



Committee: CABINET

Date: TUESDAY, 6 DECEMBER 2022

Venue: LANCASTER TOWN HALL

Time: 6.00 P.M.

A G E N D A

1. **Apologies**

2. **Minutes**

To receive as a correct record the minutes of Cabinet held on Tuesday, 25 October 2022 (previously circulated).

3. **Items of Urgent Business Authorised by the Leader**

To consider any such items authorised by the Leader and to consider where in the agenda the item(s) are to be considered.

4. **Declarations of Interest**

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

5. **Public Speaking**

To consider any such requests received in accordance with the approved procedure.

Reports from Overview and Scrutiny

None

Reports

6. **Lancaster Moor Conservation Area** (Pages 4 - 117)
(Cabinet Member with Special Responsibility Councillor Dowding)
Report of Director for Economic Growth & Regeneration
7. **Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd Terms of Reference** (Pages 118 - 126)
(Cabinet Member with Special Responsibility Councillor Matthews)
Report of Head of Housing
8. **Business Plan in relation to Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd** (Pages 127 - 146)
(Cabinet Member with Special Responsibility Councillor Matthews)
Report of Head of Housing
9. **Delivering Our Priorities: Q2 2022/23** (Pages 147 - 166)
(Cabinet Member with Special Responsibility Councillor Whitehead)
Report of Chief Executive & Section 151 Officer (report published on 30.11.22)
10. **Localised Council Tax Support Scheme 2023/24** (Pages 167 - 177)
(Cabinet Member with Special Responsibility Councillor Whitehead)
Report of Interim Head of Shared Service (report published on 30.11.22)
11. **MTFS** (Pages 178 - 190)
(Cabinet Member with Special Responsibility Councillor Whitehead)
Report of Chief Finance Officer (Report published on 5 December 2022)
12. **Exclusion of the Press and Public**

This is to give further notice in accordance with Part 2, paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following item(s) in private.

Cabinet is recommended to pass the following recommendation in relation to the following item(s):-

“That, in accordance with Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following item(s) of business, on the grounds that they could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.”

Members are reminded that, whilst the following item(s) have been marked as exempt, it is for Cabinet itself to decide whether or not to consider each of them in private or in public. In making the decision, Members should consider the relevant paragraph of

Schedule 12A of the Local Government Act 1972, and also whether the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In considering their discretion Members should also be mindful of the advice of Council Officers.

13. **4.8 MW Solar South Lancaster** (Pages 191 - 196)

(Cabinet Member with Special Responsibility Councillor Hamilton-Cox)

Report of Chief Executive (Report published on 5 December 2022)

ADMINISTRATIVE ARRANGEMENTS

(i) Membership

Councillors Caroline Jackson (Chair), Kevin Frea (Vice-Chair), Dave Brookes, Gina Dowding, Tim Hamilton-Cox, Tricia Heath, Cary Matthews, Sandra Thornberry, Anne Whitehead and Jason Wood

(ii) Queries regarding this Agenda

Please contact Liz Bateson, Democratic Services - email ebateson@lancaster.gov.uk.

(iii) Changes to Membership, substitutions or apologies

Please contact Democratic Support, telephone 582170, or alternatively email democracy@lancaster.gov.uk.

MARK DAVIES,
CHIEF EXECUTIVE,
TOWN HALL,
DALTON SQUARE,
LANCASTER, LA1 1PJ

Published on MONDAY 28 NOVEMBER, 2022.

CABINET

**Lancaster Moor Conservation Area
6th December 2022**

**Report of Director for Economic Growth and
Regeneration**

PURPOSE OF REPORT			
To advise Cabinet of the proposals and the outcome of consultation and to seek Cabinet approval for the designation.			
Key Decision	<input type="checkbox"/>	Non-Key Decision	<input checked="" type="checkbox"/> Referral from Cabinet Member
Date of notice of forthcoming key decision	N/A		
This report is public.			

RECOMMENDATIONS OF Councillor Dowding

- (1) That Cabinet approves the rescinding of the previous Lancaster Moor Conservation Area designation and approves the making of a new designated Lancaster Moor Conservation Area.

1.0 Introduction

1.1 The concept of conservation areas was initiated in 1967 through the Civic Amenities Act, with the powers now consolidated in the Planning (Listed Buildings and Conservation Areas) Act 1990 (the “1990 Act”). The founding legislation was made largely in response to the uncontrolled demolition of large parts of the historic environment during the post-war period, particularly within cities, which was leading to the loss of historic character and townscape. It established the area-based protection of our historic environment that we recognise today.

1.2 The duties of local planning authorities imposed by sections 69(1) and (2) of the 1990 Act are as follows;

69.— Designation of conservation areas.

(1) Every local planning authority—

(a) shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and

(b) shall designate those areas as conservation areas.

(2) It shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly.

1.3 The 1967 legislation led to the designation of conservation areas in Lancaster and Morecambe and many other towns and villages in the district. The Council designated its first conservation area in Heysham in 1972, and there are now a total of 38 conservation areas in the district as a whole (excluding the national park).

2.0 Proposal Details

2.1 In January 2022 a conservation area was designated for Lancaster Moor, which is an area located on the eastern fringes of the city. This designation was carried out under urgent circumstances, the timing of the designation being influenced by proposals to demolish the former hospital block of Ridge Lea, which is a fine unlisted building associated with the Lancaster Moor Hospital and an important component within the local historic environment. It was considered that the loss of Ridge Lea would, therefore, have caused considerable harm to the architectural and historic character of the wider area. That concern justified designation as a matter of urgency of the conservation area at Lancaster Moor.

2.2 While the timing of the designation was influenced by the proposed demolition of Ridge Lea, the Council's reason for the proposed designation was that the character and appearance of the identified conservation area clearly merited conservation area status. The historic interest of the area's development and the architectural quality of buildings and landscapes was found to contribute significantly to its special interest and fully warrant preservation and enhancement.

2.3 Because the decision to designate the conservation area was made urgently, a Cabinet Report, a boundary map (Appendix 1) and a concise conservation area assessment were prepared that outlined the area's special interest. However, given the urgent circumstances at the time, there was insufficient time to carry out public consultation before deciding to designate the conservation area.

2.4 Since that time, the Council has undertaken a programme of public consultation during August and September 2022.

3.0 Legislative and Policy Context

3.1 The Council's duties imposed by sections 69(1) and (2) of the 1990 Act are set out above.

3.2 The adopted Strategic Policies and Land Allocations Development Plan Document includes Policy SP7 *'Maintaining Lancaster District's Unique*

Heritage. This sets out the Local Planning Authority's (LPA's) approach to protecting the historic environment. The policy also identifies "*significant buildings*" including some that are located within the Lancaster Moor Conservation Area.

- 3.3 The National Planning Policy Framework (2021) at paragraph 191 (and paragraph 024: Ref:ID18a-02420190723 of the National Planning Policy Guidance ("the NPPG"), states that, when considering the designation of conservation areas, LPAs should ensure that an area justifies such status because of its special architectural or historic interest. This is to ensure that the concept of conservation is not devalued through the designation of areas that lack special interest.
- 3.4 In addition the NPPG notes that undertaking a conservation area appraisal may help a local planning authority to make its judgment with regard to the merits of a proposed conservation area and refers the reader to Historic England's website for further advice on conservation area designation, appraisal and management (to which regard has been had in preparing this report).
- 3.5 The production of a conservation area appraisal, where time allows, is considered to be best practice within the guidance produced by Historic England in order to assess the quality and special interest of an area. This helps to ensure that the area in question is of sufficient quality to warrant designation.

4.0 Effect of Designation

- 4.1 The designation of a conservation area introduces a general control over the demolition of buildings and the felling/lopping of trees (it also means that certain permitted development rights that might ordinarily be exercised are restricted). Accordingly, the consequence of designation for landowners, occupiers, and developers of land is to place additional levels of control over the development of and activities on land within the conservation area. In particular, in determining applications for development, it is necessary for a local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area pursuant to Section 72 of the 1990 Act.
- 4.2 The adopted Development Management Development Plan Document includes Policy DM38 '*Development Affecting Conservation Areas*'. The policy seeks to ensure that the qualities and features of the conservation area are considered when determining planning applications to ensure development preserves or enhances its character and appearance, as required by the 1990 Act.

5.0 Details of Consultation

- 5.1 Consultation letters were sent to local residents, property owners and other interested parties (sample letter at Appendix 2). These letters included the conservation area boundary map.

- 5.2 Recipients were provided with a six-week period for responding to the consultation. During this period further information regarding the conservation area designation has also been available on the Council's website. This included a draft Conservation Area Appraisal (Appendix 3), which assesses the special interest of the area.
- 5.3 The consultation has sought public views on both the principle of the conservation area designation for Lancaster Moor, including the proposed boundary, and on the draft appraisal document. At the time of compiling this report, the Council had received 64 responses of support for the retention of a conservation area designation for Lancaster Moor, and 4 responses of objection. The Council also received one combined response from 6 residents seeking that the boundary be amended to exclude their back gardens.
- 5.4 The Council has considered all of the responses. It is concluded that none of the responses and issues raised within them outweighs the justification for conservation area designation for Lancaster Moor. However, as a result of the consultation the Council considers that a minor boundary change (as proposed by residents) is appropriate, on the basis that the properties in question form part of an infill of modern housing within the grounds of Standen Park.
- 5.5 The consultation responses and the Council's response to matters raised are included at Appendices 4 to 6.

6.0 Options and Options Analysis (including risk assessment)

	Option 1: That the conservation area designation is approved.	Option 2: That the conservation area designation is not approved
Advantages	The designation would be consistent with the LPA's statutory duties under Section 69 of the 1990 Act and would provide appropriate protection to an area of special architectural and historic interest.	None.
Disadvantages	None.	The special architectural and historic interest of the area would be at risk of not being preserved or enhanced.
Risks	None.	That as a consequence of non-designation, historic buildings, features and trees may be lost.

7.0 Officer Preferred Option (and comments)

7.1 The preferred option is Option 1.

8.0 Conclusion

8.1 In accordance with the LPA's statutory duties and national policy, and having considered the responses to the public consultation, the LPA concludes that a conservation area designation for Lancaster Moor is retained, but with minor modifications to the conservation area boundary.

8.2 As a consequence of these amendments, it is therefore recommended that the previous conservation area designation be rescinded and that a new conservation area designation be made under section 69 of the 1990 Act, based on the revised boundary map within Appendix 7.

RELATIONSHIP TO POLICY FRAMEWORK

Under Section 69 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the Council has a duty to consider which parts of their district comprise areas of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Consequently it shall designate those areas as conservation areas. The adopted Local Plan contains policies for the management of conservation areas in response to planning applications for the development of land and buildings.

CONCLUSION OF IMPACT ASSESSMENT

(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing)

There are no further implications.

LEGAL IMPLICATIONS

The duty to designate a conservation area derives from Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The legislative context is appropriately set out in this report. Conservation area designation means that controls are imposed on certain activities on land within the conservation area (e.g. demolition and the felling of trees). The Council is required to pay special attention to the desirability of preserving or enhancing the character or appearance of the area under Section 72 of the 1990 Act.

FINANCIAL IMPLICATIONS

The designation of a conservation area does not, by itself, have any direct financial implications for the Council. There are minor implications for resources in relation to planning applications for demolition, for tree works, and an increase in publicity where such applications arise. These issues are small and can be met from existing resources.

OTHER RESOURCE IMPLICATIONS

Human Resources:

None

Information Services:

None

Property:

None

Open Spaces:

None

SECTION 151 OFFICER'S COMMENTS

The Section 151 Officer has been consulted and had no further comments to add.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and had no further comments to add.

BACKGROUND PAPERS

Appendix 1:

Boundary Map of Lancaster Moor Conservation Area – January 2022.

Appendix 2:

Consultation letter and consultation information.

Appendix 3:

Lancaster Moor Conservation Area Appraisal.

Appendix 4:

Comments received from Seemore Properties and officer response.

Appendix 5:

Comments received from City Portfolio and officer response.

Appendix 6:

Other comments received and officer response.

Appendix 7:

Revised Boundary Map of Lancaster Moor Conservation Area – December 2022.

Appendix 8:

Revised Lancaster Moor Conservation Area Appraisal – December 2022.

Contact Officer: David James

Telephone: 01524 582535

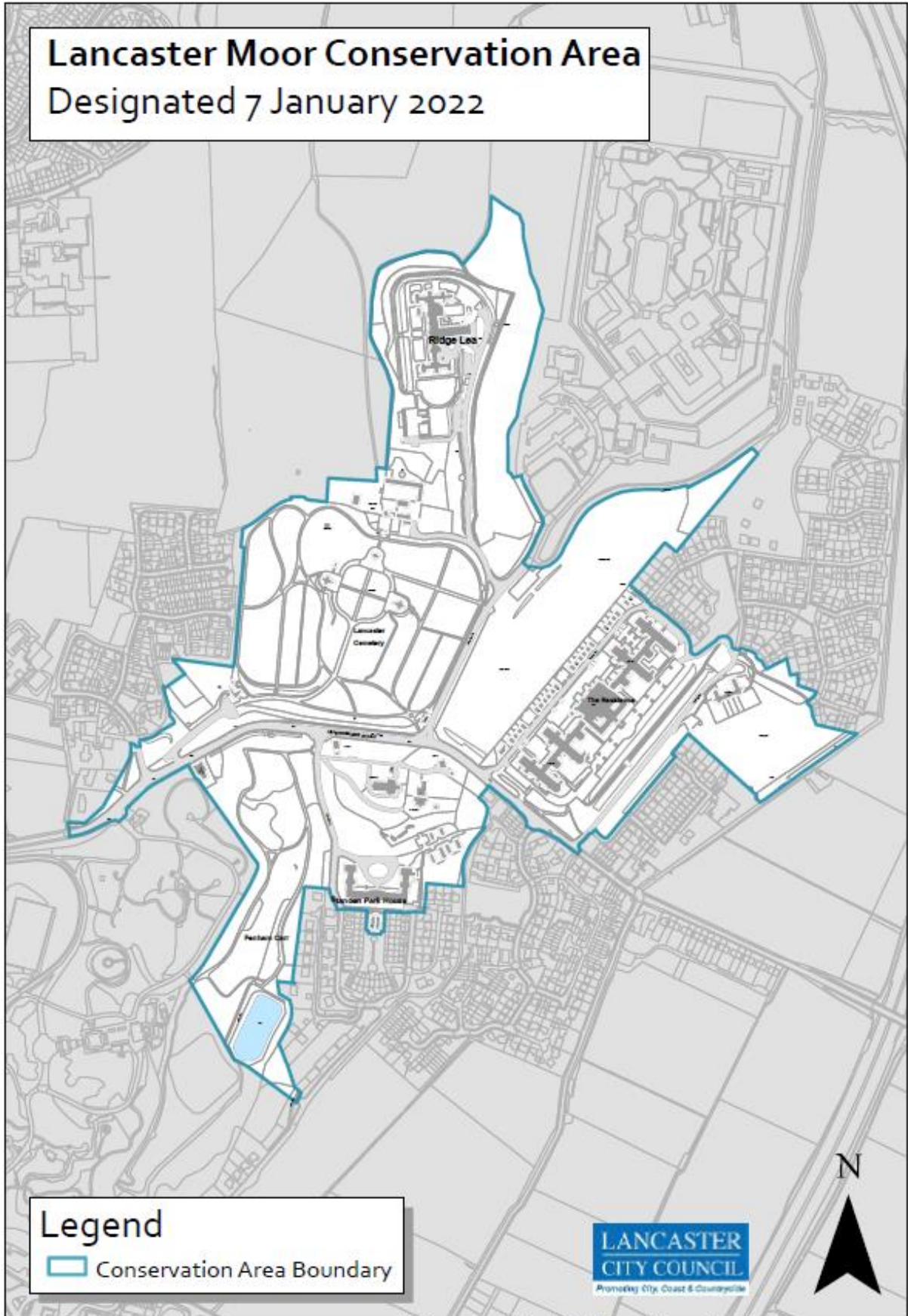
E-mail:

djames@lancaster.gov.uk

Ref: N/A

Lancaster Moor Conservation Area – Appendix 1

Boundary Map of Lancaster Moor Conservation Area – January 2022



**Lancaster Moor Conservation Area – Appendix 2:
Consultation letter and consultation information.**



Contact: David James
Telephone: 01524 582535
Email: planningpolicy@lancaster.gov.uk
Website: www.lancaster.gov.uk
Our Ref: DJ/JJS/GM/PP
Your Ref:



Planning and Place Service
Economic Growth and Regeneration
PO Box 4
Town Hall
Lancaster LA1 1QR

Date 10 August 2022

Dear

Lancaster Moor Conservation Area

You may recall that a conservation area was designated for the Lancaster Moor area on 7 January 2022. This was in recognition of the area's special architectural and historic interest, the character or appearance of which we considered was desirable to preserve or enhance. The conservation area boundary is shown on the map attached to this letter.

Due to the urgent circumstances which led to the designation, the Council was unable to carry out public consultation of local residents and other people who might be affected by it.

Public consultation

We now wish to obtain the views of those with an interest in the area on the designated conservation area status for Lancaster Moor. We would welcome comments from the local community and other interest groups on whether a conservation area designation should be retained (either as currently designated or in an amended form).

Once we have received responses to the consultation, we intend to report to a meeting of the Council's Cabinet. The City Council will consider all representations, including suggestions for alternative boundary proposals or for rescinding the designation.

What is the effect of conservation area designation

Conservation areas help to protect our historic environment and the sense of place which is valued by the local community. Designation provides protection to historic buildings and features in the area to prevent the character from being eroded through demolition and inappropriate development. Further information about conservation areas is attached to this letter.

Why is the Lancaster Moor area special?

We consider that the Lancaster Moor area has the following qualities:

- A cohesive area associated with Lancaster's 19th Century suburban expansion, developed for the provision of hospital buildings, cemeteries, and parkland.
- The historic importance of the former hospitals and the cemetery in representing the emergence of large-scale social provision within the city.

[Type here]

- The building of fine and distinctive hospitals at Standen Park (grade II listed), Lancaster Moor (grade II) and Ridge Lea (unlisted).
- A spaciouly planned environment, previously an area of moorland, that was designed to create an idealised, picturesque character.
- A green and leafy backdrop providing the setting for buildings, streets and spaces.
- Street tree planting and stone walls forming avenues that define principal routes through the area.
- The Lancaster Cemetery, a registered Park and Garden (grade II) designed by the prominent Lancaster architect Edward Paley, with three chapels, lodge and Crimea War Memorial all grade II listed within an informal parkland setting.
- The small farmstead of Stone Row, with a fine group of historic buildings dating from the 18th and 19th century within a wooded setting, with a distinctive cobbled approach.
- The area of Fenham Carr which consists of woodland with footpaths and now forms part of the public park.

We have prepared a conservation area appraisal to assess the character and appearance of the area that make it worthy of designation. The public consultation is for a period of **six weeks**.

Before commenting we recommend that you read all the consultation documents found on the council consultation page: <https://keepconnected.lancaster.gov.uk/lm>

Have your say

We want to hear the views of the local community and interest groups about the proposed conservation area designation. Comments can be provided as follows:

- online: <https://keepconnected.lancaster.gov.uk/lm>
- by email: conservationteam@lancaster.gov.uk
- by post to: Lancaster City Council, PO Box 4, Town Hall, Dalton Square, Lancaster, LA1 1QR

Please send your comments to us by **Monday 26 September 2022**

Yours faithfully,



David James
Principal Conservation Officer – Planning and Housing Strategy

ENC:

- 1. Conservation Area Map**
- 2. Conservation Area FAQ**

Conservation areas

What is a Conservation Area?

Conservation areas are legally defined as areas of 'special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. Local authorities have a duty under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to consider the designation of a conservation areas for places that have these qualities.

Conservation areas help to protect our historic environment and the sense of place which is important to the local community. The special interest of an area relates to those qualities that gives an area its distinctive character and appearance.

The designation of a conservation area can be based on qualities such as:

- the historic layout of streets, plots and boundaries
- the quality, character and "group interest" of its buildings and their materials
- boundary features and their materials
- the character of spaces that the buildings enclose, including historic paving
- the contribution of trees and green spaces.
- the views, vistas and 'townscape' character created by the buildings and spaces
- traditional uses and activities which characterise the area
- the activity and atmosphere which give an area its distinctive character

Designation provides protection to historic buildings and features to prevent the character from being eroded through demolition and inappropriate development. However, conservation area may need to evolve to meet the changing demands and pressures of daily life. Well-designed, sustainable new development that is sensitive to the local character can benefit the area and need not be detrimental. Our policies and guidance seek to manage change without undermining the conservation area's character.

Benefits of living in a Conservation Area

Does a conservation area mean that the area can never change?

The designation of a conservation area does not mean every building will be preserved and no changes allowed. Some change is inevitable and may be necessary for the day-to-day life and enhancement of an area. Designation helps ensure changes respect the area's character and appearance. The additional planning powers and policies within conservation areas aim to ensure new development is of good quality while giving protection to important historic buildings and features.

How does being in a conservation area affect demolition?

Applications for permission to totally or partially demolish any building within a conservation area must be made to us. Procedures are similar to listed building consent applications. Generally, buildings which make a positive contribution to the character or appearance of the conservation area should be retained.

What about minor developments?

Within Lancaster district, areas both within or outside a conservation area have "permitted development rights" unless they have been removed by an Article 4 Direction (see below). These rights permit development such as small extensions and alteration, to be carried out without planning permission. Where planning permission is required, new development and alterations to existing buildings need to be well designed and employ good quality materials so that they preserve or enhance the character or appearance of the area.

Can you still cut down trees in a conservation area?

Trees make an important contribution to the environment within conservation areas. Anyone proposing to cut down, top or lop a tree above a certain size in a conservation area, whether or not subject to a tree preservation order, has to give us notice. We can then consider the contribution the tree makes to the character of the area and may seek to protect important mature trees and groups of trees by making a tree preservation order.

What is an Article 4 Direction?

We can introduce more sensitive controls through an 'Article 4 Direction', to manage alterations to houses. Such Directions prevent the loss of important historic features and details which contribute to the area's character such as original roof slates, doors, windows, boundary walls and other architectural details. But reasonable alterations which are of good quality are permitted. Such controls currently exist in a number of our conservation areas. We have to have good reason to introduce an Article 4 Direction and must take account of public views before doing so.

**Lancaster Moor Conservation Area – Appendix 3:
Lancaster Moor Conservation Area Appraisal.**

Lancaster Moor Conservation Area Appraisal



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DRAFT CONSULTATION

1.0 INTRODUCTION AND SUMMARY OF SPECIAL INTEREST

1.1 In 1967 the Civic Amenities Act introduced Conservation Areas to the UK. The protection was later consolidated by the *Planning (Listed Buildings and Conservation Areas) Act 1990*. Conservation Areas are defined in the legislation as ‘areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance’ (s.69). Conservation areas are defined as ‘areas of special architectural or historic interest, the character or appearance of which is desirable to preserve and enhance’.

1.2 Lancaster City Council has 38 Conservation Areas, many of which have been designated for very different architectural and historic interests. For example, the city of Lancaster has an extraordinary collection of Georgian townhouses and shops, Victorian and Edwardian public buildings. Morecambe has the novelty of the seaside resort architectural style; an eclectic mix of revival and art deco styles. Many rural conservation areas within the district are characterised by their vernacular building construction.

Legislation

1.3 The 1967 Civic Amenities Act introduced Conservation Areas. The legislation has since been consolidated by the 1990 Planning (Listed Buildings and Conservation Areas) Act. This Act outlines that every local planning authority has a duty to determine whether parts of its area warrant designation as Conservation Areas.

The National Planning Policy Framework

1.4 The National Planning Policy Framework (NPPF) was adopted in 2012 and recently updated, which outlines the government’s aims for sustainable development. In paragraph 127, it is outlined that local planning authorities should ensure that an area justifies the status of special architectural or historic interest. In addition, Historic England (2011) has published guidance on the production of conservation area appraisals, both of which inform this document.

Local Planning Policies

1.5 Lancaster City Council developed a Development Management DPD which was adopted in 2020. The document provides a new planning framework for the area with a presumption in favour of sustainable development. The key policies which will inform this document include:

- DM37: Development Affecting Listed Buildings
- DM38: Development affecting Conservation Areas.
- DM39: The Setting of Designated Heritage Assets
- DM40: Registered Parks and Gardens
- DM41: Development Affecting Non-Designated Heritage or their Setting

Summary of special interest

1.6 The special interest that justifies the designation **Lancaster Moor Conservation Area** can be summarised as follows:

- A cohesive area associated with Lancaster's 19th Century suburban expansion, developed for the provision of hospital buildings, cemeteries, and parkland.
- The historic importance of the former hospitals and the cemetery in representing the emergence of large-scale social provision within the city.
- The building of fine and distinctive hospitals at Standen Park (grade II* listed), Lancaster Moor (grade II) and Ridge Lea (unlisted).
- A spaciouly planned environment, previously an area of moorland, that was designed in order to create an idealised picturesque character.
- A green and leafy character providing the setting for buildings, streets and spaces.
- Street tree planting and stone walls forming avenues that define principal routes through the area.
- The Lancaster Cemetery, a registered Park and Garden (grade II) designed by the prominent Lancaster architect Edward Paley, with three chapels, lodge and Crimea War Memorial, all grade II listed within an informal parkland setting.
- The small historic farmstead of Stone Row, with a fine group of historic buildings dating from the 18th and 19th century within a wooded setting, with a distinctive cobbled approach.
- The area of Fenham Carr which consists of woodland with footpaths and now forms part of the public park.

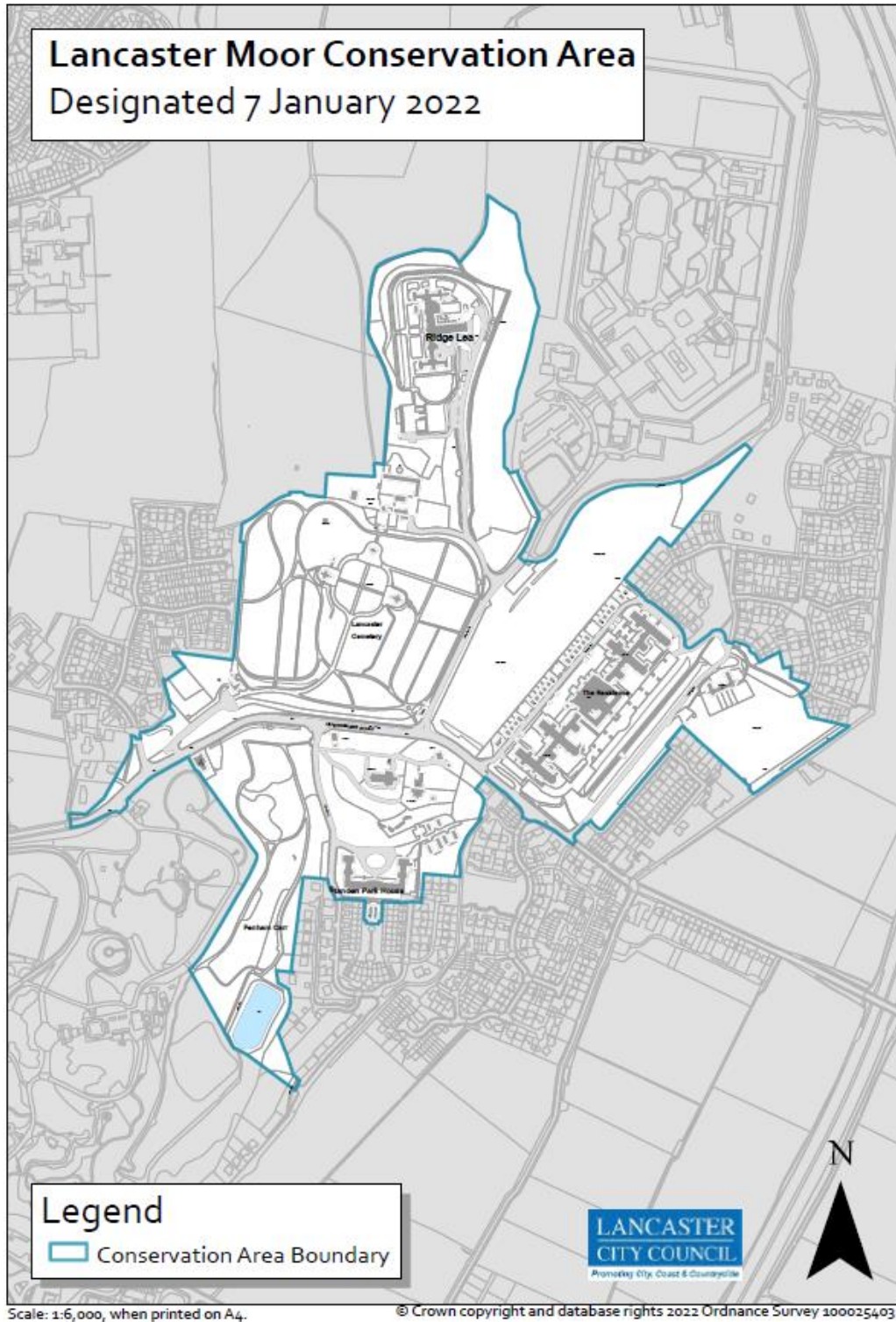
2.0 LOCATION AND SETTING

2.1 Lancaster Moor Conservation Area covers an area of Lancaster to the east of the city centre in an elevated location that, as the name suggests, was previously open moorland. The area is within a suburban location that is situated between 19C housing development to the east and west with open countryside nearby a little further to the east, through which the M6 motorway runs from north to south. Beyond that the land rises up toward the Forest of Bowland Area of Outstanding Natural Beauty. Quernmore Road is the principal road through the conservation area, bisecting the conservation area in two. A secondary route along Stone Row Head leading north towards Ridge Lea further bisects the area to the north.

Description and Boundary

2.2 The Lancaster Moor Hospital Conservation Area comprises the principal buildings and landscapes associated with the Lancaster Moor Hospital complex. The three largest surviving structures are Ridge Lea Hospital, The New Block (now known as The Residence), and the original County Asylum building (now known as Standen Park). There are several surviving ancillary structures which contribute to the understanding of the expansion and development of the complex while also contributing to the character and appearance of the conservation area as a whole. These include the Church of St. Michael's (originally St. Saviour's), 1 and 2 The Woodlands, and the asylum chapel which is immediately to the south of the main Standen Park building. To the north of Quernmore Road there is Campbell

House within the immediate curtilage of the New Block, and Stone Row Head, a farmstead to the immediate south of Ridge Lea Hospital. The conservation area also includes important greenspaces, such as Fenham Carr, an area of woodland associated with the Standen Park site and Lancaster Cemetery, first laid in 1855. The cemetery has clear ties to the Hospital complex but is also an exemplary piece of civic design.





The New Block seen through its wooded setting providing memorable townscape character

- 2.3 The boundary has, therefore, been defined to preserve the principal hospital buildings and the surrounding green areas and ancillary buildings which are crucial to understanding the area's development and its use as a mental health hospital. The boundary follows some of the buildings very tightly, particularly at the Standen Park and New Block sites where modern development has occurred within the curtilages of the buildings. Such modern development has, therefore, been excluded from the boundary where possible, although the location of some newer development, particularly to the west of the New Block, makes it impractical to exclude.

Topography and landscape setting

- 2.4 The conservation area is situated on former moorland to the east of Lancaster that forms the elevated backdrop for the city when viewed from the west. The land steeply rises from the north and west before reaching a north-south ridge which is inclined more gently to the east. The area is contiguous with Williamson Park, also a conservation area and Registered Park and Garden. The tree'd character of the Park forms a continuous wooded setting to the south-west, reinforced by roadside trees planted to create a formal avenue along Quernmore Road. More recent housing is found to the west, north-east, east and south of the area. The HMP Young Offenders facility is located just to the north of the conservation

area. However, the spacious leafy character and elevated location of the conservation area means the adjacent housing areas and prison do not impinge on the setting except in views from the east, where housing development is visible in the foreground of the New Block of Lancaster Moor Hospital, with its distinctive tower.

Archaeology

- 2.5 Bronze Age urns were discovered and reported in 1865 during 19th century development on the moorland area. This is described by J Harper Esq. when workers were uncovering a new seam of sandstone, likely for quarrying, discovered a stratum of 'dark vegetable soil' in which pairs of urns were placed two feet below the soil at yard intervals in a line running east-west. The quantity of urns was not described.

3.0 THE HISTORICAL DEVELOPMENT OF THE CONSERVATION AREA

Origins

- 3.1 The Conservation Area occupies a site which was originally moorland. As Lancaster's centre began to expand in the late-18th and early-19th centuries, the moorland area was quarried for stone which was used to construct housing and industrial buildings. The quarries remained until they were subsequently developed into the original Moor Hospital Complex in the early 19th century. The development of Asylum is shown on the maps below.

Lancaster County Asylum

- 3.2 In response to the 1808 *County Asylums Act*, the first hospital in Lancaster was built on the moorland site, designed by Thomas Standen and opened in 1816. As one of the first asylums built in response to this Act there was no established definition of asylum design. Consequently, the County Lunatic Asylum was built in the Neo-Classical style and appears as a wealthy residential dwelling. However, the hospital had been successful in housing patients and was extended in 1824. The Standen building was enlarged to the rear initially by Edmund Sharpe in 1824 and then added to as required until c.1850. The Asylum is now diminished in size through some demolition of later buildings. The original building is the most intact part of the hospital that survives, with some of the extension buildings retained as part of the modern redevelopment to the south. The 1816 block is Grade II* Listed.
- 3.3 In 1841 Dr Edward de Vitre and Dr Samuel Gaskell carried out the first review of the County Asylum and discovered that there was a diverse demographic of patients with a mixture of those with mental illnesses and others who were incarcerated due their personal circumstances or non-mental illness related reasons. Consequently, in 1866 Gaskell built a chapel to create a sense of community for the growing number of patients. This is the Grade II Listed St. Saviour's Church. Shortly after a catholic chapel was also built to the east, although this has since been demolished.
- 3.4 Despite extensions and the introduction of chapels, the main hospital was overrun with patients and, following on from de Vitre and Gaskells findings from the 1840s, land and funds were found to build a new hospital. This was endorsed by Queen Victoria and

consequently the Royal Albert Hospital was built in Lancaster’s urban centre and welcomed its first patients in 1870. Although this does not lie within the Conservation Area it is illustrative of the extent of the expansion of Lancaster Moor Hospital throughout the 19th and early 20th Centuries.

The development of the Lancaster Moor Hospital 1816 - 1916

1818



Greenwood – Map of Lancashire

1844



HM Ordnance Survey

1893



HM Ordnance Survey

1933



HM Ordnance Survey

Expansion

- 3.5 Despite the creation of the Royal Albert Hospital and redistribution of patients away from the Moor Hospital complex, the hospitals still became overcrowded, and the County Asylum expanded across the moorland site. In 1879 land was being cleared over the road from the County Lunatic Asylum on land called ‘Lancaster Moor’. This made way for an annexe or “New Block” (now known as “The Residence”) which was subsequently constructed in Gothic Revival style in 1882, with a pavilion planform flanked by corridors which housed the wards. This new annexe created space for a further 825 patients. Architecturally the annexe is a stark contrast to the country house style of the original 1816 building.



Landscaping became an important aspect of later Asylum design as here in the grounds of the New Block

- 3.6 Further subsidiary buildings were constructed to house and service an increasingly diverse patient population. By 1890 the total population of in-patients was 1,883 and further annexes and villas were constructed to manage this demand. This included Cassidy House (1907), Campbell House (1909), de Vitre House (date not known). The complex begins to mirror national trends in segregation by sex, class and race with the Ladies Villa (Ridge Lea Hospital) and Campbell House (also known as the Gentlemen’s Villa) being built due to the complaints of wealthy patients’ families who were upset that their family members were being housed with those of a lower class.



Ancillary housing buildings to the north of the New Block, now demolished for modern residential development (<https://www.bing.com/maps/>)

- 3.7 Ridge Lea (The Ladies Villa) and Campbell House (The Gentlemen’s Villa) both survive however many of the other subsidiary buildings to the north of the annexe have been demolished and replaced by modern residential development



Campbell House and cricket pitch looking towards the New Block

4.0 CHARACTER AND APPEARANCE OF THE CONSERVATION AREA

Townscape, views and vistas

- 4.1 Lancaster Moor Conservation Area comprises a distinctive historic area of Lancaster, which is now a mature, leafy suburb which spans across Quernmore Road (see Townscape map below). The conservation area is a designed environment that has developed over a century, resulting in the transformation of open moorland into a picturesque suburb. Within this landscape context is the core of the former Lancaster Moor Hospital complex which

compromises three principal buildings, namely Standen Park, The New Block, and Ridge Lea. Each building has its own, predominantly tree'd environment with generous green spaces and other surviving ancillary structures adding to the character of the area.

4.2 Quernmore Road is the main route east-west through the centre of the conservation area. This treelined road has a regular and spacious character and offers partial views of the New Block and Standen Park as well as the stone walls and deliberate planting. Stone Row Head proceeds north from a junction with Quernmore Road. It is an exceptionally straight and quiet route, with a stone wall emphasising its linearity. Though lacking tree planting, trees within the cemetery and alongside the football pitch frame long views along the street.

4.3 The Cemetery, Stone Row Head farmstead and Ridge Lea are located further away from the main Quernmore Road thoroughfare in more secluded locations, often adjacent to much denser areas of woodland which provide screening. The delightful approach to Stone Row, fringed by woodland and cemetery trees, is along a cobbled lane, an unusual and distinctive feature given the suburban location. The approach to Ridge Lea is similarly attractive through a woodland glade, though this is now becoming overgrown following the closure of the facility.

