the town
 - the increasing support of local people in custom for the town centre and the services offered there
 - a much improved town centre offer
- 3.6 In this way Morecambe can have a continuing visitor role, but as the Core Strategy says one reinvented. The reinvention required is one across the board to make central Morecambe a good place for everyone to spend time in and by this offer more to and make more from day visitors and, over time, to win more staying visitors.
- 3.7 To reap the benefit of its advantages central Morecambe must be welcoming to people at points of arrival, with streets and places that are easy and pleasant to walk around and be in, feel safe and are active and vibrant during the day and into the evening. Integral to this is better connecting the seafront and the town and with a town centre that affords a clear, positive draw to visitors landward of the central seafront and readily meets the needs and many wants of local people. Key strengths will help with this. These include the strong character and identity at the seafront and, if weaker, that in parts landward together with the distinctive offer and sociable feel on traditional streets such as Queen, Pedder and Victoria streets coupled with a rejuvenating Arndale.
- 3.8 The plan approach is to stitch the present quite disparate parts or quarters of central Morecambe together into a stronger heart for the town and, as part of this, tie the seafront and the town centre together much better. The various parts to be connected by an easily walked and pleasant network of attractive streets and spaces and of course via the seafront promenade. Crucially, for the town centre to strengthen people need to know where it is and how to move around to gain the most from it. This spatial approach to drive higher footfall and so get the conditions for investment right is central to the plan and informs many actions. The essential (and interconnected) elements of this spatial approach are :-
- **Well considered, clear signage of vehicle routes to and from Morecambe** on all route approaches including via Lancaster and Carnforth and well located long and short stay parking options in central Morecambe.
 - **A welcoming arrival (and pleasant departure) experience** including at the railway station and bus halts, for people walking and cycling and for people travelling by motor vehicle with

- ready, pleasant onward connections for pedestrians serving the town centre and helping concentrate footfall and activity in the tighter town centre.
- **Changes to highways and parking** arrangements to make traffic circulation more efficient and reduce excess traffic circulation and with parking located and managed in such a way as to feed footfall into the town centre.
 - **Much improved signage for pedestrians throughout central Morecambe** with quality information / interpretation points.
 - **Continuing protection and effective conservation of the bay and shoreline environments** for people to enjoy.
 - A focus on quality and good care of **all aspects of the built environment.**
 - **The environment at the central seafront** protected and further enhanced and animated, with the potentials to use and enjoy the seafront environment along its length clearly explained.
 - **A tighter defined town centre,** comprising the established centre of the Arndale and traditional streets around improved and enhanced and, augmented by land to the east of Northumberland Street redeveloped for main town centre uses to a clear urban structure to better concentrate footfall and thereby drive investment.
 - **As seamless a join as possible between the town centre and the seafront** making it much easier, more pleasant and inviting for pedestrian movements between the two. As a priority improving connections between the Eric Morecambe statue and Euston Road and between the Midland and the Winter Gardens.
 - **Footfall of visitors on the seafront feeding into a town centre** that both is an integral element in and asset to the visitor experience and readily serves the needs (and many wants) of local people.
 - **The Arndale and area** around one anchor to the town centre, the other the Festival Market / Platform / Apollo complex as rejuvenated to make for an indoor entertainment hub.
 - **Queen and Pedder streets** better integrated with the Arndale and area and more readily found by pedestrians.
 - **Victoria Street** functioning much as a traditional high street, improved and effectively extended west to link through to the Festival Market and so making for a clear axis to the town centre landward of Marine Road and for pedestrians a sheltered alternative to the seafront in inclement weather.
 - **Investment, development and change in the Festival Market /Platform/Apollo area.**
 - **An increasing resident population within central Morecambe via properties and building spaces brought into residential uses and**

development of new housing in appropriate locations.

- **The seafront headland at the central promenade** made Morecambe's lead leisure destination, with a high quality of public realm and relating well to the town centre landward. Uses to include significant leisure / recreation elements complementary to that of the mixed town centre but not competitive with its retail elements.
- **At the seafront** better opportunities to host and stage festivals and events and making that these bring much more to the town.
-
- **The edge of centre retail park** existing south of Central Drive at Morrison's and around relating well to the tighter centre and feeding footfall into it.
- **The bay between the Midland and the Battery** – West End Promenade and Beach area improved through new sea defences and with new opportunities
 - For enjoyment of the coastal setting including for active recreation.
 - **Development of the former Frontierland site** predominantly for housing making for a residential population that activates and helps support trading in both central Morecambe and at the nearby West End local centre.
 - **Functionality** further supported by improved connections for pedestrians to and from adjacent residential areas (including the West End) so these feed footfall and activity into the centre. Increased pedestrian activity spinning west along an improved seafront and along Marine Road West through to the West End.
 - **Visitor accommodation** and including that just outside central Morecambe that is readily found by vehicle and on foot.

3.9 The spatial approach can be summarised as to make central Morecambe a better place for everyone by overcoming structural problems that so restrain footfall. In some parts of central Morecambe this means an emphasis on protecting and enhancing existing character. In others it is more about encouraging much change, directing and facilitating investment to remedy weaknesses.

3.10 The spatial approach is captured in a series of planning policies and action sets. Four Spatial policies are key. Alongside these are policies for Development Opportunity Sites offer some considered approaches for how such conservation and change can bring about beneficial changes for particular parts of central Morecambe. A series of Action Sets contain thematic or spatial proposals.

3.11 Integral is consideration of how the MAAP is to be delivered. There is need to signal strongly that Morecambe welcomes positive investment. There are proposals for

concerted actions to promote and market the town to investors and visitors and the approaches to take in marketing to investors and visitors.

- 3.12 This should all make for a MAAP that is about beneficial change over time, nurturing what is good, putting right what is not, creating opportunities for investment and improvement in what the town offers and for marketing these.

POLICIES, DEVELOPMENT OPPORTUNITY SITES AND ACTION SETS

SPATIAL POLICIES

MAAP SP1. KEY PEDESTRIAN ROUTES AND SPACES
MAAP SP2. INVESTMENT INCENTIVES
MAAP SP3. MORECAMBE MAIN SEAFRONT AND PROMENADE
MAAP SP4. TOWN CENTRE

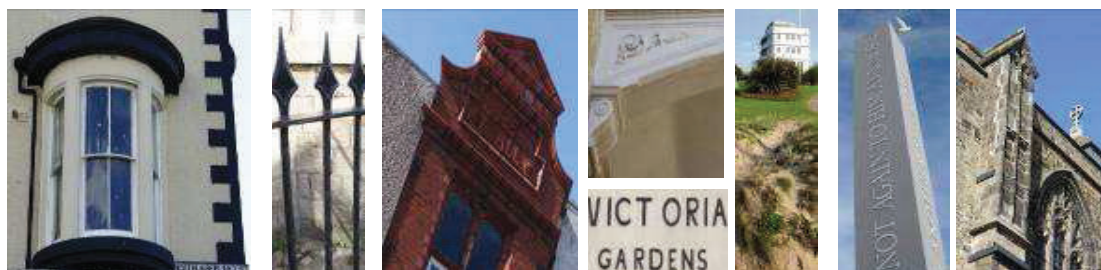
MAAP DEVELOPMENT OPPORTUNITY SITES

MAAP DO1. THE BATTERY
MAAP DO2. SEAFRONT HEADLAND, CENTRAL PROMENADE
MAAP DO3. THE ARNDALE AND AREA
MAAP DO4. WEST VIEW AND NORTHUMBERLAND STREET
MAAP DO5. FESTIVAL MARKET AND AREA
MAAP DO6. FORMER FRONTIERLAND SITE

ACTION SETS

AS1. MANAGE AND MAINTAIN STREETS AND SPACES
AS2. IMPROVE THE CONDITION OF BUILDINGS AND ENCOURAGE BENEFICIAL OCCUPANCY
AS3. IMPROVE KEY ROUTES FOR PEDESTRIANS AND CYCLISTS
AS4. FURTHER ENCOURAGE BUSINESS INVESTMENT AND DEVELOPMENT
AS5. CENTRAL SEAFRONT AND MAIN BEACH
AS6. WESTERN SEAFRONT AND BEACH
AS7. SEAFRONT HEADLAND, CENTRAL PROMENADE
AS8. THE TOWN CENTRE
AS9. EDGE OF CENTRE RETAIL PARK
AS10. TRAFFIC ROUTE SIGNAGE TO AND FROM CENTRAL MORECAMBE
AS11. TRANSPORT, PARKING PROVISION AND MANAGEMENT
AS12. BUS SERVICES
AS13. RAIL SERVICES
AS14. INVESTOR MARKETING STRATEGY
AS15. VISITOR MARKETING STRATEGY

4.0 MANAGING THE ENVIRONMENT



- 4.1 A quality environment must underpin what is achieved into the future and so actions to assure this are an essential element of the MAAP.
- 4.2 There is continuing need to protect the Morecambe Bay and its shoreline environments, to conserve and where possible enhance its interest features and the natural assets for people to enjoy. The Development Management DPD puts in place the local protections required to fit to the international and national status of these. Nothing further is required of the MAAP in this regard. Complementary to protection provisions is the need for management. The framework for this is variously set by the work of the Marine Management Organisation, the Morecambe Bay Partnership working to the Morecambe Bay Strategy and the Shoreline Management Partnership working to the Shoreline Management Plan.
- 4.3 The city council in making planning decisions and managing public activities at the shore should assure that it furthers the work of the Morecambe Bay Partnership and any successor organisations and provides for any management measures it might propose. This is to ensure that the Bay is protected and that development does not result in adverse effects on its interest features. These aspects are considered further in chapters 5 and 7 and specifically covered for in Spatial Policy SP3 and action sets AS5 and AS6.
- 4.4 Turning to the environment landward there must be a continuing focus on assuring the quality and appearance of buildings, streets and spaces across the plan area. This is very much about nuts and bolts; about getting right the often quite small things that can matter just as much as the bigger things. It is all too easy for often relatively small problems to convey a poor impression to the detriment of peoples' experiences and perceptions. This impacts variously on investment decisions, lengths of visits to central Morecambe and to the likelihood of repeat visits.
- 4.5 Actions to improve Morecambe's seafront and promenade are addressed in chapter 7.
- 4.6 Back from the seafront, to meet residents and visitors expectations streets and spaces must be pleasant, attractive and rewarding and feel safe to spend time in. Good

experiences for people help drive increased footfall to the benefit of business trading and activate places to the benefit of society. This means maintaining streets and spaces in good order with active management to improve the many aspects that manifestly are not right and that today do let things down. It requires full appreciation of the role of streets and spaces, of how activity can help animate these and some imagination in initiating improvements and taking opportunities to fund these. It also means making considered changes to aspects such as traffic circulation to improve conditions for pedestrians – considered further in chapter 10.

- 4.7 A closely related issue is public toilet facilities - a matter of significant related public concern. The availability of good quality toilets and that people know of these is key to peoples' experiences. Within central Morecambe the city council has invested in these but further improvements can be made in the service available.

Managing the environment

ACTION SET AS1. MANAGE AND MAINTAIN STREETS AND SPACES

To improve conditions for people -

- Make continuing improvements in the maintenance of highways and public spaces including street cleanliness
- Devise and implement a programme of considered changes to traffic management (see AS11)
- Remedy the appearance of land in poor condition and appearance
- Improve arrangements for the management of the seafront and promenade environment to assure there is a continuing focus on achieving improvements (see AS5)
- Refresh (existing) green space areas on the Promenade (see AS5)
- Direct people better to the availability of public toilet facilities
- Improve the provision of toilet facilities available for public use

Area-specific actions including for the seafront and shoreline within the plan area are identified in Action Set 5.

- 4.8 Property landlords and managers of building premises have an important role to play in helping make for a supportive business environment. It is important that property is in good condition and upkeep. This affects the character of streets and places, their look and feel and is integral to assuring a good experience for pedestrians and the environment for business. Regular investment in basic maintenance can reap dividends, preventing deterioration in the fabric of a building to a point where a much greater capital outlay is required. How landlords manage is one aspect in this and it is important that property landlords manage property in such a way as to encourage occupancy. This

means keeping on top of building maintenance and not unduly constraining occupancy by restrictive lease terms.

- 4.9 The city council is running two long term initiatives concerning the condition and appearance of property and will consider additional interventions if opportunities for these arise later in the plan period.
- 4.10 The council is using its planning powers in a pro-active way, working with landlords, property owners and managers to improve the condition and appearance of property, as well as educating and advising property owners of the individual and wider benefits of good maintenance practice. The council is targeting this ongoing initiative at properties within the centres of Morecambe (and Lancaster) and including over time for the whole plan area. For further information visit www.lancaster.gov.uk/s215.
- 4.11 The (second) 'Morecambe Townscape Heritage Initiative (THI): A View for Eric' is a five year initiative for part of the Morecambe Conservation Area in the heart of the town. The main element is the availability of grant assistance to eligible projects to put into sound repair the structure and external envelope of buildings that make a positive contribution to the character and appearance of the conservation area. Other elements include direct investment in improved streets and spaces and to increase understanding and awareness of Morecambe's built heritage through various means, including guidance and training opportunities. For further information visit www.lancaster.gov.uk/viewforeric.



Managing the environment

ACTION SET AS2. IMPROVE THE CONDITION OF BUILDINGS AND ENCOURAGE BENEFICIAL OCCUPANCY

Public and private organisations to work together to -

- Improve the condition and external appearance of buildings,
- Spread good practise in the repair and maintenance of property,
- Make more beneficial use of commercial space and
- Support trading.

As part of this the city council to -

- continue to use its planning powers in support of this across the whole plan area
- advise property owners in good maintenance practise and
- Run "A View for Eric 2012-2017 including a finite grant distribution programme, a programme of improvements to streets and spaces within the THI2 area and bespoke advice, training and capacity building initiatives.

5.0 MANAGING DEVELOPMENT

- 5.1 Much in the spatial approach is about restructuring the heart of the town so that it draws people in and making it function better for people as pedestrians. Most successful seaside towns have a thriving seafront with a main town centre draw one block back from the front. Morecambe can emulate this recipe, but to be successful it must do it in its own way.
- 5.2 Development and change should be structured to a core pedestrian network should take in the seafront between the Midland and Euston Road and landward the Arndale area and via Victoria Street as extended further west through to the Festival Market. This to make for a strong heart, conveniently served by bus and rail arrival points and car parking.
- 5.3 As explained in chapter 4 the MAAP sets planning policies to manage new development and change to fit to the spatial approach set and a raft of actions. The planning policies (as listed in paragraph 3.12) are shown on the draft Local Plan Proposals Map and are to-
- structure the heart of the town by a network of key streets and spaces,
 - better integrate the seafront with the town,
 - protect and enhance the seafront as predominantly an area for informal recreation,
 - define a town centre that can strengthen into the future and
 - Identify development opportunities.