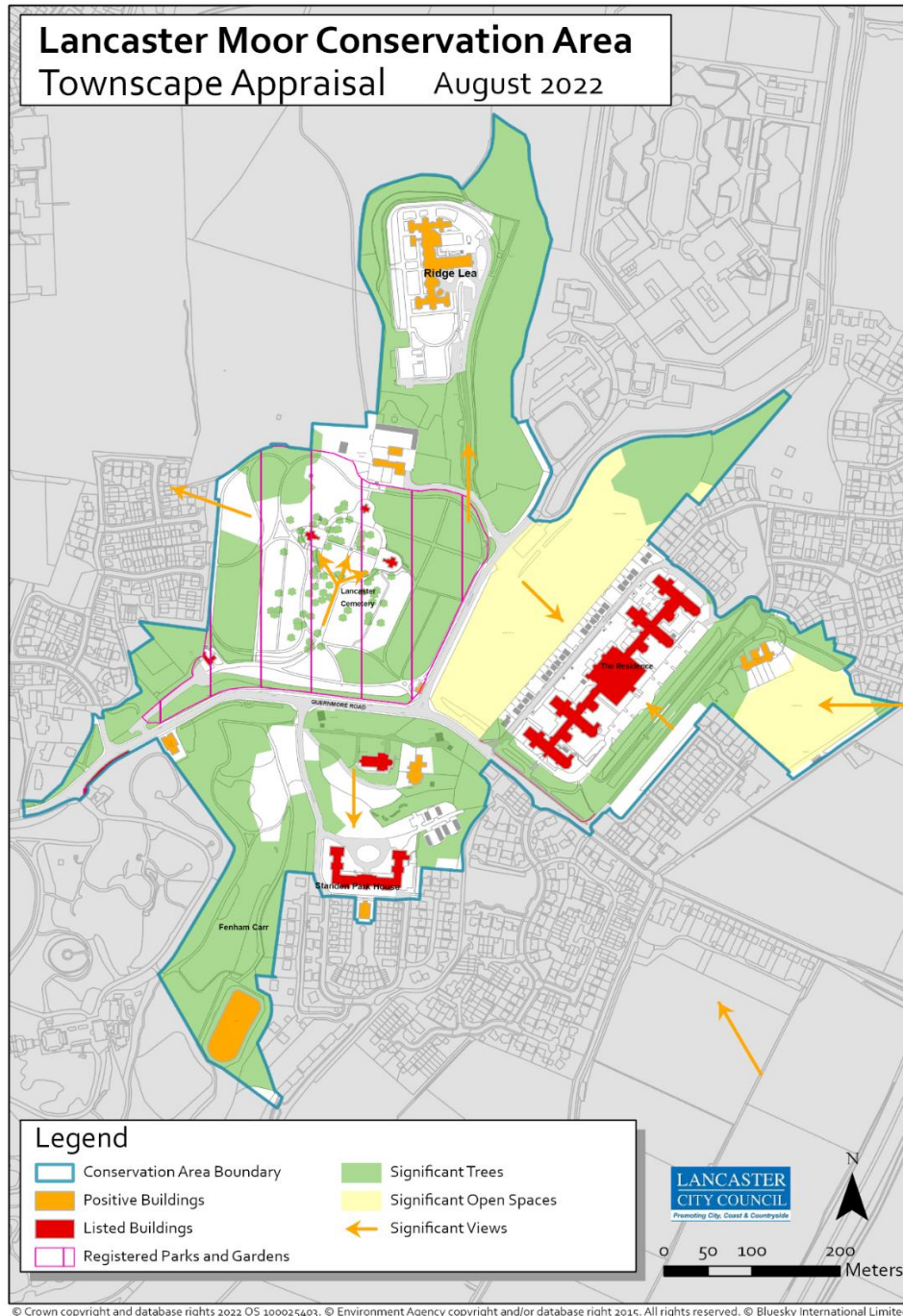


The distinctive cobble approach to Stone Row Head with cemetery trees to the right

4.4 The principal buildings are all developed on a grand scale. The woodland and trees mean that only tantalising glimpses of the buildings are possible from many vantage points in the conservation area. Longer views from outside the conservation area to the east reveal the tower of the New Block and the roofscape of Standen Park. The nearby Ashton Memorial was once described as “eyecatcher extraordinaire” by the architectural historian Nicholas Pevsner and a similar epithet could be given to the soaring New Block tower, which is a

memorable feature visible from the motorway and the approach from Quernmore Road. Ridge Lea, on the other hand, is hard to view from outside the conservation area, being entirely surrounded by woodland.

- 4.5 The elevated location of the conservation area mean there are memorable views towards the surrounding countryside, with the Forest of Bowland AONB to the east and Morecambe Bay and the Lake District to the north and west. Views from the Cemetery across Lancaster and towards the Bay are particularly noteworthy.



5.0 THE BUILDINGS OF THE CONSERVATION AREA

- 5.1 Administratively, the Hospital was historically one site with varying architectural styles which reflected the development of the complex over a 100-year period. Likewise, the changing use in building materials reflected changing architectural trends. The ample supply of local sandstone means that it is the most prevalent building material, used almost exclusively for walling of pre- 1916 buildings and for boundary walls. Standen Park uses locally quarried ashlar sandstone, the New Block using a much redder dressed sandstone with sandstone dressings, and Ridge Lea using pitched faced sandstone with dressed stone details and stone coping and kneelers.
- 5.2 The majority of buildings are slated with local Burlington blue/grey slate from Cumbria (though, the quarry was within Lancashire at the time and the slate then known as Lancashire blue/grey slate). More roughly dressed but still squared stones, and those of coursed or uncoursed rubble construction can all be found in the older buildings at Stone Row and within boundary walling. Timber windows, mainly sliding sash, are predominantly used along with timber doors and joinery.
- 5.3 **Standen Park** Hospital was built 1811-1816 to the designs of Thomas Standen. It is in the Neo-Classical style and typical of high-status Georgian buildings. The later, Victorian wings were also built in the same style. The building is grade II* listed and is a building of high significance. Constructed in stone with hipped slate roofs it has a typically formal character, featuring porticoed frontage with pediment, rusticated ashlar, with side wings of Palladian character. It is set within expansive grounds which include other historic buildings, some of which are listed. The latter includes **Saint Michaels** church to the north, the latter designed by Edward Paley and dating from c.1866.



Standen Park, 1816, grade II* – The earliest Lancaster Moor Asylum building designed as a country house in classical style

- 5.4 Lancaster Moor Hospital annex, or the **New Block**, on a separate site to the north of Quernmore Road and Standen Park, was completed in 1882 to designs of AW Kershaw. Listed at grade II, it is a building in Victorian Gothic Revival style albeit austere in character, with its remarkable soaring tower visible widely in the local area. With a linear planform with a series of distinctive wings accessed off a central spine, this striking building is also located in generous, leafy grounds and includes recreation fields to the north-west and a cricket pitch with a pavilion to the east. Its impressive stone entrance walls, railings, gate piers and iron gates are listed grade II in their own right.



The New Block set within landscaped grounds

- 5.5 Both Standen Park and Lancaster Moor Hospital have since been converted for residential accommodation and developed in their grounds for housing over the last few decades. This housing was largely to fund repairs to the Listed buildings, although significant areas of landscaping to the buildings frontages and principal elevations was preserved.
- 5.5 **Ridge Lea** is a building of similar form and Gothic architectural character to the New Block. It is located to the north of the two other hospital sites, again in generous grounds surrounded by woodland. It was constructed in 1916, and is unusual in its continued use of the Gothic Revival, which is very late for this architectural style. The building has a very distinctive character, employing Dutch gables and is well constructed with some fine stone detailing and architectural features beneath a slate roof. The building is in poor condition with some loss of lead flashing and stone details.



The distinctive Dutch gabled character of Ridge Lea

- 5.6 The three **cemetery chapels**, all designed by renown local architect Edward Paley in c 1855, are situated towards the centre and north of the site. The chapels (all listed grade II) are built of stone in Gothic Revival style, the Roman Catholic one being slightly simpler in design than the other two. The chapels lie on a platform at the highest point of the cemetery; to the north is the Roman Catholic chapel, the Nonconformist chapel lies to the east, and the Anglican chapel to the west. A small windowless stone shed beside the Anglican chapel was probably a hearse house.



The Roman Catholic Chapel at Lancaster Cemetery

- 5.7 To the north of the cemetery is a small farmstead known as **Stone Row**. This has historic buildings dating from the 18th and 19th century together with more modern 20th century buildings. It is understood that the farm was used by the hospital in the treatment of patients and later by the nearby prison. A distinctive cobbled road provides the approach to the farmstead.



Stone Row Head farmstead, pre-dating the Asylum but later incorporated

6.0 OPEN SPACES, PARKS, GARDENS AND TREES

- 6.1 Landscaping became a prominent aspect of asylum design and the creation of a natural setting was a deliberate and important aspect of the treatment for patients. The green spaces that surround the complex demonstrate important shifts in the treatment of mental health patients in the C19 when a more sympathetic and dignified approach was adopted and hospitals were provided with grounds reminiscent of country houses. Informal planting and a network of footpaths for patient's recreation were provided, the outdoors and fresh air being considered an important part of their treatment.

Standen Park

- 6.2 While Standen Park has a mature landscape setting, with a winding approach within woodland, the first edition OS map (see 1844 OS map edition above) suggests a more austere setting, with the hospital situated within the surrounding moorland and a small formal landscaped garden. However, as treatment evolved the surrounding area had been planted in a more informal, parkland style, with footpaths providing perambulation routes around an enlarged estate, as shown on the second edition OS map (see 1893 OS map edition above). This included Fenham Carr, which is an area of woodland to the west of

Standen Park and contiguous with Williamson Park, a Registered Park and Garden. This naturalised setting is an important component of the conservation area's leafy character as well as providing a positive setting for the grade II* listed building.

- 6.3 Within Fenham Carr there is a small reservoir with a tall stone wall with large gates at each end. One aspect of asylum design is that a water source had to be provided, especially given the elevated location remote from water courses. It is understood that this reservoir provided water for the County Asylum.

New Block

- 6.4 The leafy character of the conservation area continues around The New Block (now The Residence) which is screened from Quernmore Road by trees just inside of the listed walls and gates. The perimeter of the building was historically lined by trees with a small woodland to the north prior to the recent development on the north side. The remaining trees still contribute to the designed landscaped which forms the setting of the listed building and picturesque leafy character and appearance of the conservation area.

Ridge Lea

- 6.5 The site for Ridge Lea was formerly open moorland at the edge of Lancaster and to the north of the other hospital buildings. This new hospital annex was built on a terrace of land which sharply rises up on the moor side. Embankments were created to provide a level site and trees planted on the surrounding land, much of it now mature woodland. The approach to the site is through a delightful woodland glade.



The woodland approach to Ridge Lea

Football pitch

- 6.6 The green area between the New Block and Ridge Lea hospital is a historic open green space which has been preserved and is now used as a sports field. This provides uninterrupted views of the New Block. Following conversion and erection of houses in the grounds, a new wall to the “The Residence” was constructed to the west side. However, this rendered wall is prominent and intrusive and would benefit from remedial works, painting or landscaping.

Lancaster Cemetery

- 6.7 Lancaster Cemetery is a grade II Registered Park and Garden situated between Standen Park and Ridge Lea. It was established in 1855 and was designed by the prominent Lancaster architect Edward Paley. The wooded slopes associated with Lancaster Moor Hospital and Williamson Park form the setting towards the south. To the north, trees along the boundary with Stone Row and woodland beyond form an attractive backdrop to the cemetery chapels.



The attractively landscaped grounds of the Cemetery

- 6,8 The Cemetery includes three chapels of different denominations and formally laid out burial grounds in an elevated location with stunning views towards Morecambe Bay and the city centre. The site is laid formally at the heart of the site with a cruciform plan of paths forming vistas that are terminated by the three grade II listed chapels. The lodge adjacent to the cemetery entrance and the Crimea monument are also grade II listed.

- 6.9 The cemetery contains a mixture of evergreen trees including yews and other examples of beech, oak, and sweet chestnut. The 1877 maps shows that planting was concentrated on the perimeter, near to the chapels, and the junctions of paths. The cemetery is bounded by a substantial coped sandstone wall. It is a beautiful and picturesque environment with informal landscaping complementing the formal arrangement of the site.

Quernmore Road

- 6.10 Quernmore Road is the main route through the conservation area and is a significant contributor its special character and appearance, as experienced from the main road. The road is lined with stone walls and trees screening most of the important buildings. On the roadside of the pavements there are large trees forming an avenue which helps define the street itself.

7.0 CHARACTER AREAS AND SUMMARY OF CONDITIONS

- 7.1 Lancaster Moor Hospital conservation area has been designated to preserve and enhance the character and appearance of this Lancaster suburb, including the buildings and open spaces which formed part of the former hospital complex and contribute to its understanding. As the area has a cohesive character that developed in several phases over a 100-year period (with the exception of Stone Row Farm, which has a longer history), no separate character areas have been defined. Instead, the whole of the conservation area represents a singular, cohesive entity in terms of its visual, historical and functional character and appearance.

Positive Contributors

- 7.2 There are several key listed buildings and structures within Lancaster Moor conservation area, as well as a registered park and garden. In addition to these designated heritage assets, there are some non-designated heritage assets which add to the character of the conservation area and local identity of the district. Non-designated heritage assets that contribute to the significance of the conservation area are protected under the 1990 Planning (Listed Buildings and Conservation Areas) Act and the National Planning Policy Framework (NPPF). It is important to clearly identify these buildings as proposals for their demolition normally constitute substantial harm to the conservation area, which will require strong justification. There is a presumption in favour of the conservation of unlisted buildings that contribute to the character of the conservation area. There are many unlisted buildings which positively contribute to the architectural and historic character of Lancaster Moor's conservation area. Positive elements of the area have been included within the Townscape map of the conservation area above

Summary of Condition

- 7.3 Overall, the conservation area has been designated due to the retention of buildings which show the origins and expansion of Lancaster Moor Hospital including ancillary buildings which reflect national trends in changing mental health care provision. Standen Park and

New Block have been converted into residential dwellings and are therefore in very good condition.

- 7.4 The conservation area appraisal has identified that Ridge Lea has been vacant since it ceased to function as a hospital in the early 21st century and is in a deteriorative condition, with some loss of slates, lead flashing and stone details. At the time of writing the building has not been secured and is vulnerable to further damage through loss of roofing material and vandalism. However, the building is still capable of conversion to other uses. The residential conversions of the other Lancaster Moor buildings illustrate the potential.
- 7.5 Stone Row Head Farm is vacant and in a similarly poor condition. Elsewhere, some inappropriate Upvc windows and outbuildings have been identified on curtilage buildings, particularly on the Standen Park site.
- 7.6 Fenham Carr and the playing fields are presently in good condition, however, the modern housing development and boundary wall are a negative features of its setting.
- 7.7 The removal of trees on Quernmore Road also has a negative impact on the townscape character of this attractive avenue. The trees are planted close to the highway edge and the footpath is relatively narrow. Parking by visitors to Williamson Park and damage to trees by vehicles is an added problem. The condition of the footpath is also a concern expressed by local residents, in part caused by the planting of the trees in the footpath, parking on the pavement and the narrowness of the pavement.

APPENDIX 1 - HERITAGE ASSETS WITHIN THE CONSERVATION AREA

- ✓ BOUNDARY WALLS, RAILINGS, GATES AND GATE PIERS AT LANCASTER MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1391761
- ✓ MOOR HOSPITAL, NEW BLOCK
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1195079
- ✓ CRIMEA MONUMENT IN LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1298304
- ✓ LANCASTER CEMETERY LODGE
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1212683
- ✓ WATER CLOSET CUBICLE IMMEDIATELY SOUTH OF WEST PORCH OF CHURCH OF ST MICHAEL, MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1195077
- ✓ MOOR HOSPITAL, BLOCKS 40,41,42,44 AND 46
 - Heritage Category: Listed Building
 - Grade: II*
 - List Entry Number: 1289436
- ✓ WESTERN MORTUARY CHAPEL AT LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1298305
- ✓ CHURCH OF ST MICHAEL, MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1289454
- ✓ NORTHERN MORTUARY CHAPEL AT LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1212689
- ✓ BOUNDARY WALLS, RAILINGS, GATES AND GATE PIERS AT LANCASTER MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II

- List Entry Number: 1391761
- ✓ EASTERN MORTUARY CHAPEL AT LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1195078
- ✓ WATER CLOSET CUBICLE IMMEDIATELY NORTH OF APSE OF CHURCH OF ST MICHAEL, MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1289423
- ✓ LANCASTER CEMETERY
 - Heritage Category: Park and Garden
 - Grade: II
 - List Entry Number: 1001567
- ✓ RIDGE LEA
 - Heritage Category: Non-Designated Heritage Asset
 - Grade: Unlisted
- ✓ STONE ROW
 - Heritage Category: Non-Designated Heritage Asset
 - Grade: Unlisted

(Please note that the list of Non-Designated Heritage Assets is not definitive)

**Lancaster Moor Conservation Area – Appendix 4:
Comments received from Seemore Properties and officer
response.**

SEEMORE PROPERTIES COMMENTS ON THE CONSERVATION AREA DESIGNATION FOR LANCASTER MOOR

(SEEMORE PROPERTIES ARE THE OWNERS OF THE RIDGE LEA SITE)

Consultee Comment	Lancaster Conservation Team Response
<p>The company not been formally advised about the consultation on the merits of the ongoing designation of the Conservation Area and the existence of the Appraisal. This is a procedural and legal failing.</p>	<p>There is no legal requirement to carry out consultation for the designation of a conservation area under the 1990 Act. The Councils procedures allow for the decisions to be made.</p>
<p>The original and current basis of the designation of the Conservation Area is flawed and should be rescinded because there is insufficient special historic or architectural interest.</p>	<p>We disagree and have prepared a draft conservation area appraisal outlining the special architectural and historic interest of the area.</p>
<p>“4. Reference is made on the Council’s website to the “urgent circumstances which led to the designation, the council was unable to carry out public consultation of local residents and other people who might be affected by it.” The Emergency Report to Cabinet included:</p> <p>“While there is no statutory requirement of the public consultation under the 1990 Act, we would normally seek the views of the local community and other stakeholders affected by the proposed designation. The LPA’s Statement of Community Engagement (paragraph 6.34) also provides that:</p> <p>‘The Council currently consults with the local civic societies and preservation groups to undertake asset surveys of conservation areas, undertake heritage at risk audits and compile a list of locally important heritage assets in their areas.’</p>	<p>As set out in the Cabinet report dated 7 January 2022, the timing of the designation had been influenced by the proposed demolition of the former hospital at Ridge Lea. An application for demolition of the building had been submitted with an imminent determination date. Ridge Lea is an architecturally significant building that positively contributes to the character of the area, with its strong physical and historic associations with the other historic buildings of the Lancaster Moor Asylum. The loss of Ridge Lea would have caused considerable harm to the historic and physical character of the area and the loss of an important component of the city’s historical development.</p> <p>We understood that Star Planning were still retained as Seemore Properties’ agent, so we sent Star Planning details of the designation in January. Star Planning responded to this on 13 January.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>“Given the application to demolish the significant building at the former hospital at Ridge Lea (received just prior to the Christmas holidays – 13 December 2021), there is insufficient time for consultation and given the urgent need for the Conservation Area designation, the LPA proposes that decision be made without consultation.”</p> <p>5. This was an incorrect statement and a flawed approach because there was no imminent risk of demolition of Ridge Lea Hospital at that time.</p> <p>6. It is accepted that Seemore Properties did apply for Prior Approval to demolish the Ridge Lea Hospital buildings (the merits of which are discussed below) but this was refused by the Council on the basis of the need for more information concerning the presence of any European protected bats and the impact of the demolition works on protected trees. Even if a further Prior Approval application had been submitted, the time taken to obtain the requested information and the determination of a further application, consultation about the designation of the Conservation Area could readily have been undertaken.</p> <p>7. However, the key procedural issue remains that the Council has again failed to follow its own Statement of Community Engagement by not contacting other people, such as Seemore Properties, who might be affected by the designation of the Conservation Area.</p>	<p>Immediately prior to the current consultation we carried out a search of the Land Registry for the land at Ridge Lea. However, Seemore Properties’ interest in the land was not registered at the Land Registry.</p> <p>However, a consultation letter was sent to Star Planning on 10 August 2022 as the Council understood that it represented Seemore Properties who were the owners of Ridge Lea (even though this was not contained on the Land Registry title). Further correspondence from Star Planning during the current consultation indicate that Star Planning are still retained as Seemore Properties agent. The submission written on behalf of Seemore Properties in response to the current consultation dated 26 September has been emailed to us by Star Planning on the same day so we assume that Star Planning continue to act as Seemore Properties’ agent.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>It was by luck that Seemore Properties found out about the consultation during an on-site meeting with the Planning and Conservation Officers well after the consultation period had started. Accordingly, the failure to notify Seemore Properties has mean that the drafting of this representation had to be accomplished in a time period which was significantly less than the claimed 6 seek period stated on the website.</p>	
<p>The inadequacy of the justification to designate the Lancaster Moor Conservation Area is evident in the Emergency Report which included the original, rather than now updated, justification for designation. It stated at paragraph 3.3 that “An assessment of the proposed conservation area has been prepared and can be found in Annex 2. This helps to provide an assessment of the character of the area that warrants its designation.” This assessment is materially different to the Conservation Area Appraisal now being consulted upon.</p> <p>12. The assessment was just a series of descriptors about some of the buildings within the area and sought to create a cohesive whole by refencing “The designation of a conservation area would recognise the historic importance of the former hospitals and the cemetery to the history of social provision within the city and the realisation of idealised and picturesque environments. The designation of Williamson Park yet the lack of designation for the wider area is inconsistent as the latter has similar historic qualities and character.” However, the Conservation Area Appraisal has no refence to the</p>	<p>We do not agree that the conservation area assessment within the designation report and the conservation area appraisal are materially different. Both documents review the historical development of the area from moorland to asylum, outline the building character and the character of spaces and landscape setting within the conservation area.</p> <p>We consider that Lancaster Moor Conservation Area shares many of the qualities which contribute to the special interest of Williamson Park. We recommend the appraisal be amended in paragraph 2.4 to include reference to this as part of the justification for the designation, as follows (additional text underlined).</p> <p><i>“The area is contiguous with Williamson Park, also a conservation area and Registered Park and Garden <u>and an area of very similar character to much of the Lancaster Moor Conservation Area.</u>”</i></p>

Consultee Comment	Lancaster Conservation Team Response
<p>inconsistency point for Williamson Park raised in the original assessment.</p>	
<p>Appraisal states that the area is “A cohesive area associated with Lancaster’s 19th Century suburban expansion, developed for the provision of hospital buildings, cemeteries, and parkland.”</p> <p>It is not a cohesive area in the manner described. The original Asylum was an isolated building located away from the City of Lancaster rather than being part of a planned suburban expansion. The same applies to the erection of other related hospitals which were all set in their own grounds. There have been considerable changes to the original character and appearance (sic) of these sites and area as a whole which have reduced any cohesive value, including the demolition of hospital buildings over a prolonged period and their replacement by new homes.</p>	<p>We consider that the area has a highly cohesive character and appearance in terms of historic land-uses; the social provision of facilities for the benefit of the public; the common inter-related use of much of the area as part of the Asylum complex; the spacious layout of buildings, landscaped grounds, road and trees; the character of predominantly large buildings of polite architectural design in generous grounds; the consistent use of sandstone and local slate in building materials; and a wooded context with tree-line streets. We have amended the Summary of Special Interest and Section 4 Introduction to reflect this more clearly.</p> <p>The area was not planned at one time but designed incrementally over a period of many years. The changes to the area such as the loss of buildings and new homes has not adversely affected the areas within the conservation area. Most new homes have, in any case, been excluded from the designation where possible.</p>
<p>Appraisals states that “the historic importance of the former hospitals and the cemetery in representing the emergence of large-scale social provision within the city”.</p> <p>The erection of the hospitals and a cemetery are acknowledged but the historic interest has been diluted by the demolition of hospital buildings over a prolonged period and their replacement by new homes.</p>	<p>As above</p>

Consultee Comment	Lancaster Conservation Team Response
<p>Appraisals states that “The building of fine and distinctive hospitals at Standen Park (grade II* listed), Lancaster Moor (grade II) and Ridge Lea (unlisted). “</p> <p>As a statement of fact, Ridge Lea Hospital is not a fine and distinctive building. In any event, and as catalogued in the Appraisal, the hospital buildings have their own architectural style and settings and there is not a cohesive character and apperance (sic).</p>	<p>We consider Ridge Lea to be a highly distinctive building with a series of bays with Dutch gables, good quality stonework and dressed stone details. With regard to the cohesive character see above.</p>
<p>Appraisals states that “A spaciouly planned environment, previously an area of moorland, that was designed in order to create an idealised picturesque character.”</p> <p>There is some support for this attribute in there being a designed environment for each hospital but there was no overall master plan as such which is associated with planned estates. The designed environment was associated with the individual hospital buildings and the cemetery rather than the area being planned. The area evolved on an ad hoc basis in response to the need for additional capacity in the hospital and the establishment of the cemetery.</p>	<p>Each phase of the development was carefully designed. The planning of the area was not in one phase but incrementally over a period of years. A common character emerged from the mid 19C of buildings sets within a spacious tree’d character and this links the planning of each phase. Planning of an area does not necessarily require a masterplan and urban planning is invariably an incremental activity.</p> <p>To clarify this we suggest the following amendment to the Summary:</p> <p style="text-align: center;"><i>“A spacious environment, that was planned incrementally and developed in phases over a period of 100 years, from 1816-1916. Previously an area of moorland, its design created an idealised picturesque character, much influenced by evolving practices in patient treatment and Victorian suburban and landscaping design.”</i></p>
<p>The appraisals states that the area is “A green and leafy character providing the setting for buildings, streets and spaces.”</p>	<p>The green and leafy character is not unique to the area but is far more predominant than other areas of the city and particularly with regard to large areas of woodland which does not exist to the same extent elsewhere. Colour</p>

Consultee Comment	Lancaster Conservation Team Response
<p>This is acknowledged but does not amount to a special interest because this equally applies to other parts of Lancaster. The majority of the trees within the Conservation Area are already the subject of blanket Tree Preservation Orders which would retain this verdant character and appearance.</p>	<p>aerial photographs of the city reveal the exceptional amount of greenery from trees in the area compared to other parts of the city.</p> <p>The green and leafy character is one of a number of qualities which contribute the character and appearance of the area. The nature of conservation areas is that it is the combination of various qualities which gives them their special interest. While TPOs do protect trees they clearly do not protect historic buildings which may also contribute to the special interest of an area.</p>
<p>The appraisal says “The Lancaster Cemetery, a registered Park and Garden (grade II) designed by the prominent Lancaster architect Edward Paley, with three chapels, lodge and Crimea War Memorial, all grade II listed within an informal parkland setting.”</p> <p>This is a statement of fact. The cemetery is already recognised as a designated heritage asset and it already protected.</p>	<p>The statutory listing of heritage assets within the area is a measure of the areas architectural and historic interest. It is common for conservation areas to contain a number of listed heritage assets. Unlike individual heritage assets, conservation areas designation ensures that consideration is given to the entirety of qualities that contribute to an area’s character and appearance when there are development proposals. It provides a test for the quality of development affecting these qualities within s72 of the 1990 Act based on preserving or enhancing the character and appearance of the conservation area. This is a higher test than exists outside of conservation areas. It also gives enhanced protection to unlisted buildings and unprotected trees.</p>
<p>The appraisals states that “The small historic farmstead of Stone Row, with a fine group of historic buildings dating from the 18th and 19th century within a wooded setting, with a distinctive cobbled approach.”</p> <p>This is acknowledged but does not amount to a special architectural or historic interest to justify the designation of a Conservation Area. Indeed, it is an outlier in terms of the large-scale social provision referred to above.</p>	<p>This small former farmstead contributes to the overall character and appearance of the area and one of a number of qualities which, taken together, justify the conservation area designation. It is part of the historical development of the area, much of it pre-dating many of the 19C buildings. It was later acquired by the Asylum in 1908 and used as a facility for the production of food and the treatment of patients by the Asylum, becoming an integral part of the welfare provision. It is therefore an important element in the understanding of the asylum complex</p>

Consultee Comment	Lancaster Conservation Team Response
<p>The appraisal states that “The area of Fenham Carr which consists of woodland with footpaths and now forms part of the public park.”</p> <p>This is acknowledged but does not amount to a special architectural or historic interest to justify the designation of a Conservation Area.</p>	<p>This woodland forms part of the historic landscape of the First Moor Hospital Block (1816) and contributes to the overall character and appearance of the area and one of a number of qualities which, taken together, justify the conservation area designation. It is an important component in the green and leafy character of the area.</p>
<p>Further, the Appraisal is incomplete in a number of matters. For example, unlike other Appraisals, there is no consideration given the negative elements (or detractors) which would be expected to have been considered in any objective assessment process. The negative elements include Ridge Lea Hospital (which is claimed to be Positive Buildings) and, although mentioned, the impact of HM Lancaster Farms Prison and the modern housing development has significantly eroded the setting of the designated heritage assets.</p>	<p>We do not consider Ridge Lea, in terms of its intrinsic architectural character and setting, to be a detractor although its condition is of considerable concern. This condition does have a negative impact on the qualities of the area. However, this does not justify excluding it from the conservation area given there is potential to repair and re-use the building.</p> <p>The Summary of Condition section of the appraisal outlines negative contributors and this section can be re-titled and amended to discuss negative contributors in more detail. However, the existence of negative elements within a conservation area is very common and does not indicate that the designation should be rescinded.</p>
<p>The Appraisal also fails to recognise that Ridge Lea Hospital, including the complex of farm buildings, are allocated for housing development in the Local Plan. Further, there is agreement between Seemore Properties and the Council that the main access to the East Lancaster Urban Extension will be via Ridge Lea Hospital which will inevitably change the character and appearance of this part of the Conservation Area, including what is described as a Significant View. This is currently envisaged to comprise a 7.3 metre wide carriageway with footway and cycleway.</p>	<p>The appraisal is intended to assess the special architectural and historic interest of the conservation area. It does not seek to identify proposed development sites but would provide important information in the design of development proposals and their subsequent assessment through the planning application stage.</p> <p>Policy H3, allocating the Ridge Lea site, makes clear the need for a heritage-led approach to the re-development of the site.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>Accordingly, the Conservation Area’s designation should be rescinded because there is not the required special architectural or historic interest which justifies its continued designation. The attributes identified by in the Appraisal do not individually or collectively amount to especially great or important features of the area which have a cohesive quality. Further, the attributes are neither extraordinary nor unusual because they are evident elsewhere in Lancaster. Some of the attributes are already protected through there being designated heritage assets, blanket Tree Preservation Orders local landscape designations and, to some degree, ownership of open spaces by public bodies.</p>	<p>We strongly disagree and consider the area has a high degree of special interest, including 12 listed buildings and one Registered Historic Park and Garden all within a cohesive spacious and leafy environment. Other designations and public ownership are very common in conservation areas and do not preclude designation.</p>
<p>However, the Appraisal significantly underestimates the appearance (sic) and condition of the buildings which are now a significant detector from the Conservation Area. There is also a statement which is made that the buildings are only in a poor condition and are still capable of conversion to other uses. These statements are without reference to any assessment of the buildings’ actual condition nor providing any specific or cogent evidence to justify their re-use. The only reference being capable of re-use is to other hospital buildings which have been converted but these works were undertaken based upon their design, layout and viability circumstances which are not directly applicable to Ridge Lea Hospital.</p>	<p>The building was until recently occupied and based on a visual inspection and our experience it would be capable of conversion following repairs. We accept that the repairs might be extensive and may involve extensions and alterations. The viability of this is outside the scope of the appraisal and would be assessed at the application stage. Very many historic buildings, including several in much worse condition, have been repaired and brought back into use in the recent years. This has often occurred despite initial claims that the works are not viable.</p>
<p>Well before the purchase of the site by Seemore Properties, the hospital buildings had significantly deteriorated to such a condition that any special architectural interest had been substantially lost.</p>	<p>The special architectural interest of the building is clearly visible in the distinctive architectural character of the exterior and the high quality of masonry and dressed stonework. The building is a positive contributor to the special interest</p>

Consultee Comment	Lancaster Conservation Team Response
<p>Despite the security measures adopted by the NHS, the roofs of the buildings have been stripped of lead enabling water ingress which has resulted in concrete rot; the valuable stonework, slate and ridge tiles stolen again enabling ingress by water; the theft of chattels, fixtures and fittings of value; the destruction of virtually all the openings and the extensive internal vandalism. The buildings' condition is not just "poor", but they are in a state of disrepair (indeed described by the Council as being in a dangerous state in a letter dated 9 September 2022). Ridge Lea Hospital cannot reasonably be described as being "Positive Buildings" in respect of the special architectural or historic interest of the Conservation Area, it is to remain designated. Instead, the hospital site is a significant detractor from the character and appearance of the Conservation Area.</p>	<p>of the conservation area but its current condition has a negative impact on its character and appearance. This could be resolved repairing and finding a new use for the building.</p>
<p>The condition of the buildings, even before their purchase by Seemore Properties, is such that they are beyond economic repair to enable their re-use or conversion to residential purposes, even with a modest enabling development of new homes within the grounds. This original reference to the Conservation area giving "justified protection to Ridge Lea and help encourage its repair and conversion" is no longer a reality and is a clear indicator that the hospital buildings should be excluded from any designated Conservation Area.</p>	<p>The building is positive contributor to the special interest of the conservation area. The viability of this is outside the scope of the appraisal and would be assessed at the application stage. Very many historic buildings, including several in much worse condition, have been repaired and brought back into use in the recent years. The inclusion of the site within the conservation is in recognition of its architectural and historic interest. Designation encourages the sensitive repair, adaptation and re-use of historic buildings rather than their loss through demolition.</p>
<p>In simple terms, Ridge Lea Hospital does not justify being part of the Conservation Area. Unlike other hospital buildings in the area,</p>	<p>While a building may not meet the criteria for statutory listing it does not mean that the building is of no architectural or historic interest nor does not positively</p>

Consultee Comment	Lancaster Conservation Team Response
<p>the Council failed to get the building designated as a heritage asset. Historic England recognised that they did not have any special architectural or historic interest. However, the Council is still trying to say that this is the case through the pretext of originally designating the Conservation Area to include Ridge Lea Hospital. Ridge Lea Hospital should not be included in any retained designated Conservation Area because it not a positive feature, is not of the necessary special architectural or historic interest and its inclusion would devalue the heritage value of any Conservation Area.</p>	<p>contribute to a conservation area. There are very many unlisted historic buildings in conservation areas which are essential to their special interest.</p>

**Lancaster Moor Conservation Area – Appendix 5:
Comments received from City Portfolio and officer
response.**

CITY PORTFOLIO COMMENTS ON THE CONSERVATION AREA DESIGNATION FOR LANCASTER MOOR

(CITY PORTFOLIO ARE THE OWNERS OF STONE ROW FARM)

Consultee Comment	Lancaster Conservation Team Response
<p>NPPF paragraph 191 sets out a specific requirement for considering the designation of conservation areas:</p> <p><i>“When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.”</i></p> <p>It is important to note that Paragraph 191 states that the LPA should <i>“ensure that an area justifies such status ...”</i>. Therefore, national planning policy clearly anticipates that the LPA will have undertaken a proper appraisal of an area proposed for designation to ‘ensure’ that it holds the ‘special architectural or historic interest’ necessary to justify the proposed status. The designation of the Lancaster Moor Conservation Area did not benefit from a proper appraisal, supported by evidence to support the conclusion that the designation was valid. The designation therefore failed to meet the requirements of national planning policy in this respect.</p>	<p>While an appraisal was not produced at designation, because of the urgency of the situation, a conservation area assessment was prepared and the area carefully surveyed. Historic England’s guidance on the Conservation Area Appraisal, Designation and Management Historic England Advice Note 1 (2019, Second Edition) paragraph 16 supports this approach where rapid assessment and designation is necessary to avoid harm. See further details below.</p>
<p>The draft Heritage Strategy does not include a</p>	<p>The draft Heritage Strategy clearly describes the former Asylum buildings as an inter-related site. The Local Plan states that new conservation areas will be</p>

Consultee Comment	Lancaster Conservation Team Response
<p>recommendation to designate new conservation areas and does not identify Lancaster Moor as a potential conservation area associated to the above health care heritage.</p>	<p>designated where appropriate in accordance with our statutory duties. The fact that the area has not been identified for designation as a conservation area within the Strategy does not necessarily mean it is not suitable for designation.</p>
<p>In considering futures areas, the national Planning Practice Guide (PPG) reiterates the need for proper analysis:</p> <p><i>“What do local planning authorities need to consider before designating new conservation areas?”</i></p> <p><i>Local planning authorities need to ensure that the area has sufficient special architectural and historic interest to justify its designation as a conservation area. Undertaking a conservation area appraisal may help a local planning authority to make this judgement. Further advice on conservation area designation, appraisal and management can be found on Historic England’s website [Conservation Area Appraisal, Designation and Management, Historic England, 2019]” (Paragraph: 024 Reference ID: 18a-024 20190723)</i></p> <p>The original designation of the conservation area in January 2022 clearly did not benefit from the degree of analysis and understanding of special architectural or historic interest as required in national policy and guidance. The Council’s draft Heritage Strategy prioritised the need to prepare Appraisals for existing conservation areas (in 2018) and did not anticipate the need to designate further conservation areas, at that time twenty one of the designated conservation areas did not have a Conservation Area Appraisal and only one had a Management Plan.</p>	<p>We disagree with this unsubstantiated assertion. The character and history of the area was well-known, evidenced by the detailed assessment within the Local Plan and Heritage Impact Assessments. The conservation area assessment produced for the designation carefully summarised the special interest of the conservation area. The survey of the area was accurate and has resulted in only one minor change recommended for the conservation area boundary.</p> <p>That the Heritage Strategy did not anticipate the designation is irrelevant. It clearly outlined the inter-related architectural and historic interest of the heritage assets in the area and while it did not anticipate the need for a conservation area this does not mean the area did not warrant designation.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>A draft Conservation Area Appraisal was prepared in August 2022 and has been issued alongside the public consultation. The draft Appraisal indicates that the Historic England guidance on Conservation Area Appraisal, Designation and Management has informed the preparation of the document. However, at paragraph 1.4 the draft Appraisal refers to the 2011 edition of the guidance.</p> <p>That earlier edition of the guidance clearly pre-dated the NPPF, first published in 2012, and the Enterprise and Regulatory Reform Act (2013), which replaced the Conservation Area Consent regime. Importantly, in respect to Lancaster Moor, while the 2011 edition included advice regarding appraisal, the significance of conservation areas and community and owner consultation, the latest guidance, published in 2018, provides greater clarity and emphasis regarding a staged approach to designation and the importance of understanding the significance of the affected area before moving on with a potential designation.</p>	<p>The reference to the 2011 Historic England guidance is a typographical error because this standard paragraph was not fully updated. The most recent version of the guidance was used in the preparation of the appraisal.</p> <p>However, this representation states that the Historic England guidance was published in 2018. This is incorrect. The latest guidance, in fact, was published in February 2019 not 2018. We assume this is also a typographical error. The appraisal will be amended accordingly to show the correct date.</p>
<p>The Historic England guidance suggests that the designation of a new conservation area is exceptional in the national context:</p> <p><i>“5 While the number of wholly new conservation areas designated has now declined to just a handful each year, and is unlikely to rise significantly in the immediate future, the consideration of appraisal, designation, management and review of conservation areas is</i></p>	<p>The suggestion that designation of conservation areas is “exceptional” is misleading and is not stated within the Guidance. The word implies that conservation area designation is something that rarely occurs and only in very special circumstances. However, the Local Planning Authority has an ongoing statutory duty under s69 of the 1990 Act to consider the designation conservation areas, where there is special architectural and historic interest, the character or appearance of which warrants preservation or enhancement.</p>

Consultee Comment	Lancaster Conservation Team Response
<p><i>described from first principles in this advice to ensure that the full process is addressed.”</i></p>	<p>Designation is not, therefore, an exceptional activity or outcome and it is not uncommon for new conservation areas to be designated, although we would agree the number is likely to decline over time.</p>
<p>The Historic England guidance advocates a staged approach, based on an understanding of significance:</p> <p><i>“9 All designations and management of assets, whether large or small, within the historic environment is based on a staged approach, starting with understanding the significance of the affected assets, before moving on to understanding possible impacts on that significance, then seeking to avoid, minimise and mitigate those impacts and pursuing opportunities to better reveal or enhance significance, then ensuring any unavoidable harmful impacts are justifiable by public benefits that are necessary and otherwise undeliverable.”</i></p> <p>However, in this case, Lancaster Moor Conservation Area appears to have been designated because of a threat to one particular building (Ridge Lea) rather than a consideration of the wider ‘character and appearance’ of the area as a whole. The Appraisal has been written after the event of designation, rather than as a means of informing the designation process.</p> <p>Historic England advises that, ideally, appraisals are prepared prior to designation to inform the designation process.</p> <p>The Historic England guidance provides a range of advice for</p>	<p>It is important not to selectively quote the Historic England guidance as this gives an incomplete view on the process of designation. It is not the case that the preparation of a conservation area appraisal is a pre-requisite of designation as implied here. Although this is clearly desirable it is not a legal requirement under s69 of the 1990 Act. It also takes no account of more urgent situations where rapid designation may be justified, although this is clearly recognised later in the same guidance (our emphasis):</p> <p><i>“16 Having determined that an area may meet the definition in the Act, it is good practice to prepare a designation assessment to formally assess the special historic or architectural interest it may have and whether it is desirable to preserve or enhance its character or appearance. It is helpful to consider these as separate criteria (see paragraph 11 above). This often follows a similar format to a conservation area appraisal and, indeed where this leads to designation it will inform future decision-making. <u>Nevertheless, where a rapid designation is necessary to prevent harm and where proportionate consideration is given in decision-making, the special interest is relatively clear or the area has an easily defined boundary, it may be expedient to prepare a shorter report setting out how the area meets the statutory definition and how the appropriate boundary has been determined, thus ensuring the area’s designation is robust.”</u></i></p> <p>The above guidance for rapid designation was the approach taken in preparing our “Conservation Area Assessment” which we presented to Cabinet in January 2022.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>conducting appraisals, including the use of Historic Environment Records, characterisation studies, historic map regression, archive research and engagement with local community partners. Site survey is also vitally important, and Historic England recommend that assessors visit prospective conservation areas during different seasons, different times of day and in different weather conditions to properly understand the sense of place.</p>	<p>We agree that the timing of the designation was influenced by the threat to Ridge Lea. This fact was recognised in our designation report in January 2022. However, the historic interest of the wider area is well known. It was an area which had previously been identified as a candidate for conservation area designation within the Heritage and Design Team before the proposal to demolish Ridge Lea. Its potential is visible by a simple review of the historic maps for the area, a brief understanding of the area’s historic development and a review of historic assets in Historic England’s National Heritage List.</p> <p>Moreover, the area’s potential was recognised through previous work on the Local Plan 2020. It is recognised in the Local Plan Policy H3 and within the associated Heritage Impact Assessments, which form part of the Plan’s evidence base. The latter reviews the various assets at Lancaster Moor Hospital as a collective group of inter-related heritage assets in its consideration of the proposed allocation of the Ridge Lea site.</p>
<p>The ‘Summary of Special Interest’ reads as a ‘catch-all’ list rather than articulating the defining attributes that justify the designation for its ‘special architectural or historic interest’. It simply describes the elements of the conservation area rather than identifying their special interest with an evidence-based approach that would satisfy the statutory requirements of S.69 of the 1990 Act.</p> <p>The description of the boundary perhaps provides a more succinct description:</p>	<p>We disagree. The summary defines the special interest that justifies designation and which define the area’s character and appearance. It is presented as a list to make it easier for users of the document and to cover the main points in a concise way.</p> <p>We proposed that the boundary description referred to is integrated into to the draft appraisal summary of special interest, as follows</p> <p><i>“The Lancaster Moor Conservation Area comprises the buildings and landscapes predominantly associated with Lancaster’s 19th and 20th Century suburban</i></p>

Consultee Comment	Lancaster Conservation Team Response
<p>“The Lancaster Moor Hospital Conservation Area comprises the principal buildings and landscapes associated with the Lancaster Moor Hospital complex.”</p>	<p><i>expansion, developed for the provision of hospital buildings, cemeteries, and parkland.”</i></p> <p>Other minor changes to the wording of the summary have been added for further clarity.</p>
<p>Clearly, Stone Row Head falls entirely outside this physical and historical context.</p>	<p>Stone Row was an integral part of the Asylum complex, having been purchased by the Asylum in 1908 for use as the farm serving the hospital. It was used in the treatment of patients who worked at the farm. This context is widely available. It is contained with the Local Plan 2011-2031 Heritage Impact Assessment of the site dated February 2018 and available on the Council’s website (this document was sent to this objector’s planning agent in February 2022); it can found within the supporting text of Policy H3 of the Local Plan (July 2020) in paragraph 20.14; and supporting evidence can be found from routine research of historical and archival sources. We would specifically refer to the sources relating to Silverston et al (1948, p5) and Williamson (1999, p17) referred to in the References within the amended Appraisal (see Appendix 8 of this report).</p>
<p>Curiously, the description of the boundary refers to the conservation area as the ‘Lancaster Moor Hospital Conservation Area’, while the rest of the draft Appraisal simply refers to it as the ‘Lancaster Moor Conservation Area’. The description of the historic development of the conservation area (Section 3 of the draft Appraisal) briefly refers to the earlier moorland and quarrying on the eastern edge of Lancaster, prior to any hospital development. However, the focus is clearly on developments that took place after the Asylum Act of 1808 and the development of County Lunatic Asylum from 1816.</p>	<p>Lancaster Moor Hospital Conservation Area is a typographical error and the reference to the “hospital” will be removed.</p> <p>The special interest of the conservation area is largely, though not entirely, in its development in association with the Asylum complex. The earlier period before the Asylum is mentioned and shown in map regression. It has some influence over character and appearance of the area and remains integral to its special interest, albeit much of the area has been significantly modified. We have suggested further information relating to the earlier period below.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>In considering the 'Character and Appearance of the Conservation Area (Section 4), the draft Appraisal includes the following:</p> <p>"... Within this landscape context is the core of the former Lancaster Moor Hospital complex which comprises three principal buildings, namely Standen Park, the New Block, and Ridge Lea. Each building has its own, predominantly tree'd environment with generous green spaces and other surviving ancillary structures adding to the character of the area."</p> <p>The description of the 'character and appearance of the conservation area' also confirms that:</p> <p>"The principal buildings are all developed on a grand scale".</p> <p>The emphasis of the conservation area therefore seems to be related to the cluster of former mental health institutes. If the designation is to be confirmed following the public consultation a focus on those institutes may provide a more specific basis for considering a conservation area in this part of Lancaster.</p>	<p>The principal hospital buildings are first Moor Hospital Block (1816), the Moor Hospital New Block (1882) and Ridge Lea (1916). Stone Row was a pre-existing farmstead brought into the complex in 1908, and though not one of the principal buildings, it became integral to it. It is, therefore, important to the understanding of the development and function of the Asylum complex as a whole, as well as a characterful group of historic buildings in its own right.</p>
<p>However, returning to the 'Summary of Special Interest' of the draft Appraisal, several specific concerns are apparent:</p> <p>The conservation area is described as a 'cohesive area'. The basis for this description is unclear. The three principal buildings spanned a period of c.100 years, are located in their own grounds</p>	<p>Town planning is typically an incremental process yet can often result in cohesive character. We consider the area to have been developed in phases over a period of 100 years from 1815 to 1916, which each phase relating to the one before in terms of use, location, form and character. We acknowledge that this was not necessarily to a masterplan, although, in reality masterplans conceived at one time are rarely seen outside of New Towns.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>separately from one another and were conceived in different architectural styles.</p> <p>The Appraisal asserts that the area was developed for the provision of hospital buildings, cemeteries and parkland. Clearly, those facilities are located in the Lancaster Moor area, but other than the availability of a larger area of underdeveloped land beyond the main urban centre it is unknown whether a particular historic association resulted in the co-location of those facilities.</p> <p>The 'Summary of Special Interest' refers to "a spaciouly planned environment". Evidence for the hospital townscape to have been consciously 'planned', as opposed to simply co-located, should be provided as part of the process of 'appraising' the conservation area.</p>	<p>However, the historic association between the sites is very clear. The implication that the "co-location" of three large asylum buildings in such close proximity to one another is, in some way, merely co-incidental is not credible. It ignores the inter-related use and development of the sites, all of which functioned together as the "Lancaster County Lunatic Asylum", all as described in the appraisal.</p> <p>To clarify this, we suggest the following amendment to the Summary:</p> <p style="text-align: center;"><i>"A spacious environment, that was planned incrementally and developed in phases over a period of 100 years, from 1816-1916 for use by the Lancaster Asylum and Cemetery. Previously an area of moorland, its design created an idealised picturesque character, much influenced by evolving practices in patient treatment and Victorian suburban and landscaping design."</i></p> <p>We consider that the area has a highly cohesive character and appearance in terms of historic land-uses; the social provision of facilities for the benefit of the public; the common inter-related use of much of the area as part of the Asylum complex; the spacious layout of buildings, landscaped grounds, road and trees; the character of predominantly large buildings of polite architectural design in generous grounds; the consistent use of sandstone and local slate in building materials; and a wooded context with tree-line streets. We have amended the Summary of Special Interest and Section 4 Introduction to reflect this more clearly.</p> <p>The appraisal does not state that the architectural style is common to all buildings, though apart from the first Moor Hospital, most buildings are neo-Gothic. However, all the principal buildings share a clearly designed (as opposed</p>

Consultee Comment	Lancaster Conservation Team Response
	to vernacular) character, with warm sandstone masonry under Burlington slates roofs which is so common to the city and help give the area a cohesive character.
<p>The Appraisal advises that the area was previously an area of moorland, however the historic maps included in the Appraisal seem to illustrate a racecourse and areas of enclosed fields.</p>	<p>The area is predominantly unenclosed on both the 1818 Greenwood Map and the 1844 OS First Edition. The latter has clear cartographic symbols across the majority of the area, with the exception of the 1816 building, representing moorland. These cartographic symbols are also used to denote moorland (defined as “Bracken, heath or rough grassland”) on modern day OS maps. Only the Ridge Lea site is enclosed farmland on the 1844 map.</p> <p>“Racecourses” are commonly sited in such upland areas. A racecourse, therefore, does not imply that the area is not moorland nor does not retain the character of moorland. The 1844 OS map identifies the racecourse and a small grandstand located on “Lancaster Moor” but the cartographic symbols extend across the racecourse area. Notwithstanding this, only a small part of the former racecourse is located within the conservation area boundary anyway.</p> <p>It is proposed to clarify the above by inserting the following into paragraph 3.1</p> <p><i>“Stone Row, a small upland farmstead, was most likely the only building in the area during the 18th Century, though the earliest maps are not conclusive of this. A racecourse with a small grandstand was also located to the east of the site of the New Block (mostly outside the conservation area boundary) at the beginning of the 19th century, although the open moorland character was retained. Fields on the Ridge Lea site were enclosed by the middle of the 19th century.”</i></p>
<p>The Appraisal continues that the area “... was designed in order to create an idealised picturesque character”. It seems unlikely</p>	<p>It is important, when considering the special interest of the conservation area, not to overly focus on the design of individual buildings. The special interest</p>

Consultee Comment	Lancaster Conservation Team Response
<p>that such a design ethos was foremost in the minds of those commissioning and designing mental health facilities at that time. The Neo-classical motifs of the former Lunatic Asylum were more likely to engender a sense of power and status, while the vast Gothic New Block might well have been approached with a sense of foreboding. Elements of the original grounds would have provided quite functional spaces, such as the kitchen garden to the New Block, which has been developed for housing and a retail store.</p>	<p>relates to the combination of the elements that gives the area its character and appearance. This includes architecture but also many other qualities, such as townscape and spatial character, greenery and landscaping.</p> <p>The first Moor Asylum building (now known as Standen Park) was designed in the polite classical style to resemble a country house because hospitals were new building typologies with no blueprints for their architectural appearance. Polite architecture to represent ancient classical buildings is clearly of intentional idealised character, as is architecture that seeks to give the impression of a country house.</p> <p>Later, the appreciation of the importance of fresh air and exercise became important to treatment in the mid 19C onwards. Landscape design at this time was influenced by well-known landscape architects such as Capability Brown and Humphry Repton, often of imagined idealised natural landscapes. At the first Moor Hospital, informal landscape grounds were created with a parkland character from the open moorland, clearly visible on the 1893 OS map. The layout framed views of buildings and provided footpaths for patients.</p> <p>This picturesque parkland character remains in evidence and it became fused with spacious Victorian suburban design, common in many villa style developments of this period, characterised by generously proportioned streets lined with trees to form avenues and a more formal character of landscaping, in evidence on Quernmore Road, around the New Block and Cemetery. Ridge Lea, although not Victorian, continued this more formal design.</p> <p>These environments were designed and intentional in character and, again, are idealised in their conception. The landscapes were not necessarily designed at</p>

Consultee Comment	Lancaster Conservation Team Response
	<p>one time but emerged over time as medical practices and Victorian suburban and residential design evolved.</p>
<p>The Summary of Special Interest refers to Stone Row Head as follows: <i>“The small historic farmstead of Stone Row, with a fine group of historic buildings dating from the 18 and 18th century within a wooded setting, with a distinctive cobbled approach.”</i></p> <p>Describing the buildings as a <i>“fine group”</i> is a significant concern and is not considered as a fair representation of the site. A proportionate description of the historic development and adaptation of the Stone Row Head properties was provided in the Heritage Statement, submitted with the recent application for a residential development (Reference: 20/01334/FUL) and was available to the City Council prior to the conservation area designation.</p>	<p>Reference here to <i>“18th and 18th century”</i> is a typographical error within the representation response. The text of the summary within the appraisal correctly describes the historic buildings as 18th and 19th century.</p> <p>We agree that the word <i>“fine”</i> gives the impression of a designed and high-status group whereas the buildings are more humble and vernacular in character, with the exception of the farmhouse.</p> <p>We proposed that the words <i>“a fine group of historic buildings dating from the 18th and 19th century”</i> is replaced with the words: <i>“a characterful vernacular group of 18th and 19th Century farm buildings with a 19C farmhouse”</i></p>
<p>The above Heritage Statement provided summarised the historic development of the application site, with reference to a series of historic maps and described the process of adapting the buildings. The character and appearance of the buildings was described and illustrated with a series of photographs. The information provided in the Heritage Statement, which formed part of a validated planning application, is considered in further detail in Section 4, below.</p> <p>However, the only description of Stone Row Head included in the draft Appraisal, benefits from a single photograph and comprises:</p>	<p>The conservation area appraisal assesses the character and appearance of the area as a whole. The heritage significance of individual buildings is not intended to be assessed in great detail and this is clear in the Historic England guidance, which focuses on broad architectural, historical and group interest of buildings in the area.</p>

Consultee Comment	Lancaster Conservation Team Response
<p><i>“To the north of the cemetery is a small farmstead known as Stone Row. This has historic buildings dating from the 19th and 19th century together with more modern 20th century buildings. It is understood that the farm was used by the hospital in the treatment of patients and later by the nearby prison. A distinctive cobbled road provides the approach to the farmstead.”</i></p> <p>The above description is, at best, cursory, and provides no meaningful appraisal of the buildings at Stone Row Head or their contribution to the conservation area. A total lack of evidence is provided for the ‘understanding’ that the site was once used for treating patients from the hospitals, which should be substantiated in a more detailed appraisal of the conservation area.</p> <p>The ‘Townscape Appraisal’ map provided in the draft Appraisal (page 13) identifies Stone Row Head as a ‘positive contributor’ Further consideration of the Stone Row Head site is provided in Section 4, below.</p>	<p>Reference to “19th and 19th century” is a typographical error within the representation response. The section referred to within the appraisal correctly describes the historic buildings as “18th and 19th century”.</p> <p>The farm was purchased by the Asylum Board in 1908 and was one of three farms in the early 20C which supported Lancaster Moor Hospital and provided its patients with experience and an understanding of agricultural work. This context is widely available. It is contained with the Local Plan 2011-2031 Heritage Impact Assessment of the site dated February 2018 and available on the Council’s website (this document was sent to this objector’s planning agent in February 2022); it can found within the supporting text of Policy H3 of the Local Plan (July 2020) in paragraph 20.14; and supporting evidence can be found from routine research of historical and archival sources. We would specifically refer to the sources relating to Silverston et al (1948, p5) and Williamson (1999, p17) referred to in the References within the amended Appraisal (see Appendix 8 of this report).</p> <p>We agree that the appraisal text could say more about the character and history of the farmstead. We propose the following text to replace the existing:</p> <p><i>“To the north of the cemetery is a small farmstead known as Stone Row. This consists of a characterful group of historic buildings, consisting of 18C and 19C vernacular stone farm buildings and a 19C farmhouse together with more modern 20th century buildings of less historic interest. A distinctive cobbled road provides the approach to the farmstead. The farm was purchased by the Asylum Board in 1908 and was one of three farms in the early 20C which supported Lancaster Moor Hospital and provided its</i></p>

Consultee Comment	Lancaster Conservation Team Response
	<p><i>patients with experience and an understanding of agricultural work. It was later taken over and used by the nearby prison during the 1960s. During its evolution, the farm developed from a small stone group of historic buildings to a much larger complex after its acquisition by the Asylum.”</i></p> <p>The farm is assessed as a non-designated heritage asset and an integral historical and architectural component of the conservation area and the Asylum complex. It is important to the understanding of the history and development of the conservation area.</p>
<p>The ‘Summary of Significance’ provided in the draft Conservation Area Appraisal refers to Stone Row Head as a “... <i>fine group of historic buildings ...</i>”</p> <p>The ‘Townscape Appraisal Map’ included in the draft Appraisal (Page 13) identifies the buildings at Stone Row Head as ‘positive contributors’, with the exception of the ‘L’ shaped block that encloses the northern courtyard.</p> <p>Those references to Stone Row Head are clearly not consistent with the reality on site. Indeed, with reference to the Historic England guidance on Conservation Area Appraisal, Designation and Management (2018), Stone Row Head does not meet any of the criteria suggested for identifying positive contributors to conservation areas. A copy of the Historic England criteria is provided in Appendix 2 and their relevance to Stone Row Head is considered item by item at paragraph 4.25, below.</p>	<p>The Historic England Guidance used in our appraisal of the conservation area dates from 2019 not 2018, as stated in this representation. The guidance suggests that previous identification of heritage assets provide an indication of positive contribution (our emphasis):</p> <p><i>Whilst designated status (i.e. nationally listed) or <u>previous identification as non-designated heritage assets (such as through local listing) will provide an indication of buildings that are recognised as contributing to the area’s architectural and possibly historic interest</u>, it will be important also to identify those unlisted buildings that make an important contribution to the character of the conservation area. (paragraph 49)</i></p> <p>The assertion in this representation that the buildings do not positively contribute to the special interest of the conservation area conflicts with the same heritage consultant’s earlier conclusion within the Heritage Statement</p>

Consultee Comment	Lancaster Conservation Team Response
	<p>accompanying the recent planning application for the site (under reference 20/01334/FUL) which is that the barn buildings (but not the farmhouse)</p> <p><i>“have potential to be identified as non-designated heritage assets by the LPA as it determines the planning application.” (paragraph 4.51)</i></p> <p>The representation in response to this consultation would now seem to suggest that Stone Row has no heritage significance whatsoever, although the same buildings are under consideration.</p> <p>We disagree that Stone Row does not meet the criteria for positive contributors and have previously assessed the group of 18C and 19C buildings, including the attached farmhouse, to be non-designated heritage assets. This assessment has been forwarded to the site’s planning agent in September 2021. As such, the above guidance indicates that the building’s at Stone Row Farm are likely to be positive contributors to the conservation area, a fact confirmed by our assessment of the special interest of the area.</p>
<p>The draft Conservation Area Appraisal includes a series of historic maps and provides a summary of ‘The Historic Development of the Conservation Area’ (Section 3). That section of the Appraisal is perhaps notable for not referring to Stone Row Head, and instead is focused entirely on the development of the hospital buildings.</p> <p>The draft Appraisal includes an extract from Greenwood’s Map (surveyed in 1818) which identifies Stone Row Head. The Appraisal includes Ordnance Survey map extracts from 1844, 1893 and 1933. However, the changes that took place at Stone Row Head during that</p>	<p>We agree that section 3.1 should refer to Stone Row. We propose to insert the wording to included reference to Stone Row Farm, bearing in mind it is the only building in the area, as follows:</p> <p><i>Stone Row, a small upland farmstead, was most likely the only building in the area during the 18th Century, though the earliest maps are not conclusive of this.</i></p> <p>More information is proposed on the acquisition of the site by the Asylum in section 3 (after para 3.6) as follows:</p>

Consultee Comment	Lancaster Conservation Team Response
<p>period are not assessed. Furthermore, by ending the review of the historic development of the area during the inter-war period, the understanding of Stone Row Head is incomplete.</p>	<p><i>In 1908, the Asylum Board acquired Stone Row Head Farmstead with 92 acres of land. Patients assisted in the cultivation of crops and caring for livestock and enable the Asylum to become self-sufficient in food. New buildings to the north of the farmstead were added soon after this acquisition and further construction thereafter consolidated these additions. The complex we see today was largely completed by the inter-war period.</i></p> <p>The detailed historical assessment of the evolution of Stone Row is beyond the scope of a conservation area appraisal, which relates to the character and appearance of the wider area and the detailed consideration of individual buildings. However, more detail is proposed to be provided within the appraisal of the farmstead’s historical development within the section discussing the “Buildings of the Conservation Area”, (after para 5.6) as follows:</p> <p><i>To the north of the cemetery is a small farmstead known as Stone Row. This consists of a characterful group of historic buildings, consisting of 18C and 19C vernacular stone farm buildings and a 19C farmhouse together with more modern 20th century buildings of less historic interest. A distinctive cobbled road provides the approach to the farmstead. The farm was purchased by the Asylum Board in 1908 and was one of three farms in the early 20C which supported Lancaster Moor Hospital and provided its patients with an understanding of agricultural work. It was later taken over and used by the nearby prison from the 1960s. During its evolution, the farm developed from a small stone group of historic buildings to a much larger complex after its acquisition by the Asylum.</i></p>
<p>A series of historic map extracts is provided in Appendix 3. The 1844 map indicates that Stone Row Head comprised two principal linear ranges, with a southern range located between the alignment of the existing farmhouse and the boundary to the cemetery. That</p>	<p>This level analysis, while of interest, is beyond the scope of conservation area appraisal, which relates to the character and appearance of the wider area and more general architectural character, not to the detailed consideration of individual buildings. Nor is such detailed assessment of individual buildings</p>

Consultee Comment	Lancaster Conservation Team Response
<p>range of buildings, which may have comprised a short row of farm cottages, was demolished between 1956/57 and 1969/70.</p> <p>The Ordnance Survey maps of 1893 and 1956 indicate that the rear elevation of the farmhouse was extended slightly during that time and a porch, or other projection, was added to the western elevation. The rear elevation of the barn attached to the farmhouse was subject to change during that time. The footprint of the barn located to the north-east of the farmhouse also changed considerably during that period.</p> <p>The 'L' shaped building that encloses the northern and eastern sides of the northern courtyard were constructed between 1893 and 1913, while the western side of that courtyard was enclosed by a further building, between 1913-33, which was subsequently removed.</p>	<p>needed within the appraisal, other than assessing each against a checklist of qualities to identify positive contributors. This is clear within the Historic England Guidance.</p>
<p>The draft Conservation Area Appraisal makes several references to the “<i>distinctive</i>” cobbled driveway at Stone Row Head. However, no assessment is provided of the adaptation of the drive over time. For example, the 1844 and 1893 Ordnance Survey maps indicate the approach to Stone Row Head was altered to accommodate Lancaster Cemetery. Following the construction of the cemetery, the Ordnance Survey maps of 1893 and 1913 illustrate a square, inverted 'L' shaped building on the northern side of the drive, outside the main farmyard. At that time the access into the farmstead was through the eastern side of the enclosure around the farmyard. However, the above building had been removed by</p>	<p>Reference to the development and evolution of the cemetery and farm access has been added to Section 3 of the appraisal (after para 3.5), as follows:</p> <p><i>In 1855, the Lancaster Cemetery was laid out by Lancaster Burial Board, after closing the city's burial grounds. The chapels were designed by local architect Edward Paley and the grounds laid out by the registrar Henry Moore. The design resulted in the modification of the access to Stone Row, and it is likely that the cobbled approach to the farmstead to the east of the cemetery boundary was constructed at this time.</i></p>

Consultee Comment	Lancaster Conservation Team Response
1933 and by 1956 the western end of the drive, entering the farmyard, incorporated a wide, curved radius.	However, the detailed analysis of the evolution of individual buildings at the site, including those that have been demolished over time, is beyond the scope of a conservation area appraisal.
The footpath that runs alongside the cemetery boundary wall is surfaced in tarmac, in common with part of the western end of the drive to Stone Row Head. The exposed cobbled drive is constructed of regular stone setts, but the surface is very even, not suggesting the patina of age that might be associated with the approach to a farmstead.	The lack of patina, or evolved character and variety, relates to the construction of the access at one time when building the cemetery. The improvement was most likely part of the deal brokered with the farmer to acquire the cemetery site, the farm previously being approached by a track over open moorland. The cobbled track is of fine construction. We strongly disagree, if it is implied, that the track does not make a positive contribution to the character and appearance of the conservation area, quite the opposite. While it is not typical to have such an approach to a farm its character reflects the development of the wider area.
The cobbled drive is referred to in the 'Summary of Significance', even though the draft Appraisal provides no assessment of its origins or significance.	Reference to the development and evolution of the cemetery and farm access has been added to Section 3, as mentioned above.
<p>The draft Appraisal refers to the potential use of the buildings:</p> <p>"5.7 It is understood that the farm was used by the hospital in the treatment of patients and later by the nearby prison. ..."</p> <p>It is imperative that the City Council provides evidence for that 'understanding', however no evidence is provided in the draft Appraisal.</p>	<p>Stone Row Head Farm was purchased by the Asylum Board in 1908 and was one of three farms in the early 20C which supported Lancaster Moor Hospital and provided its patients with experience and an understanding of agricultural work. The farm was later acquired by the HM prison to teach young offenders about farming work.</p> <p>This context is widely available. It is contained within the Local Plan 2011-2031 Heritage Impact Assessment of the site dated February 2018 and available on the Council's website (this document was sent to this objector's planning agent in February 2022); it can be found within the supporting text of Policy H3 of the Local Plan (July 2020) in paragraph 20.14; and supporting evidence can be found from routine research of historical and archival sources. We would specifically refer to the sources relating to Silverston et al (1948, p5) and Williamson (1999,</p>

Consultee Comment	Lancaster Conservation Team Response
	<p>p17) referred to in the References within the amended Appraisal (see Appendix 8 of this report).</p> <p>The simple assessment of the buildings associated with the 20C re-development of the farmstead gives clear physical evidence of the major expansion of buildings and facilities. The character and appearance of these later buildings is strongly suggestive of the subsequent use of the site for institutional purposes and is clearly indicative that the site was not an ordinary farm during this period.</p> <p>Policy H3 of the Local Plan requires that development proposals for the Stone Row site should be led by an “informed understanding of the significance of the farm buildings.” However, the understanding of the site’s history and association with the Asylum is absent within the recent planning application’s Heritage Statement (under reference 20/01334/FUL) and also within these representations, despite this information being widely available in published sources and Council planning documents. We are concerned that this lack of basic understanding may have led to or encouraged this objection.</p>
<p>The draft Appraisal contains a single photograph of Stone Row Head, which does not accurately reflect its character and appearance, particularly in respect to the farmhouse. Photographs of Stone Row Head were provided in the Heritage Statement that was submitted with Planning Application 20/01334/FUL and further photographs have been provided in Appendix 4 of this Heritage Review.</p>	<p>There is a limit to the number of photographs that can be reasonably included within a conservation area appraisal to ensure the document is both comprehensive and concise. The conservation area covers a large area and it is not possible to incorporate many photos given Stone Row forms only part of the area. The photo is for illustrative purposes to show the character and appearance of the farmstead.</p>
<p>The adaptation of the farmhouse has had a considerable impact on the character and appearance of the building. The eastern part of the northern elevation has been rendered, while the western part of</p>	<p>We agree that some alterations have been carried out to the farmhouse but it retains its relatively simple polite 19C character typical of its period and is</p>

Consultee Comment	Lancaster Conservation Team Response
<p>that elevation is clad in stone and is clearly a later adaptation of the building. The western gable has been clad in a smooth render, presumably to cover previous adaptations, which have included the construction and subsequent removal of a porch/extension. The rear elevation has also been rendered to the western end of the building, which corresponds to an extension that is evident on the historic map regression.</p>	<p>important to the understanding of the farmstead group as a whole. A detailed assessment is beyond the scope of the conservation area appraisal.</p>
<p>In this context the farmhouse cannot be described as having ‘special interest’. However, this is not reflected in the draft Conservation Area Appraisal.</p> <p>The ‘L’ shaped building to the northern side of the farmstead, dating from 1893-1913, provides a sense of enclosure to the northern courtyard, but architecturally can be best described as ‘ordinary’, has been adapted over time and does not have ‘special interest’.</p>	<p>It is not necessary for the farmhouse or farmstead buildings to have “special interest”. Special interest for individual buildings is a criterion for statutory listing of buildings under section 1(i) of the 1990 Act but not for assessing buildings within conservation areas. It is a requirement, however, that the conservation area as a whole has special architectural and historic interest, under s69 of the 1990 Act. We consider that the farm buildings at Stone Row, both architecturally and historically, positively contribute to the special architectural and historic interest of the conservation area. We consider the farmhouse is important to the understanding of this group.</p> <p>Despite its association with the Asylum use, the L shaped building is not identified on the appraisal map as a positive building because of its more utilitarian architectural character.</p>
<p>The significance of the conservation area appears to be focused on the cluster of mental health buildings that were co-located at Lancaster Moor over a period of c.100 years. Indeed, paragraph 2.2 the draft Appraisal refers to the ‘Lancaster Moor <u>Hospital</u> Conservation Area’, which may provide a more accurate reflection of the conservation area.</p>	<p>The reference to “hospital” in paragraph 2.2 is proposed to be removed. The Asylum is clearly a key aspect of the conservation area but the cemetery is also vitally important to its character.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>Key hospital buildings were developed on a grand scale, although annexes associated with the new Block and the vast wards of the former Lunatic Asylum have been cleared and redeveloped with housing. Several buildings and spaces at Lancaster Moor, such as the New Block and cemetery, were clearly formally planned. However, the extent to which the area as a whole could be described as a 'planned environment' or a 'cohesive area', identified in the Summary of Special Interest, has not been justified in the draft Appraisal.</p>	<p>With regard to the planning of the area and its cohesive character, see comments above</p>
<p>In this context, the description of Stone Row Head as a 'fine group of historic buildings' is misleading. The draft Appraisal has not provided an adequate assessment of the buildings and spaces at Stone Row Head, it has not considered how the buildings have been adapted over time or fully articulated their current character and appearance.</p>	<p>We have proposed the re-wording of this sentence, replacing "fine group" with "characterful group" as outlined above. A detailed assessment of the buildings is beyond the scope of the Appraisal.</p>
<p>Two of the buildings at Stone Row Head have been identified as 'positive buildings' on the Townscape Appraisal Map. However, none of the buildings at Stone Row Head compare favourably with the checklist provided by Historic England for considering positive contributors in conservation area appraisals:</p>	<p>As already stated, this is not consistent with the heritage statement accompanying the planning application (under reference 20/01334/FUL) where the same consultant considers that the barn buildings would warrant consideration as potential non-designated heritage assets</p>

Consultee Comment	Lancaster Conservation Team Response
<ul style="list-style-type: none"> • There is no evidence to suggest that the buildings were designed by a particular architect or designer, the character and appearance of the buildings indicates that this would be highly unlikely. • The building does not form a landmark within the conservation area, indeed the opposite is the case as it is screened from the rest of the conservation area, other than a glimpsed view of the roof from the cemetery. • Stone Row Head does not reflect the age, style, materials or form of the other elements in the conservation area, particularly the mental health institutes. • It does not relate to adjacent designated heritage assets in respect to age, materials or historic significance. Even the later 'L' shaped building to the northern courtyard pre-dated Ridge Lea. • Stone Row Head does not contribute to the setting of the listed hospital buildings. It is partially visible from the cemetery but 	<p>In relation to each bullet point, we comment as follows:</p> <p>Except the farmhouse, the buildings are vernacular in character and we would not expect by their very nature, to have known architects for modest buildings of traditional construction. There are countless numbers of such historic buildings in conservation areas in the UK which still make a positive contribution to their character and appearance.</p> <p>Not every building in a conservation area can be a landmark nor does every building have to be visible to contribute to its architectural and historic character that helps to inform its understanding. The tree'd setting of the site is part of the site's character and appearance and positively contributes to the conservation area.</p> <p>There is no requirement that buildings within a conservation area should strictly be of the same architectural appearance or be of similar heritage significance. There are numerous conservation areas in every district where there is great variety within conservation areas. However, while the buildings at Stone Row are generally vernacular in character, they are constructed largely with local stone masonry under slate roofs and are located within a tree'd context, all of which relate well to other buildings in the conservation area. Moreover, the association between the farmstead and Asylum is historically significant.</p> <p>We consider that the views of the farmstead from the cemetery and the access approach, together with the tree'd setting of the farmstead, positively contribute to the setting of the Registered Cemetery and the character and</p>

Consultee Comment	Lancaster Conservation Team Response
<p>pre- dated the cemetery and makes a neutral contribution to its significance.</p> <ul style="list-style-type: none"> • It does not contribute to the quality of recognisable spaces within building complexes. • Stone Row Head is adjacent to the formal landscape of the cemetery and is separated from the cemetery by the stone boundary wall but it pre-dated the cemetery and is not associated with its formal landscape. • It does not illustrate the development of cluster of mental health institutes that were co-located on the edge of Lancaster. • Stone Row Head does not have significant historic associations with features such as the road pattern, burgrave plots or landscape features. • There are no known historic associations with people or events that would elevate the potential significance of Stone Row Head. 	<p>appearance of the conservation area. Less visible sites can still contribute to the understanding of an area.</p> <p>The historic buildings at Stone Row are of traditional construction and their roofs and part of their masonry walls are visible from and positively contribute to the setting of the Cemetery. It is also recognisable as a historic farmstead and has a positive character and appearance of its own.</p> <p>Lack of direct association with a designed landscape is common to countless numbers of historic buildings within conservation areas. Nevertheless, there is an indirect association between the farm and the designed landscape of the cemetery in terms of historic development and setting.</p> <p>It does help to inform the understanding of the historic development of the area, including the construction of the cemetery and, later, its use in association with the Asylum complex, forming part of the phased development of the area. The farm does have significant association with the development of the Cemetery, a Registered Park and Garden and the road pattern to the east of the cemetery was developed specifically to accommodate its new access. The farm's land was most likely used in the development of the latter, its access altered and paved and a high wall and landscaping provided.</p> <p>The farm has a well-known and strong association with the Asylum. The farm was purchased by the Asylum Board in 1908 and was one of three farms in the early 20C which supported Lancaster Moor Hospital and provided its patients with experience and an understanding of agricultural work. The farm was later</p>