Managing development

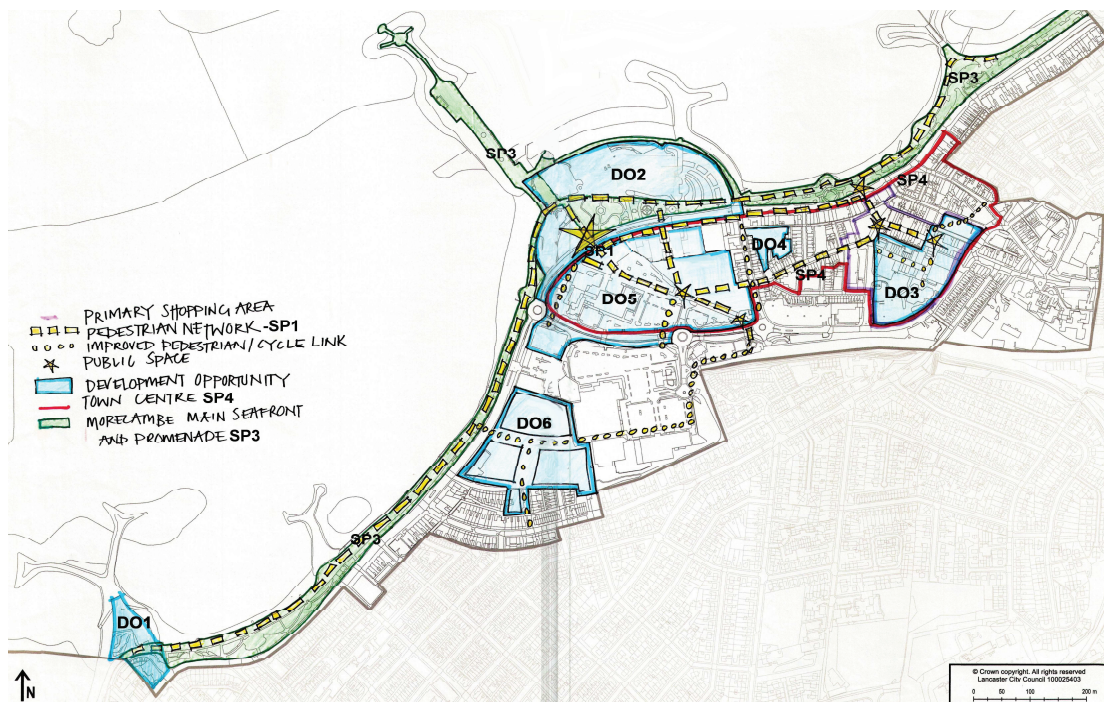
ACTION SET AS3. IMPROVE KEY ROUTES AND SPACES FOR PEDESTRIANS AND CYCLISTS

To invest in the key routes and spaces to make high quality well connected public realm with improvements to follow the principles of good urban design and to incorporate where appropriate for example; reductions in clutter, traffic calming, greater natural surveillance and enhanced place identity. Key actions are to –

- Make better conditions via improvements to pavements, lighting, signage and way - finding,
- Improve connectivity for pedestrians across Marine Road Central to and from the central seafront and promenade and
- Improve key routes to / from central Morecambe and neighbouring residential areas.

5.4 Spatial Policy 1 (below) for a network of key streets and spaces is fundamental and underpins much in the MAAP. As discussed, the focus is on how central Morecambe is structured to assist and encourage much more movement by pedestrians. New development including within the identified development opportunity sites is to strengthen the character and identity already in place and best advantage and improve the functionality and attraction of the heart of the town for pedestrians. At the same time much provision can be made for cyclists but it is recognised that regarding cycling the priority within central Morecambe should be leisure provision. Spatial Policy 3 – Morecambe Main Seafront and Promenade (SP3) and Action Set 3 (AS3) relate closely.

5.5 The further policies to manage development are contained in the topic specific chapters that now follow.



Schematic representation of the plan proposals

Managing development**MAAP SPATIAL POLICY 1 (SP1). KEY PEDESTRIAN ROUTES AND SPACES**

The Local Plan Proposals Map identifies a network of key routes and spaces for pedestrians within central Morecambe. Making this network inviting and easy to use for pedestrians is vital to increasing pedestrian circulation, footfall and activity and so strengthening the town centre and growing the local economy.

Accordingly, the city council requires that development proposals fronting onto or including for any element of this network should relate well to it and the space around -

- In how buildings are: sited; in the scale and massing of buildings and through other aspects of good urban design and
- With active frontages at ground floor level with good opportunities for passive surveillance from upper levels.

Further, where appropriate such development proposals should either provide or make an appropriate financial contribution towards the construction of a new element(s) in the network or towards improving the functionality and or amenity of an element existing. The benchmark to be that the network be permanently available for pedestrian use, constructed as a minimum to a satisfactory highway standard and contribute to a good standard of general amenity.

Also, within any area identified on the Local Plan Proposals Map as a Development Opportunity Site, the council are to consider proposals in accordance with the specific policy for the Development Opportunity Site as contained in the plan. The development opportunity sites are as below and as detailed further in this plan -

MAAP DO1. THE BATTERY

MAAP DO2. STRATEGIC LEISURE – SEAFRONT HEADLAND, CENTRAL PROMENADE

MAAP DO3. THE ARNDALE AND AREA

MAAP DO4. WEST VIEW

MAAP DO5. FESTIVAL MARKET AND AREA

MAAP DO6. FORMER FRONTIERLAND SITE



In addition, the council will consider proposals for development in accordance with all relevant policies within the Development Management DPD.

6.0 FURTHER ENCOURAGE BUSINESS INVESTMENT AND DEVELOPMENT

- 6.1 Plan proposals are, when taken together, very much about making for more investment, and by this helping create more and better jobs. Spatial proposals, about how to re-structure the town and how to direct development, are at the centre of this.
- 6.2 But, as discussed, prevailing demand and investment conditions are very poor and could well deteriorate further. This means there is real risk that some more businesses take flight meaning more business closures, job losses and a central part of town that offers even less. Spatial proposals inevitably take time to kick in. In the meantime there is an urgent need to try to arrest any further worsening of business activity and to do what is possible to support new. Side by side with this must be plan implementation to put in place the better conditions needed for business investment and growth.

Further encourage business investment and development.

MAAP SPATIAL POLICY 2 (SP2) INVESTMENT INCENTIVES

For as long as the poor investment conditions prevail - and certainly until a review after completion of the new M6 Link – applicants for development within the plan area to be exempt from certain regulatory and charging requirements otherwise applying.

These to include -

- Exemption from the Local Plan requirement otherwise set out in DM Policy DM41 and any supplementary planning guidance for development proposals in use class 3 to contribute to the provision of affordable housing.
- Exemption from any Community Investment Levy (CIL) or similar that might be introduced consistent with DM Policy DM48 towards infrastructure

- 6.3 Publication of the plan itself should signal intent and help give confidence to business and investors that there is real local and civic commitment to regeneration and improvement and a deliverable framework for this. Parallel must be actions to signal and promote that central Morecambe is welcoming of investment and to market the business opportunities that plan implementation should help create - see AS14 and 15 Investor Marketing and Visitor Marketing.
- 6.4 The private sector must be the main engine of growth and regeneration. The public sector can help and where possible should actively facilitate investment and put in place real incentives. But in times of highly constrained public finances this is challenging.

- 6.5 Recognising this, a range of what might be termed supply side measures are needed to support and encourage business in these difficult times and to incentivise investment and development. These should focus on avoiding placing undue impediments in the way of business investment and giving business increased flexibility to innovate.
- 6.6 Policy SP2 is to give exemption from requirements on development within the plan area to deliver or contribute to affordable housing delivery. The specific justification for such exemption is that the affordability of housing is not at issue in central Morecambe itself and that prevailing investment conditions patently do not warrant this. In such circumstances it is inappropriate and would be unduly burdensome to apply the Policy in this identified area.
- 6.7 Specific actions are identified in AS3. A couple of these require a little further elaboration.
- 6.8 Local development orders (LDO) are an existing legislative tool. They can be used to identify an area within which certain changes of use can occur without a planning permission that otherwise would be needed. This is to confer increased flexibility and can boost regeneration by -
- Creating opportunities for relocation or development either on a temporary or long term basis,
 - Permitting the evolution of businesses within current premises,
 - Increasing opportunities for community based organisations to occupy premises and maintain them in beneficial use,
 - Speeding up change – no procedural delays associated with making a planning application and
 - Certainty of outcome for a prospective tenant and justification for investment in premises by landlords
- 6.9 A LDO therefore is about making good development happen. The scope and potential benefits of making such an order should be considered. An order might have particular application within the defined town centre where as much discretion as possible might reasonably be given to the market to determine what uses to make of land and buildings. An order might further lift a little of the burden on business and confer more flexibility and thereby should help encourage investment. Also, it would be an important market signal. Any Draft LDO should specify desirable changes and exclude those still not desired. Any order need have no direct bearing on the need to obtain any other regulatory consents e.g. licensing.
- 6.10 There is urgent need to augment the financial and technical assistance and advice available locally to help support business start-ups and development. To this end the city council and local business organisations should work to inform the Lancashire Local

Enterprise Partnership in its work to secure additional national and EU finance resources for local economic growth.

Further encourage business investment and development.

ACTION SET AS4. FURTHER ENCOURAGE BUSINESS INVESTMENT AND DEVELOPMENT

Support business start ups and growth in central Morecambe by changes to local regulations where appropriate and, as opportunities to do so arise, by sourcing and making available finance and other assistance to businesses. Key actions are -

To seek to minimise policy restrictions on what uses buildings can be put to, via -

- no specific policies for primary and secondary frontages within the defined town
- Review and if appropriate consult on the scope and potential applications for a Local Development Order (LDO) for the town centre as defined in the plan.
- Review the scope to make available additional discretionary business rate relief.

Encourage development proposals by not charging for pre-application planning advice within the plan area.

Work in partnership to secure and make available additional financial and other support towards business development including from national government and through EU funding.

7.0 MORECAMBE'S MAIN SEAFRONT AND PROMENADE

INTRODUCTION

7.1 The MAAP area spans almost one and a half miles of seafront from the Battery in the West End through to the Yacht Station. The promenade unites this and extends onward in both directions through to Heysham in the south west and almost to Hest Bank in the north east, all part of the Lancashire Way coastal path. This unique seafront



space is Morecambe's foremost asset and critical to its identity and future. Integral to what it offers are-

- Expansive views,
- A sense of space, the elements and nature,
- Opportunities for enjoyment of the shoreline and the Bay,
- A range of recreation choices from quite passive through to much more active – and particularly for walking and cycling, and
- Festivals and events.

7.2 The importance of the seafront for leisure and recreation and for residents and visitors alike cannot be understated. It is a unique multi-faceted resource for all people and so assuring a good balance of opportunities is really important. There is a need to better enable people to participate in an expanding range of activities and to manage this effectively and sensitively. This must though be done in ways that are accepting of and fit within the established regulatory and management frameworks and activities for the conservation and enhancement of the Bay and its interest features and including in the shoreline environment.

7.3 Better integrating the seafront with the town landward is a key element in the plan approach and proposals and actions for this are embed as appropriate throughout, both in policy and planned actions. These variously focus on facilitating much more pedestrian movement between the seafront and town and vice versa.

Sea Defences

7.4 A critical activity is to maintain effective defences for the town against tidal inundation and flood. This requires work to monitor the Bay and shoreline environment and

properly manage risks identified. In turn it requires effective maintenance of defence systems and installations and investment to renew and improve these as considered required. It is important that all such investments are well planned and designed, are good in visual appearance and well facilitate pedestrian movement.

Festivals and events

- 7.5 Morecambe has a strong record in staging and hosting festivals and events. These animate and enliven the town, add to and widen the range of leisure, recreation, education and entertainment experiences available.
- 7.6 The city and town councils, local organisations and businesses all contribute to programmes and that serve all, residents and visitors alike. However, there is scope to do better and harness much more in the way of economic benefits for the town and town centre trading.
- 7.7 The outdoor space available to host events and performances is constrained – including at the seafront where most presently are held. While Central Morecambe is quite well served with indoor venues for smaller events and performances (variously The Platform, the Winter Gardens, the Library and the Arndale) there is much potential to make more of these.
- 7.8 The Platform is established as the town's main indoor venue and though subject to certain constraints affords opportunities. The adjacent Festival Market building, always intended as having a secondary function as an event venue but one not achieved in recent years. Use of the Winter Gardens is heavily constrained because of conditions internally but the owners are working to progressively expand the range of events and performances that can be held here. However, it has to be recognised that ambitions for the building to be a major entertainment and performance venue once more are very challenging.

PROPOSALS

- 7.9 For the main seafront and promenade the MAAP must –
- Have proper regard to the continuing need to safeguard and raise awareness of the precious natural environment of the Bay including the shoreline and intertidal areas
 - Protect the main seafront and promenade for people to enjoy
 - Accommodate for new investment in sea defences and encourage that these contribute to wider spatial objectives
 - Identify potential improvements in the leisure and recreation experiences on offer and where possible programme these.

- Help remedy the disconnect between the seafront and the town landward, integrating the two where possible and generally making it easier and more legible for pedestrians to move between these.
- Chart a future for the central promenade headland incorporating the former Bubbles site (DO2).
- Create new and improved opportunities for the holding and staging of events.

Morecambe's main seafront and promenade

MAAP SPATIAL POLICY 3 (SP3). MORECAMBE MAIN SEAFRONT AND PROMENADE

The main seafront and promenade is identified on the Local Plan Proposals Map as open space for peoples' informal recreation and enjoyment.

The council will protect this main seafront and promenade from development other than that which will demonstrably enhance the open character or is reasonably required to provide or improve opportunities for appropriate informal recreation and enjoyment and will not otherwise harm the open character. The council will require that any development is to a high quality of design.

Essential works of coastal defence must be complementary with the open character, and contribute to people's use and enjoyment of the seafront and shore.

The council will not permit any proposals that result in a significant adverse impact on the Bay environment and its interest features as a European Wildlife Site. Specifically, it will require that development proposals make proper consideration of any effects that might arise for this environment, both direct and indirect and including in how any potential adverse effects can be mitigated through appropriate management measures. As part of this it will provide for any appropriate management measures that the Morecambe Bay Partnership and any successor organisations might propose.

This policy relates closely to **Development Opportunity Policy DO1** and **Development Opportunity Policy DO2** and takes precedence in the event of any conflict.

- 7.10 For the purpose of planning improvement and change, the main seafront and promenade can be split into three areas –



CENTRAL SEAFRONT AND MAIN BEACH

- 7.11 The curving bay between the “old” Lifeboat Station opposite Green Street and the headland with the former Bubbles site is attractive; its character a combination of the sweep of buildings that front it, the seafront and promenade and the sand nourished beach. In good weather this is the liveliest place in central Morecambe and very much its heart. The sandy beach provided as part of the last phase of coastal protection works is a huge asset to the town.
- 7.12 Further improving what this bay offers to people is essential and very much requires managing this environment and what it offers as a whole.