Consultee Comment	Lancaster Conservation Team Response
<ul style="list-style-type: none"> Stone Row Head does comprise a functional group of buildings. However, there is no evidence to suggest that the group of buildings developed in association with the mental health institutes, and it does not reflect their character or function. The former use of Stone Row Head does not contribute to the character or appearance of the conservation area. There is no evidence to confirm that it was used in association with the nearby hospitals and there is no evidence to confirm that its design was adapted for that purpose. <p>The City Council has not provided evidence to substantiate it's understanding that the farmstead was used in the treatment of hospital patients.</p> <p>In light of the above assessment, Stone Row Head is not considered to hold special interest or contribute to the special interest of the recently designated conservation area.</p>	<p>acquired by the HM prison to teach young offenders about farming work. The 20C development of the site occurred soon after the site's acquisition by the hospital, which can be seen on the historic mapping and is clearly suggested in the institutional character of later buildings (which are not considered, otherwise, of architectural interest).</p> <p>This context is widely available. It is contained with the Local Plan 2011-2031 Heritage Impact Assessment of the site dated February 2018 and available on the Council's website (this document was sent to this objector's planning agent in February 2022); it can found within the supporting text of Policy H3 of the Local Plan (July 2020) in paragraph 20.14; and supporting evidence can be found from routine research of historical and archival sources. We would specifically refer to the sources relating to Silverston et al (1948, p5) and Williamson (1999, p17) referred to in the References within the amended Appraisal (see Appendix 8 of this report).</p> <p>It is not necessary for Stone Row to have special interest under s69 of the 1990 Act, only that the conservation area as a whole should have special interest. We consider that, both architecturally and historically, Stone Row contributes to the special interest of the conservation area for the reasons stated above.</p>
<p>The designation of the Lancaster Moor Conservation Area appears to have been devised as a means of intervening in the redevelopment of the Ridge Lea site. Whilst the special interest of the area described in the draft Appraisal seems to be overstated, the inclusion of Stone Row Head, and for that matter also the cemetery and Fenham Carr Wood, does not contribute to the</p>	<p>The timing of the designation was influenced by re-development of Ridge Lea but the wider area clearly justifies conservation area designation. Stone Row is clearly associated with the development of the area, before and after the cemetery and the Asylum. Fenham Carr Wood is clearly visible on the historic mapping as part of the first Moor Hospital site and was landscaped with trees and footpaths for use by patients.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>significance identified in respect to the cluster of hospital complexes.</p> <p>In this context the boundary of the conservation area becomes a 'convenience', for capturing adjacent land and property that does not contribute to the core value of the designation. Thus, justifying the concern identified in NPPF paragraph 191, that "... local planning authorities should ensure that the concept of conservation is not devalued through the designation of areas that lack special interest."</p>	<p>The inclusion of the farmstead within the conservation area is fully justified and its inclusion enhances the conservation area and the understanding of its historic development.</p>
<p>The removal of Stone Row Head, and potentially the cemetery and Fenham Carr Wood, would not compromise the proposed boundary associated with the mental health complexes. Indeed, correspondence released as part of the Judicial Review process suggests that the Council may have anticipated revisiting the boundary after the original designation.</p>	<p>Any change to the boundary is a necessary part of the consultation process for the conservation area appraisal. The boundary was carefully surveyed and the Heritage and Design Team were confident that it included all the key sites that gave the area special interest. Indeed, there is only one minor change to the boundary recommended in this report land on the boundary with Fenham Carr.</p>
<p>In respect to Fenham Carr Wood and the tree cover adjoining Stone Row Head, the Historic England guidance on Conservation Area Appraisal, Designation and Management (2018) advises:</p> <p><i>"73 Conservation area designation is not generally an appropriate means of protecting the wider landscape (agricultural use of land falls outside the planning framework and is not affected by designation as a conservation area) but it can protect open areas particularly where the character and appearance concerns historic fabric, to which the principal proception offered by conservation area designation relates."</i></p>	<p>Fenham Carr is an intrinsic part of the landscaped grounds of the first Moor Hospital. This is very clear on the historic maps of the area.</p> <p>Some of the woodland at Stone Row Farm was planted but some is self-set. These landscapes are now maturing and are integral to the setting of the conservation area and the buildings and sites within it. The conservation area designation does not seek to protect wider landscape and the areas concerned are, in any case, closely related to heritage assets. The inclusion of these woodland areas seeks to protect the contribution they make to the special interest of the conservation area and the setting of heritage assets within it.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>The woodland at Fenham Carr and adjoining Stone Row Head does not relate to the principal consideration of the cluster of mental health institutes.</p>	
<p>The draft Appraisal entirely fails to justify and explain why Stone Row Head should be part of the conservation area. There is no evidence for the historic association implied in the draft Appraisal in respect to the connection with the wider hospital uses, or any evidence to confirm that the character of Stone Row Head evolved because of its location adjacent to the cluster of mental health institutes. Stone Row Head are much altered over time, fail to satisfy the tests of 'special interest' themselves and have no relationship with the rest of the conservation area. Consequently, Stone Row Head fails to meet the statutory test or comply with the associated policy and guidance for inclusion within the conservation area.</p>	<p>We strongly disagree. See above.</p> <p>While this representation has clarified areas where the appraisal could be strengthened it has not provided any evidence to justify that the designation should be cancelled, or that the boundary altered to exclude Stone Row Head Farm.</p>

**Lancaster Moor Conservation Area – Appendix 6:
Other comments received and officer response.**

OTHER COMMENTS ON THE CONSERVATION AREA DESIGNATION FOR LANCASTER MOOR

Consultee Comment	Lancaster Conservation Team Response
<p>Q5 Do you agree that a conservation area designation for Lancaster Moor area should be retained (either as currently designated or in an amended form)?</p>	
64 respondent support retention, 4 objections	Noted.
<p>Q6 If you think the current Lancaster Moor Conservation Area designation should be amended, including any changes to the boundary, please describe in the box below your amendments.</p>	
Unsure without further detailed information	An appraisal document has been prepared to provide this context.
I think the boundary should be extended to the west of Ridge Lea Hospital	The area to the west of Ridge Lea fields in the open countryside. This area is not of special interest to warrant inclusion within the conservation area.
I would like to see the field to the East (uphill) from the Coop on Quernmore Road, opposite Daisy Bank, added in to protect the historical setting and aspect of the Moor Hospital Annexe and general environment	The fields in question are within the open countryside. This area is not of special interest to warrant inclusion within the conservation area.
Inclusion of land surrounding grab lane	The fields in question are within the open countryside. This area is not of special interest to warrant inclusion within the conservation area.
Yes, the whole of the Fenham Carr area should be included.	The other part of Fenham Carr is already designated within the Williamson Park Conservation Area.

Consultee Comment	Lancaster Conservation Team Response
I would ask for the compulsory purchase of the north-east corner of land not owned by the council so the conservation area is maintained and not developed as has tried to happen in the past.	The use of these powers is outside the scope of the designation proposals
If Williamsons Park is not a conservation area already could the designation be extended to include it.	Williamson Park is already a conservation area.
There is an interesting row of terraced houses at the end of Willow Grove, are they included in the Conservation area? Should the allotments adjacent to Christ Church Primary School be included?	The terrace of cottages on Willow Grove are attractive but not considered to be of special architectural or historic interest to warrant inclusion within the conservation area. The allotments are remote from the conservation area boundary, separated by housing and do not have special interest for inclusion within the conservation area.
I believe the building should be used either way but not for more houses or student flats! I think a museum should be made out of it to talk about the past of mental asylums and etc or even be made into a mental health facility again as the nhs defiantly need it	Comment noted
Extend the boundary as far as is practical.	The current boundary encompasses all the area of special interest
The appraisal does not include any specific information on whether an Article 4 Direction is likely to be included as part of the conservation area. Is there any intention to do so? If so, what might the article 4 cover?	An Article 4 Direction is not proposed as part of this designation. Given most of the residential accommodation within the conservation area is within listed buildings/apartments, most permitted developments that affect heritage and that would be removed by an Article 4 Direction, do not apply.

Consultee Comment	Lancaster Conservation Team Response
<p>I think that the proposed boundary is acceptable. It includes all extant historic buildings, with sufficient setting to enhance them. I am glad it includes Stone Row Head and Ridge Lea, two groups of buildings which I would consider to be Heritage At Risk of insensitive development. I wonder whether it might be appropriate to move the SW part of Fenham Carr from the Williamson Park CA (the area bounded by the stone wall) into the Lancaster Moor CA, but otherwise it is fine.</p>	<p>Agree that changes to the boundary of Lancaster Moor to include the whole of Fenham Carr might be logical but this is beyond the scope of the current proposals. This is because this would involve a more extensive review involving consideration of the Williamson Park Conservation Area and extra consultation of residents. Given that the Fenham Carr area in question is within public ownership, not under any threat or subject to significant development proposals this work would not be justified at the present time.</p>
<p>As big an area as possible - I thought Lancaster was a green city but the amount of house building that has taken place is huge - it would be so depressing to lose these pockets of green land - no thought to the increased traffic has occurred or more green spaces / parks to accommodate people Houses 5 to 9 Redwood Heights signed and submitted a detailed objection dated 17 8 2022 against the boundary cutting through our gardens. It appears that you have meant to place the boundary at the path, but have instead taken it part way through our gardens.</p>	<p>Comment noted. Boundary proposed to be amended to exclude the gardens at Redwood Heights.</p>
<p>Please include woodland in front of The Colonnade.</p>	<p>The woodlands in question are within the open countryside. This area is not of special interest to warrant inclusion within the conservation area.</p>
<p>Worth considering extending to cover the land between Guidem Park and the motorway</p>	<p>The development and fields in question are within the open countryside. This area is not of special interest to warrant inclusion within the conservation area.</p>
<p>extend with Quernmore Road on its right to the M6 going south eastwards. the northern boundary to border lancaster farms and the m6.</p>	

Consultee Comment	Lancaster Conservation Team Response
i would include also the 2 housing estates as their access road runs through the conservation area	
Please keep all boundaries and the historic importance that lies within the grounds of the old hospital sites and the historic cemetery it is important not to forget the social history and the fact that local people and their families lived and worked there for generations	Comment noted.
Residents of grade 11 listed buildings should be able to make use of modern insulation such as uPVC sash windows, to retain the appearance of the original buildings but use the best way of heating their homes. Conservation does not mean preserving the past when the present demands we care not only for the buildings but also for the planet.	Comment noted although this is an issue relating to national and local listed building policy and guidance rather than conservation area designation.
<p>Q7 Do you have any comments on the draft Lancaster Moor Conservation Area Appraisal. If yes please specify the page number to which your comments relate and the amendments you wish to see?</p>	
The area is unique and has a history that should not be lost. It is important that that councils, land owners have a responsibility to ensure the area is kept to the history that we have been given and not to ignore the past. We need to work with what we have been given and use them to the best admired for future generations.	Comment noted

Consultee Comment	Lancaster Conservation Team Response
I support the Lancaster Moor Conservation Area proposal as it will help to preserve the unique character of the area, which could otherwise be spoiled by inappropriate development.	Comment noted
I am very pleased with the overall designation and appraisal of the area	Comment noted
I would ask for the compulsory purchase of the north east corner of land not owned by the council so the conservation area is maintained and not developed as has tried to happen in the past.	The use of these powers is outside the scope of the designation proposals
I may be wrong but I believe this conservation area has been created to stop the redevelopment of the ridge Lea hospital. I think the former hospital needs to be kept as much as possible however not at the detriment to zero development. I would like to see the hosp development to be as good a quality as Moor Hospital. I would love to see a road through the grounds down onto Caton Road which I believe was once on the county's agenda. I think more houses need to be built.	The designation does not stop re-development of the existing buildings. Agree that it should be retained and re-developed. The improvement of the access through the site is a proposal within the current Local Plan.
Include the Ridge Lea building in the conservation area and list it. Permit a sympathetic conversion to flats. Inform any owner that any demolition will result in loss of planning permission for the whole site. Allow sympathetic new building on empty treeless parts of the site (such as the former car park) so long as that is used to offset the costs of conversion of the main building. This model has worked for the main Moor Hospital site.	Comment noted

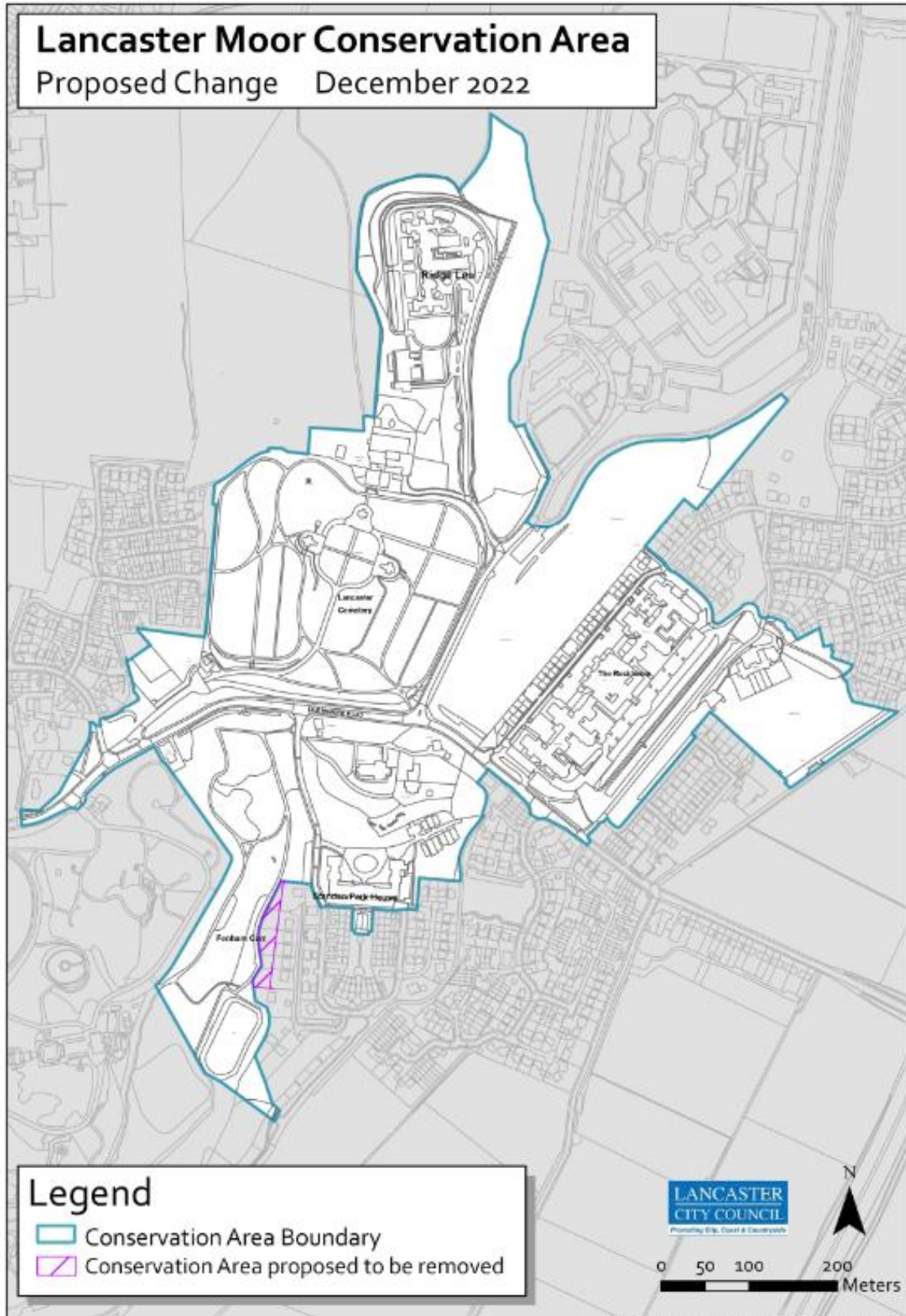
Consultee Comment	Lancaster Conservation Team Response
It's important to conserve an area of such high historic value, that any future development should take into consideration.	Comment noted.
If an Article 4 and enforcement action is not part of the conservation area, please can some wordings be added to section 7 to reflect this.	Comment noted, however the purpose of the appraisal is to assess the special interest of the conservation area and to help justify its boundary. It is not a statement of proposed conservation area policy.
It appears to be a well researched, and carefully written document.	Comment noted.
It should be demolished for new affordable and council housing.	Comment noted.
The only improvement I would make is to ensure that the field next to Kershaw Drive is properly protected to prevent members of the travelling community from entering in the future.	Comment noted.
I am in full agreement with the proposals to retain the outlined area as a conservation area. It would be detrimental to our wonderful city of Lancaster to destroy the architecture and historical interest of these beautiful buildings. The surrounding countryside is a natural habitat for wildlife and the designated green areas and open spaces are enjoyed by everyone. The children particularly benefit from the opportunity to develop and enjoy sports and play, so very important to their development. It would be a travesty to spoil this beautiful area.	Comment noted.

Consultee Comment	Lancaster Conservation Team Response
<p>No comments on the appraisal itself. However, I believe that Ridge Lea deserves careful restoration of the fabric and external features and should also be Listed Grade II. This would not prevent a thoughtful, well-designed and attractive redevelopment for residential or other purposes.</p>	<p>Agree that consideration of restoring the building should be given careful consideration. The building is not considered to have the necessary heritage significance for statutory listing.</p>
<p>Lancaster Civic Vision support the designation of this conservation area</p>	<p>Comment noted.</p>
<p>agree with it totally</p>	<p>Comment noted.</p>
<p>Do not touch, it has to be left to the people.</p>	<p>Comment noted.</p>
<p>Public Realm in full support for the designated conservation area status for Lancaster Moor to be retained.</p> <p>Conservation areas are defined in the legislation as ‘areas of special architectural or historic interest, the character or appearance of which is desirable to preserve and enhance’. The area outlined in the map has the qualities that fits in with this description, therefore needs the protection of conservation status. I am particularly keen to have Fenham Carr (the whole of Fenham Carr, not just the area set within the boundary) designated as a conservation area, to protect the historic environment and sense of place which is important to the community. Fenham Carr in particular is a significant open space,</p>	<p>Comment noted.</p>

Consultee Comment	Lancaster Conservation Team Response
<p>with significant trees and views of which have a distinctive character and appearance.</p> <p>Conservation status will help to ensure any future changes respect the area's character and appearance. The trees within Fenham Carr are an important contribution to the environment, the conservation status will give more protection to the trees whether or not they are subject to a tree preservation order, meaning prior notice will need to be given to Lancaster City Council of any work to the trees. The contribution of the tree can then be considered, taking into account the character of the area and protection of important mature trees and groups of trees can then be considered by making a tree preservation order.</p> <p>Fenham Carr adjoins with Williamson Park, also a conservation area and Registered Park and Garden. The woodland setting of Fenham Carr's character of the Park forms a continuous wooded setting, reinforced by roadside trees planted to create a formal avenue along Quernmore Road. Again, consideration should be taken to extend this conservation area to include all of Fenham Carr woodland with associated footpaths that now forms part of the public park.</p> <p>Within Fenham Carr there is a historic aspect of the small reservoir with a tall stone wall with large gates at each end. One aspect of asylum design is that a water source had to be provided, especially given the elevated location remote from water courses. It is understood that this reservoir provided water</p>	

Consultee Comment	Lancaster Conservation Team Response
<p>for the County Asylum.</p> <p>Fenham Carr is presently in good condition, however, developments will have a negative impact on the woodland. Therefore it is essential Fenham Carr retains its conservation status, ideally this would be extended to cover the whole of Fenham Carr.</p>	

Lancaster Moor Conservation Area – Appendix 7: Revised Boundary Map of Lancaster Moor Conservation Area – December 2022.



**Lancaster Moor Conservation Area – Appendix 8:
Revised Lancaster Moor Conservation Area Conservation
Area Appraisal – December 2022.**

Lancaster Moor Conservation Area Appraisal



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DRAFT CONSULTATION

1.0 INTRODUCTION AND SUMMARY OF SPECIAL INTEREST

1.1 In 1967 the Civic Amenities Act introduced Conservation Areas to the UK. The protection was later consolidated by the *Planning (Listed Buildings and Conservation Areas) Act 1990*. Conservation Areas are defined in the legislation as ‘areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance’ (s.69). ~~Conservation areas are defined as ‘areas of special architectural or historic interest, the character or appearance of which is desirable to preserve and enhance’.~~

1.2 Lancaster City Council has 38 Conservation Areas, many of which have been designated for very different architectural and historic interests. For example, the city of Lancaster has an extraordinary collection of Georgian townhouses and shops, Victorian and Edwardian public buildings. Morecambe has ~~athe novelty of the~~ seaside resort architectural style ~~with~~ an eclectic mix of revival and art deco styles. Many rural conservation areas within the district are characterised by their vernacular building construction.

Legislation

1.3 The 1967 Civic Amenities Act introduced Conservation Areas. The legislation has since been consolidated by the 1990 Planning (Listed Buildings and Conservation Areas) Act. This Act outlines that every local planning authority has a duty to determine whether parts of its area warrant designation as Conservation Areas.

The National Planning Policy Framework

1.4 The National Planning Policy Framework (NPPF) was adopted in 2012 and recently updated, which outlines the government’s aims for sustainable development. In paragraph 19127, it ~~states~~ ~~is outlined~~ that local planning authorities should ensure that an area justifies the status of special architectural or historic interest. In addition, Historic England (20194) has published guidance on the production of conservation area appraisals, both of which inform this document.

Local Planning Policies

1.5 Lancaster City Council developed a Development Management DPD which was adopted in 2020. The document provides a new planning framework for the area with a presumption in favour of sustainable development. The key policies which will inform this document include:

- DM37: Development Affecting Listed Buildings
- DM38: Development affecting Conservation Areas.
- DM39: The Setting of Designated Heritage Assets
- DM40: Registered Parks and Gardens
- DM41: Development Affecting Non-Designated Heritage or their Setting

Summary of special interest

1.6 The special interest that justifies the designation **Lancaster Moor Conservation Area** can be summarised as follows:

- ~~The Lancaster Moor Conservation Area comprises the buildings and landscapes predominantly associated~~ A cohesive area associated with Lancaster's 19th and 20th Century suburban expansion, developed for the provision of hospital buildings, cemeteries, and parkland.
- A spacious environment, which was planned incrementally and developed in phases over a period of 100 years from 1816-1916 for use by the Lancaster Asylum and Cemetery. Previously an area of moorland, its design created an idealised picturesque character influenced by evolving practices in patient treatment and Victorian suburban and landscaping design.
- The cohesive character and appearance of the area in terms of historic land-uses for public facilities, with the generous spatial layout of large buildings in expansive grounds and unified by trees;
- The historic ~~significance~~ importance of the former hospitals and the cemetery in representing the emergence of large-scale social provision within the city.
- The building of fine and distinctive hospital buildings, including at Standen Park the Moor Hospital (1816 Block) (grade II* listed), Lancaster Moor (grade II) and Ridge Lea (unlisted) developed in polite architectural styles.
- ~~A spaciouly planned environment, previously an area of moorland, that was designed in order to create an idealised picturesque character.~~
- The consistent use of local sandstone and slate as materials for buildings, walls and other structures.
- A green and leafy character providing the setting for buildings, streets and spaces, with notable survival of good 19C planting.
- Street tree planting and stone walls forming avenues that define principal routes through the area, a good example of Victorian suburban design.
- The Lancaster Cemetery, a registered Park and Garden (grade II) designed by the prominent Lancaster architect Edward Paley, with three chapels, lodge and Crimea War Memorial, all grade II listed within an informal parkland setting.
- The small historic farmstead of Stone Row, with a characterful vernacular group of 18th and 19th Century farm buildings with a 19C farmhouse ~~fine group of historic buildings dating from the 18th and 19th century~~ within a wooded setting, with a distinctive cobbled approach.
- The area of Fenham Carr, formerly part of the grounds of the Moor Hospital (1816 Block) which consists of woodland with footpaths and now forms a scenic element ~~part~~ of the wider public park environment.

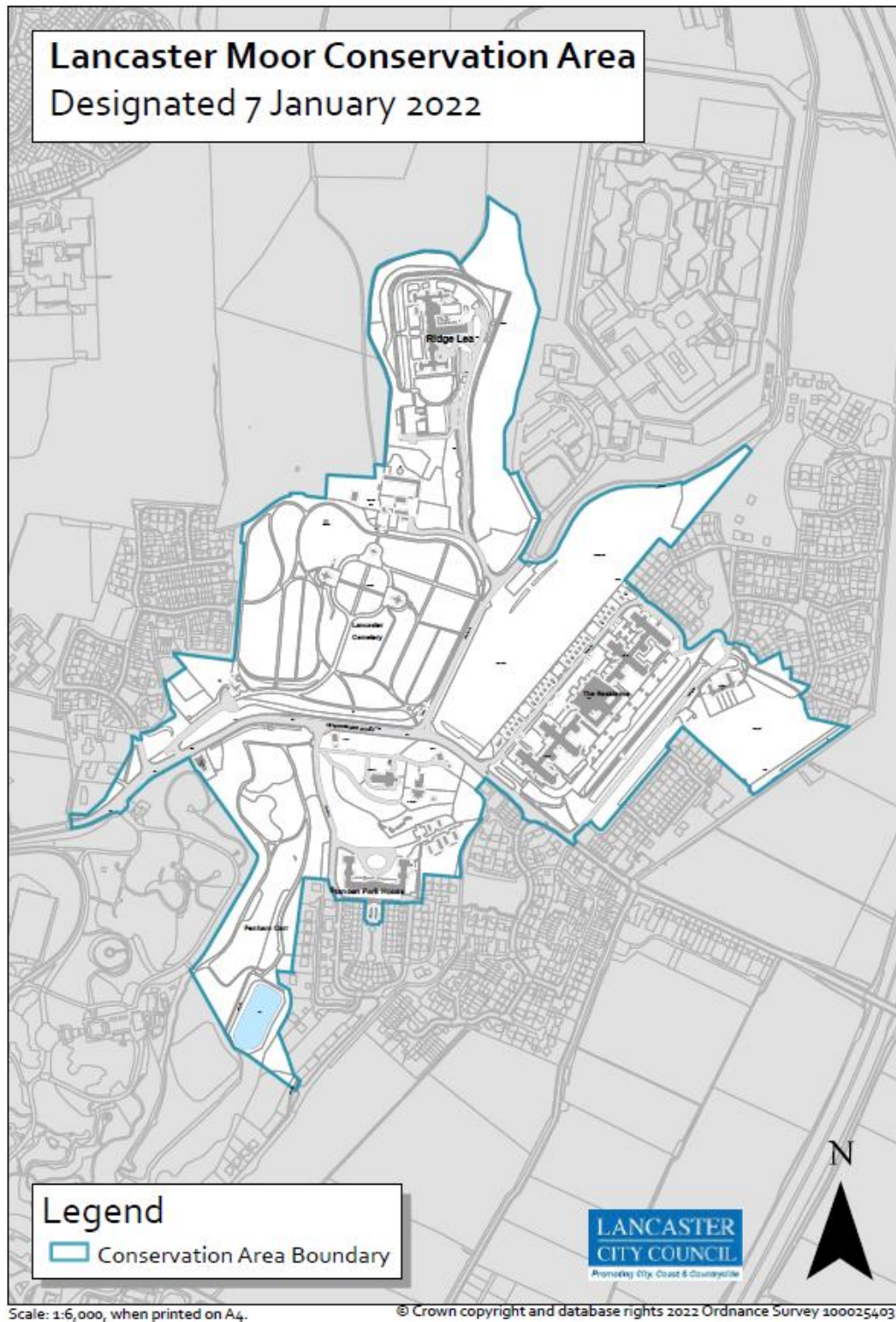
2.0 LOCATION AND SETTING

- 2.1 Lancaster Moor Conservation Area covers an area of Lancaster to the east of the city centre in an elevated location that, as the name suggests, was previously open moorland. The area is within a suburban location that is situated between 19C housing development to the east and west but with open countryside to the north and nearby a little further to the east. The, through which the M6 motorway runs north/south a little further to the east, runs from north to south. Beyond that the land rises up toward the Forest of Bowland Area of Outstanding Natural Beauty. Quernmore Road is the principal road through the conservation area, bisecting the conservation area in two. A secondary route along Stone Row Head, leading north towards Ridge Lea, further bisects the area to the north.

Description and Boundary

- 2.2 The Lancaster Moor ~~Hospital~~ Conservation Area comprises the principal buildings and landscapes predominantly associated with the Lancaster Moor Hospital complex. The three largest surviving structures are the original Moor Hospital (1816 Block, now known as Standen Park), Ridge Lea Hospital, The New Block (now known as The Residence), and Ridge Lea Hospital the original County Asylum building (now known as Standen Park). There are several surviving ancillary structures which contribute to the understanding of the expansion and development of the complex while also contributing to the character and appearance of the conservation area as a whole. On the site of the Moor Hospital (1816 Block) tThese include the Church of St. Michael's (originally St. Saviour's), 1 and 2 The Woodlands, and the asylum chapel which is immediately to the south of the main Standen Park building. To the north of Quernmore Road there is Campbell House within the immediate curtilage of the New Block, and Stone Row Head, a farmstead to the immediate south of Ridge Lea Hospital. The conservation area also includes important greenspaces, such as Fenham Carr, an area of woodland associated with the Standen Park Moor Hospital (1816 Block) site and Lancaster Cemetery, first laid in 1855. The cemetery has clear ties to the Hospital complex but is also an

exemplary piece of civic design.



[\(BOUNDARY MAP ABOVE TO BE UPDATED IF BOUNDARY CHANGE APPROVED\)](#)



The New Block seen through its wooded setting providing memorable townscape character

- 2.3 The boundary has, therefore, been defined to preserve the principal hospital buildings and the surrounding green areas and ancillary buildings which are crucial to understanding the area's development and its use as a mental health hospital. The boundary follows some of the buildings very tightly, particularly at the [Standen Park Moor Hospital \(1816 Block\)](#) and New Block sites where modern development has occurred within the curtilages of the buildings. Such modern development has, therefore, been excluded from the boundary where possible, although the location of some newer development, particularly to the west of the New Block, makes it impractical to exclude.

Topography and landscape setting

- 2.4 The conservation area is situated on former moorland to the east of Lancaster that forms the elevated backdrop for the city when viewed from the west. The land steeply rises from the north and west before reaching a north-south ridge which is inclined more gently to the east. The area is contiguous with Williamson Park, also a conservation area and Registered Park and Garden [and an area of very similar character to much of the Lancaster Moor Conservation Area](#). The tree'd character of the [Parkpark](#) forms a continuous wooded setting to the south-west, reinforced by roadside trees planted to create a formal avenue along Quernmore Road. More recent housing is found to the west, north-east, east and south of the area. The HMP Young Offenders facility is

located just to the north of the conservation area. However, the spacious leafy character and elevated location of the conservation area means the adjacent housing areas and prison do not impinge on the setting except in views from the east, [particularly from the M6 and the approach along Quernmore Road, where housing development is visible in the foreground of the New Block of Lancaster Moor Hospital, with its distinctive tower.](#)

Archaeology

- 2.5 Bronze Age urns were discovered and reported in 1865 during 19th century development on the moorland area. This is described by J Harper Esq. when workers were uncovering a new seam of sandstone, likely for quarrying, discovered a stratum of 'dark vegetable soil' in which pairs of urns were placed two feet below the soil at yard intervals in a line running east-west. The quantity of urns was not described.

3.0 THE HISTORICAL DEVELOPMENT OF THE CONSERVATION AREA

Origins

- 3.1 The Conservation Area occupies a site which was originally moorland. [Stone Row, a small upland farmstead, was most likely the only building in the area during the 18th Century, though the earliest maps are not conclusive of this. A racecourse with a small grandstand was also located to the east of the site of the New Block \(mostly outside the conservation area boundary\) at the beginning of the 19th century, although the open moorland character was retained. Fields on the Ridge Lea site were enclosed by the middle of the 19th century.](#) As Lancaster's centre began to expand in the late-18th and early-19th centuries, the moorland area was quarried for stone which was used to construct housing and industrial buildings. The quarries remained until they were subsequently developed into the original Moor Hospital Complex in the early 19th century. The development of Asylum is shown on the maps below.

Lancaster County Asylum

- 3.2 In response to the 1808 *County Asylums Act*, the first hospital in Lancaster was built on the moorland site, designed by Thomas Standen and opened in 1816. As one of the first asylums built in response to this Act there was no established definition of asylum design. Consequently, the County Lunatic Asylum was built in the Neo-Classical style and appears as a wealthy residential dwelling. ~~Nevertheless, However, the hospital [washad been](#) successful in housing patients and was extended in 1824. The Standen building was enlarged to the rear initially by Edmund Sharpe, in 1824 and further additions thereafter then added to as required until c.1850. The Asylum is now diminished in size through some demolition of later buildings. The original building is the most intact part of the hospital that survives, with some of the extension buildings retained as part of the modern redevelopment to the south. The Asylum is now diminished in size through some demolition of later buildings. The 1816 block is Grade II* Listed.~~
- 3.3 In 1841 Dr Edward de Vitre and Dr Samuel Gaskell carried out the first review of the County Asylum and discovered that there was a diverse demographic of patients with a mixture of those with mental illnesses and others who were incarcerated due their personal circumstances or non-mental illness related reasons. Consequently, in 1866 Gaskell built a chapel to create a sense of community

for the growing number of patients. This is the Grade II Listed St. Saviour's Church. Shortly after a catholic chapel was also built to the east, although this has since been demolished.

- 3.4 Despite extensions and the introduction of chapels, the main hospital was overrun with patients and, following on from de Vitre and Gaskells findings from the 1840s, land and funds were found to build a new hospital. This was endorsed by Queen Victoria and consequently the Royal Albert Hospital was built in Lancaster's urban centre and welcomed its first patients in 1870. Although this does not lie within the Conservation Area it is illustrative of the extent of the expansion of Lancaster Moor Hospital throughout the 19th and early 20th Centuries.

The development of the Lancaster Moor Hospital 1816 - 1916

1818



Greenwood – Map of Lancashire

1844



HM Ordnance Survey

1893



HM Ordnance Survey

1933



HM Ordnance Survey

Expansion

3.5 Despite the creation of the Royal Albert Hospital and redistribution of patients away from the Moor Hospital complex, the hospitals still became overcrowded, and the County Asylum expanded across the moorland site. In 1879 land was being cleared over the road from the County Lunatic Asylum on land called 'Lancaster Moor'. This made way for an annexe or "New Block" (now known as "The Residence") which was subsequently constructed in Gothic Revival style in 1882, with a pavilion planform flanked by corridors which housed the wards. This new annexe created space for a further 825 patients. Architecturally the annexe is a stark contrast to the country house style of the original 1816 building.

3.6 In 1855, the Lancaster Cemetery was laid out by Lancaster Burial Board, after closing the city's burial grounds. The chapels were designed by local architect Edward Paley and the grounds laid out by the registrar Henry Moore. The design resulted in the modification of the access to Stone Row and it is likely that cobbled approach to the farmstead to the east of the cemetery boundary was constructed at this time.



Landscaping became an important aspect of later Asylum design as here in the grounds of the New Block

3.76 Further subsidiary buildings were [added to the Asylum thereafter, constructed](#) to house and service an increasingly diverse patient population. By 1890 the total population of in-patients was 1,883 and further annexes and villas were constructed to manage this demand. This included Cassidy House (1907), Campbell House (1909), de Vitre House (date not known). The complex begins to mirror national trends in segregation by sex, class and race with the Ladies Villa (Ridge Lea Hospital) and Campbell House (also known as the Gentlemen's Villa) being built due to the complaints of wealthy patients' families who were upset that their family members were being housed with those of a lower class.

3.8 [In 1908, the Asylum Board acquired Stone Row Head Farmstead with 92 acres of land. Patients assisted in the cultivation of crops and caring for livestock and enable the Asylum to become self-sufficient in food. New buildings to the north of the farmstead were added soon after this acquisition and further construction thereafter consolidated these additions. The complex we see today was largely completed by the inter-war period.](#)



Ancillary housing buildings to the north of the New Block, now demolished for modern residential development (<https://www.bing.com/maps/>)

3.97 During the late 20C medical practices shifted to community-based care and the hospital buildings gradually fell out of use. The original 1816 building, the most intact part of the original hospital and some of its extensions, were converted to residential use with modern housing to the south, although a number of demolitions diminished its original size. Likewise, the New Block was also converted to residential use with ancillary blocks to the north demolished and replaced by modern housing. However, Ridge Lea (The Ladies Villa) and Campbell House (The Gentlemen's Villa) both survive, the latter also having been converted to housing. however many of the other subsidiary buildings to the north of the annexe have been demolished and replaced by modern residential development



Campbell House and cricket pitch looking towards the New Block

4.0 CHARACTER AND APPEARANCE OF THE CONSERVATION AREA

4.1 Introduction

Lancaster Moor Conservation Area has a highly cohesive character and appearance in terms of historic land-uses which, from the early 19C onwards, comprised the social provision of facilities for the benefit of the public. Much of the use of the area was inter-related as part of the Asylum complex. The use of the area and the incremental but planned character of the environment resulted in the spacious layout of buildings, landscaped grounds, road and trees, with predominantly large buildings of polite architectural design in generous grounds. Nearly all building and walls are constructed in sandstone and roofs using local slate. The wooded context and tree line tree-line streets provide the setting that helps unify the area's visual character and appearance.

Lancaster Moor Hospital conservation area has been designated to preserve and enhance the character and appearance of this Lancaster suburb, including the buildings and open spaces which formed part of the former hospital complex and contribute to its understanding. As the area has a cohesive character that developed in several phases over a 100-year period (with the exception of Stone Row Farm, which has a longer history), no separate character areas have been defined. Instead, the whole of the conservation area represents a cohesive entity in terms of its visual, historical and functional character and appearance.

Townscape, views and vistas

- 4.21 Lancaster Moor Conservation Area comprises a distinctive historic area of Lancaster, which is now a mature, leafy suburb which spans across Quernmore Road (see Townscape map below). The conservation area is a designed environment that has developed over a century, resulting in the transformation of open moorland into a picturesque suburb. Within this landscape context is the core of the former Lancaster Moor Hospital complex which comprises three principal buildings, namely the original Moor Hospital Building of 1816 (now known as Standen Park), The New Block of 1882 (now known as The Residence), and Ridge Lea of 1916. Each building has its own, predominantly tree'd environment with generous green spaces and other surviving ancillary structures all adding to the character of the area.
- 4.32 Quernmore Road is the main route east-west through the centre of the conservation area. This treelined road has a regular and spacious character and offers partial views of the New Block and Standen Parkthe Moor Hospital (1816 Block) as well as the stone walls and deliberate planting. This spacious tree-line character is typical of suburban residential environments developed during the Victorian period. Stone Row Head proceeds north from a junction with Quernmore Road. It is an exceptionally straight and quiet route, with a stone wall emphasising its linearity. Though lacking tree planting, trees within the cemetery and alongside the football pitch frame long views along the street.



[The treeline streets of the conservation, with fine views into the Cemetery](#)

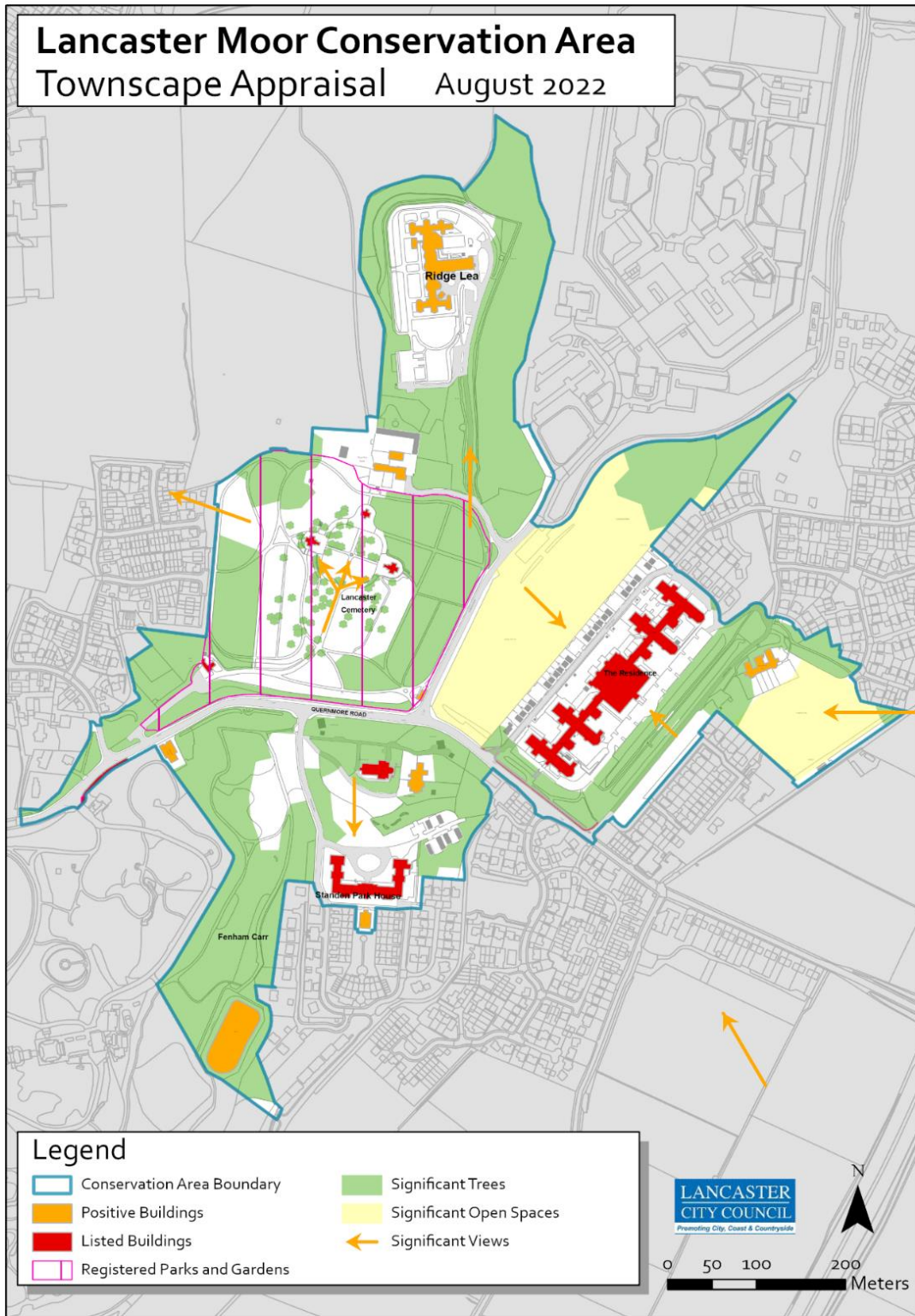
- 4.43 The Cemetery, Stone Row Head farmstead and Ridge Lea are located further away from the main Quernmore Road thoroughfare in more secluded locations, often adjacent to much denser areas of woodland which provide screening. The delightful approach to Stone Row, fringed by woodland and cemetery trees, is along a cobbled lane, an unusual and distinctive feature given the suburban location. The approach to Ridge Lea is similarly attractive through a woodland glade, though this is now becoming overgrown following the closure of the facility.



The distinctive cobble approach to Stone Row Head with cemetery trees to the right

- 4.54 The principal buildings are all developed on a grand scale. The woodland and trees mean that only tantalising glimpses of the buildings are possible from many vantage points in the conservation area. Longer views from outside the conservation area to the east reveal the tower of the New Block and the roofscape of [Standen Parkthe Moor Hospital \(1816 Block\)](#). The nearby Ashton Memorial was once described as “eyecatcher extraordinaire” by the architectural historian Nicholas Pevsner and a similar epithet could be given to the soaring New Block tower, which is a memorable feature visible from the motorway and the approach from Quernmore Road. Ridge Lea, on the other hand, is hard to view from outside the conservation area, being entirely surrounded by woodland. [However, it formerly was less enclosed with fine views of the surrounding area.](#)
- 4.65 The elevated location of the conservation area means there are memorable views towards the surrounding countryside, with the Forest of Bowland AONB to the east and Morecambe Bay and the Lake District to the north and west. Views from the Cemetery across Lancaster and towards the Bay are particularly noteworthy.

[\(TOWNSCAPE MAP BELOW TO BE UPDATED IF BOUNDARY CHANGE APPROVED\)](#)



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(TOWNSCAPE MAP ABOVE TO BE UPDATED IF BOUNDARY CHANGE APPROVED)

5.0 THE BUILDINGS OF THE CONSERVATION AREA

- 5.1 Administratively, the Hospital was historically one site with [varying](#) architectural styles which reflected the development of the complex over a 100-year period. Likewise, the changing use in building materials reflected changing architectural trends. The ample supply of local sandstone means that it is the most prevalent building material, used almost exclusively for walling of pre- 1916 buildings and for boundary walls. [Standen Park](#)[The Moor Hospital \(1816 Block\)](#) uses locally quarried ashlar sandstone, the New Block using a much redder dressed sandstone with sandstone dressings, and Ridge Lea using pitched faced sandstone with dressed stone details and stone coping and kneelers.
- 5.2 The majority of buildings are slated with local Burlington blue/grey slate from Cumbria (though, the quarry was within Lancashire at the time and the slate then known as Lancashire blue/grey slate). More roughly dressed but still squared stones, and those of coursed or uncoursed rubble construction can all be found in the older buildings at Stone Row and within boundary walling. Timber windows, mainly sliding sash, are predominantly used along with timber doors and joinery [details](#).
- 5.3 [The first Moor Hospital, now known as Standen Park Hospital](#) was built 1811-1816 to the designs of Thomas Standen. It is in the Neo-Classical style and typical of high-status Georgian buildings. The later, Victorian wings were also built in the same style. The building is grade II* listed and is a building of high significance. Constructed in stone with hipped slate roofs it has a typically formal character, featuring porticoed frontage with pediment, rusticated ashlar, with side wings of Palladian character. It is set within expansive grounds which include other historic buildings, some of which are listed. The latter includes **Saint Michaels** church to the north, [grade II listed](#), [the latter](#) designed by Edward Paley and dating from c.1866.



[Standen Park](#)[The Moor Hospital \(1816 Block\)](#), 1816, grade II* – The earliest Lancaster Moor Asylum building designed as a country house in classical style

- 5.4 Lancaster Moor Hospital annex, or the **New Block**, on a separate site to the north of Quernmore Road ~~and Standen Park~~, was completed in 1882 to designs of AW Kershaw. Listed at grade II, it is a building in Victorian Gothic Revival style albeit austere in character, with its remarkable soaring tower visible widely in the local area. With a linear planform with a series of distinctive wings accessed off a central spine, this striking building is also located in generous, leafy grounds and includes recreation fields to the north-west and a cricket pitch with a pavilion to the east. Its impressive stone entrance walls, railings, gate piers and iron gates are listed grade II in their own right.



The New Block set within landscaped grounds

- 5.5 [The residential conversion of Moor Hospital \(1816 block\) and New Block resulted in some demolition and replacement by housing. Both Standen Park and Lancaster Moor Hospital have since been converted for residential accommodation and developed in their grounds for housing over the last few decades.](#) This housing was largely to fund repairs to the Listed buildings, although significant areas of landscaping to the buildings frontages and principal elevations was preserved.
- 5.5 **Ridge Lea** is a building of similar form and Gothic architectural character to the New Block. It is located to the north of the two other hospital sites, again in generous grounds surrounded by woodland. It was constructed in ~~1916, and 1916 and~~ is unusual in its continued use of the Gothic Revival, which is very late for this architectural style. The building has a very distinctive character, employing Dutch gables and is well constructed with some fine stone detailing and architectural features beneath a slate roof. The building is in poor condition with some loss of lead flashing and stone details. [The building was known as the Ladies Villa and used to accommodate wealthier patients.](#)



The distinctive Dutch gabled character of Ridge Lea

- 5.6 The three **cemetery chapels**, all designed by renown local architect Edward Paley in c 1855, are situated towards the centre and north of the site. The chapels (all listed grade II) are built of stone in Gothic Revival style, the Roman Catholic one being slightly simpler in design than the other two. The chapels lie on a platform at the highest point of the cemetery; to the north is the Roman Catholic chapel, the Nonconformist chapel lies to the east, and the Anglican chapel to the west. A small windowless stone shed beside the Anglican chapel was probably a hearse house.



The Roman Catholic Chapel at Lancaster Cemetery

- 5.7 To the north of the cemetery is a small farmstead known as **Stone Row**. This ~~consists of a~~ has a characterful group of historic buildings, consisting of 18C and 19C vernacular stone farm buildings and a 19C farmhouse ~~dating from the 18th and 19th century~~ together with more modern 20th century buildings of less historic interest. ~~It is understood that the farm was used by the hospital in the treatment of patients and later by the nearby prison.~~ A distinctive cobbled road provides the approach to the farmstead. The farm was purchased by the Asylum Board in 1908 and was one of three farms in the early 20C which supported Lancaster Moor Hospital and provided its patients with an understanding of agricultural work. It was later taken over and used by the nearby prison during the 1960s. During its evolution, the farm developed from a small stone group of historic buildings to a much larger complex after its acquisition by the Asylum.



Stone Row Head farmstead, pre-dating the Asylum but later incorporated

6.0 OPEN SPACES, PARKS, GARDENS AND TREES

- 6.1 Landscaping became a prominent aspect of asylum ~~design~~ design, and the creation of a natural setting was a deliberate and important aspect of the treatment for patients that also mirrored picturesque influences in landscaping design. The green spaces that surround the complex demonstrate important shifts in the treatment of mental health patients in the C19 when a more sympathetic and dignified approach was ~~adopted~~ adopted, and hospitals were provided with grounds reminiscent of country houses. Informal planting and a network of footpaths for patient's recreation were provided, the outdoors and fresh air being considered an important part of their treatment.

[Standen Park The Moor Hospital \(1816 Block\)](#)

- 6.2 While [Standen Park the Moor Hospital \(1816 Block\)](#) has a mature landscape setting, with a winding approach within woodland, the first edition OS map (see 1844 OS map edition above) suggests a more austere setting, with the hospital situated within the surrounding moorland and a small formal landscaped garden. However, as treatment evolved the surrounding area had been planted in a more informal, [picturesque](#) parkland style, with footpaths providing perambulation routes around an enlarged estate, as shown on the second edition OS map (see 1893 OS map edition above). This included Fenham Carr, which is an area of woodland to the west of [Standen Park the Moor Hospital \(1816 Block\)](#) and contiguous with Williamson Park, a Registered Park and Garden. This naturalised setting is an important component of the conservation area's leafy character as well as providing a positive setting for the grade II* listed building.
- 6.3 Within Fenham Carr there is a small reservoir with a tall stone wall with large gates at each end. One aspect of asylum design is that a water source had to be provided, especially given the elevated location remote from water courses. It is understood that this reservoir provided water for the County Asylum.

New Block

- 6.4 The leafy character of the conservation area continues around The New Block (now The Residence) which is screened from Quernmore Road by trees just inside of the listed walls and gates. The perimeter of the building was historically lined by trees with a small woodland to the north prior to the recent development on the north side. The remaining trees, [within a more formal layout, still](#) contribute to the designed landscaped which forms the setting of the listed building and picturesque leafy character and appearance of the conservation area. [A cricket pitch and pavilion are located to the north-east.](#)

Ridge Lea

- 6.5 The site for Ridge Lea was formerly open moorland at the edge of Lancaster and to the north of the other hospital buildings. This new hospital annex was built on a terrace of land which sharply rises up on the moor side. Embankments were created to provide a level site and trees planted on the surrounding land, much of it now mature woodland. The approach to the site is through a delightful woodland glade.



The woodland approach to Ridge Lea

Football pitch

- 6.6 The green area between the New Block and Ridge Lea hospital is a historic open green space which has been preserved and is now used as a sports field. This provides uninterrupted views of the New Block, [marred only by a modern boundary wall \(see below\)](#). ~~Following conversion and erection of houses in the grounds, a new wall to the “The Residence” was constructed to the west side. However, this rendered wall is prominent and intrusive and would benefit from remedial works, painting or landscaping.~~

Lancaster Cemetery

- 6.7 Lancaster Cemetery is a grade II Registered Park and Garden situated between [Standen Park](#) [the Moor Hospital \(1816 Block\)](#) and Ridge Lea. It was established in 1855 and was designed by the prominent Lancaster architect Edward Paley. The wooded slopes associated with Lancaster Moor Hospital and Williamson Park form the setting towards the south. To the north, trees along the boundary with Stone Row and woodland beyond form an attractive backdrop to the cemetery chapels.



The attractively landscaped grounds of the Cemetery

- 6,8 The Cemetery includes three chapels of different denominations and formally laid out burial grounds in an elevated location with stunning views towards Morecambe Bay and the city centre. The site is laid formally at the heart of the site with a cruciform plan of paths forming vistas that are terminated by the three grade II listed chapels. The lodge adjacent to the cemetery entrance and the Crimea monument are also grade II listed.
- 6.9 The cemetery contains a mixture of evergreen trees including yews and other examples of beech, oak, and sweet chestnut. The 1877 maps shows that planting was concentrated on the perimeter, near to the chapels, and the junctions of paths. The cemetery is bounded by a substantial coped sandstone wall. It is a beautiful and picturesque environment with informal landscaping complementing the formal arrangement of the site.

Quernmore Road

- 6.10 Quernmore Road is the main route through the conservation area and is a significant contributor its ~~special~~ character and appearance, as experienced from the main road. The road is lined with stone walls and trees ~~providing glimpses of the principal historic screening most of the important~~ buildings. ~~The street is lined with~~ On the roadside of the pavements there are large trees within its pavement or within adjacent sites. forming an avenue which helps define the street itself.

7.0 CHARACTER AREAS AND ASSESSMENT SUMMARY OF CONDITION AND NEGATIVE FEATURES

7.1 Lancaster Moor Hospital conservation area has been designated to preserve and enhance the character and appearance of this Lancaster suburb, including the buildings and open spaces which formed part of the former hospital complex and contribute to its understanding. As the area has a cohesive character that developed in several phases over a 100-year period (with the exception of Stone Row Farm, which has a longer history), no separate character areas have been defined. Instead, the whole of the conservation area represents a singular, cohesive entity in terms of its visual, historical and functional character and appearance.

Positive Contributors

7.2 There are several key listed buildings and structures within Lancaster Moor conservation area, as well as a registered park and garden. In addition to these designated heritage assets, there are some non-designated heritage assets which add to the character of the conservation area and local identity of the district. Non-designated heritage assets that contribute to the significance of the conservation area are protected under the 1990 Planning (Listed Buildings and Conservation Areas) Act and the National Planning Policy Framework (NPPF). It is important to clearly identify these buildings as proposals for their demolition normally constitute substantial harm to the conservation area, which will require strong justification. There is a presumption in favour of the conservation of unlisted buildings that contribute to the character of the conservation area. There are many unlisted buildings which positively contribute to the architectural and historic character of Lancaster Moor's conservation area. Positive elements of the area have been included within the Townscape map of the conservation area above

Summary of Condition

7.3 Overall, the conservation area has been designated due to the retention of buildings which show the origins and expansion of Lancaster Moor Hospital including ancillary buildings which reflect national trends in changing mental health care provision. Standen Park The Moor Hospital (1816 Block) and New Block have been converted into residential dwellings and are therefore in very good condition. However, Elsewhere, some inappropriate Upvc windows and outbuildings have been identified on curtilage buildings, particularly on the Standen Park Moor Hospital (1816 Block) site. Fenham Carr and the playing fields are presently in good condition, however, the modern housing development and boundary wall are a negative feature of its setting.

7.64 The conservation area appraisal has identified ~~that~~ Ridge Lea as has been vacant since it ceased to function as a hospital in the early 21st century. It and is in a deteriorative poor condition, with some loss of slates, lead flashing and stone details. At the time of writing the building has not been secured and is vulnerable to further damage through loss of roofing material and vandalism. However, the building is still capable of conversion to other uses. The residential conversions of the other Lancaster Moor buildings illustrate the potential.

- 7.75 The Stone Row Head Farm site is also vacant, in poor condition and overgrown, although the historic buildings themselves generally appear to be watertight. ~~vacant and in a similarly area poor condition. Elsewhere, some inappropriate Upvc windows and outbuildings have been identified on curtilage buildings, particularly on the Standen Park site.~~
- 7.86 Other residential development within the setting of the Moor Hospital (1816 Block) and the New Block do negatively contribute to the setting of these assets and the conservation area. Following conversion and erection of houses in the grounds of the New Block, a new wall to the “The Residence” was constructed to the west side. However, this rendered wall is prominent and intrusive and would benefit from remedial works, painting or landscaping.
- 7.9 HM Prison is well enclosed with only glimpsed views from within the conservation area, although it is more visible from the M6. It has a negative impact on the setting of the conservation area, as does the motorway.
- ~~Fenham Carr and the playing fields are presently in good condition, however, the modern housing development and boundary wall are a negative features of its setting.~~
- 7.107 The removal of some street trees on Quernmore Road also has a negative impact on the townscape character of this attractive avenue. The trees are planted close to the highway edge and the footpath is relatively narrow. Parking by visitors to Williamson Park and damage to trees by vehicles is an added problem. The condition of the footpath is also a concern expressed by local residents, in part caused by the roots planting of the trees in the footpath and damage caused by parking vehicles, parking on the pavement and the narrowness of the pavement.
- 7.11 However, the poor condition of elements within the conservation area and the negative contributors are not so great that they indicate the conservation area should not be designated as they are far outweighed by the many positive qualities elsewhere.

APPENDIX 1 - HERITAGE ASSETS WITHIN THE CONSERVATION AREA

- ✓ BOUNDARY WALLS, RAILINGS, GATES AND GATE PIERS AT LANCASTER MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1391761
- ✓ MOOR HOSPITAL, NEW BLOCK
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1195079
- ✓ CRIMEA MONUMENT IN LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1298304
- ✓ LANCASTER CEMETERY LODGE
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1212683
- ✓ WATER CLOSET CUBICLE IMMEDIATELY SOUTH OF WEST PORCH OF CHURCH OF ST MICHAEL, MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1195077
- ✓ MOOR HOSPITAL, BLOCKS 40,41,42,44 AND 46
 - Heritage Category: Listed Building
 - Grade: II*
 - List Entry Number: 1289436
- ✓ WESTERN MORTUARY CHAPEL AT LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1298305
- ✓ CHURCH OF ST MICHAEL, MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1289454
- ✓ NORTHERN MORTUARY CHAPEL AT LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1212689
- ✓ BOUNDARY WALLS, RAILINGS, GATES AND GATE PIERS AT LANCASTER MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1391761

- ✓ EASTERN MORTUARY CHAPEL AT LANCASTER CEMETERY
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1195078
- ✓ WATER CLOSET CUBICLE IMMEDIATELY NORTH OF APSE OF CHURCH OF ST MICHAEL, MOOR HOSPITAL
 - Heritage Category: Listed Building
 - Grade: II
 - List Entry Number: 1289423
- ✓ LANCASTER CEMETERY
 - Heritage Category: Park and Garden
 - Grade: II
 - List Entry Number: 1001567
- ✓ RIDGE LEA
 - Heritage Category: Non-Designated Heritage Asset
 - Grade: Unlisted
- ✓ STONE ROW
 - Heritage Category: Non-Designated Heritage Asset
 - Grade: Unlisted

(Please note that the list of Non-Designated Heritage Assets is not definitive)

DRAFT CONSULTATION

APPENDIX 2 - REFERENCES

Bisgrove R. (1992) *The English Garden*

Hartwell, C. and Pevsner, N. (2009) *Lancashire: North*, Yale University Press: London

Historic England (2019) *Conservation Area Appraisal, Designation and Management Historic England Advice Note 1 (Second Edition)*

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Silverston, J. D, Mason, J. J, Lewty, W. M (1948) *An introduction to the history, description and problems of the Lancaster Moor Hospital, situated on Lancaster Moor, Lancaster*

Williamson P (1999) *From Confinement to Community – The moving story of the “The Moor”*. Lancaster’s County Lunatic Asylum

<https://www.countyasylums.co.uk/lancaster-moor-lancaster/>

DRAFT CONSULTATION

CABINET

Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd Terms of Reference

6th December 2022

Report of Head of Housing

PURPOSE OF REPORT				
The report seeks to confirm the Shareholder Committee Terms of Reference for Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd.				
Key Decision	<input type="checkbox"/>	Non-Key Decision	<input checked="" type="checkbox"/>	Referral from Cabinet Member
Date of notice of forthcoming key decision	N/A			
This report is public				

RECOMMENDATIONS:

(1) That the Morehomes for the Bay Shareholder Committee Terms of Reference be approved.

(1) Introduction

- 1.1. Morehomes for the Bay (Investments) Limited was incorporated on 21st June 2021.
- 1.2. The Shareholders Agreement for the Companies Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd was subsequently duly signed on 21st September 2021.
- 1.3. Schedule 4 of the Agreement details the Terms of Reference for the Shareholders Committee – section 9 states ‘*these Terms of Reference shall be reviewed at least annually, and any amendments shall be approved by the Council Cabinet.*’
- 1.4. Whilst there is no requirement for the Board of Directors of the Companies to be involved in the review process, they have had the opportunity to comment see 2.2 below prior to Shareholders Committee comment and approval at their meeting on 25th October 2022.

(2) Terms of Reference

- 2.1. The Terms of Reference can be read at Appendix 1. The main themes covered include:
- Membership
 - Meetings
 - Sub-groups
 - Relationship
 - Minutes and Reporting
 - Responsibilities
 - Business Plan protocol
 - Review
- 2.2. Following comment by the Morehomes for the Bay companies Directors and Shareholders Committee, it is recommended that one change should be that the Committee meetings should be conducted in accordance with the rules of Council Cabinet as modified by any rules of the Committee. This change is highlighted within the Appendix.
- 2.3. A further recommendation following discussion at Shareholders Committee has been that reports will be presented by either Chair of the Board of Directors or Chair of the Shareholders Committee (the Leader of the Council). This change is also highlighted within the Appendix.
- 2.4. Through discussion Council Cabinet may wish to consider and propose alternative / additional amendments.

(3) Options and Options Analysis (including risk assessment)

	Option 1: Approve the Shareholder Committee Meeting rules	Option 2: Do not approve the Shareholder Committee Meeting rules
Advantages	The Council is adhering to the rules contained with the Shareholders Agreement in reviewing the Terms of Reference annually.	None known.
Disadvantages	None known.	No disadvantages known other than not working to the process as outlined in the formerly signed Shareholders

		Agreement.
Risks	None known.	Limited – as set out above in the Disadvantages.

(4) Officer Preferred Option (and comments)

4.1. The officer preferred option is Option 1. By approving the Terms of Reference this allows for appropriate amendments to be made aligned to agreed processes as set out in the Shareholders Agreement.

(5) Conclusion.

5.1. The report outlines the ability to review the Terms of Reference on an annual basis so as appropriate changes can be agreed.

<p>RELATIONSHIP TO POLICY FRAMEWORK</p> <p>The decision contained within this report has limited scope / links to Policy Framework although there are clear links to rules set out in the Shareholders Agreement.</p>
<p>CONCLUSION OF IMPACT ASSESSMENT (including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing)</p> <p>There are no implications relating to the above stemming from this report.</p>
<p>LEGAL IMPLICATIONS</p> <p>Legal Services have been consulted on this report and have no further comments to make.</p>
<p>FINANCIAL IMPLICATIONS</p> <p>There are no direct financial implications arising from this report.</p>
<p>OTHER RESOURCE IMPLICATIONS</p> <p>Human Resources:</p> <p>There are no Human Resource implications arising from this report.</p> <p>Information Services:</p> <p>There are no Information Services implications arising from this report.</p>

Property:

There are no Property implications arising from this report.

Open Spaces:

There are no Open Spaces implications arising from this report.

SECTION 151 OFFICER'S COMMENTS

The Council's s151 Officer has been consulted and has no comments to make.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no further comments.

BACKGROUND PAPERS

Contact Officer: Jo Wilkinson

Telephone: 01524 582762

E-mail: jowilkinson@lancaster.gov.uk

Ref: N/A

Schedule 4

Shareholder Committee Terms of Reference

Lancaster City Council - company group

Shareholder Committee – Terms of Reference

1 Introduction

1.1 Morehomes for the Bay (Developments) Limited (**Development Company**) and Morehomes for the Bay (Investments) Limited (**Investment Company**) and any other companies which, by virtue of a Deed of Accession, are party to the Shareholder Agreement (together, the **Companies**) are companies limited by shares which are wholly owned by Lancaster City Council (the **Council**).

1.2 The Companies have been established with general commercial objects but shall only carry out the activities in accordance with clause 2 of the Shareholder Agreement.

1.3 The Council has reserved certain functions to itself, as shareholder, in the articles of association (the **Articles**) and the shareholder agreement in place between the Council and the Company (the **Shareholder Agreement**). The purpose of these terms of reference, which sit alongside the Articles and the Shareholder Agreement, is to set out the functions which are delegated by the Cabinet of the Council to the Shareholder Committee (the **Committee**) and the terms on which the Committee will operate.

2 Membership

2.1 Members of the Committee shall be the then current Council Cabinet members from time to time.

2.2 Members of the Committee shall be appointed for a term equal to that member's term appointed as a Cabinet member of the Council. Members of the Committee shall cease to be a member of the Committee at the end of their term as Cabinet member of the Council.

2.3 The Chair of the Committee shall be appointed by the Council.

3 Meetings

3.1 Meetings of the Committee shall be held at least quarterly, and as frequently as is necessary for it to exercise its delegated functions.

3.2 The quorum for Committee meetings shall be 3.

3.3 Decisions at meetings shall be made by a majority vote. The Chair of the Committee shall have a casting vote. Decisions may be taken electronically between meetings.

3.4 There shall be a representative of the Committee, who is nominated by the Committee to be responsible for notifying the Company of any decisions made by the Committee in relation to the Company. The Committee may nominate the "Council Representative" as such position is appointed under clause 3.8 of the Shareholder Agreement.

3.5 The Committee may invite any person (including Council officers, Directors of the Company and third party advisors) to attend meetings of the Committee in an advisory capacity, as the Committee deems appropriate.

3.6 Meetings of the Committee shall be conducted in accordance with the Council Cabinet rules as modified by any rules approved by the Committee.

3.7 Reports will be presented by either Chair of the Board of Directors or Chair of the Shareholders Committee (the Leader of the Council).

4 **Sub-Groups**

4.1 To assist in its functions the Committee may:

4.1.1 establish and consult standing sub-groups, such as might be required in respect of:

- (a) audit and risk;
- (b) ethical practices; and
- (c) nominations and remuneration, and

4.1.2 may establish and consult ad-hoc or task and finish sub-groups in respect of any matter;

4.1.3 may establish and consult stakeholder groups on any particular aspect or the generality of the objects of the trading companies; and

4.1.4 sub-group or stakeholder group may contain such co-opted members, advisors or observers as the Committee sees fit.

5 **Relationship**

The Committee as it considers appropriate in accordance with its responsibilities and functions described above, may report and make formal recommendations to the Leader, directly or to the Cabinet of the Council.

6 **Minutes and reporting**

6.1 Draft minutes of meetings shall be circulated to the Chair of the Committee for approval within ten (10) working days of the meeting.

6.2 Minutes of meetings will be presented to the next Committee meeting and will also be made available to the Council.

6.3 There will be annual reporting to the Council on the activities of the Committee and operation of the Company, in accordance with the responsibilities set out in these Terms of Reference and the Shareholder Agreement.

7 **Responsibilities**

7.1 The Committee shall be responsible for:

- 7.1.1 the giving of consent in relation to the Council Consent Matters set out in Part 2 of Schedule 1 of the Shareholder Agreement from time to time;
- 7.1.2 scrutinising and reviewing the Business Plan prior to the Cabinet's approval of it;
- 7.1.3 monitoring the operations and performance of the Company through the receipt and analysis of reports prepared and presented by officers of the Company in accordance with clause 7 of the Shareholder Agreement;
- 7.1.4 ensuring compliance with the Council's corporate objectives as set out in the Council's corporate plan;
- 7.1.5 receiving internal audit reports from directors and officers of the Company;
- 7.1.6 receiving quarterly borrowing reports for any lending of the Company; and
- 7.1.7 such other matters as decided by the Council from time to time.

8 **Business Plan protocol**

- 8.1 The Company shall send a revised version of the then current Business Plan to the Committee three (3) months prior to the expiry of the then current Business Plan and invite the Committee to provide comments on the proposed Business Plan.
- 8.2 Each Business Plan shall be substantially in the format of the previous Business Plan (unless otherwise stipulated by the Council).
- 8.3 The Committee shall consider the revised Business Plan at its next scheduled meeting (provided the Committee receives the revised Business Plan with sufficient time to consider the same).
- 8.4 Following the Committee's consideration of the revised Business Plan, the Committee shall respond to the Company with proposed revisions and/or comments and questions to the revised Business Plan.
- 8.5 The Company shall promptly consider the Committee's amendments, questions and/or comments and confirm their acceptance to the same to the Committee as soon as reasonably practicable.
- 8.6 Following such confirmation by the Company, the Committee shall refer the agreed Business Plan to the Council Cabinet for approval. The Company shall promptly respond to any requests, questions and/or comments from the Committee and/or Cabinet throughout the Business Plan approval process set out in this paragraph **Error! Reference source not found.**
- 8.7 Subject to the receipt of Council Consent, before the end of each accounting period, the Directors shall (in accordance with this Agreement and this paragraph 8) consider and,

if appropriate, adopt an updated and revised Business Plan for the relevant accounting period. No adoption, variation or replacement of any Business Plan shall take effect unless such adoption, variation or replacement has received Council Consent.

8.8 All Parties shall use reasonable endeavours to enable the Company adopt an updated Business Plan by the expiry of each accounting period of the Company, however this shall not fetter the Committee's or the Cabinet's discretion in reviewing the proposed Business Plan.

8.9 For any period when a proposed Business Plan sent by the Company to the Committee under paragraph 8.1 has not been approved by Council Consent and/or adopted by the Directors in accordance with this paragraph 8:

8.9.1 the relevant existing Business Plan shall continue to be the Business Plan of the Company; and

8.9.2 the Company shall be permitted to re-submit a revised Business Plan in accordance with the provisions of paragraph 8, but always complying with any direction, comment or request raised by the Committee.

9 **Review**

These terms of reference shall be reviewed at least annually, and any amendments shall be approved by the Council Cabinet.

CABINET

**Business Plan in relation to Morehomes for the Bay
(Investments) Ltd and Morehomes for the Bay (Developments)
Ltd**

6th December 2022

Report of Head of Housing

PURPOSE OF REPORT				
The report seeks to approve the inaugural Business Plan for Morehomes for the Bay (Investments) Ltd, jointly with Morehomes for the Bay (Developments) Ltd, as per the Companies Articles of Association.				
Key Decision	<input type="checkbox"/>	Non-Key Decision	<input checked="" type="checkbox"/>	Referral from Cabinet Member
Date of notice of forthcoming key decision	N/A			
This report is public				

RECOMMENDATIONS:

(1) That Council's Cabinet approve the inaugural Business Plan.

(1) Introduction

1.1 Following endorsement at 2nd March 2021 Cabinet to approve the Lancaster City Council Housing Companies - Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd, their structure and the companies Shareholder Agreement, incorporation took place on 21 June 2021.

1.2 In line with the Companies structure – an initial Business Plan has been prepared by Officers and approved by the Board of Directors of the Companies (Appendix 1 at their meetings on 7th September 2022, and the Companies Shareholder Committee at their meeting on 25th October 2022. The Business Plan now requires approval by the Councils Cabinet for final approval and adoption.

1.3 Following endorsement the Business Plan will be updated annually.

(2) The Business Plan

2.1 This joint business plan for Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd sets out the Companies objectives, governance and management arrangements as well as detailing consideration for how schemes will be brought forward in the future and how they will be delivered.

2.2 At this stage there are no confirmed projects that will be progressed as part of this inaugural plan although there are clear links to a number of key housing and regeneration priorities Lancaster City Council has identified in its Homes Strategy 2020-2025. A key component of which is climate change and the ambition to build zero carbon homes, as well as improving the quality, supply and access of the existing housing accommodation across the district. As such there is much potential in a forthcoming pipeline that could see properties being developed or acquired within the next 3-year period namely through the Mainway estate regeneration programme and Canal Quarter at an appropriate time.

2.3 Once firmer plans have been established in respect of these and other opportunities, future iterations of the business plan will be accompanied with appendices that demonstrate detailed feasibility, modelling and sensitivity testing undertaken on each project.

3.0 Financial Considerations

3.1 The Companies have limited finances available at present. As per the Business Plan, Lancaster City Council will be requested to agree the basis for loans to be made to the companies and the terms upon which those loans are made. Lending will likely be from the Public Works Loan Board. A mechanism to ensure flexibility in drawing funds whilst protecting the interests of the Council will be established.

3.2 Following approval of the Business Plan a working capital facility will need to be established with the Council to support the Companies in its day-to-day operations and work to bring forward viable schemes for consideration.

3.3 As further iterations of the Business Plan are presented including viable schemes the funding facility and drawdown mechanism for the Companies will need to be agreed on an annual basis as part of the budget setting process.

3.4 As outlined within the Business Plan, economies of scale will be essential for the viability of the Companies. It is highly likely that initially schemes with a lower number of properties will not present a viable position – it is anticipated that to kick start the Business Plan a scheme of at least 50 properties is needed and thereafter each business case will assess the viability against the level of contribution against loan facilities that can be made.

(4) Options and Options Analysis (including risk assessment)

	Option 1: Approve the	Option 2: Do not approve the
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	Business Plan	Business Plan
Advantages	In so doing the Companies and the Council will be able to seek to realise its strategic ambitions around increasing affordable housing provision within the Lancaster District in the future. Whilst this inaugural Business Plan does not set out any schemes, to have an approved Business Plan is a requirement of the Shareholder Agreement, and puts the Companies in the right position for when it wishes to seek to bring forward schemes at an appropriate time.	None identified.
Disadvantages	None identified.	In so doing the Council and the Companies will be unable to seek to realise or be limited in its strategic ambitions around increasing affordable housing provision within the Lancaster District to its full potential in the future.
Risks	No risks identified at this stage, however there will undoubtedly be as a minimum, resource implications in exploring opportunities and undertaking viability assessments in the future as well as requests for working capital loans from the Council. In addition, any viable schemes put forward will require borrowing from the Council to be on-lent putting additional financial pressure on the Council	That the Council's ambitions as set out in the recently approved Lancaster Homes Strategy would not be realised. Additionally, if delays in approval of the Business Plan are experienced there are risks that opportunities which could present themselves would be lost.

	<p>and impact on the overall Capital Strategy programme. Currently there are risks surrounding all development opportunities within the current financial climate linked to increased PWLB rates and inflationary material / works costs which may make schemes previously considered viable as unviable – these details would be outlined in more detail with any future development opportunity reports.</p>	
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(5) Officer Preferred Option (and comments)

5.1 The preferred option is ‘Option 1’ – that the Council’s Cabinet approves the inaugural joint Business Plan for Morehomes for the Bay (Investments) Ltd and Morehomes for the Bay (Developments) Ltd as detailed at Appendix 1. This will support the companies in having a working operational plan in how to conduct its business and lays down the parameters for bringing forward schemes in the future.

(6) Conclusion.

6.1 The report and associated Appendix outline the requirements and need for a Business Plan and whilst there are currently no schemes currently being put forward the documents outline how schemes will be brought forward in the future.

RELATIONSHIP TO POLICY FRAMEWORK

The decision contained within this report has limited scope / links to Policy Framework although there are clear links to rules set out in the Shareholders Agreement, and will be aligned to the Councils Treasury Management processes moving forward.