*Central seafront and main beach***ACTION SET AS5. CENTRAL SEAFRONT AND MAIN BEACH**

To implement considered changes to the central seafront and main beach between the Midland and the Morecambe Yacht Station consistent with assuring there are no adverse effects for the environment of the Bay and its interest features. This to further enhance the seafront and what it offers and to much better integrate it with the town. Much opportunity for these will come through further investment in flood defence and in highways. Actions relate closely to certain actions proposed in AS1 and AS8 and include to:

- Introduce shared surfaces on Marine Road Central via phased works over time
- Adjust the existing Marine Road Car Park No. 2 (between the Eric Morecambe statue and the Clock Tower toilets) to create a high quality pedestrian route that reveals and signals the established town centre landward and provides people with a quality, safe connection for pedestrian movements to and from the promenade.
- Changes to car park no 1 to provide for a coach drop off point.
- Improvement to the setting to the Clock Tower including further interventions to lift the appearance of the toilet block.
- Measures to signal and announce the main beach through specific enhancements, perhaps including changing sequences of banners and flags and including to advertise festivals and events
- New directional information and interpretative facilities
- New and improved openings for pedestrians through the wave reflection wall
- Further investment in public art
- Improved seating along the length of the central promenade as appropriate by reworking, upgrading, or adding to that existing with better provision for disabled people and those with limited mobility availability
- Improved children's play facilities
- Permit more beach trading concessions / complementary facilities on the seafront provided that these are of appropriate quality and the continuing quality is assured through effective management arrangements
- An additional pedestrian access to the eastern end of the main beach (near the old Lifeboat Station situated opposite Green Street)
- Small scale improvements to the seafront to the east of the station including with more efficient parking and better interpretation of the bay environment.
- Make more of the established TERN projects' including the "Sea Wall" via improved signage and pedestrian connections.
- Management to sustain the sand nourished beach

WESTERN SEAFRONT, BEACH AND BATTERY

7.13 The long bay through to the Battery is a distinct seafront environment with much local identity coming from how the tightly packed buildings extend round. From certain vantages the scale and sweep to the bay round to the Battery is quite grand.



7.14 The seafront itself provides an important link for both vehicle and pedestrian movements but as a place in its own right it underperforms except at the West End Gardens. This is largely because Marine Road West and the seafront promenade, completed as the first phase in the coastal defence works, are utilitarian in nature and the road itself is heavily trafficked and very much severs the seafront from the town landward. This does little to encourage activity and is unhelpful to the local businesses trading fronting to Marine Road West and within the West End local centre further behind. There is much potential for improvement and that can also help towards better trading in this centre and thereby towards further regeneration of the West End as a whole. What has been achieved at West End Gardens and with the Breeze Café shows what can be done. The potentials include for-

- A much more pleasing seafront environment with improved connections and facilities for pedestrians from the seafront landward across Marine Road and onto the shore.
- The bay and particularly the area around the Battery a focus for more active recreation, adventure activity and water sports involving use of the shoreline and the intertidal areas as appropriate, provided that there are no significant adverse impacts on the integrity of the bay environment.
- More efficient use of the Battery car park, potentially eliminating or reducing the underutilised coach parking facilities here.
- Directing higher footfall to businesses trading along Marine Road West
- Encouraging businesses that exploit market niches concerning use of the seafront, shoreline and wider bay for appropriate leisure and recreation activity, and
- Potentially linked to the above, opportunities to further enhance the profile of the starting point of the Way of the Roses coast to coast cycling route and complementary to this, improved facilities for cyclists.

7.15 Opportunities to deliver will be via –

- A programme of new coastal defence works over the plan period and to include a replacement sea wall and new wave reflection wall that provides improved access to the shore and town alike. This to replace the existing (sea wall) defences that date from 1945 and the wave reflection wall and promenade surfacing as undertaken in the mid-1980s.

- Complementary development at the Battery. See **Development Opportunity Policy DO1**.
- Complementary development of the former Frontierland site, ensuring that this presents well to the seafront and helps deliver improvements to Marine Road West, for pedestrian crossing over this road and to the seafront itself. See **Development Opportunity Policy DO6**.

Western seafront, beach and the Battery

MAAP POLICY DO1. THE BATTERY

The city council identifies opportunities for leisure uses and recreation activities including adventure activity and water sports within the area defined on the Local Plan Proposals Map as **Development Opportunity Policy DO1**.

Within those parts of the site not otherwise also identified in **MAAP Spatial Policy 2 (SP2)** as part of the Main Seafront and Promenade the council will support development proposals for leisure uses and also retail and food and drink uses where these latter are ancillary to a leisure use or help service and support appropriate recreation activity. Public car parking facilities should remain.

Further, the council will consider proposals for development within this Site also in accordance with **MAAP Spatial Policies 1 and 4**, Policy DM1 of the Development Management DPD and all other relevant policies.

The council will not permit any proposals that result in a significant adverse impact on the Bay environment and its interest features as a European Wildlife Site. Specifically, it will require that development proposals make proper consideration of any effects that might arise for this environment, both direct and indirect and including in how any potential adverse effects can be mitigated through appropriate management measures. As part of this it will provide for any appropriate management measures that the Morecambe Bay Partnership and any successor organisations might propose.

*Western seafront, beach and the Battery***ACTION SET AS6. WESTERN SEAFRONT AND BEACH**

Actions to further enhance this stretch of seafront and what it offers and to better integrate it with the town relate closely to those in AS1 and include –

- Sea defence works to include a new sea wall and wave reflection wall with more and improved opportunities for people to connect between the promenade and Marine Road landward, new seating and other associated facilities and improved public access down to the shore.
- New directional information and interpretation points and including to businesses trading on Marine Road West and in the West End local centre.
- New public art and specifically at the bastion, to mark the start and finish for the Way of the Roses coast to coast cycle route.

SEAFRONT HEADLAND, CENTRAL PROMENADE

7.16 The headland between the two main bays – the main beach to the east and that through to the West End - is just across Marine Road from the town centre. It includes and is the setting for key listed buildings, including the Midland Hotel, War Memorial and the Winter Gardens, and also the new Lifeboat station. It also includes the Stone Jetty, now a high quality public space affording a real marine experience.



7.17 The future of this area in terms of what uses are made of it and the quality of these is integral to what central Morecambe offers and thereby its identity and its future. Over time leisure uses have retreated from this area – including latterly with closure of the Dome - and today much is underused and vacant. The Stone Jetty apart public spaces and gardens are tired and dated in appearance. The main pedestrian thoroughfare and the setting of the key buildings are poor.



7.18 There is much scope for improvement but also new potentials. There is capacity to accommodate new development and the location gives much scope for this. In particular the restored Midland Hotel is a major success with English Lakes Hotels presently running a strong hotel operation and ambitious for increased

accommodation capacity. The area also presents an opportunity for learning and enjoyment of the Bay and Morecambe's natural assets.

- 7.19 The city council has long sought to secure beneficial development of the headland through its planning policy. In addition, as owner of much of the area it is in a good position to shape its future to the benefit of the town.
- 7.20 Consultations to prepare the area action plan have elicited a substantial consensus on the future of the central seafront. To summarise –
- there must be open space areas including green spaces,
 - public spaces and routes should be to a high quality, well serve pedestrian movement and make a good setting for the key buildings,
 - the location and the wider town will benefit from leisure development at this location but this must relate well to the key buildings, respect patterns of pedestrian flow and the need for there to be good views out to sea and
 - As part of this additional accommodation for the Midland Hotel and a new interpretive visitor centre are reasonable development propositions.
- 7.21 Conversely, it is apparent that there are very divergent views as to whether some residential development is appropriate at the location. To consider this further - residential uses would add to the resident population within central Morecambe to the benefit of activity and trading and at all times give passive surveillance and some animation to the location. Further it might complement any additional development for the Midland Hotel and also certain leisure elements. However, it is questionable at best whether within the plan period a substantial residential development could be deliverable here and unlikely that this could finance significant improvements to the wider public places. There is also real risk that any residential uses might constrain what leisure uses are attainable as the latter very often impact upon residents' amenity.
- 7.22 On balance the council takes the view that leisure uses would make the best use of the central seafront location and that it should be a magnet for residents and visitors alike.



- 7.23 As to what these might be it is important to look at what Morecambe already offers in the round and consider gaps in the market. At least in good weather the central seafront and beach caters quite well for families with young children but less well for

many others. Happy Mount Park has an offer for all ages but is well outside of central Morecambe. The commercial leisure offer is limited but does include the Superbowl and Apollo Cinema.

7.24 The development approach now to be set –

- Recognises the strategic importance of the area to Morecambe's future,
- Strikes a balance between protecting and enhancing the open character and public realm and facilitating uses and development appropriate to the location and likely of most benefit to the town into the future.
- Reserves opportunities for that development most particularly sought and appropriate
- Factors for the fact that securing beneficial uses will take time and that there is a need to make best use of presently vacant and underused land in the short and medium terms as well as the long.
- Assures quality in building and any uses made of the site.
- Contributes to improvement of the wider public realm within the site.

7.25 The MAAP is to facilitate this through a combination of policy and actions via Policy D02 (Strategic Leisure – Seafront Headland, Central Promenade) and Action Set AS7 (Seafront Headland, Central Promenade).

*Seafront headland, central promenade***MAAP POLICY DO2. STRATEGIC LEISURE - SEAFRONT HEADLAND, CENTRAL PROMENADE**

The city council identifies a strategic opportunity for leisure investment and development within the area defined on the Local Plan Proposals Map as **Development Opportunity Site DO2**.

Within those parts of the Site not otherwise also identified in MAAP **Spatial Policy 3** as part of the Main Seafront and Promenade the council will support development proposals for the following only -

- Leisure uses both outdoor and indoor and including for events and as events and performance space.
- A visitor / education centre.
- Visitor accommodation additional and integral to the Midland Hotel business operation.
- Other holiday accommodation that is demonstrably ancillary to otherwise predominantly leisure uses.

The council will further require that any development –

- includes retail (including food and drink uses) only where the proposal is for predominantly leisure uses,
- relates well to heritage assets including the Midland and the Winter Gardens,
- does not preclude the development of more visitor accommodation for the Midland Hotel and is as enabling of this as reasonable,
- relates well to the Main Seafront and Promenade with active frontages to this at the ground floor and good opportunities for passive surveillance from any upper floors of buildings,
- contributes to improving public realm within the Main Seafront and Promenade and also with reworking that part of Marine Road Central within the Site to improve public amenity and safety for pedestrian crossings and reduce the perceived and real severance affect of the highway with the town landward and
- Provides for vehicle access, servicing and parking in ways not adverse to public amenity and pedestrian circulation on the Main Seafront and Promenade.

The council will not permit any proposals that result in a significant adverse impact on the Bay environment and its interest features as a European Wildlife Site. Specifically, it will require that development proposals make proper consideration of any effects that might arise for this environment, both direct and indirect and including in how any potential adverse effects can be mitigated through appropriate management measures. As part of this it will provide for any appropriate management measures that the Morecambe Bay Partnership and any successor organisations might propose.

The council will require that any development proposal is consistent with relevant policies in the Development Management DPD.

*Seafront headland, central promenade***ACTION SET AS7. SEAFRONT HEADLAND, CENTRAL PROMENADE**

The city council to prepare and implement a delivery plan for the beneficial use of the site to:

- Identify the activities and uses appropriate and that should be actively sought in the short, medium and longer terms including commercial or non commercial leisure and whether private or public operated.
- Determine arrangements for managing uses.
- Direct and programme work to market investment opportunities.
- Plan any advance engineering works and improvements to the sunken parts of the site (the former Bubbles site) necessary to accommodate development and / or to afford an appropriate setting for beneficial uses including an expanded Midland hotel operation.
- Plan improvements to the public realm for pedestrians and including to green spaces and Marine Road Central and how these might be secured through developments.

Uses and activities that might prove appropriate at least in the short and medium terms may include: multi games space, crazy golf, multi-wheel sports, outdoor gym, fairground, bowls and other active games and activities including boules, petanque, skittles, and giant chess. These would need to be complemented by quality ancillary facilities including food and drink kiosks and toilets.

To inform preparation of the delivery plan the council is to commission a feasibility study into staging outdoor concerts and performances in the sunken part of the site. The feasibility study in turn to inform any proposals carried forward into the delivery plan.

8.0 THE TOWN CENTRE

INTRODUCTION

- 8.1 Strengthening Morecambe's struggling, underperforming town centre is critical to achieving the core strategy regeneration vision and an essential element in the plan approach. Morecambe's can be a centre that while lesser than that of Lancaster in retail terms is pleasant and sociable and meets residents' and visitors' expectations in part by offering something that is differential to that available in Lancaster.
- 8.2 It is now widely recognised that to compete into the future any town centre must have a good shopping offer and much more. Successful, competitive ones will be a location for business and serve as a destination for a range of activities, including shopping and feel sociable and safe.
- 8.3 This section looks at the spatial approach needed and then considers what is required to achieve this at:
- **Marine Road Central – the town centre's 'shop window',**
 - **The Arndale and area** and
 - **The Festival Market and area.**

SPATIAL APPROACH

- 8.4 The spatial approach proposed is towards a town centre well integrated with the seafront that is consolidated and without the weaknesses that come from being over extended. This requires a balanced range of actions to give direction and certainty to investment yet also leaving much flexibility so that the private sector has optimal discretion.
- 8.5 The centre sought is one characterised at its eastern end by traditional streets with a distinctive offer including many independents and anchored by the Arndale. This to be complemented by areas to the west across Northumberland Street redeveloped in predominantly a more contemporary character but with heritage assets incorporated. Woven into this will be a range of town centre uses including offices to make for a thriving service centre.
- 8.6 Marine Road Central and Victoria Street respectively can be axes that bind the town centre together in terms of how pedestrians move around, Marine Road Central affording the seafront experience and Victoria Street one block back offering an alternative more sheltered route and, over time, a quality experience more akin to that of a traditional high street. A beneficial use for St Laurence's Church and an improved setting to this are important in this regard.

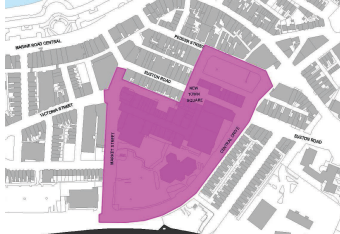
- 8.7 Such a town centre should be well served by transport and fed with footfall from points of arrival, variously from the seafront promenade, the seafront headland and areas to the south of Central Drive including the existing edge of centre retail development. Central Drive is the main road artery to the town centre and must be maintained and emphasised as such. Car parking provision must be readily accessed off this – see chapter 10.
- 8.8 To realise this vision though demands much investment and development to address the challenges facing the town centre as it is today. This means -
- Facilitating and managing development in accordance with Spatial Policy 1 and other development management policy as necessary.
 - Additional spatial policy consistent with the vision for the town centre to both focus and facilitate investment and development, comprising spatial policy specifically for the Town Centre and for particular sites that afford opportunities for investment and development.
 - Subject to this as far as possible leaving investment decisions to the market.
 - Specific actions to facilitate investment.
 - Continuing investment to improve the condition fabric and appearance of housing to assure occupancy to the benefit of activity within the town centre.