The work contained within this report can also be seen to directly link with the following:

Council Priorities – Happy and Healthy Communities, a Sustainable District, an Inclusive and Prosperous Local Economy Local Plan – contributes towards the provision of housing to meet a locally identified need and opportunities to increase

the choice and supply of good quality housing. Housing Strategy – directly aligns to the key actions identified in the Homes Strategy for Lancaster district 2020-2025.

CONCLUSION OF IMPACT ASSESSMENT

(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing)

There are no implications relating to the above stemming from this report.

LEGAL IMPLICATIONS

Approval of the Business Plan does not commit the Council to any expenditure. It makes proposals as to the financing of the companies by the Council via loan or equity injection. However, the Authority is not bound by these proposals.

The Business Plan is an important document so far as ensuring that the Companies, that are controlled by the Council (as majority shareholder) has appropriate checks and balances, systems and controls in place to ensure that its proposed business projects have appropriate financial viability, due diligence, systems to ensure sound management and delivery. If the Business Plan is not sufficient then it may put the Companies' finances at risk and in turn could affect any financial interest the Council has in the same. Moreover, should a business project fail there could be reputational harm to the Authority

FINANCIAL IMPLICATIONS

There are no direct financial implications associated with approving the inaugural joint business plan as it is a strategic document and no specific financial information regarding aspirational schemes is included within it.

Further work is required surrounding several areas including borrowing rates, service level agreements and exit strategies. This work will influence the financial model as it moves forward and allow for a full financial appraisal of identified properties. As detailed in the report, further reports will follow as and when viability models of potential schemes are available.

As the companies have now been incorporated, there is a requirement for the Council to produce group financial statements. While the companies remain dormant (no financial activity), a disclosure note will be the only requirement in the Council's financial statements. Once either company begins to trade, the financial consolidation will need to be absorbed into the existing closedown timetable, so that the Council meets statutory deadlines. Consolidation adjustments will be required for each company. This may require specialist knowledge, delivered through staff training and additional resources, or external expertise in the early phases. External audit of the companies' accounts will need to be completed within an agreed period, to allow the Council's external auditors to place reliance on them.

OTHER RESOURCE IMPLICATIONS

Human Resources:

There are no Human Resource implications arising from this report.

Information Services:

There are no Information Services implications arising from this report.

Property:

There are no Property implications arising from this report.

Open Spaces:

There are no Open Spaces implications arising from this report.

SECTION 151 OFFICER'S COMMENTS

The Council's s151 Officer has been consulted and would make the following observations.

These types of arrangement typically operate at a subsidy for a number of years before they become financially independent and able to return a dividend to the Council. Financial analysis undertaken prior to the current cost of living increases and resulting inflationary and interest pressures suggested a minimum figure of 50 properties. Based on these factors this figure is likely to have increased. Any financial assistance, or loans provided by the Council will need to reflect the risk to the Council and will attract a premium. Traditionally the Council would seek to undertake any long term borrowing from the Public Works Loan Board (PWLB) who's current rates range from 4.86% to 5.35% dependant on loan type and term. As a commercial entity the LATCo's are able to access finance from a range of external sources which may be beneficial to them, however as a wholly owned subsidiary the Council would be expected to underwrite any external financing.

Cabinet may benefit from receiving detailed financial modelling and forecasts undertaken by the LATCo reflecting the current financial climate to allow it to assess the long term opportunities and viability of the LATCo's.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no further comments.

BACKGROUND PAPERS

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**Morehomes (for the Bay) Investments Limited &
Morehomes (for the Bay) Developments Limited
Local Authority Trading Company (LATCO)
Inaugural Business Plan**

September 2022

LANCASTER

CITY COUNCIL

Promoting City, Coast & Countryside

LATCO Group Inaugural Business Plan

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LATCO Group Inaugural Business Plan

1. Introduction

1.1. About our Companies

In June 2021, following an options appraisal exercise to determine how Lancaster City Council (LCC) could deliver a mixture of affordable and other tenures of new properties our two Local Authority Trading companies (LATCOs) were formed:

- Morehomes For the Bay (Investments) Limited

The purpose of this LATCO is to acquire properties to let at either affordable or market level rents, directly linking to our existing and future housing properties and extending LCC's housing portfolio and service offering.

- Morehomes For the Bay (Developments) Limited

The incorporation of this LATCO is seen as the catalyst for LCC to develop its own land assets, to explore and acquire new sites that could be acquired exclusively or contain an element of residential accommodation in appropriate locations within the Lancaster district.

Any homes developed that LCC wished to retain would either be sold to Morehomes For the Bay (Investments) Limited or the Housing Revenue Account.

The rationale of creating the LATCOs is to maximise the borrowing opportunities available to LCC and deliver a number of key housing and regeneration priorities along with proposed prudential borrowing within the Housing Revenue Account.

1.2. About our Business Plan

This joint business plan for our LATCOs sets out our vision, objectives and activities and how we intend to deliver these.

At this stage there are no confirmed projects that we will progress as part of this inaugural plan. However, there is much potential in a forthcoming pipeline that could see properties being developed or acquired within the next 3year period through the Mainway estate regeneration programme and Canal Quarter.

Once firmer plans have been established in respect of these and other opportunities, future iterations of the business plan will be accompanied with appendices that demonstrate detailed feasibility, modelling and sensitivity testing undertaken on each project.

LCC has identified a number of key housing and regeneration priorities in its Homes Strategy 2020-2025. A key component of the new strategy is climate change and LCC's ambition to build zero carbon homes, as well as improving the quality, supply and access of the existing housing accommodation across the district.

LATCO Group Inaugural Business Plan

2. Our Objectives

2.1. Our Vision & Mission

Morehomes For the Bay (Investments) Limited

Morehomes For the Bay (Investments) Limited (MFBI) aspires to be an entrepreneurial housing provider, developing and delivering exemplary, energy efficient housing. Our vision is to play a dynamic role in increasing the provision of genuinely affordable housing in Lancaster but also seeking to improve the offer and quality of private rented homes within the district.

Morehomes For the Bay (Developments) Limited

Morehomes For the Bay (Developments) Limited (MFBD) will seek to work alongside LCC, developers, registered providers, architects and other housing specialists to develop homes and help create communities that will thrive for many years to come.

2.2. Housing Need in Lancaster

LCC undertook a Strategic Housing Market Assessment (SHMA) via arc4 and was published in September 2017.

Our LATCOs can draw upon the need for affordable housing as demonstrated in the table below:

Tenure	No. H'holds in need	% H'holds in need	Total no. households
Owner Occupied	2,888	6.9	42,003
Private Rented	1,963	16.7	11,763
Affordable (Social/Affordable Rented and Intermediate)	1,242	17.8	6,970
Total (All households in need)	6,092	10.0	60,735

Source: 2017 Household Survey (SHMA Sept 2017)

The SHMA identified an annual imbalance of 288 affordable dwellings across Lancaster each year. Whilst this is not a target for LCC and the Registered Providers that operate within the area it does show that current supply does not meet need.

It also identified the need for new housing to provide a mix of tenures, property types and sizes to meet the broad range of need in Lancaster district.

Therefore, we will focus on developments and an acquisition programme that deliver both a full mix of affordable and market rented houses but also homes for ownership to facilitate the need of families.

LATCO Group Inaugural Business Plan

2.3. Our Objectives

Our overarching objectives for both LATCOs are as follows:

Affordable Housing

Our first objective is to contribute to LCC's aspirations to meet local housing demand by providing the right type of genuinely affordable housing to local residents who may have lower priority on the Housing Register (operated as the Ideal Choice Homes Choice Based Lettings scheme) or who are not currently eligible for social rented housing, but who are not able to afford to buy or rent in the private market. In this way MFBI will complement LCC's provision of social rented homes which it delivers through its Housing Revenue Account.

Private Sector Rental Housing

In order to ensure a viable financial position for MFBI but also to increase our rental offering, we will seek to offer homes for rent at market levels. Not only will this extend the stock holding for MFBI and LCC, indirectly, but also offer economies of scale in respect of covering the costs of organisational overheads.

This approach will also support MFBD, where the non-affordable element of developments could be sold to MFBI for market rent rather than being sold on the open market, de-risking schemes.

Housing Standards

The standard of rented housing, particularly in the private sector, is a concern. We would see that MFBI would be intervening in the market, in providing high-quality well managed and maintained properties therefore, providing competition to other landlords and seeking to drive up their standards.

We have already stated LCC's ambition to deliver zero carbon homes and both LATCOs will be contributing to this strategy in the type of homes developed, acquired and managed.

Increase the Housing Provision in Lancaster District

There are opportunities for the LATCOs to ensure that the provision of housing within the district increases over the coming years. We would seek to take opportunities to develop on LCC owned or to acquire land from the private sector with a view to maximising the housing offer, particularly within the affordable sector.

Providing a Financial Return to LCC

To be a financially robust company, generating a profit to be used for the purpose of providing more affordable housing and delivering financial returns to its shareholder.

LATCO Group Inaugural Business Plan

3. Our Governance

3.1. The Company Structure

Both LATCOs will be operated through a Board of Directors. The Board will be responsible for ensuring effective delivery of each of the LATCO's objectives in accordance with this Business Plan. The majority of the day-to-day operations will be contracted to the LCC's service teams through a service level agreement. A Chair will be selected for the Board and the Chair of each LATCO will be the principal point of contact for the Board.

LCC will have interests in the LATCOs through two roles:

- As sole shareholder
- As secured lender

The LATCOs Board of Directors will be responsible for the delivery of the Company's Business Plan; LCC as shareholder will require performance and financial reporting in line with the usual expectations of a shareholder.

3.2. Governance

The board for each LATCO will be made up of at least three Directors who will bring relevant knowledge and experience in housing and other related disciplines. As the LATCOs progress up to a further four Directors may be sought externally to bring wider skills and knowledge from other disciplines, although a non-executive director appointment will be sought sooner with expertise within the sector to support the LATCOs set-up and development.

A range of supporting strategies and policies will be developed, so that the LATCOs can comply with all of its legal obligations and to ensure clear frameworks for service delivery in line with its Business Plan, and its aims and objectives. The Board will maintain and review all policies to ensure they remain up to date, legally compliant and relevant.

In terms of corporate infrastructure, the Board will ensure that:

- ICT systems for data management and email (which will be fully compliant with all prevailing data protection legislation and statutory guidance).
- Appropriate insurance provision is made for:
 - Day to day operations of the LATCOs, including indemnity cover for staff and Directors
 - The protection of companies' assets, including its properties
- Appropriate financial management systems are in place
- Appropriate development management tools are available.
- There is a functioning website and supporting e-communications

LATCO Group Inaugural Business Plan

In terms of professional registrations, the Board will be responsible for ensuring MFBI and MFBD are registered appropriately with all statutory and trade bodies required to support the effective functioning of the LATCOs.

It is important to note that at this stage MFBI will not be seeking registration as a Registered Provider with the Housing Regulator at this stage but does not rule this out in the future in order to access additional grant funding.

The Companies' decision making will be overseen by the Board of Directors with day-to-day operations being delegated to LCC officers. The Board will establish systems of control (including functions that are reserved to the Board) alongside performance and financial reporting arrangements which will operate on a regular basis, and in conjunction with advisers and officers, devise a comprehensive system of internal reporting at scheme, programme and company level.

LCC's interests will be operated through two principal routes.

1. As shareholder, through a Shareholder Agreement, which sets out the basis for the investment into the company and the mechanism by which the companies will report back to the LCC's appointed representative. LCC will approve the companies' Business Plan on an annual basis, as part of its own budget setting processes. In approving the Business Plan, LCC will also approve the funding support to be provided to the LATCOs. Performance against each of the business plans will be reported to LCC on a quarterly basis.
2. As lender, LCC will agree the basis for loans to be made to the company, and the terms upon which those loans are made. A drawdown trajectory will be established and agreed annually in advance via the business plan and budget setting process. A mechanism to ensure flexibility in drawing funds whilst protecting the interests of LCC will be established. This will allow for the LATCOs to operate in a commercial manner, respond to market conditions and not get caught up in unnecessary bureaucracy.

LATCO Group Inaugural Business Plan

4. Delivery of our Schemes

4.1. Identifying Opportunities

The schemes that will come under consideration of the Board will be derived from LCC. For each property, land or potential acquisition LCC will consider the appropriate course of action and determine if it shall be delivered with the HRA, sold or developed or acquired by either MFBI or MFBD.

It is likely that LCC will provide direction to the Boards of the LATCOs in terms of the tenure mixes it wishes to be delivered, although this will be dependent on viability and the availability of loan finance.

MFBI will also actively explore the market for acquisition opportunities from both the open sales market but also possibly new housing developments within the area in order to let at affordable or market levels.

4.2. Decision Process

Morehomes For the Bay (Investments) Limited

MFBI will actively seek to acquire or suitably invest in homes that it will hold for rental at either affordable or market levels.

A structured business case will be developed for each opportunity that arises.

Each business case will detail the information about the scheme:

- Overarching details about the building or units that will be acquired or developed
- The number of type of units that will be delivered and their tenure (affordable or market rent)
- Confirmation for the demand for such units within the area
- How the scheme will be financed
- Financial Projections that demonstrate:
 - Loan repayment within a 50-year period
 - No requirement for additional financing post development or acquisition
 - Repayment of any working capital
 - Ability to cover both operational but share of overhead costs
 - Tax liabilities covered
 - Projected Returns to LCC
- Risk Analysis and appropriate mitigations

Each individual business case will be presented to the MFBI Board for approval, only if it meets the above objectives and then onto LCC to ensure that it meets their investment strategy.

Morehomes For the Bay (Developments) Limited

LATCO Group Inaugural Business Plan

MFBD differs in that the core focus is to develop land that is acquired or transferred for the development of homes where there is a mixed tenure including market sale.

It is most likely that where a development site will be wholly rented, be it affordable or market levels, that MFBI will contract to directly with developers to deliver the site, unless direction is given by LCC.

A structured business case will be developed for each site containing the following information:

- Overarching details about the building or units that will be developed
- The number of type of units that will be delivered and their tenure (affordable, market rent or sale)
- Confirmation for the demand for units (affordable, market rent or sale as applicable) within the area
- How the scheme will be financed
- Financial Projections that demonstrate:
 - The ability to repay both loan and equity investment, potentially before completion of the last sale
 - That include comparable evidence of sales / rents; growth of value / rents over past 2-3 years and predicted growth over the next 2-3 years
 - To aim to meet the following metrics and hurdles:
 - Above 20% GDV on open market sales
 - Between 18% to 20% on private rental sales (to MFBI)
 - Above 6% GDV on social/affordable rental sales (to MFBI or HRA)
 - Blended profit of above 15% on GDV for mixed tenure planning compliant scheme
 - Blended profit on cost of 18%
 - Repayment of any working capital
 - Ability to cover both operational but share of overhead costs
 - Tax liabilities covered
 - Projected Returns to LCC
- Risk Analysis and appropriate mitigations

Each individual business case will be presented to the MFBD Board for approval, only if it meets the above objectives and then onto LCC to ensure that it meets their investment strategy

4.3. Financing of the Schemes

Initial financing will be made available to each of the LACTCOs on the basis of requirement to cover:

- Set Up Costs
- Corporate (overhead) costs
- Direct staffing costs

The funding may be made via the options of a working capital facility (attracting an interest charge), equity share investment in exchange for shares or con-committal grant.

In terms of financing development expenditure or the stage payments on acquisitions, these will be financed by short-term loan arrangements. Dependant on the type of scheme these will be either 100% loan financed or lower percentage with equity input.

LATCO Group Inaugural Business Plan

There may be the opportunity to transfer existing land or building in exchange for equity investment shares, which could be repayable at a later stage.

Loan finance that MFBI acquires or developments will convert to operational or asset based loans once the development loan is repaid.

Lending will be based on rates that reflect either sub-market rentals (deemed non-commercial) or market equivalent for other properties to ensure that any State Aid (subsidy control) requirements are met.

The funding facility for the Companies will be agreed on an annual basis through the business planning process after both Board and LCC approval as part of the budget setting process. This will provide certainty in terms of the total amount that can be drawn down within a year in order to acquire and retrofit properties. Towards the beginning of the year the actual drawdown mechanism will be agreed as to how the loan facility is drawn over the year.

4.4. Risk Management & Mitigation

Each Board will maintain a risk register, in order to support it in monitoring and managing the risks associated with all business activities proposed within this Business Plan.

The risk register is currently being established and will form part of the next business plan but will be in place before acquisitions commence in order to give assurance to each of the Boards.

The LATCOs will seek to mitigate its risks and will consider appropriate actions in order to ensure the viability of the companies with a range of alternative strategies for disposal.

LATCO Group Inaugural Business Plan

5. Our Management

5.1. Corporate

As single legal entities the LATCOs will incur corporate overhead costs.

The services that both MFBD and MFBI will purchase from LCC will include:

- Legal Services – for any tenancy issues, conveyancing, acquisition transactions.
- Communications and Marketing
- .
- Directorate Support – to provide specialist support to the Companies (where available)

Other services that will require to be procured externally include:

- Valuation – annual basis (MFBI only)
- Banking / financial services
- Auditing
- Specialist Legal advice
- Insurance for both directors and property
- HR provision
- Company Secretary – to provide the company secretary duties and Board meeting facilitation

Economies of scale will be essential for the viability of MFBI. Potential costs for the above could amount to over c£74k per annum (based on a portfolio of 50) and therefore it is highly likely that a lower number of properties will not present a viable position for MFBI. Each business case will assess the level of contribution that can be made.

5.2. Management

MFBD may recruit its own staff when required in order to manage and deliver the eventual development programme. Up until this point any initial work will be carried out by appropriate LCC officers and recharged as part of the development costs.

MFBI are likely to rely upon existing LCC officers within the housing division to provide overall management and support to the Board, although it is acknowledged there is likely to be competing priorities and resources and therefore without dedicated resources delays in progress may be seen. It is possible that MFIB will eventually secure its own general management. This will assist with:

- Actively exploring the market for acquisition opportunities from both the open sales market but also possibly new housing developments within the area;
- Exploring and securing grants, resources and wider opportunities to increase the quantum of homes that are delivered, thereby enabling it to make a positive impact upon Lancaster's housing supply.

LATCO Group Inaugural Business Plan

- Effectively managing its housing asset, ensuring a comprehensive schedule of planned maintenance
- Delivering management and repairs services to its tenants, to the highest possible standards and acting as an exemplar to other landlords in Lancaster, inspiring improved standards across rented homes of all types within the district
- Promoting and raising the brand profile of MFBI to promote the benefits of quality, affordability and innovation in the delivery of homes to meet current and future housing need, with the aim of stimulating provision by private and registered landlords alike
- Representing LCC / MHFTB in forums with other providers
- Servicing the Board / Shareholders Committee with appropriate management / update reports.

MFBI will look to enter into a management agreement, subject to a financial/viability appraisal, with the LCC's landlord services to provide the following tenancy services:

Management Service

- Single contact Property and Lettings Manager (PLM) for tenants
- Rent collection and arrears management
- Transfer of rental monies to MFBI
- Monthly reporting on rental and works statements
- Tenancy and Repairs Management

Re-let Service

- Providing suitable forms of advertising and publicity for properties held within MFBI.
- Accompanying potential tenants to viewings.
- Cleaning of void properties and bringing to the appropriate lettable standard.
- Organising any necessary minor or major works.
- Ensure all necessary administration and eligibility checks for entering into tenancy agreement and are carried out as per contractual agreement.

Maintenance Service

- Through LCC's landlord services, undertake day to day repairs on properties via an appointment system.
- Recharge the costs of the repairs to MFBI
- Management of the life-cycle programme, recording and forecasting works that need to be undertaken through an asset register. This will adhere LCC's own asset management policy.

The annual fee payable to LCC's landlord services is likely to be based on a net percentage of rent collected, deducted from monthly payments along with the cost of works, reconciled to landlord statement.

5.3. Financial

It is likely that both LATCOs will source externally the following:

LATCO Group Inaugural Business Plan

- Financial Services – for the production of annual accounts, up keep of the financial systems, book keeping, management accounts and liaison with the external auditors.
- External Auditors – will be appointed by the Board for the sign-off of annual accounts and to provide ad-hoc advice. The auditors will be agreed in consultation with LCC, which will provide continuity and ease when consolidating group accounts.

As part of its due diligence LCC and Board of the companies will commission internal audits from time to time for relevant operations of the LATCOs.

The Board will approve a newly formed set of financial regulations devised specifically for the Companies but in-line where possible with the LCC's. These establish financial controls, authorities and delegations commensurate with the objectives of MFTBI and the regulatory context within which it operates.

We recognise that sound financial management will be critical to the success of the start-up of MFBI.

Outline budgets will be developed for the acquisition, retrofit and overheads each year. This will identify the financing required as part of the annual loan facility agreement.

In cash terms these will be neutral in that sufficient financing will meet the expenditure requirements.

The basis of financial viability for each acquisition will be agreed by the Board and delivery group prior to drawdown of funds, as part of the annual facility, and will be regularly monitored throughout the delivery period.

DRAFT

CABINET

Delivering Our Priorities: Q2 2022/23 6 December 2022

Report of Chief Executive & s151 Officer

PURPOSE OF REPORT			
To provide members with an update on performance, projects, and resources during the first two quarters of 2022/23 (April – September 2022).			
Key Decision	N	Non-Key Decision	Referral from Cabinet Member
Date of notice of forthcoming key decision	N/A		
This report is public			

RECOMMENDATIONS OF COUNCILLOR WHITEHEAD

That Cabinet

- (1) Consider the update on performance, projects, and resources for Quarter 2 2022/23.
- (2) Approves the use of the latest projected outturn figures to provide a mid-year reviewed budget position which will form the basis for future monitoring and outturn within 2022/23 and refers to full Council for noting.

1.0 INTRODUCTION

- 1.1 The primary purpose of this report is to present information relating to the council's projects, performance and resources for the period July-September 2022, which can be found within the appendices.

2.0 PERFORMANCE REPORTING

- 2.1 The highlight report at Appendix A provides a broadly consistent set of information across the last five quarters, with services having returned to relative stability over the last year.
- 2.2 The SALC decarbonisation works have led to a significant decrease in the amount of gas used across our council buildings, compared to the same quarter in 2021.
- 2.3 Staff sickness has remained very low over the last three quarters, enabling productive and consistent delivery of high-quality local services.

3.0 PROJECT REPORTING

- 3.1 The highlight report shows that all the Council's Strategic Projects are running to plan at the end of Quarter 2 2022/23. No projects are reporting either an amber or a red status.
- 3.2 Since Quarter 1, three further projects have closed:
 - a. Palatine Recreation Ground and Pavilion

- b. Lancaster City Museum Boiler
 - c. Customer Contact System
- 3.3 The Projects and Performance Team are in the process of collecting and analysing the following information for all strategic projects. The analysis will provide a greater understanding of the benefits which can be expected, the project timescales and project risks across the Council to enable informed decision-making at both strategic and operational level.
- a. Links to Plan 2030 Outcomes
 - b. Details of consultancy or contractors appointed directly by each project – available for colleagues and elected members to view on the intranet
 - c. Project Plans
 - d. Risk Logs
- 3.4 A review of the projects we report on quarterly is due to be undertaken during Q3 and Q4. The objective of this review being to ensure that the best information is supplied for decision making purposes.

4.0 FINANCIAL MONITORING

- 4.1 The 2022/23 Budget and Medium Term Financial Strategy (MTFS) 2022-2026 approved by Council in February 2022 set a balanced budget for the year based on the assumptions made at that time. The current Cost of Living Crisis, as well as legacy impacts from the COVID - 19 pandemic has created a significant shock to the economy and has resulted in significant unplanned expenditure and income losses for the Council.
- 4.2 All portfolios holders and Directors are required to examine their revenue budgets and meet regularly to discuss the key issues and associated risks. To enable both parties to meet this requirement, Financial Services continually reviews and refreshes how it presents the Council's Corporate Monitoring information, with the Quarter 2 information distributed to Cabinet mid November 2022. Corporate Monitoring reports are submitted to Cabinet and Budget & Performance Panel for review.
- 4.3 In an attempt to aid understanding Members should note that where **projected variances** values are presented with brackets () this reflects a negative, or adverse movement from the budgeted position. Conversely, projected variances accompanied with a + sign represents a positive, or favourable movement from the budgeted position.

The following financial appendices accompany the financial monitoring section of this report

- Appendix B: General Fund Service Analysis
- Appendix C: General Fund Subjective Analysis
- Appendix D: HRA Service Analysis
- Appendix E: General Fund Capital Projects
- Appendix F: HRA Capital Projects
- Appendix G: Reserves Projected Outturn
- Appendix H: Approved Savings Monitoring
- Appendix I: Service Analysis

5.0 COST OF LIVING CRISIS

- 5.1 The start of this financial year has seen extraordinarily high inflation rates coupled with major increases to the cost of energy. Where appropriate, updated projected variances have been included within the relevant service areas using the latest cost information available from suppliers. To put into perspective, the estimated projected overspend on energy budgets is (-£2.052M) (General Fund (-£1.511M), (HRA (-£0.541M) which is an increase of (-£0.377M) on the position reported at Quarter 1. It remains a highly volatile market and is being closely monitored in order to help formulate a base budget for 2023/24 onwards which will be considered by Council in February 2023.

- 5.2 As part of the 2022/23 budget setting process, in line with the majority of Councils an inflationary uplift of 2% was included to salaries across all service areas. The National Employers latest offer of an increase of £1,925 on all NJC pay points has just been accepted by the Unions. With regard to the financial impact on the Council, it is estimated additional strain is (-£1.134M) (General Fund (-£0.939M), (HRA (-£0.195M)). Members should note that, as the pay award has now been finalised, the marginal impact has been included in the projected outturns within service and been included in the summary positions and tables below.

6.0 GENERAL FUND SUMMARY POSITION

- 6.1 Quarter 2 (Q2) monitoring covers the period for April – September 2022. At the end of Q2 (September 2022) we are currently projecting a year end overspend against budget of **£2.965M**. This amount equates to approximately **13.95%** of the Council's approved Net Revenue Budget of **£21.254M**. Members will recall that, as part of the 2022/23 budget cycle, Council approved a small contribution to reserves of **£0.034M** in order to produce a balanced budget. This will no longer be possible and there will instead be a call on reserves of **£2.965M**.

- 6.2 In addition, this position is at the second-quarter point of the financial year and officers work will continue over the coming months to monitor and forecast the costs and savings associated with other emerging budget pressures. In the meantime, arrangements are in place to scrutinise all existing expenditure plans in conjunction with the Outcomes Based Reporting (OBR) project. It should also be noted that many items that contribute to the in-year position and recurring (pay award, inflation etc) and as such will result in a significantly increased budget gap. This will be addressed as part of the MTFS refresh report which is elsewhere on this agenda.

- 6.3 A summary of the Q2 revenue position for the main service accounts of the Council is set out in table 1 below with commentary on significant variances provided in the following paragraphs.

Table 1 Quarter 2 Financial Monitoring – Service Analysis

	Original Budget 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000
Communities and Environment	5,193	5,193	263	8,000	(2,807)
Economic Growth and Regeneration	4,605	4,605	2,677	5,749	(1,144)
Corporate Services	6,760	6,760	7,368	7,740	(980)
Central Services	1,162	1,162	547	1,172	(10)
Other Items	4,717	4,717	140	2,047	+2,670
Sub Total	22,437	22,437	10,995	24,708	(2,271)
Net Recharges to Housing Revenue Account	(1,044)	(1,044)	(519)	(1,044)	0
RMS Capital Charges (now Housing Revenue Account)	(139)	(139)	882	(139)	0
Revenue Reserve funded items included in above analysis	1,641	1,641	158	1,529	+112
Revenue Reserve funded items included in above analysis	(1,641)	(1,641)	0	(1,529)	(112)
Sub Total	(1,183)	(1,183)	521	(1,183)	0
General Fund Revenue Budget	21,254	21,254	11,516	23,525	(2,271)
Financing Income	(11,078)	(11,078)	(2,367)	(10,384)	(694)
Council Tax Requirement	10,176	10,176	9,149	13,141	(2,965)

Communities and Environment (£2.807M Adverse)

6.4 Significant budget variances including: -

- Energy costs (-£0.823M); petrol and diesel (-£0.260M); pay award (-£0.606M);
- Salary savings +£0.377M across directorate offset by use of overtime (-£0.217M) and agency staffing (-£0.320M) to address shortfalls. This is largely due to secondment of service heads to other local authorities built into future projections.
- Forecast income has returned to pre-pandemic levels. As part of the budget setting process a savings item of +£0.495M was included to reflect the impact of a car parking tariff review. Subsequent changes to the tariffs and a social media campaign have resulted in an adverse variance of circa (-£0.250M) when considered against the profile at the end of quarter 2. It is difficult to accurately estimate a projected outturn at this point due to the tariffs still bedding in but an indicative figure of (-£0.500M) has been included.
- Transport costs have increased due to vehicle repairs and maintenance (-£0.105M) and associated hire costs (-£0.275M) arising from delayed delivery of new fleet. Lead-in times have increased dramatically as a result of the pandemic due to supply chain issues and this is expected to continue in the short term.
- Reduced income at Charter Market (-£0.027M) and Festival Market (-£0.025M) in line with 2021/22 outturn due to pitch take-up not returning to pre-pandemic levels.
- Similarly, trade waste income (-£0.140M) in line with 2021/22 outturn. This is, however, offset by a corresponding reduction to disposal costs +£0.068M.
- Garden waste subscriptions (-£0.029M) are 3% down on last year with approximately 23,750 subscribers (compared to 24,510 in 2021/22).
- Williamson Park café stock items have increased in cost (-£0.037M) however café prices have remained constant in line with fees and charges.

Economic Growth and Regeneration (£1.144M Adverse)

6.5 Significant predicted year end variances including: -

- Energy costs (-£0.688M) ; pay award (-£0.224M)
- Salary savings +£0.679M across directorate largely due to a vacant service head position, ten vacancies within development control and a further four vacancies within the projects team. This is offset by the use of agency staffing (-£0.097M), consultancy (-£0.095M) and advertising for vacant positions (-£0.026M).
- Property Services projected outturn includes (-£0.240M) for new investment income not achievable. Changes to borrowing requirements have prevented the acquisition of properties purely for commercial gain.
- Rental shortfalls (-£0.066M) at 7 Cheapside, Hilmore Way and Assembly Rooms. These were existing untenanted lets and new tenants have now been sourced on initial rent-free periods.
- Business rates is payable by the Council when a commercial property is not let. Current properties include units at Hilmore Way amongst others, the estimated cost for the financial year being (-£0.028M).
- Budgeted savings for mothballing council premises have not been achieved (-£0.108M) due to no strategic plan being put in place and implemented.
- The annual insurance has increased by (-£0.127M) which is likely to be due to recent claims at Gateway and Mallowdale Avenue. The service element is (-£0.100M).
- Legal costs including judicial review (Conservation) and planning appeals (-£0.105M).

Corporate Services (£0.980M Adverse)

6.6 Significant predicted year end variances including: -

- Pay award (-£0.098M)
- Salary savings +£0.407M across directorate mainly relating to senior officer positions within Accountancy, Internal Audit and Human Resources, offset by the use of agency staffing (-£0.025M) and consultancy required to deliver the ICT Manager and Internal Audit functions (-£0.116M).
- The provision for staff turnover target (-£0.574M) is held within Corporate Service whilst the additional costs/savings generated are attributed to the individual

services and this is removed as part of this exercise. When taking this into account the whole council salary related position (including agency and consultancy costs as appropriate) plus the impact of the pay award, the expected overspend is estimated at +£0.617M.

- An additional top-up payment required to the pension fund (-£0.205M) relating to 2021/22 and an estimated further top-up of (-£0.600M) relating to 2022/23 which will be paid within the remainder of the financial year; however the HRA will be charged a proportion of this +£0.100M for their share.

Other Items (£2.670M Favourable)

6.7 Significant predicted year end variances including: -

- In recent years the Council received un-ringfenced government grants to help with additional costs that related to the pandemic. The amount remaining at the end of 2021/22 of +£0.495M was transferred to reserves at the year end. Given the large in-year deficit the Council is currently now facing, it is prudent to utilise this funding to mitigate the position.
- The impact of slippage on capital expenditure at the end of 2021/22 has lowered the minimum revenue provision (MRP) charge for the year +£0.590M.
- Long term borrowing not taken +£0.290M out as anticipated due to both slippage on capital and on forecast expenditure from reserves.
- Increases in investment interest receivable due to the recent increases in bank rate +£0.592M.
- Council tax rebate scheme new burdens allocation received after budget agreed +£0.695M.

6.8 Appendix B: General Fund Service Analysis (Q2) covers this information in more detail and provides summary percentage variations for variances +/- £30K. Appendix I provides additional analysis across individual service areas

6.9 The revenue position provided within table 1 above is analysed across the Council's subjective headings is set out in table 2 below.

Table 2 Quarter 2 Financial Monitoring – Subjective Analysis

	Original Budget 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000
Employees	27,031	27,031	14,242	28,628	(1,597)
Premises Related Exp	4,655	4,645	3,194	6,632	(1,987)
Transport Related Exp	1,266	1,266	979	1,916	(650)
Supplies and Services	11,250	11,336	14,336	13,357	(2,021)
Transfer Payments	20,277	20,277	8,700	23,277	(3,000)
Support Services	147	147	3	111	+36
Capital Charges	17	17	0	17	0
Capital Financing Costs	1,464	1,464	836	1,173	+291
Appropriations	3,771	3,771	0	2,680	+1,091
Income	(47,141)	(47,217)	(32,040)	(52,783)	+5,566
Capital Financing Inc	(300)	(300)	745	(300)	0
Sub Total	22,437	22,437	10,995	24,708	(2,271)
Net Recharges to Housing Revenue Account	(1,044)	(1,044)	(519)	(1,044)	0
RMS Capital Charges (now Housing Revenue Account)	(139)	(139)	882	(139)	0
Revenue Reserve funded items included in above analysis	1,641	1,641	158	1,529	+112
Revenue Reserve funded items included in above analysis	(1,641)	(1,641)	0	(1,529)	(112)
Sub Total	(1,183)	(1,183)	521	(1,183)	0
General Fund Revenue Budget	21,254	21,254	11,516	23,525	(2,271)
Financing Income	(11,078)	(11,078)	(2,367)	(10,384)	(694)
Council Tax Requirement	10,176	10,176	9,149	13,141	(2,965)

6.11 Appendix C: General Fund Subjective Analysis covers this information in more detail

7.0 HOUSING REVENUE ACCOUNT SUMMARY POSITION

7.1 As at the end of Q2 a year end overspend against budget of **(-£0.163M)** is projected. A summary of the Q2 revenue position for the HRA is set out in table 3 below.

Table 3 Quarter 1 Financial Monitoring – HRA Service Analysis

	Original Budget 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000
Policy & Management	1,901	1,983	1,226	2,314	(331)
Repairs & Maintenance	6,555	6,627	2,471	7,613	(986)
Welfare Services	58	58	(175)	359	(301)
Special Services	273	273	162	267	+6
Miscellaneous Expenses	740	740	560	942	(202)
Income Account	(15,295)	(15,295)	(7,572)	(15,289)	(6)
Capital Charges	5,493	5,493	0	5,493	0
Appropriations	(255)	(409)	0	(2,066)	+1,657
Sub Total	(530)	(530)	(3,328)	(367)	(163)
Net Recharges to General Fund	530	530	265	530	0
Housing Revenue Account Budget	0	0	(3,063)	163	(163)

7.2 Significant predicted year end variances including: -

- Impact of pay award (-£0.195M)
- Share of additional top-up payment to the pension fund (-£0.100M)
- Increased electricity (-£0.126M) and gas (-£0.412M) costs due to the energy crisis. However, these costs are largely rechargeable to tenants via service charging a year in arrears. Note that elements are housing benefit applicable to residents. Net additional energy costs on independent living schemes funded from welfare reserves +£0.332M
- An anticipated reduction in income (-£0.131M) and additional council tax payable (-£0.064M), largely due to an increase in major voids being returned plus increased voids relating to capital projects
- An increase on property insurance premiums (-£0.112M)
- Additional fire safety works (-£0.785M), to be partly funded from planned maintenance reserves +£0.676M
- Utilisation of balance in Major Repairs Reserve to fund in-year capital expenditure +£0.708M

7.3 Appendix D: Housing Revenue Account Service Analysis covers this information in more detail and provides summary percentage variations for variances +/- £30K.

8.0 CAPITAL PROJECTS (General Fund & HRA)

8.1 At Q2 a year end variance against budget of **£7.870M** (General Fund + £5.090M, HRA +£2.780M) is projected. Summary details for both the General Fund and HRA are set out in table 4 below.

Table 4 Quarter 2 Financial Monitoring – Capital Projects

	Original Budget 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000
Communities and Environment					
Business Support	2,700	5,438	1,206	4,449	+989
Customer Involvement & Leisure	549	1,875	46	1,571	+304
Public Protection	0	0	0	0	0
Housing Services	600	1,350	(1,891)	750	+600
Public Realm	97	408	(1,147)	410	(2)
Total	3,946	9,071	(1,786)	7,180	+1,891
Economic Growth and Regeneration					
Planning & Place	64	244	0	150	+94
Economic Development	0	0	0	0	0
Property, Investment and Regeneration	3,563	4,088	(626)	983	+3,105
Total	3,627	4,332	(626)	1,133	+3,199
Corporate Services					
HR	0	0	(40)	0	0
ICT	490	538	79	538	0
Total	490	538	39	538	0
Central Services					
Chief Executive	0	0	0	0	0
Total	0	0	0	0	0
GENERAL FUND - TOTAL	8,063	13,941	(2,373)	8,851	+5,090
Housing Revenue Account					
Adaptations	300	300	148	300	0
Energy Efficiency / Boiler Replacement	989	1,029	202	1,029	0
Kitchen / Bathroom Refurbishment	888	888	217	725	+163
External Refurbishment	210	315	39	315	0
Environmental Improvements	200	234	217	395	(161)
Re-roofing / Window Renewals	738	988	183	988	0
Rewiring	56	56	5	56	0
Lift Replacement	0	0	0	0	0
Fire Precaution Works	240	280	28	280	0
Housing Renewal & Renovation	1,753	1,753	440	1,720	+33
Mainway Pilot Scheme	4,000	4,000	0	1,255	+2,745
HOUSING REVENUE ACCOUNT - TOTAL	9,374	9,843	1,479	7,063	+2,780
GRAND TOTAL	17,437	23,784	(894)	15,914	+7,870

8.2 The Capital Programme working budget has been adjusted for slippage from 2021/22 and to reflect the inclusion of growth in respect of the Heat De-Carbonisation Programme in the General Fund Capital Programme approved by Council on 26 June.

8.3 The underspending against budget relates principally to General Fund and reflects further anticipated slippage on capital projects into 2023/24.

8.4 The overall projected favourable variance on the HRA Capital Programme of +£2.780M relates mainly to the slipping of the construction works on the Mainway Pilot Scheme to 2023/24, to allow for the planning approval process for the full application that is expected to be submitted in the coming weeks.

8.5 Appendix E General Fund Capital Projects and Appendix F HRA Capital Projects provide further information and summary commentary.

9.0 RESERVES

9.1 The Council's unallocated balances are projected to be **£8.014M**. This takes account of the updated reserves strategy approved by Council 25th October 2022. **£2.965M** will be used to fund the forecast general fund net revenue overspend with a further **£1.1M** utilised to fund the roof and cladding repair work to the Gateway asset. Overall, the combined level of usable reserves is forecast to decrease to **£23.587M**. Table 6 Quarter 1 Financial Monitoring – Reserves provides summary details for both Unallocated and Earmarked Reserves.

Table 6 Quarter 2 Financial Monitoring – Reserves

	<----- ORIGINAL BUDGET ----->				<----- PROJECTED OUTTURN ----->					
	31 March 2022	From Revenue	To / (From) Capital	To Revenue	31 March 2023	31 March 2022	From Revenue	To / (From) Capital	To Revenue	31 March 2023
	£	£	£	£	£	£	£	£	£	£
Unallocated Balances	(5,614,400)	(34,000)			(5,648,400)	(6,032,200)	(5,946,900)		3,965,100	(8,014,000)
Total Earmarked Reserves	(14,214,400)	(1,878,900)	947,000	1,894,400	(13,251,900)	(22,852,900)	(1,243,300)	490,000	8,032,800	(15,573,400)
Total Combined Reserves	(19,828,800)	(1,912,900)	947,000	1,894,400	(18,900,300)	(28,885,100)	(7,190,200)	490,000	11,997,900	(23,587,400)

9.2 Appendix G: Reserves Projected Outturn provides further detailed analysis.

9.3 The Council's reserves will be used to manage the impact of the cost of living crisis and also support the work to address the underlying structural deficit through the OBR process. As a result, they are fundamental to ensuring the financial sustainability of the Council as it deals with these pressures and will be kept under review by Officers and Members. Projections of the required further calls to balance future budgets are given in the MTFs refresh report elsewhere on this agenda.

10.0 COLLECTION FUND

Business Rates

10.1 Central Government made announcements launching new rate relief schemes in 2022/23 at the Autumn Budget and Spending Review 2021 these include a scheme to support local high street businesses as they recover from the pandemic. The 2022/23 Retail, Hospitality and Leisure Business Rates Relief scheme provides eligible properties with a 50% relief up to a cash cap limit of £110K per business. Funds to fully reimburse local authorities for the local share of these enhanced reliefs are being paid on account during the year using a grant under section 31 of the Local Government Act 2003, with a full reconciliation to be carried out at year-end.

10.2 The collection rate for Business Rates is currently 62.8%, which is ahead of the profiled target of 60.2%. The annual target is 98.0%.

Council Tax

10.3 The current collection rate for Council Tax is 64.3% which is slightly behind the profiled target of 65.6%. The annual target is 95.%. The number of Local Council Tax Support claimants at Q2 is 9,934.

11.0 WRITE OFFS

11.1 Table 7 below provides details of the debts have been written off by the Council's Revenues and Benefits service in relation to Council Tax, Business Rates and Housing Benefits Overpayments

Table 7: Write Off's

	Q1	Q2	Q3	Q4	Total
Council Tax	44,074	113,573			157,647
Business Rates	69,965	39,449			109,414
Housing Benefit Overpayments	4,222	39,389			43,611
Total	118,261	192,411	0	0	310,672

11.2 Debts are deemed non recoverable after all reasonable recovery steps have been taken and can be written off in accordance with the Council's Debt Management Policy in a number of circumstances such as unable to trace, uneconomical to pursue, insolvency as well as imprisonment and death.

RELATIONSHIP TO POLICY FRAMEWORK

Performance, project, and resource monitoring provides a link between the Council Plan and operational achievement, by providing regular updates on the impact of operational initiatives against strategic aims.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability etc)

None identified.

FINANCIAL IMPLICATIONS

No financial implications directly arising from this report.

SECTION 151 OFFICER'S COMMENTS

The Section 151 Officer authored the financial monitoring aspects of this report in accordance with his statutory duties.

LEGAL IMPLICATIONS


No specific legal implications.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no comments

BACKGROUND PAPERS

Contact Officer: Paul Thompson
Telephone: 01524 582603
E-mail: pthompson@lancaster.gov.uk
Ref: N/A

 <p>Promoting City, Coast & Countryside</p>	Corporate programmes, projects and performance update – 30th Sept 2022 (Q2)	Status Key																							
		<table border="1"> <tr> <td>R</td> <td>Red – The project is unlikely to meet its agreed plan, costs or benefits unless immediate remedial action is taken</td> <td>C</td> <td>Complete or Closed</td> </tr> <tr> <td>A</td> <td>Amber – The project is at risk of failing to meet its agreed plan, timescales, costs or benefits unless action is taken</td> <td>N</td> <td>Not Started</td> </tr> <tr> <td>G</td> <td>Green – The project is on track to meet its agreed plan, timescales, costs and benefits</td> <td>H</td> <td>On hold</td> </tr> <tr> <td>X</td> <td>No data available / data not requested due to stage</td> <td colspan="2">* Projects in the Concept stage will not usually have updates</td> </tr> </table>	R	Red – The project is unlikely to meet its agreed plan, costs or benefits unless immediate remedial action is taken	C	Complete or Closed	A	Amber – The project is at risk of failing to meet its agreed plan, timescales, costs or benefits unless action is taken	N	Not Started	G	Green – The project is on track to meet its agreed plan, timescales, costs and benefits	H	On hold	X	No data available / data not requested due to stage	* Projects in the Concept stage will not usually have updates		Priorities Key <table border="1"> <tr> <td>I</td> <td>An inclusive and Prosperous Local Economy (Economy)</td> </tr> <tr> <td>S</td> <td>A Sustainable District (Environmental)</td> </tr> <tr> <td>H</td> <td>Healthy and Happy Communities (Social)</td> </tr> <tr> <td>R</td> <td>A Co-operative, Kind and Responsible Council (Governance)</td> </tr> </table>	I	An inclusive and Prosperous Local Economy (Economy)	S	A Sustainable District (Environmental)	H	Healthy and Happy Communities (Social)
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		All projects, programmes and performance figures on this list are reporting quarterly																							

An Inclusive and Prosperous Local Economy (Economy)						
Projects						
Priority	Project Name	Update	Stage	Updated	Status	
I	H	Palatine Recreation Ground Pavilion	The works are complete to both properties at Palatine Recreation Ground. This included the reroofing and installing new rainwater goods and insulation in Palatine Pavilion. The works to the Former Veterans clubhouse included recladding of the exterior, plus the removal of asbestos soffits and floor tiles. Replacing the flooring, installing LED light fittings and new security double glazed windows to the front elevation of the building.	Complete	17/10/22	C
I	H	Lancaster City Museum Boiler	The new boiler installation is completed and will be tested over the coming weeks and months.	Complete	10/10/22	C
I	S	Canal Quarter Phase 2 – Masterplan and Delivery Strategy (part of Canal Quarter programme)	The proposed masterplan was unveiled at a special event on 9/10/22 on Brewery Lane and at Kanteena. Further information can be found here Canal Quarter Masterplanning KeepConnected (lancaster.gov.uk)	Delivery	11/10/22	G
I		Heritage Action Project	Programme is making further progress in terms of building grant delivery and towards new projects, however, spend to date is still much lower than desired. The delays encountered may mean Historic England reduce their contribution for the final two years of the programme. Delivery of the Damside St footway improvements is due to commence in late January subject to technical sign and other approvals.	Delivery	28/11/22	A
I	S	Lune Flood Protection, Caton Road	Progress this quarter has seen the removal of temporary works associated with the pump chamber and installation of the pumps and associated pipework on the “dry side” of the flood defence wall. Work has commenced on the river side of the wall, which includes excavation for new pipework to the headwall outfall that will be constructed.	Delivery	10/10/22	G
I		South Lancaster Garden Community (part of South Lancaster Growth Catalyst programme and a follow on from the Bailrigg Garden Village Masterplanning project)	Following endorsement of the Bailrigg Garden Village Concept Masterplan by the City Council the next stage of planning the Bailrigg Garden Village and for growth in South Lancaster is underway. The Masterplan, [VisionMasterplan] was prepared by council-appointed consultants JTP and was formally endorsed by Cabinet in February 2022. The concepts, ambitions and ideas within this Masterplan provide a starting point for the development of an Area Action Plan (AAP) as part of the Local Development Plan. Discussions continue with Lancashire County Council on infrastructure planning and design to support the development.	Delivery	1/11/22	G
I		Heysham Gateway	Consultants progressing with work and are contributing to an Investment Zone Expression of Interest for Heysham Gateway. First claim to county council’s LERG (Lancashire Economic Recovery and Growth) fund will be submitted at the end of this quarter.	Detailed Design	11/10/22	G
I		1 Lodge Street Urgent Structural Repairs	No update is due for this project as it has not yet reached the detailed design stage.	Feasibility	N/A	X
I		Dalton Square	No update is due for this project as it has not yet reached the detailed design stage.	Feasibility	N/A	X
I	H	Eden Project North	No update is due for this project as it has not yet reached the detailed design stage.	Feasibility	N/A	X
	H	Williamson Park (Café and Play Development)	The Council is now in receipt of the RIBA 1 Feasibility works for the site. A business case is to be produced to seek funding from reserves.	Feasibility	1/11/22	X
I	H	Museums Redevelopment	To be considered as part of OBR process	Concept*	1/11/22	X
I		R Council Assets Programme (Palatine Hall, Old Fire Station Development Works)	To be considered as part of OBR process	Concept*	1/11/22	X
I	H	Morecambe Co-op Building Renovation	No update is due for this project as it has not yet reached the detailed design stage.	Concept*		X
I	H	Ryelands Park – Ryelands House	No update is due for this project as it has not yet reached the detailed design stage.	Concept*		X

Performance									
Measure	2021-22				2022-23		Comments		
	Q1	Q2	Q3	Q4	Q1	Q2			
I	% of minor planning applications determined within 8 weeks or agreed time	80.77	67.41	77.64%	83.33%	86.57%	87.69%	The Team are continuing to make excellent progress in terms of decision-making. Given the continuing vacant posts within the DM Planners' Team, many of the planning decisions reached in this Quarter are subject to the Extension of Time process, which allows the local planning authority to negotiate a more flexible, agreed decision making date with the applicant.	
I	% of other planning applications determined within 8 weeks or agreed time	81.43	73.75	82.75%	89.43%	95.07%	95.08%	See comments above	
I	% of major planning applications determined within 13 weeks or agreed time	81.82	66.67	81.81%	64.70%	91.67%	100%	See comments above	

A Sustainable District (Environmental)					
Projects					
Priority	Project Name	Update	Stage	Updated	Status
S	Roof Mounted Solar Array – Gateway, White Lund (part of Carbon Neutral Programme)	In September 22 approval was granted by Cabinet and Council for this project to proceed. Procurement and planning consent are due to commence later this financial year, once other enabling works are complete. The bulk of the project works will commence in 23/24 and will form a wider package of building improvement work that will include: roof coating, skylight replacement, LED upgrades and new LV switchgear.	Delivery	4/10/22	G
S	District Heat Network Feasibility (part of Carbon Neutral Programme)	During the reporting period, officers have completed a procurement exercise to appoint technical consultants to deliver the heat network feasibility study to outline opportunities within the selected areas for such a scheme to support localised energy generation and heat decarbonisation. Anthesis consultancy have been appointed to commence Work Package 1 activities which encompass heat cluster identification, heat mapping and energy master planning. These tasks are aligned with the outputs from the Government funded Heat Network Zoning Pilot Programme and because the HNZZP delays there have been some minor delay in completing the assessment of the data sets.	Detailed Design	17/10/22	G
S	Electric Vehicle Charge Points (part of Carbon Neutral Programme)	No update is due for this project as it has not yet reached the detailed design stage.	Feasibility	N/A	X
S	1 Million Trees	This work is still in its infancy and work is more focussed around strategies on managing our current tree stock and issues around Ash Dieback.	Concept*	17/10/22	X

Performance									
Measure	2021-22				2022-23		Comments		
	Q1	Q2	Q3	Q4	Q1	Q2			
S	% of household waste recycled (quarter behind)	34.3%	40.5%	39.2%	38.5%	35.4%	39%		
S	Kg of residual waste per household (quarter behind)	84.0kg	91.8kg	90.1kg	84.2kg	82.1 kg	90.2kg		
S	Diesel consumption of council vehicle fleet (ltrs)	115,733	119,277	107,342	114,612	119,000	117,736		
S	Cost/m2 energy across corporate buildings (quarter behind)	£2.37	£1.76	£1.78	£2.04	£2.40	£3.63	Energy prices have increased significantly. This data covers a period when gas consumption is low so figures are expected to increase significantly in the coming months.	
S	Gas KWH usage in council buildings (quarter behind)	2,280,000	1,014,000	358,238	423,523	1,298,703	535,960	Gas consumption is lower than previous years due to the decarbonisation of Salt Ayre	
S	Electricity KWH usage in council buildings (quarter behind)	593,000	551,000	760,759	1,068,133	1,422,016	854,328	Electricity consumption is higher than previous years due to the decarbonisation of Salt Ayre	

Healthy & Happy Communities (Social)					
Projects					
Priority	Project Name	Update	Stage	Updated	Status
H	LATCo - Housing Companies (part of Funding the Future)	The housing and development LATCOs have been set up for strategic reasons. At this stage they are not being used in any ongoing project.	Delivery	N/A	H
H R	Mellishaw Park (part of Homes Programme)	Progress to plan continues – this quarter has seen the planning application approved subject to a number of recommendations such as a noise survey being undertaken. The works are now being tendered on the Chest – with submissions to be returned early Q3. Confirmation from Department for Levelling Up, Housing and	Detailed Design	6/10/22	G

				Communities that outcome for Traveller Site Fund has now been delayed until c. November. Plot audits have been completed.				
	S	H		My Mainway (part of Homes Programme)	The Council has continued to consult with residents with a dedicated session on the estate explaining where the project is up to and next steps. The project continues to progress to plan with any slight delays within the project tolerance.	Detailed Design	6/10/22	G
			R	Outcomes Based Resourcing (OBR) (part of Funding the Future)	The project has progressed as planned for Q2: -Workshops with each service to consider opportunities. -Engagement with all members and staff via a variety of communication and engagement methods. -Initial longlist of resourcing options developed to support the 2023-24 budget process. -Workshop with core local partners to discuss partnership and collaboration opportunities.	Detailed Design	18/10/22	G
	S	H		Extra Care Scheme (part of Homes Programme)	This project is on hold until the planning application is approved.	Concept*	20/9/22	H

Performance											
				Measure	2021-22				2022-23		Comments
					Q1	Q2	Q3	Q4	Q1	Q2	
			H	Number of people statutorily homeless	12	7	10	13	10	7	Main duty or statutory homeless acceptances are increasing due to the lack of affordable housing availability across the sector including private rented sector accommodation
			H	Number of Disabled Facilities Grants completed	76	76	101	88	117	89	Total number of DFG's completed in Q1 & Q2 is 203, on average of 34 per month. The monthly average in 21/22 was 28. The number of completions are on target to fully maximise the governments DFG grant allocation.
			H	Number of properties improved	59	59	63	46	93	126	This figure includes 43 properties improved by the removal of hazards, and 83 HMO licensing inspections. Officers have also inspected 27 houses under the Homes for Ukraine scheme.
I			H	% of premises scoring 4 or higher on the food hygiene rating scheme	90.5%	96.96%	90.5%	90%	90%	89.8%	
			H	Number of admissions to Salt Ayre Leisure Centre	118,854	164,301	179,275	232,307	225,442	225,949	The leisure centre has seen a slight increase in throughput in Q2, attributed to the Summer Holiday period and increased participation in some areas.
			H	Average time taken to re-let Council houses (days)	51.80	53.89	59.08	62.85	25.4	27.2	Continues to remain within our KPI target of 30 calendar days. And has marked a great improvement since Covid restrictions were lifted.

A Co-operative, Kind and Responsible Council (Governance)						
Projects						
Priority	Project Name	Update	Stage	Updated	Status	
	R	Customer Contact System	The initial timeline for the project was impacted by the pandemic where resources from within Customer Services were understandably focused on supporting residents at that time. However, once the Project Team were able to concentrate on the project, they have been able to deliver everything which they had planned.	Complete	18/10/22	C
	R	High-Capacity Fibre Cable Network Provision (part of Digital Programme)	The business case went to Cabinet on 25 th October and is now due to go to Council on 9 th November.	Delivery	1/11/22	G
	R	5G Strategy (part of Digital Programme)	Project on hold so no update due.	Delivery	N/A	H
I	R	Working Well Project	Further project actions have been delivered this quarter, supporting the hybrid way of working. These include: An employee handbook, hybrid manager training and the launch of the Working Arrangements Framework.	Delivery	5/10/22	G

Performance											
				Measure	2021-22				2022-23		Comments
					Q1	Q2	Q3	Q4	Q1	Q2	
			R	Average social media engagement rate	0.72	0.67	0.65	0.48	0.46	1.05	Due to a change in how Facebook measures engagements, this value is now substantially higher than previous reports.
			R	Total digital audience	388,690	424,508	472,483	430,485	455,324	428,981	
			R	Average number of days' sickness per full-time employee	1.85	1.7	1.86	1.46	1.47	1	Total number of days lost for full time employees 579. Average number of full-time employees for Q2 600. These figures are for all employees and services.
			R	Occupancy rates for commercial properties	96.65%	97.02%	97.08%	97.18%	96.61%	98.37%	Occupancy rates are higher from 96.61% at the end of the last quarter. This is due to the letting of 7 Cheapside, Lancaster. The Storey is fully occupied. The occupation of our commercial properties continues at an exceptionally high level.
			H	Average time taken to process new Housing Benefit claims	20.41 days	19.91 days	24.13 days	25.95 days	30.16 days	21.23 days	

QUARTER 2 FINANCIAL REVENUE MONITORING - GENERAL FUND SERVICE ANALYSIS 2022/23

	Original Budget 2022/23 £'000	Budget Amendments 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000	Variance +/- £30K %
Communities and Environment							
Business Support	Vehicle Maintenance	12	0	12	81	90	(78) (650%)
	White Lund Depot	(14)	0	(14)	0	109	(123) (879%)
Customer Involvement & Leisure	Customer Services	809	0	809	401	789	20
	Leisure	34	0	34	(42)	34	0
	Salt Ayre	305	0	305	183	584	(279) (91%)
Public Protection	Environmental Health	1,262	0	1,262	165	1,138	124 +10%
	Emergency Planning	46	0	46	21	43	3
	Housing Standards	79	0	79	(255)	136	(57) (72%)
	Licensing	(68)	0	(68)	15	(49)	(19)
	Safety	124	0	124	61	142	(18)
Housing Services	GF Housing	20	0	20	36	79	(59) (295%)
	Home Improvement Agency	(128)	0	(128)	(253)	(186)	58 +45%
	Housing Options	248	0	248	(1,282)	252	(4)
	Strategic Housing	235	0	235	58	223	12
Project Development	CCTV	50	0	50	57	56	(6)
	Project Development	185	0	185	27	181	4
Public Realm	Cemeteries	14	0	14	28	15	(1)
	Grounds Maintenance	1,036	0	1,036	655	1,117	(81) (8%)
	Household Waste Collection	2,217	0	2,217	1,029	3,236	(1,019) (46%)
	Markets	(121)	0	(121)	(62)	(15)	(106) (88%)
	Parking	(2,822)	0	(2,822)	(804)	(2,142)	(680) (24%)
	Parks	141	0	141	(2)	166	(25)
	Public Conveniences	146	0	146	89	169	(23)
	Public Realm Highways	76	0	76	29	86	(10)
	Service Support	555	0	555	162	494	61 +11%
	Street Cleaning	1,274	0	1,274	715	1,444	(170) (13%)
	Trade Waste	(789)	0	(789)	(945)	(693)	(96) (12%)
	Williamson Park	267	0	267	96	502	(235) (88%)
		5,193	0	5,193	263	8,000	(2,807) (54%)
Economic Growth and Regeneration							
Planning & Place	Building Control	194	0	194	5	88	106 +55%
	Conservation & Environment	55	0	55	19	83	(28)
	Development Control	840	0	840	341	947	(107) (13%)
	Local Plan	794	0	794	345	796	(2)
Economic Development	AONB	56	0	56	(68)	54	2
	Economic Development	414	0	414	180	397	17
	Marketing & Comms	327	0	327	150	252	75 +23%
	Grants	215	0	215	99	215	0
	The Platform	107	0	107	(28)	132	(25)
	Tourism & Events	487	0	487	216	497	(10)
	Museums	622	0	622	328	651	(29)
Property, Investment and Regenera	Highways	0	0	0	0	0	0
	Regeneration	466	0	466	100	417	49 +11%
	Sea Defence & Land Drainage	427	0	427	175	445	(18)
	Property	(399)	0	(399)	650	782	(1,181) (296%)
	Building Cleaning	0	0	0	165	(7)	7
		4,605	0	4,605	2,677	5,749	(1,144) (25%)
Corporate Services							
Corporate Accounts	Central Expenses	379	0	379	1,384	1,613	(1,234) (326%)
Democratic	Democratic Services	954	0	954	438	931	23
Finance	Finance	1,371	0	1,371	648	1,317	54 +4%
HR	Corporate Safety	66	0	66	31	67	(1)
	HR	975	0	975	401	889	86 +9%
ICT	ICT	1,540	0	1,540	715	1,471	69 +4%
Internal Audit	Internal Audit	200	0	200	14	162	38 +19%
Legal	Legal Services	316	0	316	122	388	(72) (23%)
Revenues & Benefits	Revenues & Benefits	959	0	959	3,615	902	57 +6%
		6,760	0	6,760	7,368	7,740	(980) (14%)
Central Services							
Chief Executive	Executive Team	871	0	871	375	881	(10)
	Grants to other bodies	291	0	291	172	291	0
		1,162	0	1,162	547	1,172	(10)
Other Items							
Other Items	New Homes Bonus	(504)	0	(504)	(1,297)	(1,200)	696 +138%
	Revenue Funding of Capital	947	373	1,320	0	490	830 +63%
	Minimum Revenue Provision	2,698	0	2,698	0	2,109	589 +22%
	Interest Payable	1,463	0	1,463	836	1,172	291 +20%
	Interest Receivable	(12)	0	(12)	(144)	(604)	592 +4933%
	Notional Charges	0	0	0	745	0	0
	Contributions to Reserve	1,077	0	1,077	0	1,070	7
	Contributions from Reserve	(5)	0	(5)	0	(500)	495 +9900%
	Capital Contributions from Reserve	(947)	(373)	(1,320)	0	(490)	(830) (63%)
		4,717	0	4,717	140	2,047	2,670 +57%
	Net Recharges to Housing Revenue Account	(1,044)	0	(1,044)	(519)	(1,044)	0
	RMS Capital Charges (now Housing Revenue Account)	(139)	0	(139)	882	(139)	0
	Revenue Reserve funded items included in above analysis (Revenue)	1,641	0	1,641	158	1,529	112 +7%
	Revenue Reserve funded items included in above analysis (Appropriati	(1,641)	0	(1,641)	0	(1,529)	(112) (7%)
		21,254	0	21,254	11,516	23,525	(2,271) (11%)
General Fund Revenue Budget							
Core Funding :	Revenue Support Grant	(212)	0	(212)	(110)	(212)	0
	Additional New Homes Bonus	(42)	0	(42)	0	0	(42) (100%)
	Supplementary Government Grants	(652)	0	(652)	0	0	(652) (100%)
	Prior Year Council Tax Surplus	(66)	0	(66)	0	(66)	0
	Net Business Rates Income	(10,106)	0	(10,106)	(2,257)	(10,106)	0
		10,176	0	10,176	9,149	13,141	(2,965) (29%)

Notes:

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- Expenditure is expressed as a positive figure
- Projected Variances are expressed as negative () for adverse and positive + for favourable

QUARTER 2 FINANCIAL REVENUE MONITORING - GENERAL FUND SUBJECTIVE ANALYSIS 2022/23

		Original Budget 2022/23 £'000	Budget Amendments 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000	Variance +/- £30K %
Employees	Direct Employee Expenses	26,131	0	26,131	13,523	27,316	(1,185)	(5%)
	Indirect Employee Expenses	900	0	900	719	1,312	(412)	(46%)
Premises Related Exp	Cleaning and Domestic Supplies	440	0	440	86	433	7	
	Energy Costs	861	0	861	400	2,373	(1,512)	(176%)
	Fixtures and Fittings	1	0	1	0	0	1	
	Grounds Maintenance Costs	45	0	45	18	46	(1)	
	Operational Bldgs Allocation	96	0	96	63	96	0	
	Other Premises Costs	0	0	0	0	0	0	
	Premises Insurance	283	0	283	382	382	(99)	(35%)
	Rates	1,414	(10)	1,404	1,470	1,475	(71)	(5%)
	Rents	85	0	85	32	85	0	
	Repair and Maintenance	1,096	0	1,096	556	1,401	(305)	(28%)
	Water Services	334	0	334	187	341	(7)	
Transport Related Exp	Car Allowances	1	0	1	6	10	(9)	
	Contract Hire Operating Leases	65	0	65	184	337	(272)	(418%)
	Direct Transport Costs	1,097	0	1,097	687	1,457	(360)	(33%)
	Other Transport Costs	0	0	0	0	0	0	
	Public Transport	23	0	23	10	20	3	
	Transport Insurance	80	0	80	92	92	(12)	
Supplies and Services	Catering	61	0	61	22	44	17	
	Clothing Uniform and Laundry	86	0	86	55	82	4	
	Communications and Computing	1,503	0	1,503	1,087	1,451	52	+3%
	Contribution to Provisions	250	0	250	0	250	0	
	Equip Furniture and Materials	1,449	6	1,455	872	1,497	(42)	(3%)
	Expenses	643	0	643	284	741	(98)	(15%)
	General Office Supplies	211	0	211	118	252	(41)	(19%)
	Grants and Subscriptions	1,317	41	1,358	9,310	1,705	(347)	(26%)
	Miscellaneous Expenses	467	9	476	221	1,033	(557)	(117%)
	Services	5,263	30	5,293	2,367	6,302	(1,009)	(19%)
Transfer Payments	Housing Benefit	20,277	0	20,277	8,700	23,277	(3,000)	(15%)
Support Services	Recharges Exp	147	0	147	3	111	36	+24%
Capital Charges	Amortisation of Def Chgs	0	0	0	0	0	0	
	Depreciation	17	0	17	0	17	0	
Capital Financing Costs	Interest Payments	1,464	0	1,464	836	1,173	291	+20%
Appropriations	Appropriations	3,771	0	3,771	0	2,680	1,091	+29%
Income	Customer Fees and Charges	(18,810)	(10)	(18,820)	(9,486)	(17,653)	(1,167)	(6%)
	Government Grants	(21,766)	(15)	(21,781)	(18,852)	(26,929)	5,148	+24%
	Interest	(56)	0	(56)	(144)	(648)	592	+1057%
	Other Grants and Contributions	(1,586)	(51)	(1,637)	(1,440)	(2,382)	745	+46%
Capital Financing Inc	Recharges Inc	(4,923)	0	(4,923)	(2,118)	(5,171)	248	+5%
Capital Financing Inc	Capital Related Income	(300)	0	(300)	745	(300)	0	
	Net Recharges to Housing Revenue Account	(1,044)	0	(1,044)	(519)	(1,044)	0	
	RMS Capital Charges (now Housing Revenue Account)	(139)	0	(139)	882	(139)	0	
	Revenue Reserve funded items included in above analysis (Revenue)	1,641	0	1,641	158	1,529	112	+7%
	Revenue Reserve funded items included in above analysis (Appropriat)	(1,641)	0	(1,641)	0	(1,529)	(112)	(7%)
GRAND TOTAL		21,254	0	21,254	11,516	23,525	(2,271)	(11%)

Notes:

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- Expenditure is expressed as a positive figure
- Projected Variances are expressed as negative () for adverse and positive + for favourable

QUARTER 2 FINANCIAL REVENUE MONITORING - HRA SERVICE ANALYSIS 2022/23

	Original Budget 2022/23 £'000	Budget Amendments 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000	Variance +/- £30K %
Communities and Environment							
Policy & Management	1,901	82	1,983	1,226	2,314	(331)	(17%)
Repairs & Maintenance	6,555	72	6,627	2,471	7,613	(986)	(15%)
Welfare Services	58	0	58	(175)	359	(301)	(519%)
Special Services	273	0	273	162	267	6	
Miscellaneous Expenses	740	0	740	560	942	(202)	(27%)
Housing Revenue Account							
Income Account	(15,295)	0	(15,295)	(7,572)	(15,289)	(6)	
Capital Charges	5,493	0	5,493	0	5,493	0	
Appropriations	(255)	(154)	(409)	0	(2,066)	1,657	+405%
Gain/Loss on Asset Sales	0	0	0	0	0	0	
Gain/Loss on Asset Sales(Move)	0	0	0	0	0	0	
	(530)	0	(530)	(3,328)	(367)	(163)	(31%)
Net Recharges to General Fund	530	0	530	265	530	0	
Housing Revenue Account Budget	0	0	0	(3,063)	163	(163)	

Notes:

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2. Expenditure is expressed as a positive figure
3. Projected Variances are expressed as negative () for adverse and positive + for favourable

QUARTER 2 FINANCIAL CAPITAL MONITORING - SERVICE ANALYSIS 2022/23

	Original Budget 2022/23 £'000	Budget Amendments 2022/23 £'000	Working Budget 2022/23 £'000	Q2 Actual 2022/23 £'000	Projected Outturn 2022/23 £'000	Projected Variance 2022/23 £'000
Communities and Environment						
	2,012	2,338	4,350	375	3,618	732
Business Support						
	508	0	508	0	0	508
	180	0	180	0	0	180
	0	400	400	831	831	(431)
Customer Involvement & Leisure	549	1,326	1,875	75	1,600	275
	0	0	0	(29)	(29)	29
Public Protection	0	0	0	0	0	0
Housing Services						
	0	0	0	(2,394)	0	0
	0	750	750	503	750	0
	600	0	600	0	0	600
Public Realm						
	0	8	8	0	8	0
	37	0	37	36	36	1
	0	0	0	0	0	0
	0	0	0	0	0	0
	30	30	60	0	63	(3)
	0	0	0	0	0	0
	30	16	46	0	46	0
	0	0	0	0	0	0
	0	0	0	(1,246)	0	0
	0	33	33	0	33	0
	0	0	0	0	0	0
	0	224	224	0	224	0
	0	0	0	63	0	0
	0	0	0	0	0	0
	3,946	5,125	9,071	(1,786)	7,180	1,891
Economic Growth and Regeneration						
Planning & Place	24	0	24	0	0	24
	0	70	70	0	0	70
Economic Development	40	110	150	0	150	0
Property, Regeneration & Investment						
	0	138	138	135	143	(5)
	0	0	0	0	0	0
	84	0	84	0	84	0
	340	139	479	28	57	422
	0	53	53	40	69	(16)
	5	0	5	(18)	0	5
	973	(58)	915	91	615	300
	73	0	73	0	0	73
	0	188	188	(893)	0	188
	63	0	63	0	0	63
	0	15	15	0	15	0
	1,650	0	1,650	0	0	1,650
	375	50	425	0	0	425
	0	0	0	(9)	0	0
	3,627	705	4,332	(626)	1,133	3,199
Corporate Services						
Corporate Accounts	0	0	0	0	0	0
Democratic	0	0	0	0	0	0
Finance	0	0	0	0	0	0
HR	0	0	0	(40)	0	0
ICT	52	21	73	3	73	0
	258	0	258	47	258	0
	0	27	27	0	27	0
	60	0	60	29	60	0
	120	0	120	0	120	0
Internal Audit	0	0	0	0	0	0
Legal	0	0	0	0	0	0
Revenues & Benefits	0	0	0	0	0	0
	490	48	538	39	538	0
Central Services						
Chief Executive	0	0	0	0	0	0
	0	0	0	0	0	0
GRAND TOTAL	8,063	5,878	13,941	(2,373)	8,851	5,090

Notes:

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Council Housing Capital Programme 2022/23

	2022/23 Original Budget	2022/23 Working Budget	2022/23 P6 Actual	2022/23 Projected Outturn	2022/23 Variance (Working v Projected)	Comments (Working Budget to Projected Outturn)
	£	£	£	£	£	
EXPENDITURE						
Adaptations	300,000	300,000	148,291	300,000	0	
Energy Efficiency / Boiler Replacement	989,000	1,029,000	201,613	1,029,000	0	
Kitchen / Bathroom Refurbishment	888,000	888,000	216,982	725,000	163,000	Reduced activity in Quarter 1 due to Covid precautions and banked annual leave, budget re-directed to Environmental Improvements to fund continuing removal of composite (plastic) fencing panels and replace with close boarded timber panels to the rear of all properties
External Refurbishment	210,000	315,000	39,166	315,000	0	
Environmental Improvements	200,000	234,000	217,456	395,000	(161,000)	Budget re-directed from Kitchen / Bathroom Refurbishment to fund continuing removal of composite (plastic) fencing panels and replace with close boarded timber panels to the rear of all properties, to utilise operatives released from kitchens programme
Re-roofing / Window Renewals	738,000	988,000	182,695	988,000	0	
Rewiring	56,000	56,000	4,742	56,000	0	
Lift Replacement	0	0	0	0	0	
Fire Precaution Works	240,000	280,000	28,332	280,000	0	
Housing Renewal & Renovation	1,753,000	1,753,000	440,005	1,720,000	33,000	Contract sum for 6 The Greaves higher than anticipated, additional cost to be funded from capital receipts; additional property conversion deferred to 2023/24, to be funded from Business Support Reserve
Mainway Pilot Scheme	4,000,000	4,000,000	0	1,255,000	2,745,000	£2.8M slipped to 2023/24, to be funded from Business Support Reserve
TOTAL EXPENDITURE	9,374,000	9,843,000	1,479,282	7,063,000	2,780,000	

Reserves Statement (Including Unallocated Balances)

<----- ORIGINAL BUDGET ----->

<----- PROJECTED OUTTURN ----->

	31 March 2022	From Revenue	To / (From) Capital	To Revenue	31 March 2023	31 March 2022	From Revenue	To / (From) Capital	To Revenue	31 March 2023
	£	£	£	£	£	£	£	£	£	£
Unallocated Balances	(5,614,400)	(34,000)			(5,648,400)	(6,032,200)	(5,946,900)		3,965,100	(8,014,000)
Earmarked Reserves:										
Corporate Priorities	(1,016,100)	(491,300)	600,000	516,900	(390,500)	(2,116,800)			2,032,200	(84,600)
Capital Support	(73,000)		73,000			(373,000)		300,000		(73,000)
Corporate Property	(263,500)				(263,500)	(338,500)			25,000	(313,500)
Covid 19 Support Reserve	(4,100)				(4,100)	(1,747,000)			1,747,000	
Economic Growth	(118,500)	(96,500)		96,500	(118,500)	(247,800)			247,800	
Investment Property Maint	(9,400)				(9,400)	(34,900)				(34,900)
Invest to Save	(103,600)	(148,200)		437,900	186,100	(824,600)	(107,000)		931,600	
Morecambe Area Action Plan	(2,200)				(2,200)	(27,300)			27,300	
Museums Acquisitions	(28,800)	(4,500)			(33,300)	(29,800)	(4,500)			(34,300)
Planning Fee Income	(39,400)				(39,400)	(61,100)				(61,100)
Restructure	(188,600)			31,700	(156,900)	(431,200)			431,200	
To Support Revenue & Capital Expenditure	(1,847,200)	(740,500)	673,000	1,083,000	(831,700)	(6,232,000)	(111,500)	300,000	5,442,100	(601,400)
Renewals Reserves	(688,900)	(491,800)	174,000	38,700	(968,000)	(787,200)	(491,800)	153,000	34,000	(1,092,000)
<i>General Renewals</i>	(492,600)	(295,800)	24,000	10,000	(754,400)	(479,700)	(295,800)		29,100	(746,400)
<i>Salt Ayre Leisure Centre</i>	(18,900)	(150,000)	150,000		(18,900)	(21,600)	(150,000)	153,000		(18,600)
<i>Williamson Park</i>	(62,000)	(18,000)		12,500	(67,500)	(62,200)	(18,000)			(80,200)
<i>Car Parks</i>	(38,200)	(12,000)		12,000	(38,200)	(135,200)	(12,000)		12,000	(135,200)
<i>Happy Mount Park</i>	(22,900)	(14,000)		4,200	(32,700)	(21,900)	(14,000)			(35,900)
<i>Arnsdale & Silverdale AONB</i>	(54,300)	(2,000)			(56,300)	(66,600)	(2,000)			(68,600)
Elections	(80,000)	(40,000)			(120,000)	(80,000)	(40,000)			(120,000)
Homelessness Support	(117,400)	(6,600)			(124,000)	(110,800)				(110,800)
Business Rates Retention	(9,090,600)	(400,000)		729,000	(8,761,600)	(9,090,600)	(400,000)		2,018,900	(7,471,700)
Revenue Grants Unapplied	(905,100)			39,000	(866,100)	(4,357,500)			526,000	(3,831,500)
S106 Commuted Sums	(1,061,400)	(200,000)	100,000	4,700	(1,156,700)	(1,393,900)	(200,000)	37,000	4,700	(1,552,200)
Welfare Reforms	(324,900)				(324,900)	(324,900)				(324,900)
Lancaster District Hardship						(377,100)				(377,100)
Amenity Improvements	(29,000)				(29,000)	(29,000)				(29,000)
Reserves Held in Perpetuity:										
Graves Maintenance	(22,200)				(22,200)	(22,200)				(22,200)
Marsh Capital	(47,700)				(47,700)	(47,700)				(47,700)
Total ring-fenced/held against risk	(12,367,200)	(1,138,400)	274,000	811,400	(12,420,200)	(16,620,900)	(1,131,800)	190,000	2,590,700	(14,972,000)
Total Earmarked Reserves	(14,214,400)	(1,878,900)	947,000	1,894,400	(13,251,900)	(22,852,900)	(1,243,300)	490,000	8,032,800	(15,573,400)
Total Combined Reserves	(19,828,800)	(1,912,900)	947,000	1,894,400	(18,900,300)	(28,885,100)	(7,190,200)	490,000	11,997,900	(23,587,400)