SPATIAL POLICY FOR THE TOWN CENTRE

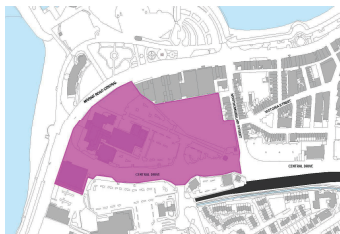
- 8.9 A designated Primary Shopping Area (PSA) and a defined Town Centre with identified Town Centre boundary are the planning policy tools available to help guide investment and direct development into town centre locations. DM1 Policy describes how these should inform planning decisions including by directing sequentially tested development accordingly.
- 8.10 A PSA is not identified (nor primary and secondary frontages). It is considered that to do so would serve no utility and be unduly restrictive given the poor investment conditions that prevail and the spatial approach being taken to foster successful, competitive town centre.
- 8.11 A Town Centre for central Morecambe is identified in MAAP Policy SP4 and the Town Centre Boundary on the Local Plan Proposals Map (inset). The methodology used for identifying the Town Centre is described in Topic Paper 5 (The Town Centre Economy).

DEVELOPMENT OPPORTUNITY SITES

8.12 Opportunity sites are identified in the town centre that offer particular opportunities for investment and development. These are-



The Arndale and area, the established town centre including for the immediate car parks here – Library and Pedder Street.



Land to the west of Northumberland Street including the Platform/ Festival Market/ Cinema complex and buildings fronting to marine Road Central plus the Superbowl together with the extensive parking areas to the west and north of Central Drive.



West View Car Park together with part of Northumberland Street, a very constrained back land site just back from the seafront that underperforms as a car park.

TOWN CENTRE ACTIONS (see also Action Set 8: The Town Centre AS8)

8.13 The many closely related actions required across the town centre include -

- Improvements to transportation and arrival and the feel of welcome,
- Plan for car parking within central Morecambe that aligns to location, management and pricing of parking to encouraging people to stay longer,
- Actions to improve connections for pedestrians between the promenade and the town - and in particular between Eric and the Clock Tower in order to signal the town centre and direct people landward,
- Actions to make it easier for people to find their way, walk around and spend time in the town centre landward of the seafront and
- Actions to actively market the town centre, seafront premises and other accommodation as places to do business in and to encourage increased custom and trade; including town centre management proposals.
- Improvements to existing streets and spaces landward of the seafront and this should make places that encourage people to linger within them – including for opportunities for café culture, street theatre and impromptu performance.

8.14 Over time, with this approach, new investment and development should concentrate footfall and activity and thereby make for better town centre trading conditions. There

can be no illusions though. Appetite for investment within central Morecambe is weak and it will take time to turn things round. There are no ready 'solutions for some challenges. Not everything will be achievable within the plan period.

The town centre

MAAP SPATIAL POLICY SP4. TOWN CENTRE

The city council identifies a Town Centre Boundary for Morecambe on the Local Plan Proposals Map.

The council will consider proposals for development within and around the town centre in accordance with MAAP Spatial Policy SP1 and Policy DM1 of the Development Management DPD and all other relevant policies in this Development Management DPD, excepting for Policy DM2 which will not apply. Subject to these the council will support development proposals for -

- retail uses within the PSA,
- retail uses outside of the PSA if the proposal is acceptable consistent with Policy DM1 of the Development Management DPD,
- town centre uses within the defined town centre,
- town centre uses outside of the defined town centre if the proposal is consistent with Policy DM1 of the Development Management DPD,
- residential uses and residential development within the PSA provided these are above ground floor level and access arrangements are not adverse to maintaining an active street frontage and
- Residential uses and residential development outside of the PSA but within the defined town centre.

MARINE ROAD CENTRAL – THE TOWN CENTRE'S 'SHOP WINDOW'

8.15 The seafront and visitor trade is key to giving a competitive advantage to the town centre. Marine Road Central at the interface between the seafront and the town centre landward is both a shop window for the town centre and an essential element in its offer.



8.16 Premises extending from Central Drive through to Queen Street along Marine Road Central do support quite a mix of uses including retail, food and drink, office commercial and leisure. This mix reflects for the location. The weather and seasonality are major factors in shaping the pattern of trading here and it is evident that trading conditions are variously challenging and the

attraction of premises for business investment is constrained. Collectively the appearance of frontages is not without some quality when viewed from the promenade but aspects in the quality and presentation of some business trading are less appealing when viewed closer. These issues make for a mixed and confused identity with no clear target markets.

- 8.17 The premises west of Northumberland Street although highly central are strangely quite out on a limb and do not readily relate to other parts of the town centre. Footfall here is often limited and constrained by weather and seasonal factors. Failure over the years to secure a redevelopment of the Winter Gardens Arcade is some evidence of the investment situation. The parlous condition of this is unacceptable.



- 8.18 The buildings here include two notable Art Deco properties and the Winter Gardens (Victoria Pavilion) itself. This latter is Grade II* listed and as the largest building in central Morecambe is dominant in many views across the town. Although out of substantive use since the 1970s as an entertainment venue the building is structurally sound and watertight thanks to city council works in the late 1990s and the present owners are making increasing use of the building and progressively making improvements internally.
- 8.19 Marine Road Central has much potential into the future as a location for town centre businesses and living. Business uses appropriate to any seafront can be well located here and there is much scope to grow and improve the town's food and drink offer. The upper floors to premises offer fantastic views across the Bay and therefore can make for unique visitor, office or residential accommodation. Larger premises towards Central Drive have the greater potential for bespoke leisure uses. A mix of uses and a good balance between town centre and more bespoke visitor focused trading will help buffer against seasonality in trading for some businesses impacting too heavily on the trading of others.
- 8.20 A range of actions can improve trading conditions along Marine Road Central and what businesses here might contribute to the town centre. Required is -
- Planning policies encouraging of a mix of town centre and more bespoke visitor focused uses
 - Much improved connections from the promenade for pedestrians
 - Connectivity improved from elsewhere in the town centre.
 - Improvements in the look and feel including via investments in the condition and appearance of premises including forecourts and in the presentation of trading and

- Bespoke marketing of premises.

THE ARNDALE AND AREA

8.21 For the town centre at its eastern end to be strong requires improving trading on the traditional shopping streets of Pedder Street and Queen Street and a better offer within the Arndale and around.

8.22 The last couple of years have seen business investment and much more must be nurtured. This requires planning approaches that are enabling of investment coupled with direct interventions to uplift and improve the amenity and legibility of streets and spaces.

8.23 There is real potential. The traditional streets can give real character and local distinction to the experiences on offer within central Morecambe. The Arndale, although implanted quite badly into the then street fabric via a 1970s development and lacking distinction does offer an indoor, sociable experience otherwise lacking in the town centre.

8.24 The offer in the Arndale and on Euston Road is predominantly for every-day convenience shopping and services by national chains. That in the streets around has a greater diversity with independents and specialists shops and cafes. There is much scope across the whole area for the offer to strengthen further. A greater mix of retail is desirable, coupled with an improved food and drink offer that encourages people to stay longer.

8.25 The presentation of the Arndale outward is very poor, in terms of its legibility and advertising for example, and demands improvement in order to better draw people. The quality of surrounding streets and spaces is also poor and needs much improvement to attract and encourage pedestrian movement around the whole area. Better signage and information is needed to reveal how streets link together and to and from the seafront.

8.26 The Morecambe Library just adjacent to the Arndale is a key asset. It is relatively well used and appreciated by many people but – like many libraries – services are changing.



Libraries all over are trying to diversify, widen the customer base and take on a greater community role. The location of the Morecambe Library and the pleasant feel of the building give it a particular potential in this but one that will be best realised if management actions are supported by works to the environment around. The building and access to it is much hidden and not well signed.

The town centre

MAAP POLICY DO3. THE ARNDALE AND AREA

The city council identifies particular opportunities for investment and development of main town centre uses within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO3.

The council will consider proposals for development within this site in accordance with MAAP Spatial Policies 1 and 4, Policy DM1 of the Development Management DPD and all other relevant policies in this excepting for Policy DM2 which will not apply.

In addition development should as appropriate -

- Improve routes and spaces for the benefit of pedestrians in accordance with **Policy SP1** including Pedder and Queen Streets and the connections,
- Contribute to improved arrangements for traffic circulation and parking both on and off street,
- Make for improved arrangements for servicing the Arndale by goods vehicles,
- Make the most of the existing stock of trees and supplement these as appropriate to maximise the benefit to public amenity,
- Enhance the setting of the Morecambe Library building and improve peoples' access to this from the Arndale and around,
- Help sustain and grow what services are available to the community at the Library and
- Result in no net loss of total car parking provision within the Development Opportunity Site.

Northumberland St and West View

8.27 Just as for parts of Marine Road Central this street is central yet quite isolated and demand to use accommodation here is low and



lowering. Formerly something of a home to a nucleus of office commercial uses these have retreated and the character of the street is now quite inactive. Certain premises stand empty and are deteriorating. The future of this area rests on growing demand to use accommodation space whether commercial or residential and this will best be helped by strengthening Victoria St as an active pedestrian route landward of the seafront and connecting together the disparate parts of the town.

- 8.28 West View car park relates closely and is underused and conditions are poor. If it is to be retained as a car park it will be necessary to clarify its role in parking provision and upgrade it accordingly. It has the potential with better access and signage to serve the promenade and town centre well and opportunities to enhance its existing use will be explored pending any alternative town centre uses that may emerge.

The town centre

MAAP POLICY DO4. WEST VIEW AND NORTHUMBERLAND STREET

The city council identifies a particular opportunity for development of main town centre uses within the area defined on the Local Plan Proposals Map as **Development Opportunity Site DO4**.

The council will consider proposals for development within this Site in accordance with MAAP **Spatial Policies 1 and 4**, Policy DM1 of the Development Management DPD and all other relevant policies in this Development Management DPD excepting for Policy DM2 which will not apply.

- 8.29 An option to identify the Telephone Exchange car park for housing development is not advanced as on balance, while as a car park it is relatively underused, it should become a more preferable location for parking as and when development change just to the west comes forward and involving reductions in surface parking. The Telephone Exchange building is in full operational telecommunications use. Its appearance could be improved.



Telephone Exchange Car Park and Morecambe Station car park

FESTIVAL MARKET AND AREA

- 8.30 Land west of Northumberland Street is very much a void. The extensive parking areas here present a significant opportunity for new beneficial development to add to and help knit the town centre together as one.
- 8.31 Set within this area is the Platform / Festival Market complex of buildings and, closely relating The Superbowl across Central Drive.
- 8.32 These are close to the central seafront and interface between the town and the seafront and the town centre and edge of centre. Yet while in a very central location, these buildings paradoxically are quite isolated. Footfall is much lighter than the central location close to Morrisons and the seafront would suggest and trading here is consequently challenging.
- 8.33 Certain reasons can be identified. The buildings relate very poorly to each other. Main elevations and public entrances present to the main roads adjoining and so face away from each other. In addition, in form and design the complex appears somewhat incongruous in the context of the Midland Hotel across the seafront opposite and Marine Road Central has a severance effect.
- 8.34 As an example, the Visitor Information Centre (VIC) offers a high quality and award winning service but is not readily found from main points of arrival or easily accessed direct from the seafront.
- 8.35 The Festival Market has a loyal custom base but the building relates poorly to its surroundings and the offer needs to be invigorated. As a facility it is well liked by many local people and has a visitor function but the ambience is deficient and trading is constrained. Three days a week it is closed and at these times does not contribute to



what the town offers. It was designed as a covered outdoor facility capable of hosting festivals and events. In practice neither of these aspects has assisted trading particularly well.

- 8.36 Whilst the stalls were envisaged as being semi-transient and capable of moving out for a fortnight each year, in practice the stalls are well established units operated by a mixture of loyal and long-standing stall holders together with newer tenants helping to diversify the market's offer. The structure not being wind tight provides little

protection from the cold and this makes trading quite challenging and impairs the experience it is possible to offer customers.

- 8.37 The Platform at the former rail station is Morecambe's main entertainment venue with a seated capacity of up to approximately 400 persons. Its functionality is good for a range of events but the space around is somewhat constrained. This aspect and other external deficiencies should be addressed - including those of advertisement and signage. Also, there is a pressing need for more use of the building in the daytime when as an asset it is underused.
- 8.38 The location as a whole affords much potential as a leisure and entertainment hub and development here can augment the town centre, anchoring it at its western end. There is scope for investment and development to improve and extend what is on offer in this area and to increase vitality and activity. But there are difficult issues. There are issues with property and premises and how fit for purpose these are and how well the various elements relate to each other and the wider surroundings. Policy D05 addresses the issues and challenges.

*The town centre***MAAP POLICY DO5. FESTIVAL MARKET AND AREA**

The council identifies particular opportunities for investment and development of main town centre uses within the area defined on the Local Plan Proposals Map as **Development Opportunity Site DO5**.

The council will consider proposals for development within this Site in accordance with MAAP **Spatial Policies 1 and 4**, Policy DM1 of the Development Management DPD and all other relevant policies in this excepting for Policy DM2 which will not apply.

Development should –

- present well in the facing towards the seafront and to the Midland across Marine Road Central,
- relate well in urban design terms to the rear elevations of the Winter Gardens, those of the other premises fronting to Marine Road Central and those residential and other properties fronting to Northumberland Street,
- enable satisfactory access and servicing arrangements to the rears of all premises fronting to Marine Road Central,
- provide otherwise for vehicle access, servicing and parking in ways that also makes for good amenity for pedestrians,
- improve passive surveillance and overlooking of the train station,
- improve the legibility of pedestrian routes to and from the train station and onward and
- contribute to reworking that part of Marine Road Central within the Site to improve public amenity and safety for pedestrian crossings and reduce the perceived and real severance affect of the highway

In addition, any proposals involving changes to or the loss of market capacity, existing community facilities including the Platform, any public realm, the existing skatepark and /or the bus station should either make satisfactory alternative provision or include a financial contribution to cover the full costs of appropriate alternative provision. The council accepts that development may well require reductions in parking capacity but will require proposals for this to evidence the likely impacts on parking availability.

*The town centre***ACTION SET AS8. THE TOWN CENTRE**

Public service organisations to consider and take opportunities to deliver services into the future via a presence within the town centre. The local councils to work with local community and third sector organisations to try to strengthen what is on offer. In addition to -

Marine Road Central

- Rejuvenate stretches of Marine Road Central with shared surfaces to optimise crossing for pedestrians and in particular to better reveal Euston Road as the main pedestrian connection from the seafront into the town.
- Invest in the condition and fabric of buildings including forecourts and improvements in the quality of forecourt trading and in improving conditions for pedestrians

Arndale and area (including Queen and Pedder streets)

- Transform the street space between Barclays and the Post Office as a public place of real quality with a shared surface treatment to make it much more pedestrian friendly and a fitting focus for the entrance to the Arndale from here. As part of this revise traffic arrangements at the junction of Market Street with Victoria Street and Euston Road these to include some changes to turning and parking arrangements including for taxis.
- Improve the existing but dated pedestrianised stretch of Euston Road with new surfacing, lighting, seating and signage
- Make New Town Square a quality public place with new surfacing, lighting, seating and signage and with a new central seating feature that incorporates the mosaic
- Improvements to the environment at and around Pedder Street to better manage traffic and give more space to pedestrian movement and activity.
- Continuing investment in the Arndale, including for internal remodelling and development to upgrade and increase the lettable accommodation to better meet current retailing needs.
- Enhance how the Arndale presents at its entrances via fascias and signage and in the condition of building elevations
- Announce Queen and Pedder streets from the seafront and sign the main pedestrian linkages to these
- Sign the Library from elsewhere in the established centre and from within the Arndale
- Improve the pedestrian environment immediately around the Library and make a good route for pedestrians across the Library car park to Market Street
- Continue to invest in the Library building and operation as a key building and community asset and further diversify the services on offer.

Continues...

*The town centre***ACTION SET AS8. THE TOWN CENTRE.****Victoria Street and environs**

- Improve Victoria Street via reconfiguring the carriageway as appropriate including to better provide for cyclists and improved pavements, new lighting, seating and signage and other interventions.
- Work to bring St Laurence's Church into a beneficial use and secure improvements to its setting as an integral element in the street scene
- Pursue the feasibility of re-working the area to the front of St Laurence's Church including the small private off street car park as a public space
- Pending any future re-development better sign and upgrade the much underused West View car park prospectively including investment in security and surveillance

Land west of Northumberland Street

Public and private sectors to work to facilitate investment, development and change including to:

- Help facilitate beneficial investment and development to add to and improve the current leisure offers,
- As part of this to including to rejuvenate the market offer and help grow use of the Winter Gardens and progress towards restoration of the building,
- Make more of the currently council led entertainment offer and the visitor services as presently at the Platform,
- Secure appropriate development of new town centre uses including hotel accommodation and food and drink uses,
- Refurbish and redevelop existing buildings and premises as appropriate to improve these as premises for trading ,
- Improve the setting of existing buildings , pedestrian connections to and from,
- Remedy the eyesore that is the Winter Gardens Arcade and
- Improve arrangements for coach drop off and pick up.

9.0 SOUTH OF TOWN CENTRE TO WEST END ROAD



Central Drive Retail Park

- 9.1 Much land to the south of the now Central Drive towards the West End, progressively fell out of use towards the end of the last century. The vacant land cast an unfortunate image for the town and very much separated the West End from central Morecambe. From the 1990s progressively much was redeveloped as the Central Drive Retail Park. This is edge of centre in its location, functionality, look and feel. The layout and form of development while entirely typical of its era is not distinctive and is characterised by extensive parking adjacent Central Drive. Most buildings front away from the seafront and in appearance from the seafront now present very poorly.
- 9.2 The stores within the retail park do make for an important element in central Morecambe's retail offer for both comparison and convenience goods. These sustain high levels of pedestrian activity. The Festival Market just across Central Drive draws footfall from here. It is important that into the future much more footfall feeds from the retail park into the town centre.

South of the town centre

ACTION SET AS9. EDGE OF CENTRE RETAIL PARK

The city and county councils to work with organisations with land interests to –

- Improve the condition and appearance of buildings fronting to Marine Road West
- Make better connections and improve conditions for pedestrians_(and cyclists) including: to and from the seafront; across to the Festival Market; through to the Lancaster – Morecambe cycle path “Greenway”; through to West End Road; to/from the train station; and through the former Frontierland site as may be redeveloped.

FORMER FRONTIERLAND SITE

9.3 Unfortunately, one large area towards the West End comprising the greater part of the former Frontierland amusement park site remains vacant and very much an eyesore. Some 2.4 ha in extent, the condition and prospective future of this site arouses much public concern. Out of any beneficial use since the park closed in 2000 the site contributes nothing to central Morecambe and what it offers is a barrier to the movement of pedestrians to and from the West End. The adjacent site of the former Bus Depot on Grove Street is integral to the future redevelopment of this area.



- 9.4 To bring this site into a beneficial use is challenging. Development for retail uses is not considered appropriate given the location remote from the town centre. There is no reasonable prospect of a new substantial leisure development or of any predominantly public use. In this context development predominantly for housing affords the best prospect of making a beneficial use of the site and there has been market interest in this in recent years. Housing would help activate central Morecambe by increasing its resident population. Further, it gives the opportunity to provide new quality linkages for pedestrians and cyclists through to the West End via West End Road and into the edge of centre Retail Park adjacent to the east.
- 9.5 Development at this site should include an element of commercial uses fronting to Marine Road to help activate the seafront and sustain some footfall here to support business trading further along Marine Road to the west. Too large such an element though risks pulling footfall and activity from the town centre and to its detriment.
- 9.6 Any development of the site should provide a direct route for pedestrians and cyclists through to West End Road.

*South of the town centre***MAAP POLICY DO6. FORMER FRONTIERLAND SITE**

The city council identifies a significant opportunity for predominantly housing development within the area defined on the Local Plan Proposals Map as **Development Opportunity Site DO6**.

Development proposals should address the whole site and -

- Integrate well with the seafront with treatment of Marine Road West to improve amenity and safety for pedestrians moving through to the seafront and with good provision for pedestrian crossings.
- Present active frontages to Marine Road West where leisure uses and related elements of retail and food and drink uses will be acceptable provided these are ancillary to the predominant use of the whole site for housing.
- Include clear, quality, legible routes for pedestrians through the site (consistent with MAAP Policy SP1) variously connecting through to the seafront across Marine Road West, to West End Road and also into the adjacent retail park.
- Contribute to appropriate improvements to the adjacent seafront and promenade to help improve the public realm for peoples' amenity and enjoyment make good use of the variable landforms and the elevated part of the site.
- Consider the potential to provide an element of public car parking within the site.

In addition the council will consider proposals for development in accordance with MAAP **Spatial Policies 1 and 4**, Policy DM1 of the Development Management DPD and all other relevant policies within the Development Management DPD.

The council will not permit any proposals that result in a significant adverse impact on the Bay environment and its interest features as a European Wildlife Site. Specifically, it will require that development proposals make proper consideration of any effects that might arise for this environment, both direct and indirect and including in how any potential adverse effects can be mitigated through appropriate management measures. As part of this it will provide for any appropriate management measures that the Morecambe Bay Partnership and any successor organisations might propose.

10.0 TRAVEL AND TRANSPORT

INTRODUCTION

- 10.1 This section may be towards the end of the plan but analysis of how central Morecambe works in transportation terms and in particular how it works as a place for pedestrians was very much the starting point for work to prepare the plan and very much shape the plan approach.
- 10.2 For central Morecambe to prosper everyone's' travel and arrival experiences to and from central Morecambe should be good. Parking arrangements, highway and pedestrian routes should all combine to give a positive welcome experience, serve to draw people in to the heart of the town and feed it with footfall.
- 10.3 Today, transportation and parking arrangements do not do this well enough. Many travel experiences are not as good as they should be and the provision made for travel in many respects actually works against the central parts of town being a good place to spend time in and walk around.
- 10.4 Accordingly, fitting to the plan approach, a key element of the plan is a set of actions to re-cast how central Morecambe works in terms of transportation, arrival and parking. These are about making central Morecambe work much better particularly for pedestrians and help drive increased footfall. This is all to benefit of social vitality and trading and to improve conditions for investment and development.
- 10.5 It is important that the changes sought are well planned and delivered in a considered way, first to position Morecambe as well as possible for the potentials that should flow with completion of the new M6 Link and then to secure these by making the further local changes to transportation that completion will give the scope for.

ROAD TRAVEL TO AND FROM CENTRAL MORECAMBE

- 10.6 At present information as to route choice and signage is often poor and confused. A comprehensive set of actions is needed to rationalise and improve signage for drivers to and from Morecambe (from the M6). This is to direct traffic along the most appropriate routes for the purpose of journeys, and to clarify and reassure as to the routes being used and to the parking choices available at the journey end.
- 10.7 Most actions will best be taken after completion of the M6 Link given this should make for marked changes in travel demands that will give much scope for transport management to actively manage vehicle movements through tools such as signage and better balancing the interests of those travelling with local amenity considerations.

TRAFFIC CIRCULATION AND VEHICLE PARKING

10.8 Good parking provision is essential to the vitality and viability of any town centre. Within central Morecambe car parking availability readily meets demands at most times. Indeed at very many times total capacity is way in excess of demand. At peak visitor times though, commonly Sundays and coincident with good weather the capacity is close to fully taken up, or at least the most 'visible' central car parks are.

10.9 There is much variation in the use of vehicle parking by locations. Certain are well used at many times. Many are underused and

one or two very much so. Even some of the most central car parks are by no means full for much of most days. The existing provision therefore gives much choice but is inefficient.

10.10 One evident of inefficiency is that the parking choices available make for excess traffic movements. Drivers circulate to locate preferred choices to the extent that in places this is quite detrimental to pedestrian movement and public amenity. The availability of car parking is such that in some respects it is so convenient as to actually limit footfall, reducing opportunities for trade and a flourishing town centre.

10.11 This presents something of a dilemma. Vehicle parking is just one of the many uses of land essential within any town. It is an asset to have such an accessible town centre. Yet at present parking is the predominant use of land within central Morecambe and the extent of land this takes up is to the detriment of the character and identity of the town and what it has to offer.

10.12 It is proposed that a better balance can be struck. Over time, parking provision can be re-worked and made more efficient as part of considered changes to highway and parking arrangements. This to provide much clearer choices that will better serve economic and social needs than now. This means changes in the location of vehicle parking and also its management and pricing, certain highways and traffic management changes and also improvements to arrangements for coach drop off and taxi waiting.

10.13 This requires an acceptance that certain car parks and areas of car parking will be decommissioned as part of making changes in land use. The potentials for this are identified in the planning policies for development opportunity sites, respectively –

*Travel and transport***ACTION SET AS10. TRAFFIC ROUTE SIGNAGE TO AND FROM CENTRAL MORECAMBE**

- Improve traffic signage external to the town and redirect traffic where appropriate.
- Make other changes to improve peoples' journey experiences to help better shape the town's identity and create a positive impression to those arriving.

DO1, DO2, DO3, DO4, DO5, and DO6. It is envisaged that changes to parking including as part of redevelopment will be brought forward as per AS11.

Travel and transport

ACTION SET AS11. TRANSPORT, PARKING PROVISION AND MANAGEMENT

The city council in conjunction with the county council and other relevant organisations to prepare a joint plan for changes to transportation and vehicle parking within the plan area covering for both on and off street parking, public and private and loading/unloading, coach drop off and pick up (see AS12) and provision for taxis.

The joint plan to be consistent with the plan's spatial framework and be informed by MAAP Access, transport and parking paper (see evidence base) and cover for changed traffic arrangements and the location, management and pricing of parking both on and off street. The plan is both to inform and be informed by the City Council's Parking Strategy and to be encouraging of longer duration visits. In this the aims should be that -

- The main routes into the town afford a hierarchy of parking choices with longer stay provision the first choice available with shorter stay choices the closer into the town centre where possible.
- Traffic circulation is reduced.
- Highway and parking signage is well considered and clear as to the choices of parking available.
- Much vehicle parking is provided towards and at the edges of the town centre with less at the very heart of the town itself.
- The location, pricing and management of on street parking to complement that provided off street and not attract people away from off street provision.

Parameters for managing vehicle parking into the future should include to –

- Make parking facilities work as first-stop information points, helping to direct footfall to the town centre and other areas/destinations of interest.
- Provide for legitimate needs for short duration parking close to key service providers including the Post Office, banks and building societies and
- Consider the needs of appropriate residential parking.
- Bring the provision of dedicated disabled bays within and around the town centre up to the national guideline standard (6% of capacity where appropriate).
- Re-work dedicated waiting and parking provision for taxi services to mean taxis can better serve peoples' needs.
- Provide for coach drop off and pick up within or very close by to the town centre.
- Increase parking provision in certain locations either by increasing efficiencies in the use of space and bringing other underused areas into use for car parking,
- Target that change to net public parking provision within the plan area over the plan period to not make for more than a 10% loss in spaces and
- Keep net consequential changes to city council parking incomes close to revenue neutral or better (profiled by year) given the importance to the council's finances and thereby council tax levels.

PUBLIC TRANSPORT

10.14 Convenient, quality public transport services and facilities are vital to economic and social functioning. Central Morecambe and its town centre are quite well served by bus services with frequent services to and from all parts of Morecambe and Heysham and to and from Lancaster and the north. These all serve central Morecambe close into the town centre either via Central Drive or Marine Road Central. The bus services along Central Drive coupled with the rail station make for something of a 'transport hub'

10.15 While in many respects satisfaction with bus services is high there is need for some improvement including in facilities for buses to pull in, in waiting facilities and in passenger information. Related to this is the need to improve experiences for bus passengers as pedestrians on arrival and this is addressed in many elements of the plan including in proposed policies and actions.

Travel and transport**ACTION SET AS12. BUS SERVICES**

Bus operators and the local councils to work together to extend and improve services including for bus pull in to better serve the centre and to improve access to information.

10.16 One specific matter is the future of the kiosk style building designed as a small bus station facility but out of use for many years now. Given that there is no reasonable prospect of this being brought into operational use it is proposed to remove the structure and with these changes to improve the pedestrian environment and connectivity between the Poem Path and the railway station.

10.17 The location of the railway station serves central Morecambe well and there is ample provision for passenger drop off and pick up including by taxi. However, as a facility for both waiting and arriving passengers the station leaves much to be desired in the quality and amenity of the facility and in the information made available to people. Issues include the relative isolation of the station from other properties and lack of overlooking, the need for much better shelter and seating and for much better signage to assist pedestrians on arrival as to where to go.

10.18 At present all services to and from Morecambe are via Lancaster except for certain to Leeds. Rolling stock is aged. There is much scope to improve rail services but this requires investments, more priority to be given in timetabling to services to and from Morecambe and more integration into regional and inter-regional services. More regular services with more modern rolling stock must be the aim but it has to be recognised that services are dependent on linkages into the west coast main line and timetabling demands for services on this great. More use by services of the direct route link to Carnforth is perhaps realistic with this route offering the prospect at least that round the bay services might one day prove feasible.

Travel and transport

ACTION SET AS13. RAIL SERVICES

The rail operator(s) and the local councils to work together to improve the welcome experience and that at departure including real time service information, improved shelter, seating and directional signage for pedestrians to and from the town

11.0 MARKETING TO INVESTORS AND VISITORS

INTRODUCTION

- 11.1 Many people perceive Morecambe – if they perceive it at all - as having something of a twin identity and that such perceptions are justifiable. On the one hand there is what might be summarised as the inadequate town centre and dilapidations and, on the other the seafront and its famed views of the Lakeland fells. This makes the context for any marketing, whether to investors or visitors, very difficult.
- 11.2 The hard realities are that marketing Morecambe to investors is not tenable without a credible plan for regeneration that can engender confidence in prospects of making sufficient returns. Similarly, marketing for staying visitor markets risks trading in disappointment as and until certain things are put right.

MARKETING TO INVESTORS

- 11.3 It has to be recognised that much investment will not just happen; local investment must be encouraged and external investment will have to be actively sought. This demands a partnership effort between key public and private organisations including all the local councils and the local chamber of commerce to agree a marketing initiative and its delivery to a clear programme. This will necessarily involve going to investors and developers and pitching for Morecambe and the opportunities it offers to business.

Marketing to investors and visitors

ACTION SET AS14. INVESTOR MARKETING STRATEGY.

The city council to lead a collaborative marketing initiative to actively seek new investment for central Morecambe and provide support to investors where

- 11.4 In this it must be recognised that part of any marketing pitch for central Morecambe must be in its economic and social relation to Lancaster. In this sense the success of the two centres is interlinked with economic success in Lancaster being an important part of what is needed to help give profile and credibility to the potentials in nearby Morecambe. Coupled with this, a plan led positive trajectory of regeneration and improvement in central Morecambe should be sufficient to give confidence to an increasing number of investors.
- 11.5 In this context marketing central Morecambe to investors should be very deliberate, with due recognition given to the challenges but as part of a sellable story about how Morecambe is changing and that the town does offer something differential.

11.6 Premises fronting across the Bay have a unique selling point and the potential in this is evident from offices making use of upper floors above separate to the business trading operation at the ground floor ground. Further credible strands for marketing to exploit include -

- The quality of life available in this part of the North West on the shores of Morecambe Bay.
- The availability of housing at prices much more competitive than in many parts of the country.
- For footloose businesses relatively low rents and land values.
- Proximity to Lancaster and the Lakes.
- The upcoming completion of the new M6 Link Road.
- The proximity of the town to the substantial university presence in Lancaster.

MARKETING TO VISITORS



11.7 Some 3.7 million people visit Morecambe every year with the vast majority (89%) day trippers¹⁰. This contrasts with the situation in the town's mass tourism hey day when staying visitors heavily predominated.

11.8 Day visitor numbers are factored primarily by two factors: time (with as would be expected numbers much the greater at weekends and in school holidays) and the weather.

11.9 There is no real scope or merit to market central Morecambe more to day visitors given that visitor demand is such a function of the weather and that if good numbers are high.

11.10 Integral to the plan and as identified in the plan approach is to secure more benefit from day visitors by encouraging day visitors to move around more as pedestrians, stay longer and spend more. Consistent with this there is much in the plan to help make peoples' experiences when in the town more pleasant and enjoyable and to encourage the investment needed to improve what is on offer.

¹⁰ Positioning paper for the visitor economy' July 2012

- 11.11 Marketing focus into the future should be on a combination of assuring the experience of day visitors and converting more of these into staying visitors, coupled with attracting new visitors to stay.
- 11.12 The rationale for such an approach is explained in the Draft Destination Branding Strategy¹¹ for Lancaster District 2013. This identifies the well-known fact that staying visitors give much more economic benefit than do day visitors (notwithstanding the need to grow the spend of the day visitor) and proposes that it is these that should be the focus of marketing efforts.
- 11.13 The Draft Branding Strategy advocates that Morecambe be marketed to (staying) visitors under a Morecambe Bay branding. This is about natural beauty, open space, peace and tranquillity; an inspiring coastal area offering an inspiring day out in the outdoors accessible to all. It suggests that this doesn't compare to anything else in the UK i.e. it gives Morecambe, as part of the Bay an offer that is differential. Several strands of appeal are identified: the scenery and natural beauty; changing views across the bay; culture, nature and wildlife; seaside and sand and walking for all. The target market is identified as families and those over 50.
- 11.14 The approach and as articulated in the Draft Branding Strategy is informed by thinking set out in the 'Positioning paper for the visitor economy'. This, part of the MAAP Evidence base, looks in depth at how Morecambe can be positioned to attract visitors into the future. Much in this paper suggests that a Morecambe Bay branding can have resonance, with a simple message that should cut through to people.
- 11.15 The paper details some of the particular marketing opportunities: for first hand experiences of the environment whether passive or more active with those for the active ranging through walking and cycling to watersports.
- 11.16 Because the weather can all too often through a veil over the seafront marketing to visitors must tackle the questions of what to do in poorer weather. The options promoted must be complementary and the potentials to combine activities and attractions inland must be a part.
- 11.17 It is crucial that what is marketed meets clear quality benchmarks in the experiences available to people in the public realm, in the services given to and received by people as customers of services, in stores and at food and drink outlets.

¹¹ Branding Engagement Exercise, Lancaster City Council, June 2013

*Marketing to investors and visitors***ACTION SET AS15. VISITOR MARKETING STRATEGY**

Public and private sectors to work together to prepare and implement new approaches to visitor marketing fitting to the Branding Strategy and the “Morecambe Bay” brand, the marketing to focus on increasing staying visitors alongside recognising the ongoing need to sustain day visitor numbers. Monitoring success in this to inform all work to improve the town and what it offers to people.

11.18 Consequently, marketing, whether to investors or staying visitors is unlikely to be productive to any significant extent at least in the short term - pending plan implementation. In the medium to longer terms however marketing to these will be increasingly important to promote and exploit what is achieved in getting the conditions for investment right and forging a new visitor future.

12.0 IMPLEMENTATION, MONITORING AND REVIEW

PLAN IMPLEMENTATION

- 12.1 The change and improvement required and as set out in the plan must be driven locally. The local councils rightly have a large role but there is a responsibility also on other, public, private and voluntary organisations to play their part and a crucial role too for local people. Regenerating central Morecambe will take concerted, collective effort by all who care about the town.
- 12.2 The implementation schedule in Appendix 3 identifies key responsibilities in a little more detail. This is very much a “living” schedule requiring regular review and updating to capture for changes in decisions and changing circumstances and opportunities. Such review and updating will include for the more full consideration of financial implications and risks and possible contingency actions that will be required during the transition from plan making through to implementation.

PROGRAMMING

- 12.3 The investment and economic and social conditions that prevail demand that much action is taken early and work on many actions should start prior to plan adoption. Other actions can come later or are consequential on earlier ones. An example is how completion of the new M6 Link will make possible new consequential actions. Some actions can be programmed quite closely, for others the programming is more uncertain as various factors including availability of finance and the commitment of organisations must determine the actual timing.
- 12.4 In the Implementation Schedule actions are indicatively programmed over: 1-2 years, 3-5 years and over 5 years. This covers for the proposed plan period to end 2021.

PUBLIC SECTOR RESPONSIBILITIES

- 12.5 The primary public sector role is regulatory, on land and within the boundaries of the marine environment to assure proper conservation and management of both natural and built resources. But there is also crucial role for the public sector to facilitate and help drive the change needed and including taking certain actions directly.
- 12.6 The city council has a lead implementation responsibility. There is a key role also for the other local councils – the Morecambe Town Council and the Lancashire County Council, the latter particularly as Highway Authority but in other functions also. These will need to work together closely to implement the very many actions in the plan.

- 12.7 Plan implementation will be a significant task for the city council. It has many relevant functions. These include planning and regeneration in particular but others also including leisure. The city council should lead in managing development. This will require close partnership working with the highway authority and other public and private organisations to coordinate and facilitate development and change in accordance with the plan.
- 12.8 The city council is also the largest landowner within the plan area. It owns and manages most of the seafront and promenade and large areas off Central Drive in particular. This gives the city council a real capacity to lead by example and help drive plan implementation by deploying its land assets accordingly. To do this the city council should align the financial management of its land assets within the plan area so that receipts, for example from the disposal of land, are held over or ring fenced for reinvestment in plan implementation.
- 12.9 An investment fund for regeneration in central Morecambe might afford a useful mechanism for pooling financial contributions to further regeneration. If this should prove possible it will likely open up significant opportunities for financing plan implementation.
- 12.10 In addition, to underpin plan implementation it is essential that in taking executive and any regulatory decisions the local councils take regeneration needs and the core strategy regeneration priority for central Morecambe into proper account.
- 12.11 Also, it is incumbent on the city council to publicise and disseminate information on the opportunities available for local communities through the new Localism Act 2012 and other legislation to take initiative in making places better in which to live and work.

LOCAL CAPACITY AND INITIATIVE

- 12.12 A key message of the plan is that much is down to local people who individually, by their actions, can play a large part in making things better.
- 12.13 As an example, for Morecambe to have a strong town centre into the future and to support trading and investment within the plan area it needs people – and local residents in particular - to support the town centre with their custom. As discussed increased footfall, busier streets and increased expenditures can make for demand led improvements into what is on offer by stimulating investment in businesses and services. It really is a case of “use it or lose it”.

12.14 There is much scope for local action and particularly collaborative initiatives to support business performance¹². There are several examples of this latter, all recent, which are welcome and show what can be done. These include work led by the Morecambe Town Council for a “Portas Pilot” - the “MoreCanBe Done campaign” and into the longer term work to try to establish a Business Improvement District (BID). All these initiatives suggest growing local capacities and commitment and this is very promising for the future. Again the local councils have an important role to nurture and support such collaborative action.

THE ROLE OF LOCAL BUSINESSES

12.15 Local businesses have an important part to play in supporting and participating in collaborative initiatives. It is not for any plan to try to tell local businesses how to run but it is appropriate to make the point that businesses that just tick over, that do not invest and do not strive to best serve customers cannot expect to be competitive and successful. For central Morecambe to grow and prosper into the future it needs business to innovate and drive demand and assure that what is on offer across the board meets contemporary expectations for quality and service. Notwithstanding market conditions there must therefore be some onus on local businesses to initiate and drive improvements in business and trading.

12.16 One aspect that demands particular attention is that what central Morecambe offers to people would be greatly enhanced if business trading hours fit well to peoples’ needs and expectations. As much of the town as possible needs to be open for business on bank holidays, at weekends, in the late afternoons and into the evenings for its offer to visitors and increasingly residents to meet expectations. This is particularly pertinent on long summer days. Day visitors are footloose. If the town closes down at 4.30pm most will go home.

TRAINING AND SUPPORT INTO JOBS

12.17 An improving economy should bring improved local employment and other opportunities. The work of local employment and training organisations is crucial to help people into jobs and the local councils and others should support this work where needed. Improvement initiatives and development proposals should where reasonable incorporate an Employment and Skills Plan identifying opportunities for employment and the up skilling of people into employment and better employment. These should be informed by priorities informed by the local councils, employment and skills agencies.

¹² The new Localism Act identifies many opportunities

MONITORING AND REVIEWS

12.18 Success in monitoring plan implementation demands effective systems for collecting relevant data and for securing feedback from the range of organisations, stakeholders and groups with a role in plan implementation.

12.19 The city council in its planning role will lead on this, will compile and maintain records and disseminate these. Monitoring information will inform a full review of progress in implementation anticipated for 2016/17. In 2021 success in implementing the MAAP will be evaluated. Any successor documents and planning policies will need to be consistent with the Lancaster District Local Plan to 2031.

APPENDICES

- 1. LIST OF POLICIES / POLICIES DIAGRAM**
- 2. MAAP CONSULTATION HISTORY**
- 3. DRAFT IMPLEMENTATION SCHEDULE**
- 4. INSERT MAP 3 LOCAL PLAN PROPOSALS**

APPENDIX 1 - LIST OF POLICIES

SPATIAL POLICIES

MAAP SP1. KEY PEDESTRIAN ROUTES AND SPACES

MAAP SP2. INVESTMENT EXEMPTIONS

MAAP SP3. MORECAMBE MAIN SEAFRONT AND PROMENADE

MAAP SP4. TOWN CENTRE

MAAP DEVELOPMENT OPPORTUNITY SITES

MAAP DO1. THE BATTERY

MAAP DO2. STRATEGIC LEISURE – SEAFRONT HEADLAND, CENTRAL PROMENADE

MAAP DO3. THE ARNDALE AND AREA

MAAP DO4. WEST VIEW

MAAP DO5. FESTIVAL MARKET AND AREA

MAAP DO6. FORMER FRONTIERLAND SITE

ACTION SETS

AS1. MANAGING AND MAINTAINING STREETS AND SPACES

AS2. IMPROVING THE CONDITION OF BUILDINGS AND ENCOURAGING BENEFICIAL OCCUPANCY

AS3. IMPROVING KEY ROUTES FOR PEDESTRIANS AND CYCLISTS

AS4. FURTHER ENCOURAGE BUSINESS INVESTMENT AND DEVELOPMENT

AS5. CENTRAL SEAFRONT AND MAIN BEACH

AS6. WESTERN SEAFRONT AND BEACH

AS7. SEAFRONT HEADLAND, CENTRAL PROMENADE

AS8. THE TOWN CENTRE

AS9. EDGE OF CENTRE RETAIL PARK

AS10. TRAFFIC ROUTE SIGNAGE TO AND FROM CENTRAL MORECAMBE

AS11. PARKING PROVISION AND MANAGEMENT

AS12. BUS AND COACH SERVICES

AS13. RAIL SERVICES

AS14. INVESTOR MARKETING STRATEGY

AS15. VISITOR MARKETING STRATEGY

APPENDIX 2 - MAAP CONSULTATION HISTORY

STAGE KEYS ASPECTS / DOCUMENTS DATE

CAPTURE CONSULTATION Spring 2010

Non-statutory round of public engagement to elicit an understanding of how people perceive Morecambe as it is today, particularly in terms of their likes, dislikes and the areas or issues they see as priorities for improvement.

ITERATIVE CONSULTATION

Part One - 'Scoping the MAAP' March - April 2010

Formal commencement of plan preparation - establishing the objectives, parameters and geographic boundary of the plan. Two documents were published for consultation: a draft Scoping Document and supporting SA, SEA and HRA Scoping Report and published with amendments in June 2010.

Part Two - 'Debating the Issues' – Summer 2010

Consultation focused on a topic paper 'Vision to Approach' published June 2010, looking at the way forward for the town and considering how to realise the vision established by the Core Strategy. The consultation involved school workshop sessions, drop in sessions, community and stakeholder workshops and one-to-one stakeholder meetings.

Part Three - 'Developing Options' – Spring 2011

A topic paper of the same name was published in February 2011 providing officer's emerging analysis of the key issues facing the town and the potential opportunities to address them. This included of primary concern that the town has huge potential but to realise this the plan must make the centre of town work better and define a stronger heart for it that draws people in and encourages more activity. The topic paper explained these issues and asked whether people agreed and what should go into the plan. Consultation into this involved community and stakeholder workshops and one-to-one stakeholder meetings.

OUTLINE OPTIONS Autumn /Winter 2011

This consultation focused on two main strategic options for the plan to take and identified a 'heart' area to drive and be the catalyst for the town's regeneration – collectively Eric and Beach area – Arndale / Euston – Festival Market / Central Drive – Central Promenade Area. The options considered the need for central Morecambe to become a much easier place to move around together with well-designed public spaces that encourage people to linger, spend time and money in, with new development structured around this framework. A number of documents were made available in November 2011 as part of the consultation including an image rich newspaper style Outline Options Paper, a text-focused Narrative Report, a draft Sites and Subjects Directory providing information and commentary on key areas, sites and themes and an initial Sustainability Report.

DRAFT PLAN (PREFERRED OPTIONS) Autumn / Winter 2012

In September 2012 the city council approved a Preferred Options Consultation Draft with the ensuing consultation period extending from 22 October 2012 to 14 December 2012. Documents made available included –a Draft Plan and Proposals Map, a number of supporting topic papers and a draft sustainability report. The Draft Plan will put forward specific planning policies for the area, identify development opportunities and critically put forward a series of actions through which the plan could be delivered.

APPENDIX 3 – IMPLEMENTATION SCHEDULE

Timescales

Actions are for the whole plan period unless otherwise identified as short term, medium term or long term.

DEVELOPMENT OPPORTUNITY SITES

MAAP POLICY DO1. THE BATTERY	
<p>The council identifies opportunities for leisure uses and recreation activities including adventure activity and water sports within the area defined on the Local Plan Proposals Map as Development Opportunity Policy DO1.</p> <p>Within those parts of the site not otherwise also identified in MAAP Spatial Policy 2 as part of the Main Seafront and Promenade the council will support development proposals for leisure uses and also retail and food and drink uses where these latter are ancillary to a leisure use or help service and support appropriate recreation activity. Public car parking facilities should remain.</p> <p>The council will consider proposals for development within this Site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies.</p> <p>The council will not permit any proposals that result in a negative impact on the environment of the Bay in its integrity as a Natura 2000 site or as a European Marine Site.</p>	
Location: The Battery	
Timescale	
Purpose	To grow the area at the Battery as a local centre for bay related leisure uses and complementary to the success of the West End Gardens while assuring the generally open aspect of the Battery headland itself
Plan Period	Whole

MAAP POLICY DO2. STRATEGIC LEISURE - SEAFRONT HEADLAND, CENTRAL PROMENADE

The council identifies a strategic opportunity for leisure investment and development within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO2.

Within those parts of the site not otherwise also identified in MAAP Spatial Policy 3 as part of the Main Seafront and Promenade the council will support development proposals for the following -

- Leisure uses both outdoor and indoor and including for events and as events and performance space
- Visitor accommodation additional and integral to the Midland Hotel business operation
- Other hotel accommodation
- Other visitor focused residential accommodation that is demonstrably ancillary to otherwise predominantly leisure uses

The council will not permit any proposals that result in any significant adverse impact on the environment of the Bay in its integrity as a Natura 2000 site or as an European Marine Site

The council will further require that any development -

- includes retail (including food and drink uses) only where the proposal is for predominantly leisure uses
- relates well to heritage assets including the Midland and the Winter Gardens
- does not preclude the development of more visitor accommodation for the Midland Hotel and is as enabling of this as reasonable
- relates well to the Main Seafront and Promenade with active frontages to this at the ground floor and good opportunities for passive surveillance from any upper floors of buildings
- Assists in the improvement of public realm within the Main Seafront and Promenade and the reworking of Marine Road Central to improve amenity and safety for pedestrian crossings.
- Provides for vehicle access, servicing and parking in ways not adverse to public amenity and pedestrian circulation on and enjoyment of the Main Seafront and Promenade.

Location: Central promenade excluding the Midland

Timescale

Purpose	To direct and facilitate beneficial use of the headland as the main location for leisure development and uses within the town
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Plan Period	Whole
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MAAP POLICY DO3. THE ARNDALE AND AREA

The council identifies particular opportunities for investment and development of main town centre uses within the PSA within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO3.

The council will consider proposals for development within this site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies in this excepting for Policy EC 1.2 which will not apply.

In addition development should -

- improve routes and spaces for the benefit of pedestrians in accordance with MAAP Spatial Policy 1
- make for improved arrangements for servicing the Arndale by goods vehicles
- make the most of the existing stock of trees and supplement these as appropriate to maximise the benefit to public amenity
- enhance the setting of the Morecambe Library building and improve peoples' access to this from around
- help sustain and grow what the Library service offers to the community
- result in no net loss of total car parking provision within the Development Opportunity Site.

Location: Euston Road, Royalty Mall, Market Street (part) and Library and Pedder Street car parks

Timescale

Purpose	To set a policy position that is welcoming of investment and development proposals that will improve the Arndale and area as part of a strengthening town centre
Plan Period	Whole

MAAP POLICY DO4. WEST VIEW

The council identifies a particular opportunity for development of main town centre uses within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO4.

The council will consider proposals for development within this Site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies. in this excepting for Policy EC 1.2 which will not apply.

Location: West View off Northumberland Street

Timescale

Purpose	To identify that the area of the West View car park presents a significant opportunity for redevelopment in very central location.
Plan Period	Whole

MAAP POLICY DO5. FESTIVAL MARKET AND AREA

The council identifies particular opportunities for investment and development of main town centre uses within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO5.

The council will consider proposals for development within this Site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies in this excepting for Policy EC 1.2 which will not apply.

In addition development should -

- relate well in urban design terms to the rear elevations of the Winter Gardens, those of the other premises fronting to Marine Road Central and those residential and other properties fronting to Northumberland Street
- enable satisfactory access and servicing arrangements to the rears of all premises fronting to Marine Road Central
- improve passive surveillance and overlooking of the train station
- improve the legibility of pedestrian routes to and from the train station and onward

In addition, any proposals involving changes to or the removal of existing facilities including any public realm, the existing skatepark and / or the bus station should either make satisfactory alternative provision or include a financial contribution to cover the full costs of this.

Location: Land between Marine Road Central, Central Drive and Northumberland Street

Timescale

Purpose	To open up the prospect and facilitate significant development in this area for main town centre uses, to improve the structure of the town centre and what it offers to people.
Plan Period	Whole

MAAP POLICY DO6. FORMER FRONTIERLAND SITE

The council identifies a significant opportunity for predominantly housing development within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO6.

The council will consider proposals for development in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies within the Development Management DPD.

Development proposals should address the whole site and -

- Integrate well with the seafront with treatment of Marine Road West to improve amenity and safety for pedestrians moving through to the seafront and with good provision for pedestrian crossings
- present active frontages to Marine Road West where leisure uses and related elements of retail and food and drink uses will be acceptable provided these are ancillary to the predominant use of the whole site for housing
- Include clear, quality, legible routes for pedestrians through the site variously connecting the seafront with West End Road and also with the adjacent retail park
- Contribute to appropriate improvements to the adjacent seafront and promenade to help meet needs for recreation
- make good use of the variable landforms and the elevated part of the site
- consider the potential to provide an element of public car parking within the site

Location: Marine Road West

Timescale

Purpose	To set a clear position as to what is expected of development at this location in order that this certainty might help encourage appropriate development proposals
Plan Period	Whole

ACTION SETS

Action Set: AS1. Managing and maintaining streets and spaces					
Location: streets and spaces					
Timescale					
Ongoing	Make continuing improvements in the maintenance of highways and public spaces including street cleanliness. Aspects include –	Implementation Lead	Other key contributors	Financial implications	Risks/Contingency
	<ul style="list-style-type: none"> ▪ Street cleaning ▪ Carriageway and pavement surface repairs ▪ Street furniture (seating, bins, signage) ▪ Street lighting ▪ Tree care ▪ Signage 	Lancaster City Council (Environmental Services)	Lancashire County Council (Highway Authority)	Lancaster City Council - from 2013. Target neutral, via work adjustments and efficiency savings	
	Remedy the appearance of land in poor condition and appearance.	Lancaster City Council – Regeneration and Planning Service and Environmental Services	Morecambe Town Council Local businesses and stakeholders	Lancaster City Council - costs - from April 2014 to be determined. Local businesses and stakeholders - ongoing.	City Council budget provision for public realm and car park maintenance is presently insufficient to meet demands. An option is that any increased costs arising from this proposal from April 2014 might be met

	Refresh (existing) green space areas on the Promenade	Lancaster City Council Regeneration and Planning Service and Environmental Services		Lancaster City Council - costs from April 2014 to be determined	from the proposed regeneration investment fund (AS 17)
Short Term 1-2 years	Direct people better to existing public toilet facilities through improved information and signage including via new interpretation points.			Lancaster City Council - costs from April 2014 to be determined	An option is that additional costs be met from the proposed regeneration investment fund (AS17).
Medium Term 3-5 years	Improve the provision of toilet facilities available for public use, including where possible via partnership working with private businesses	Lancaster City Council - Environmental Services	Private businesses; Morecambe Town Council	Lancaster City Council - costs from April 2014 to be determined	An option is that additional costs be met from the proposed regeneration investment fund (AS17).

Action Set: AS2. Improve the condition of buildings and encourage beneficial occupancy

Location: Whole plan area			
Timescale	Implementation Lead	Key Other contributors	Financial implications
			Risks/Contingency

Ongoing	Improve the condition and external appearance of buildings and by this encourage beneficial use	Private owners and businesses	Lancaster City Council. In encouraging, advising on and where appropriate requiring improvements via the use of available planning powers	Private businesses - as these decide on or as required. Lancaster City Council - no additional.
Short Term 1-2 years	Support to trading and to increase the beneficial use of commercial space on Victoria Street including via the Portas Pilot initiative	Town Team and private businesses	Morecambe Town Council Lancaster City Council. Regeneration and Planning Service.	Town Team - £100k budget from DCLG for the pilot initiative – managed by the city council as accountable body.
Short to medium term 1-5 years	Morecambe Townscape Heritage Initiative (THI) 2 "A View for Eric 2012-2017 including a finite programme for distributing grant to private property owners for eligible building / conservation projects, training and capacity building initiatives	Lancaster City Council	Heritage Lottery Fund	£1.2 million over £ 5 years budgeted for. Lancaster City Council - no additional.

Action Set: AS3. Improve key routes and spaces for pedestrians and cyclists

Location: Whole plan area		Implementation Lead		Risks/Contingency	
Timescale and actions		Key Other contributors		Financial implications	
Short term 1-2 years	Enliven and activate key pedestrian streets and spaces. Aspects include as appropriate – utilizing flags and banners amenity lighting selective tree planting	Lancaster City Council. Community Engagement Service and Regeneration and Planning Service	Lancashire County Council (Highway Authority) in authorizing highway changes Morecambe Town Council	Lancaster City Council - costs - from April 2014 to be determined	An option is that additional costs be met from the proposed regeneration investment fund (AS17).

Short Term 1 - 2 years	Complete improvements to connections to / from the Greenway cycle path route from the Central Drive Retail Park to West End Road via Kilnbank Avenue	Lancashire County Council	Lancaster City Council. Regeneration and Planning Service.	Budgeted for.	
Medium Term 3-5 years	Make for improved connectivity for pedestrians across Marine Road to and from the central seafront (at Euston Road and Queen St) Improve connections for pedestrians to / from the Greenway cycle path route through the Central Drive Retail Park.	Lancaster City Council ((Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes. Morrisons plc		To be determined	
Medium Term 3-5 years	New route for pedestrians north from West End Road across the former Frontierland site linking through to the seafront and into the existing retail park – see DO6 Make for improved connectivity for pedestrians across Marine Road East to and from the central seafront (at former Frontierland site).	Morrisons plc	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	To be determined	
Medium term 3 – 5 years	Make for improved connectivity for pedestrians across Marine Road Central to and from the central seafront (by the Midland Hotel and the Winter Gardens)	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Third parties including any developer(s)	To be determined.	

Action Set: AS4. Further encourage business investment and development.

Location: Whole plan area						
Timescale and actions						
		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency	
Ongoing	Not to establish specific policies for the defined primary and secondary frontages within the town centre (see the town centre section)	Lancaster City Council		Loss of potential new income but not reasonably quantifiable; None	Review after five years	
Short Term 1-3 years	Consider the scope for extending discretionary business rate reliefs	Lancaster City Council		Reductions in future fee income - to be assessed		
Short Term 1-3 years	Consult on the scope for and potential applications of a draft Local Development Order (LDO) for the town centre as defined in the plan. Any LDO should specify desirable changes in use and exclude those still not desired. Subject to this consultation a draft to be submitted to the city council's Planning and Highways Regulatory Committee.	Lancaster City Council		Any LDO extending the uses to which property can be put without need for planning permission would reduce fee income to the city council. Present income levels do not suggest the reduction will be significant.		
Short to medium term 1-5 years, any longer subject to review	Make any new LDO Not to charge for pre-application planning advice within the plan area – subject to mid-term review	Lancaster City Council Lancaster City Council		Potential for additional income to the city council foregone.		

Action Set: AS5. Central seafront and main beach				
Location: Marine Road Central				
Timescale and actions	Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
<p>Ongoing</p> <p>To implement considered changes to the central seafront and main beach between the Midland and the Morecambe Yacht Station. This to further enhance the seafront and what it offers and to much better integrate it with the town. Interventions to relate closely to certain actions proposed in AS8. This to include:</p> <ul style="list-style-type: none"> • Measures to signal and announce the main beach through specific enhancements, perhaps including changing sequences of banners and flags and including to advertise festivals and events • New directional information and interpretative facilities • New and improved openings for pedestrians through the wave reflection wall • Further investment in public art and better maintained that existing 	Lancaster City Council	Lancaster City Council, Regeneration and Planning Service with Environmental Services	Lancaster City Council. A programme of activity for which capital costs are to be determined. Target revenue neutral	

	<ul style="list-style-type: none"> • Improved seating along the length of the central promenade as appropriate by reworking, upgrading, or adding to that existing with better provision for disabled people and those with limited mobility availability • Improved childrens' play facilities • Permit more beach trading concessions / complementary facilities on the seafront provided that these are of appropriate quality and the continuing quality is assured through effective management arrangements • An additional pedestrian access to the eastern end of the main beach (near the old Lifeboat Station situated opposite Green Street) • Small scale improvements to the seafront to the east of the station including with more efficient parking and better interpretation of the bay environment. • Making more of the established TERN projects' including better revealing the "Sea Wall" via improved signage and pedestrian connections 			
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Medium Term 1-5 years	Reduce in area the existing Marine Road Car Park No. 2 (between the Eric Morecambe statue and the Clock Tower toilets) to create a high quality multi-purpose pedestrian place and a focus at the seafront that reveals and signals the established town centre landward and direct people to this direct off the promenade.	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.		Capital costs to be determined.	
Medium Term 3-5 years	Improve the setting to the Clock Tower including further interventions to lift the appearance of the toilet block.	Lancaster City Council		Capital costs to be determined.	
Medium-long term 3-10 years	Make Marine Road Central a "shared surface" via phased works over time	Lancashire County Council	Lancaster City Council Third party landowners	Capital costs to be determined.	

Action Set: AS6. Western seafront, beach and the Battery

Location: Marine Road West					
Timescale and actions					
Short term 1-2 years	New public art and specifically at the bastion, to mark the start and finish for the Way of the Roses coast to coast cycle route	Lancaster City Council Regeneration and Planning Service	Arts Council Sustrans	Financial implications To be determined	Risks/ Contingency

Short to medium term 1-5 years	New directional information and interpretation points	Lancaster City Council Regeneration and Planning Service	To be determined	
Medium Term 3 – 5 years	Sea defence works to include a new sea wall and wave reflection wall with more and improved opportunities for people to connect between the promenade and Marine Road landward, new seating and other associated facilities and improved public access down to the shore	Lancaster City Council Regeneration and Planning Service	Presently being worked though and to be programmed.	DEFRA EA

Action Set: AS7. Seafront headland, central promenade

Location: Seafront headland, central promenade					
Timescale and action		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
Short to medium term 1-5 years	<ul style="list-style-type: none"> The city council to prepare and subsequently implement a delivery plan for the beneficial use of the site to Identify the activities and uses appropriate and that should be actively sought in the short, medium and longer terms including commercial or noncommercial leisure and whether private or public operated; Determine arrangements for managing uses; 	Lancaster City Council	Morecambe Bay Partnership Lancashire County Council, English Lakes Hotels, RSPB	Lancaster City Council. In house revenue costs in study of potentials and assessments and in preparing the delivery plan. Subsequent capital costs as to be determined. Ongoing revenue costs to be determined.	

<ul style="list-style-type: none"> • Direct and programme work to market investment opportunities; • Plan advance engineering works and improvements to the sunken parts of the site (the former Bubbles site) to afford an appropriate setting for beneficial uses including an expanded Midland Hotel operation; • Plan improvements to the public realm for pedestrians and including to Marine Road Central and how these might be secured through developments 				
<p>Uses and activities that might prove appropriate at least in the short and medium terms include: multi games space, crazy golf, multi-wheel sports, outdoor gym, fairground, bowls and other active games and activities including boule, petankue, skittles, giant chess... These would need to be complemented by quality ancillary facilities including food and drink kiosks and toilets. The assessment of potentials to include a feasibility study into staging outdoor concerts and performances in the sunken part of the site. The feasibility study in turn to inform any proposals carried forward into the delivery plan.</p>				

Action Set: AS8 The town centre

Location: All town centre						
Timescale and actions						
Whole plan period		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency	
	The city council not to establish specific policies for the defined primary and secondary frontages within the town centre (see the town centre section)	Lancaster City Council Regeneration and Planning Service		None		
	Public service organizations to consider and take opportunities to deliver services into the future via a presence within the town centre.	All local councils and public service organizations		No specific.	Review after five years	
	Local councils to work with local community and third sector organizations to try to strengthen what is on offer.	Lancaster City Council; Lancashire County Council; Morecambe Town council	Third sector voluntary organisations			
Action Set: AS8 The town centre						
Location: Marine Road Central						
Timescale and actions						
Ongoing		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency	
	Invest in the condition and fabric of buildings including forecourts and improvements in the quality of forecourt trading (and see AS 2)	Private businesses	Lancaster City Council Regeneration and Planning service			

Medium Term 3 – 5 years	Rejuvenate stretches of Marine Road Central at / around Euston Road with shared surfaces to optimise crossing for pedestrians and to better reveal Euston Road as the main pedestrian connection from the seafront into the town. Links closely to AS5	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Third party landowners and any developer(s)	Costs to be determined	
Action Set: AS8 The town centre					
Location: Arndale and area					
Timescale and actions					
Ongoing	Continuing investment in the Arndale, including for internal remodelling and development to upgrade and increase the lettable accommodation to better meet current retailing needs.	Arndale Centre management	Key Other contributors	Financial implications	Risks/Contingency
	Continue to invest in the Library building and operation as a key building and community asset and further diversify the services on offer.	Lancashire County Council	Lancaster City Council	As an option costs might be met from the proposed regeneration investment fund (AS 17)	
Short term 1 – 2 years	For pedestrians better sign Queen Street and Pedder Street to and from the seafront and from Euston Road and Pedder St car park			Lancaster City Council. Costs to be determined	
Short term 1 – 2 years	Transform the street space between Barclays and the Post Office as a public place of real quality with a shared surface treatment to make it much more pedestrian friendly and a fitting focus for the entrance to the Arndale from here. As part of this revise traffic arrangements at the junction of Market Street with Victoria Street and Euston Road these to include some changes to turning and	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Morecambe Town Council	Lancaster City Council. Budgeted for as part of the TH12 (see AS2) together with a further £100k of city council funding and some £70k sought in county council highways funding.	

	parking arrangements including for taxis.					
Short term 1 – 2 years	Sign the Library from elsewhere in the established centre and from within the Arndale	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Lancaster City Council, Regeneration and Planning Service	Lancashire County Council. To meet baseline standard highway renewal costs from within planned maintenance budgets. Lancaster City Council to meet costs of enhancement from the £100 k in funding already budgeted for this and New Town Square (below) and as an option from the proposed regeneration investment fund (AS 17).		
Short term 1 – 2 years	Improve the existing pedestrianised stretch of Euston Road with new surfacing, lighting, seating and signage.	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Lancaster City Council, Regeneration and Planning Service	Lancaster City Council to consider how the costs might be funded including as an option from the proposed regeneration investment fund (AS 17)		
Short term 1-2 years	Make New Town Square a quality public place with new surfacing, lighting, seating and signage and with a new central seating feature that incorporates the mosaic	Lancaster City Council				
Short term 1-2 years	Enhance how the Arndale presents at its entrances via fascias and signage and in condition of building elevations	Arndale Centre management				
Medium term 3-5 years	Upgrade aspects of Pedder Street car park and its periphery including minor highway adjustments, improved pavements for pedestrians, additional trees and replacements for the concrete bollards	Lancaster City Council		Lancaster City Council to meet costs of enhancement from the £100 k in funding already budgeted for this and New Town Square (below) and as an option		

					from the proposed regeneration investment fund (AS 17)	
Medium term 3-5 years	Improve the pedestrian environment immediately around the Library and make a good route for pedestrians across the Library car park to Market Street	Lancashire County Council	Lancaster City Council	Lancashire County Council.	Costs to be determined. As an option to be met from the proposed regeneration investment fund (AS 17)	
Action Set: AS8 The town centre						
Location: Victoria Street (west of Market St) and environs						
Timescale and actions						
Immediate	Establish the feasibility of permitting an outdoor market along Victoria Street and if so facilitate this with any regulatory orders and limited streetworks as appropriate	Town Team	Morecambe Town Council Lancaster City Council	No additional.		
Short to medium term 1-5 years	If as part of the joint parking strategy (AS11) it is decided to retain West View as a car park, within two years invest in better signage and undertake minor amenity improvements and over five years work with ownership interests around to regularize and improve boundaries	Lancaster City Council		Costs to be determined. As an option to be met from the proposed regeneration investment fund (AS 17)		
Short to medium term 1-5 years	Improve the length of Victoria Street with new signage, lighting, seating and other interventions. Relates closely to proposals in AS8 Arndale and area.	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Morecambe Town Council Town Team	Lancaster City Council. Actions over 1-2 years to be delivered through TH12 and this is budgeted for. Additional interventions after this are subject to any funding through the proposed regeneration investment fund (AS 17)		

Medium Term 3-5 years	Work to bring St Laurence's Church into a beneficial use and secure improvements to its setting as an integral element in the street scene	Private business	Lancaster City Council. Regeneration and Planning Service	On application, grant assistance from the city council possibly available towards eligible building works through the THI 2. The possible availability of this is however time limited given the total grant fund is finite and the THI itself time limited.
Long Term 6-10 years	Pursue the feasibility of re-working the area to the front of St Laurence's Church including the small private off street car park as a public space	Private business	Lancaster City Council. Regeneration and Planning Service	

Action Set: AS8 The town centre

Location: Land west of Northumberland Street				
Timescale and actions				
Short term	Study investment and development potentials and options including to - <ul style="list-style-type: none"> Facilitate beneficial investment and development and including for the Winter Gardens and the Winter Gardens arcade. Strengthen the currently city council led entertainment offer as presently at the Platform Grow the visitor services presently provided from the Platform Make much more use of the Platform in the 	Lancaster City Council	Key Other contributors Private businesses and commercial operators; Development industry; Lancashire County Council	Financial implications To be determined.
				Risks/Contingency

	<p>daytime</p> <ul style="list-style-type: none"> • Rejuvenate Morecambe’s market offer and via new management approaches • Support the cinema offer and improve its presentation, quality and ambience • Refurbish and redevelop buildings and premises as appropriate to improve these as premises for trading • Provide for a stronger town centre offer complementary to the main draws of the Cinema and Festival Market likely focusing on growing food and drink offer in the vicinity and new retail uses in the vicinity and new retail • Improve public realm and pedestrian and arrangements for coach drop off and pick up. • Subject to the outcome of the study the council and its partners to consider the options. 				
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Action Set: AS9 Edge of centre retail park					
Location: Central Drive Retail Park					
Timescale					
Medium term		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
	Make better connections and improve conditions for pedestrians (and cyclists) including: to and from the seafront; across to the Festival Market; through to the Lancaster – Morecambe cycle path “Greenway”; through to West End Road; to / from the train station; and through the former Frontierland site as may be redeveloped. And see AS3	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.			
Long term	Improve the condition and appearance of buildings fronting to Marine Road West	Private owners and businesses	Lancaster City Council. In encouraging, advising on and where appropriate requiring improvements via the use of planning powers	Private businesses as these decide on or as required. Lancaster City Council - cost implications covered by existing budgetary provisions.	

Action Set: AS10 Traffic route signage to and from central Morecambe.

Location: Plan area		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
Timescale and actions					
Whole plan Period	Improve traffic signage on routes to and from the town and better direct traffic as appropriate	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes. Lancaster City Council		As an option to be met from the proposed regeneration investment fund (AS 17)	
Short Term	Make other changes to improve peoples' journey experiences to help better shape the town's identity and create a positive impression to those arriving.	Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.	Morecambe Town Council	As an option to be met from the proposed regeneration investment fund (AS 17)	

Action Set: AS11 Highway management, parking provision and its management					
Location: Plan area		Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
Timescale and actions					
Medium term	<p>Prepare and implement a joint plan for changes to traffic management and vehicle parking within the plan area and covering for both on and off street parking, public and private and loading / unloading, coach drop off (see AS13) and pick up and provision for taxis.</p> <p>The joint plan to be consistent with the plan framework and cover the location, management and pricing of parking both on and off street. The plan both to inform and be informed by the City Council's Parking Strategy and to be encouraging of longer duration visits.</p> <p>The Joint Plan to be concerned to improve traffic management through devising a programme of changes to traffic circulation. Aspects to include (as appropriate) –</p> <ul style="list-style-type: none"> • Revised traffic arrangements for example stopping up and changing the direction of traffic flow • Carriageway and pavement width adjustments • Adjustments to surfacing materials used • Adjustments to the siting of street furniture and signage • Facilitating lighting improvements • Shared surface treatments • New and revised pedestrian crossings 	<p>Lancaster City Council (Regeneration and Planning Service) in partnership with Lancashire County Council (Highway Authority) and that must authorize changes.</p>	<p>Morecambe Town Council</p>	<p>Changes to be funded through a combination of –</p> <ul style="list-style-type: none"> ▪ County council planned highways maintenance expenditures ▪ City council investment in parking as budgeted for ▪ As an option via the proposed regeneration investment fund 	

	<p>Implementation to take all reasonable opportunities as part of development and specific planned highway maintenance works to improve the functionality and amenity of highways for all users (including pedestrians and cyclists).</p> <p>The spatial parameters for this plan are that –</p> <ul style="list-style-type: none"> • The main routes into the town afford a hierarchy of parking choices with longer stay provision the first choice available with shorter stay choices the closer into the town centre where possible. • Highway and parking signage is well considered and clear as to the choices of parking available. • Much vehicle parking should be provided towards and at the edges of the town centre with less of the very heart of the town itself given over to parking. • The location, pricing and management of on street parking complement that provided off street and not attract people away from off street provision. • Parameters for management of parking into the future should include • To make parking facilities work as first-stop information points, helping to direct footfall to the town centre and other areas / destinations of interest • To provide for legitimate needs for short duration parking close to key service providers including the Post Office, banks and building societies • Consideration of the needs of appropriate residential parking. 	
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	<ul style="list-style-type: none"> To bring the provision of dedicated disabled bays within and around the town centre up to the national guideline standard (6% of capacity where appropriate). To re-work dedicated parking provision for taxi services but assure that this continues to give good service into the town centre <p>Target that change to net public parking provision within the plan area over the plan period to not make for more than a 10% loss in spaces</p> <p>Given the importance of parking revenues to the city council's income and thereby the direct correlation to council tax levels net consequential changes to parking income to be close to revenue neutral or better profiled by year.</p>				
Action Set: AS12 Bus services					
Location: Plan area					
Timescale and actions					
Whole Plan Period	Bus operators and the local councils to work together to extend and improve services including for bus and coach stops to better serve the centre and to improve access to information.	Stagecoach and / or other operator(s)	Key Other contributors Lancashire County Council; Lancaster City Council	Financial implications As determined.	Risks/Contingency

Action Set: AS13 Rail services				
Location: Plan area				
Timescale and actions				
Whole Plan Period	Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
The rail operator and the local councils to work together to bring forward a range of improvements to the station to improve the welcome experience and that at departure including real time service information, improved shelter, seating, directional signage into the town centre, CCTV and cycle facilities.	Northern Rail and / or successor rail operator(s)	SUSTRANS Lancashire County Council; Lancaster City Council	As determined.	

Action Set: AS14 Investor marketing strategy				
Location: Plan area				
Timescale and actions				
Short to medium term 1-5 years	Implementation Lead	Key Other contributors	Financial implications	Risks/Contingency
Implement a collaborative marketing initiative to actively seek new investment for central Morecambe and provide support to investors where appropriate.	Lancaster City Council	Lancashire County Council; Morecambe Town Council; Federation of Small Businesses; Local Business Chamber	To be determined.	

Action Set: AS15. Visitor marketing strategy					
Location: Plan area		Implementation Lead	Key Other contributors	Financial implications	Risks/ Contingency
Timescale and actions					
<p>Short to medium term 1-5 years</p> <p>Prepare and implement a Visitor Marketing Strategy to</p> <ul style="list-style-type: none"> Seek to increase day visitor numbers over a wider spread of times i.e. in term times and during the week when the town otherwise experiences lowered levels of demand and there is much capacity. Via plan implementation encourage day visitors to stay longer and do more i.e. for people to stay long enough to eat and into the evenings Into the longer term entice new staying visitors and as part of this convert more day visitors to staying visitors. 	Lancaster City Council	Bay Tourism; Local Chamber	To be determined.		

Action Set: AS16. Regeneration Delivery					
Location: Whole plan area					
Timescale and actions					
Whole plan period		Implementation Lead	Key Other contributors	Financial implications	Risks/ Contingency
	Ongoing commitment by the local community and businesses to supporting the town, trading and regeneration activity, including via getting involved in grassroots collaborative activity e.g Morecan Be Done, the Town Team and that led by the councils.	All	City and county councils, Morecambe Town Council	As determined.	
Whole plan period	<p>The City Council to establish a regeneration fund ring fenced for expenditures within central Morecambe to deliver to the action plan. The fund to be fed by:</p> <ul style="list-style-type: none"> • capital receipts after any land disposals by the city council • developer contributions towards community benefits • monies and / or contributions otherwise made by third party organisations and individuals • local authority funding (city and county council) 	Lancaster City Council	Private businesses Lancashire County Council Morecambe Town Council	Integral to the proposal.	Management of this to be as per council procedures with tolerances top officers subject to give flexibility subject to clear thresholds and exclusions.