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GENERAL FUND - 2022/23 SAVINGS AND BUDGET PROPOSALS MONITORING (QUARTER 2)

Initiative	Upfront Investment	Budget	Actual to Date	Projected Outturn	Projected Variance	Progress
	£'000	£'000	£'000	£'000	£'000	
2022/23 APPROVED SAVINGS						
Central Services						
Chief Executive						
Delete vacant Head of Policy & Strategy		(71)	(71)	(71)	0	Post never advertised or filled
Communities & the Environment						
Public Protection						
Community Safety Partnership		(16)	(8)	(16)	0	City funding removed on target
ASB Contribution to Police		(12)	0	0	12	Contribution agreed for 2022/23, will require inclusion in budget. Ceased from 01/04/23
Domestic Abuse Contribution		(4)	0	0	4	Contribution agreed for next 7 years, will require inclusion in budget. Funded from COMF 22/23
Public Realm & Business Support						
Marketgate (toilets)		(21)	0	0	21	internal discussions to commence in Q2 prior to serving notice. Expectation to implement from 1st April 2023
Corporate Services						
Democratic Services						
Staffing Changes (succession planning)		0	0	0	0	Savings planned to commence 23/24
Legal Services						
Staffing Changes (succession planning)		(15)	0	0	15	Savings not likely to be achieved before end of year.
Economic Growth & Regeneration						
Economic Development						
Remove FHS staff costs		(41)	(41)	(41)	0	Previous growth removed as Future High Scheme funding was not achieved
Planning & Place						
Additional Pre-Application Service Offers		0	0	0	0	Savings planned to commence 24/25
2022/23 APPROVED INCOME GENERATION PROPOSALS						
Communities & the Environment						
Customer Involvement & Leisure						
Salt Ayre Leisure Centre		(209)	(104)	(209)	0	Income targets have been built into current budgets and expecting to achieve target.
Public Protection						
Street Trading Consent		0	0	0	0	n/a
Pest Control/Unbugged		(9)	0	0	9	unlikely to break even. Higher costs and less income
Public Realm & Business Support						
Car Parking charging at new sites		(20)	0	(10)	10	Car parking works at Half Moon Bay now complete following significant delays; charging to commence from 3rd October
Car Parking Tariff Review		(495)	(250)	5	500	Initial income projections for year are reduced in Q2 against the profiled budget. Cost of living crisis and adverse social media campaigns have contributed to this and a speculative projected variance of (£500K) is included at this juncture
Revisit delivery of Morecambe Concessions		(10)	0	0	10	Proposal was to provide Beach Huts on Morecambe Promenade. Delays to writing delivery plan and subsequent tender process resulted in scheme not able to go ahead in 21/22
Williamson Park Events Income		(70)	0	(22)	48	New officer now in post, no significant new events planned during first two months of their employment
Economic Growth & Regeneration						
Economic Development						
Commercial ticketed events (estimated)		(10)	(3)	(10)	0	Ticketed income higher but private hires reduced
Planning & Place						
Building Control		(5)	(5)	(5)	0	Income target including approved savings expected to be achieved
Planning & Place						
Assembly Rooms Rent		(12)	0	0	12	Not achievable in 2022/23. New tenants to take occupation in September 2022 with 12 months rent free
2022/23 APPROVED GROWTH						
Central Services						
Chief Executive						
Partnerships & Innovation Coordinator (shared costs)		20	10	20	0	Used both budgets to appoint a co-ordinator post (see below)
Executive Support Apprentice		7	4	7	0	Used both budgets to appoint a co-ordinator post (see above)
Communities & the Environment						
Housing Services						
LATCo Development Manager		23	0	0	(23)	Requirement for the post to be reviewed
Public Protection						
New EHO Post (Apprentice/Student)		10	0	0	(10)	not expected to recruit 22/23
Public Realm & Business Support						
LESS Contribution (Food Futures)		13	0	13	0	SLA being finalised with LESS and annual payment to be made imminently
Recycling (Wheele Bin Pilot in Heysham)		25	0	25	0	Delays to procurement, pilot expected to commence Q3 for 400 properties with a further 400 from April 2023
Bin Sensor Technology	62	36	0	36	0	Delays to procurement, sensors expected to be in place Q3
District Wide Tree Survey/Strategy		75	0	75	0	Ongoing. Expectation for survey/strategy to be delivered by March 2023
Open Spaces (ad-hoc Councillor requests)		0	0	0	0	Scheme to commence April 2023/reviewed as part of OBR
Additional Public Realm Capacity		32	0	32	0	Recruitment to commence in Q2
Williamson Park Business Development		32	6	25	(7)	New officer started August 2022
Williamson Park Events		30	30	30	0	Budget spent on cycle race contribution in July 2022
Corporate Services						
Financial Services						
Internal Audit Manager (offset by Wyre savings)		0	0	0	0	18 month agreement with MIAA to deliver internal audit services due to end March 2023. Review to take place to continue engagement in Q3
Project Accountant(s) to cover larger projects		12	0	0	(12)	Post not likely to be filled within year
CIVICA Financials Contract		0	0	0	0	
Human Resources & Organisational Development						
Programme Manager (position made permanent)		58	29	58	0	Postholder already in place
Working Well		25	0	25	0	Project plan in place, will be spent throughout the year to furnish office space
Economic Growth & Regeneration						
Economic Development						
Museums staff Job Evaluation (following TUPE transfer)		14	0	14	0	Posts revised and JE complete. Report being finalised for Exec approval
Critical maintenance and security for architectural site		10	0	10	0	Request for quotes for quinquennial inspection will go out soon
Planning & Place						
Building Control (post-external contract)		105	17	105	0	Estimated outturn is higher than the growth at £180K
Voice-recognition software		6	0	6	0	To be procured in year. ICT sickness delayed purchase
Integrated EDMS system		45	0	45	0	To be procured in year. ICT sickness delayed purchase
Amenity Improvements Programme		12	0	12	0	Spend to be agreed Q2
Property, Investment & Regen						
Project due diligence (contribution to reserve)		100	0	100	0	Spend expected in year - pooled with other reserve funded budget
TOTAL	62	(330)	(386)	259	589	

GENERAL FUND SERVICE ANALYSIS 2022/23

	Original Budget	Q1 Projected	Q2 Projected	Q3 Projected	Q4 Projected	
Communities and Environment						
Business Support	Vehicle Maintenance	12	40	90		
	White Lund Depot	(14)	53	109		
Customer Involvement & Leisure	Customer Services	809	742	789		
	Leisure	34	34	34		
	Salt Ayre	305	397	584		
Public Protection	Environmental Health	1,262	1,231	1,138		
	Emergency Planning	46	46	43		
	Housing Standards	79	92	136		
	Licensing	(68)	(79)	(49)		
	Safety	124	138	142		
Housing Services	GF Housing	20	94	79		
	Home Improvement Agency	(128)	(128)	(186)		
	Housing Options	248	250	252		
	Strategic Housing	235	239	223		
Project Development	CCTV	50	50	56		
	Project Development	185	128	181		
Public Realm	Cemeteries	14	8	15		
	Grounds Maintenance	1,036	1,049	1,117		
	Household Waste Collection	2,217	2,489	3,236		
	Markets	(121)	(95)	(15)		
	Parking	(2,822)	(2,406)	(2,142)		
	Parks	141	120	166		
	Public Conveniences	146	155	169		
	Public Realm Highways	76	83	86		
	Service Support	555	507	494		
	Street Cleaning	1,274	1,363	1,444		
	Trade Waste	(789)	(755)	(693)		
	Williamson Park	267	335	502		
		5,193	6,180	8,000	0	0
Economic Growth and Regeneration						
Planning & Place	Building Control	194	192	88		
	Conservation & Environment	55	62	83		
	Development Control	840	749	947		
	Local Plan	794	790	796		
Economic Development	AONB	56	55	54		
	Economic Development	414	406	397		
	Marketing & Comms	327	325	252		
	Grants	215	215	215		
	The Platform	107	131	132		
	Tourism & Events	487	485	497		
	Museums	622	696	651		
Property, Investment and Regenera	Highways	0	0	0		
	Regeneration	466	441	417		
	Sea Defence & Land Drainage	427	428	445		
	Property	(399)	501	782		
	Building Cleaning	0	(7)	(7)		
		4,605	5,469	5,749	0	0
Corporate Services						
Corporate Accounts	Central Expenses	379	1,227	1,613		
Democratic	Democratic Services	954	945	931		
Finance	Finance	1,371	1,441	1,317		
HR	Corporate Safety	66	66	67		
	HR	975	920	889		
ICT	ICT	1,540	1,528	1,471		
Internal Audit	Internal Audit	200	200	162		
Legal	Legal Services	316	337	388		
Revenues & Benefits	Revenues & Benefits	959	959	902		
		6,760	7,623	7,740	0	0
Central Services						
Chief Executive	Executive Team	871	836	881		
	Grants to other bodies	291	291	291		
		1,162	1,127	1,172	0	0
Other Items						
Other Items	New Homes Bonus	(504)	(504)	(1,200)		
	Revenue Funding of Capital	947	947	490		
	Minimum Revenue Provision	2,698	2,698	2,109		
	Interest Payable	1,463	1,463	1,172		
	Interest Receivable	(12)	(12)	(604)		
	Notional Charges	0	0	0		
	Contributions to Reserve	1,077	1,077	1,070		
	Contributions from Reserve	(5)	(500)	(500)		
	Capital Contributions from Reserve	(947)	(947)	(490)		
		4,717	4,222	2,047	0	0
	Net Recharges to Housing Revenue Account	(1,044)	(1,044)	(1,044)		
	RMS Capital Charges (now Housing Revenue Account)	(139)	(139)	(139)		
	Revenue Reserve funded items included in above analysis (Revenue)	1,641	1,630	1,529		
	Revenue Reserve funded items included in above analysis (Appropriatio	(1,641)	(1,630)	(1,529)		
		21,254	23,438	23,525	0	0
General Fund Revenue Budget						
	Estimated Additional Impact Of Pay Award		1,000			
Core Funding :	Revenue Support Grant	(212)	(212)	(212)		
	Additional New Homes Bonus	(42)	(42)	0		
	Supplementary Government Grants	(652)	(652)	0		
	Prior Year Council Tax Surplus	(66)	(66)	(66)		
	Net Business Rates Income	(10,106)	(10,106)	(10,106)		
		10,176	13,360	13,141	0	0
Council Tax Requirement						

Notes:

- Income is expressed as a negative figure in brackets
- Expenditure is expressed as a positive figure
- Projected Variances are expressed as negative () for adverse and positive + for favourable

CABINET

**Local Council Tax Support Scheme (2023/24)
6th December 2022**

Report of Andrew Taylor, Interim Head of Shared Service

PURPOSE OF REPORT				
To enable Cabinet to consider the existing Localised Council Tax Support (“LCTS”) Scheme and the options available, ahead of formal consideration and approval by Council for application in 2023/24.				
Key Decision	N	Non-Key Decision	Y	Referral from Cabinet Member
Date of notice of forthcoming key decision	6 th December 2022			
This report is public				

RECOMMENDATIONS OF Councillor Anne Whitehead

- (1) Retain the existing Localised Council Tax Support Scheme for 2023/24 (Option 1)

1.0 Introduction

- 1.1 Cabinet’s views are sought as to whether to retain the existing Localised Council Tax Support Scheme for 2023/24 (Option 1) subject to future consequential minor amendments following changes in housing benefit rules; or whether to amend it to reduce entitlement (Option 2).
- 1.2 Following the abolition of the national Council Tax Benefit (CTB) system back in 2013, each billing authority now has a legal duty to adopt a Localised Council Tax Support (LCTS) scheme.
- 1.3 Each authority is also under a legal obligation to consider, for each year, whether to revise its scheme or to replace it with another scheme. The history of the Council’s arrangements is summarised below:
- 1.4 The first local scheme was adopted in January 2013 for implementation in 2013/14. The Council chose not to reduce support levels at that time, unlike most other local authorities.
- 1.5 In reviewing its scheme since then, Council has decided to retain basic council tax support levels, meaning that working age claimants on low incomes may still be awarded support to cover up to 100% of their council tax bills.

- 1.6 The Council has applied other comparatively minor changes over the years, on the basis that entitlement criteria for LCTS should generally remain in line with other key benefits, most notably Housing Benefit (HB) and Universal Credit (UC).
- 1.7 If a Council does wish to alter its scheme, it must approve any changes by 11 March, otherwise the existing scheme will continue to apply. There is currently no provision for changing a scheme in-year.
- 1.8 The Local Government Finance Act 1992 as amended, sets out measures requiring all billing authorities to introduce and maintain a LCTS scheme for each financial year. The main aims of the LCTS scheme are to ensure fairness and consistency, and to help reduce confusion for claimants.
- 1.9 Under any scheme, support for pensioners must remain at existing levels, and the scheme must be delivered through a national framework of criteria and allowances. For working age claimants, Councils can choose, through the design of their scheme, whether to alter support entitlements in some way.
- 1.10 Policies and procedures are structured to ensure that all customers receive the correct amount of support and that every claim is considered on its own merits and in accordance with legislation and Government guidance.

2.0 Overview of the Council's current scheme

- 2.1 As laid down by Government, there are three general principles that all Local Council Tax Support (LCTS) schemes must follow:
 - pensioners should be fully protected;
 - vulnerable groups should be protected as far as possible, as determined locally; and
 - local schemes should support the positive work incentives being introduced through Universal Credit for working age people.
- 2.2 The Council's existing scheme meets these principles, giving protection for certain groups and helping to support work incentives. It provides additional protection for vulnerable people through other income disregards, premiums and allowances. It also provides for annual uplifts associated with inflation, etc.
- 2.3 Under current legislation, pensioners are protected from any locally driven scheme changes, and so any Council decisions impact only on working age claimants.
- 2.4 As Council has so far maintained general support levels, this means that if entitled, a claimant would receive 100% support to cover their council tax bill. Of the 333 schemes in operation nationally, currently the Council is one of a few Councils, that still provides full levels of Council Tax Support for working age claimants, depending on their circumstances.
- 2.5 A hardship fund of £30k is built into the LCTS scheme to protect those suffering exceptional hardship. This initiative is financially supported by a contribution from the major precepting authorities, although given that general support levels are maintained, demand against this continues to be minimal.

- 2.6 The Department for Work and Pensions (DWP) operates a “full” Universal Credit (UC) service in this district, and the Council’s existing LCTS scheme accommodates this development. The Council’s current LCTS scheme principles are set out in **Appendix A** to this report.
- 2.7 This report sets out a recommendation that the LCTS scheme for 2023/24 be ‘retained’ in its present form, subject to minor consequential amendments to accommodate the annual uprating of similar applicable amounts in the Housing Benefit Scheme.

3.0 Details of Consultation

- 3.1 Members have previously indicated a preference to retain the existing LCTS scheme in its present format, subject to the scheme principles listed in **Appendix A**. As such, legally there is no need to consult on changes to the scheme at this stage. However, should “Option 2” be the preferred option of the Council, alternative scheme options will need to be developed for consideration by Council early next year, following a swift consultation exercise.
- 3.2 Under Option 1, the Council will write to major precepting authorities setting out the principles of the scheme for 2023/24, acknowledging the fact that they will share the financial cost and risk of any changes made. Their preference has always been for a cost neutral scheme that limits the financial pressure on their budgets as an alternative to cutting essential services.

4.0 Options and Options Analysis (including risk assessment)

- 4.1 The challenge for the Council is to adopt a scheme that fits with its ambitions and priorities and is considered fair, deliverable and affordable, given statutory obligations and competing pressures for resources. Council is presented with two basic options:

4.2 Option 1:

Retain the existing Localised Council Tax Support (LCTS) scheme, subject to minor consequential amendments to match changes in Housing Benefit rules.

- The existing scheme is considered soundly structured and works well, and offers maximum support for low-income families, who may otherwise find themselves in mounting debt.
- current forecast assumes the continuation of the existing LCTS system and as such, maintaining current levels of support would normally have no impact on the Council’s financial forecast. However, costs have increased in recent years with increased take-up due to Covid-19, although 2022/23 has seen a slow decline in the number of residents receiving LCTS, which would reduce costs if the trend continues in the longer term. However, the cost-of-living crisis may result in an increased number of claims.
- Retaining existing policy principles of keeping various positive entitlement provisions for LCTS in line with other key welfare benefits promotes equality.

4.3 **Option 2:****Make changes to the existing Localised Council Tax Support (LCTS) Scheme to reduce benefit entitlement for working age claimants.**

- Currently 9,942 residents claim LCTS in the Lancaster district, reducing over the years from a high of 12,202 in April 2014. As pensioners make up 37.6% (3,735) of claimants, it means any cut in the level of support provided falls on the remaining 62.4% (6,207) of working age people on low incomes, reducing in numbers from (6,958) in the previous year.
- A reduction in the levels of support provided could arguably provide claimants with further incentives to work, reducing their reliance on benefits, although the jobs market is particularly uncertain at this difficult time.
- This option will have greater adverse financial impact on working age households but would help protect other Council services by requiring less savings to be made by them.
- If levels of support are reduced, the Council would be tasked with the difficulty of collecting this debt from the more vulnerable members of our society, increasing workloads and costs associated with council tax recovery.
- Additional costs associated with developing new scheme options, consultation exercise, legal changes to scheme etc.

5.0 **Options and Options Analysis (including risk assessment)**

	Option 1: Retain the existing LCTS scheme	Option 2: Amend the LCTS scheme to reduce entitlement	Option 3:
Advantages	The current scheme provides support up to a level of 100% and assists those on low incomes	Financial savings to Lancaster City Council and the other precepting authorities.	N/A
Disadvantages	The Government does not fully fund the cost of a 100% LCTS scheme. The additional cost falls on Lancaster City Council and the other precepting authorities.	A reduction in support would result in Council Tax increases for those on low incomes. The Council Tax team would need to recover more money, often from those least able to make payments.	N/A
Risks	The cost of the scheme may increase due to an increase in new claims as the cost-of-living crisis progresses.	Reduced collection rates and increased debt. Potential reputational damage.	N/A

6.0 Officer Preferred Option (and comments)

- 6.1 Retain the existing Localised Council Tax Support Scheme for 2023/24 (Option 1). This will assist financially vulnerable Council Tax customers in the Lancaster City Council District.

7.0 Conclusion

- 7.1 The Council’s existing LCTS scheme works well in terms of providing support, but at a cost, particularly for the County Council. To date the Council has attached a high priority to maintaining council tax support levels available to working age claimants (pensioners being unaffected by Council’s decision).
- 7.2 Adoption of a particular option should be informed by Council’s views regarding the relative priority of LCTS, compared with other services and activities in support of future corporate priorities.

<p>RELATIONSHIP TO POLICY FRAMEWORK</p> <p>The LCTS scheme is developed in support of ambitions within the Council Plan regarding “Healthy and Happy Communities” to optimise access for those that need it most, together with welfare benefits and related support.</p>
<p>CONCLUSION OF IMPACT ASSESSMENT (including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing)</p> <p>The ambition is to continue with a LCTS scheme for the Council, which supports the objective of simplicity, but protects the most vulnerable residents in the district. The Council must continue to ensure that it has due regard to equality in making its local scheme, including how it will minimise disadvantage.</p> <p>The Equality and Human Rights Impact Assessment has been reviewed and can be found as part of Appendix B.</p>
<p>LEGAL IMPLICATIONS</p> <p>The Local Government Finance Act 1992 (as amended) provides that the Council, as the billing authority, must consider whether to revise its LCTS scheme, or replace it with another scheme by 11th March every year. However, it is beneficial for the Council to determine the principles of its LCTS scheme early, in order to build estimates into its Tax Base calculations.</p> <p>Before a Council can determine to revise or replace its LCTS scheme it must consult any major precepting authority which has the power to issue a precept to it and such other persons as it considers are likely to have an interest in the operation of the scheme. However, these consultation rules do not apply if the Council approves the recommendation to “retain” its existing LCTS scheme.</p> <p>Likewise, if Council is not proposing to change the existing LCTS scheme then technically there is no requirement to seek approval from full Council. However, it is considered good practice for Council to ratify the existing scheme, given the annual updating in April each year to adjust benefits and personal allowances, and any other consequential amendments.</p>

FINANCIAL IMPLICATIONS

Currently the LCTS system is estimated to cost £10.9M in total each year with the Council's element amounting to 11.7% (£1.27m) in 2022/23; the cost being affected by council tax rates and claimant caseload, as well as the decisions of Council. The overall cost is broken down between working age claimants (£6.7m) and elderly claimants (£4.2m) with any decision disproportionately only affecting working age claimants. Of this cost for working age claimants (£6.7m), approximately £783k falls to the City Council, with the remainder being covered predominantly by the other major precepting authorities (County, Fire, Police) and a small element being met by Parish and Town Councils. Since the introduction of the LCTS scheme, the Government has rolled the Council Tax Support Grant into mainstream Government funding thereby making it impossible to separately identify. Should Council approve Option 2 and reduce support levels there would be related savings to the Council and major preceptors (County, Fire, Police), subject to the level of reduction. Any impact on parishes would be negligible. A cut of 10% in the level of support for working age claimants would equate to savings of £78k, whereas a 20% cut in support levels would equate to £156k in savings for the City Council.

OTHER RESOURCE IMPLICATIONS**Human Resources:**

None

Information Services:

None

Property:

None

Open Spaces:

None

SECTION 151 OFFICER'S COMMENTS

As Members will be aware the Council is currently facing a significant budget deficit in 2022/23 and beyond, and as a result there is pressure to reduce costs where possible. As noted within the report Lancaster City Council is one of only a few Councils which provides 100% support for working age claimants at an annual cost to the Council of approximately £783k per annum, and so is an area where changes to the scheme could provide a level of savings to reduce the deficit.

However, should Members wish to revise the scheme to achieve a degree of savings it should be balanced against the points raised at para 4.2 as well as the Council's stated Priorities.

MONITORING OFFICER'S COMMENTS

The monitoring Officer has been consulted and has no further comments.

BACKGROUND PAPERS

None

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APPENDIX A

**Lancaster City Council
Summary Principles of the Council Tax Support Scheme**

The Council Tax Support Scheme is based upon the following principles and will:

1. be calculated as a means tested discount, defined primarily by the terms of the former Council Tax Benefit (CTB) Scheme;
2. match/reflect as appropriate specific wider welfare reforms introduced by the Government, such as those that impact upon housing benefits and/or universal credit;
3. protect pensioners (a Government requirement);
4. help protect the most vulnerable members of society as far as possible, as determined locally;
5. retain a local arrangement for war pensions to be disregarded in full;
6. support positive work incentives that are built in to benefit those who find work;
7. include a hardship fund to help claimants who suffer exceptional hardship as a result of council tax support changes; and
8. not include a second adult rebate reduction for working age claimants.

Class of persons:

The scheme sets out rules for working age claimants. Regulations prescribe a scheme for claimants of state pension credit age and prescribe certain classes of persons who are not eligible to claim council tax support.

Eligibility for council tax support is determined by reference to means testing i.e. the income and capital of the claimant and any partner; and by the income and number of non-dependants in the household.

Eligibility for council tax support is defined by the terms of this scheme. The scheme sets out how council tax support is claimed, calculated and paid, except where amendments are required by statute under the Local Government Finance Act 2012 and/or accompanying legislation.

Class of reductions:

The scheme aligns with the basic principle of the need to create work incentives.

The scheme is based on the system of making deductions from the eligible council tax for each non-dependant person in the household. The categories of non-dependency are set out in the scheme. Income brackets may be altered in line with the general up-rating arrangements in the scheme, usually adjusted annually to include personal allowances.

Changes will be reflected in the scheme, as considered appropriate, to reflect the Government's ongoing welfare benefits reforms, such as those affecting housing benefit and universal credit as examples.

Applications:

An application will be required for all new claims. An appropriate means of application will be decided by the authority and may be revised as required. A review process may be implemented by the local authority for new and existing awards. Awards may be reviewed in a time period to be determined by the authority and failure of the claimant to fulfil any request during a review of their award may result in the termination of that award.

General administration of the scheme:

Apart from where statutorily required, advice of any award granted, removed or revised will be by an adjustment to the council tax bill and the bill itself will be the formal notification. The authority reserves the right to include additional notifications.

Changes in Circumstances:

Matters relating to the duty for a claimant to notify the Local Authority of a change in circumstances shall generally replicate those that applied to the former CTB Scheme.

Appeals process:

Claimants will submit any appeals to the Council in the first instance for a reconsideration of a relevant decision. Once notified of the outcome of this review, the claimant will have a period of two months from the date of the notification to submit an appeal to the Valuation Tribunal.

Backdating:

Council Tax Support can be backdated, providing continuous good cause is shown for the delay in claiming.

Up-rating:

Following commencement of the scheme, with effect from 1st April each year any figures set out in the scheme may be up-rated by the consumer price index, retail price index or other rate of inflation set out in the preceding September, or by another rate determined with reference to provisions made for Housing Benefit and Universal Credit, or as decided by the authority.

Other Matters:

The scheme may be amended to take into account any circumstances subsequently identified, whether through government statute, or other means.



**Lancaster City Council's Equality Impact Assessment
Localised Council Tax Support Scheme 2023/24**

Section 1: Details:

Service	Revenues & Benefits Shared Service Resources
Title and brief description (if required)	Localised Council Tax Support Scheme (2023/24)
New or existing	Existing
Author/officer lead	Lead – Head of Shared Service / Benefits Manager
Date	22 nd November 2022

Does this affect staff, customers or other members of the public?

Yes

Section 2: Summary:

What is the purpose, aims and objectives?

The Local Government Finance Act 1992 as amended, sets out measures requiring all billing authorities to introduce and maintain a LCTS scheme for each financial year.

The main aims of the LCTS scheme are to ensure fairness and consistency, and to help reduce confusion for claimants.

Who is intended to benefit and how?

Under any scheme, support for pensioners must remain at existing levels, and the scheme must be delivered through a national framework of criteria and allowances.

For working age claimants, Councils can choose, through the design of their scheme, whether to alter support entitlements in some way.

Policies and procedures are structured to ensure that all customers receive the correct amount of support and that every claim is considered on its own merits and in accordance with legislation and Government guidance.

Section 3: Assessing impact

Is there any potential or evidence that this will or could:		
• Affect people from any protected group differently to others?	Yes	
• Discriminate unlawfully against any protected group?		No
• Affect the relations between protected groups and others?		No
• Encourage protected groups to participate in activities if participation is disproportionately low (won't always be applicable)?		No
• Prevent the Council from achieving the aims of its' Equality and Diversity Policy?		No

We hold household and income details of current Localised Council Tax Support recipients and we have access to wider population statistics and can assess equality monitoring data available as part of the survey.	
Age including older and younger people and children	Positive re: pensioners - as they are protected from any changes, as directed by Government. The scheme impacts upon working age claimants only.
Disability	Disabled customers are not adversely affected by the LCTS scheme and are not disadvantaged in comparison to other groups.
Faith, religion or belief	Neutral.
Gender including marriage, pregnancy and maternity	No specific evidence. We do not anticipate this scheme will have a particular equality impact on this protected group.
Gender reassignment	We do not anticipate this scheme will have a particular equality impact on this protected group.
Race	Potentially but if so, very marginally – BME populations seem to be over- represented in unemployment figures and so this may feed through into LCTS claims and entitlement.
Sexual orientation (Including Civic Partnerships)	No specific evidence. We do not anticipate this scheme will have a particular equality impact on this protected group.
Rural communities	No specific evidence. We do not anticipate this scheme will have a particular equality impact on this protected group.
People on low incomes	The scheme relates predominantly to this group, but numbers affected by the specific proposals are expected to be very low.

Section 4: Next steps:

Do you need any more information/evidence eg statistics, consultation? If so, how do you plan to address this?

No further evidence required.

The proposal is to retain the existing scheme, which works well and offers 100% support.

How have you taken/will you take the potential impact and evidence into account?

This Equality Impact Assessment forms part of the Council report to be presented to Members at full Council in December 2022.

How do you plan to monitor the impact and effectiveness of this change or decision?

Applications to the Discretionary Hardship fund will be analysed to establish if any group is suffering extreme detriment under the retained LCTS scheme to enable action to be taken.

The Council has a Hardship Fund, available to assist vulnerable customers, experiencing difficulty in meeting their Council Tax liability.

CABINET**Medium Term Financial Strategy Update****2022/23 – 2027/28****6 December 2022****Report of Chief Finance Officer****PURPOSE OF REPORT**

To provide an update on the Council's Medium Term Financial Strategy forecasts for 2022/23 to 2027/28 and outline the approach to balancing the budget.

This report is public.

RECOMMENDATION OF COUNCILLOR WHITEHEAD

That Cabinet considers

- (1) The draft future years estimates as set out in the report as the latest information available, accepting that this is an interim position.
- (2) Agrees that the update be referred on to December Council for information.
- (3) Notes the Council Tax Base for 2023/24 as set out in paragraph 3.12

1.0 INTRODUCTION

- 1.1 Under the Constitution, Cabinet has responsibility for developing corporate planning proposals and a balanced budget for Council's consideration.
- 1.2 This report sets out:
 - An updated budget gap analysis taking account of the latest funding outlook and other information on expenditure and income pressures.
 - A summary of the budget framework strategy
- 1.3 Members must note this report is an interim update and primarily for information. It contains a series of estimates and assumptions that are based on the latest information available. These are highly likely to change over the coming months as we work through the budget process.
- 1.4 It is critically important that all Members understand that the position reported is an interim update of the baseline position. It contains a series of estimates and assumptions that are based on the latest information available. These are highly likely to change over the coming months as we work through the budget process. Nor does it include any interventions through the Council's agreed Outcomes Based Resourcing project, or any impact the Local Government Finance Settlement due mid-December may have.

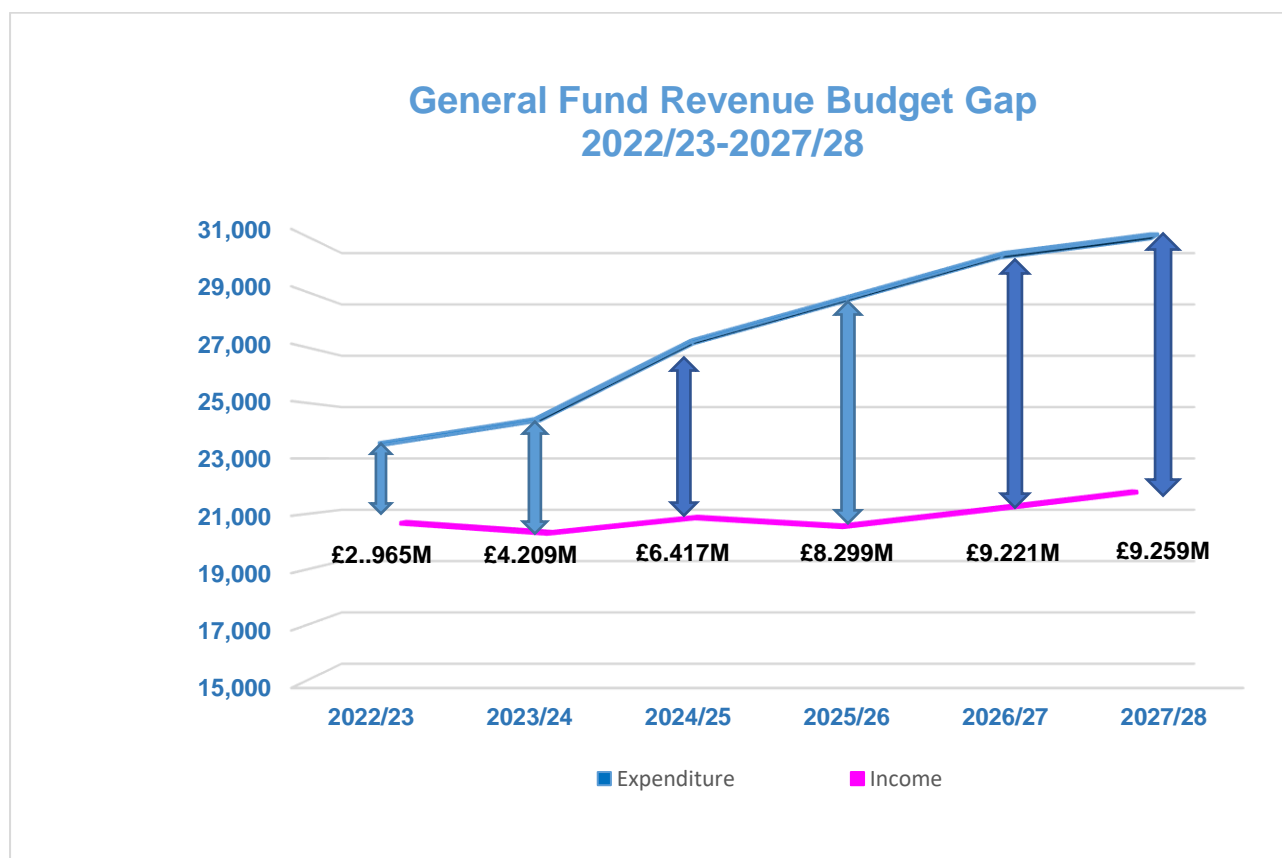
2.0 UPDATED BUDGET GAP ANALYSIS

2.1 Officers have been working with budget holders and Senior Leadership Team to update the Council's Medium Term Financial position. The review considered latest available information around government funding, other income streams as well as forecast expenditure levels incorporating known budget pressures including those associated with the current cost of living crisis. It aims to provide a baseline position.

2.2 As noted above, this baseline forecast is subject to change when more up to date information becomes available and does not reflect the ongoing work being done by Cabinet and Senior Leadership Team in regard to any Outcomes Based Resourcing (OBR) proposals, nor does it reflect the revenue impact of any revisions to the capital programme. It sets a baseline position without any further interventions in the Budget setting process. The interventions and actions being undertaken include:

- A short term range of savings actions aiming to significantly reduce the 2023/24 budget gap, to be brought forward in the upcoming Budget and Policy Framework.
- A mid-term Outcomes-Based Resourcing project to realign our expenditure with core duties and priorities; and
- A comprehensive review of our employment base, debt financing, asset base and related policies and processes.

2.4 The current budget gap for the next five years to 2027/28 is summarised in the graph below. The graph below assumes no intervention but it does highlight the scale of the challenge facing the Council, the reasons for which are outlined in the report.



3.0 GOVERNMENT FUNDING PROSPECTS

3.1 Members will be aware that Local Government funding has changed significantly over recent years. Significant reductions in central funding have taken place and Revenue Support Grant which accounted for more than half of Lancaster City Council's funding in 2010/11 is due to be phased out in 2023/24.

- 3.2 As a result the Council is now almost entirely reliant on Council Tax and Business Rates with a small amount of income from some assets and services to fund net expenditure. It is, therefore, important to provide regular estimates of these key funding streams.

Autumn Statement

- 3.3 Government announced its Autumn Statement on 17 November 2022. DLUHC intend to publish a policy statement in early December to set out more detailed intentions for council tax, business rates and grant in 2023-24 and 2024/25. This will give a strong indication of what might be expected in the Local Government Finance Settlement.

- 3.4 The statement was silent on a number of key points notably:
- The level and distribution of specific grants such as Lower Tier Services Grant and One-off Services Grant
 - Fair Funding Review
 - Business rates reset
 - Reforms to the New Homes Bonus

- 3.5 This in turn significantly reduces the level of certainty needed to plan effectively and efficiently, and arguably adds to the large degree of uncertainty already hanging over both the public sector and the wider economy.

- 3.6 The Autumn Statement itself only provides useful headline messages regarding Local Government's funding prospects over the next few years but it does not provide information at individual Authority level. The level of detail required for Council's to finalise their budgets will not be available until the announcement of the Local Government Finance Settlement. It is understood that this is likely to be published in the week before Christmas.

- 3.7 A further update will be produced for all Members once the Settlement has been announced and its impact assessed. This will be reported into January's Cabinet and Council meetings.

Local Government Finance Settlement

- 3.8 Given that the Settlement announcement is imminent, and the current level of uncertainty, there is little benefit to be gained from spending significant time on modelling different funding scenarios; real information is needed at this stage in the process.

- 3.9 Nonetheless, some preliminary high-level work has been done to update the budget scenarios, in order that we do not to lose sight of the potential risks and the challenge created by the underlying position.

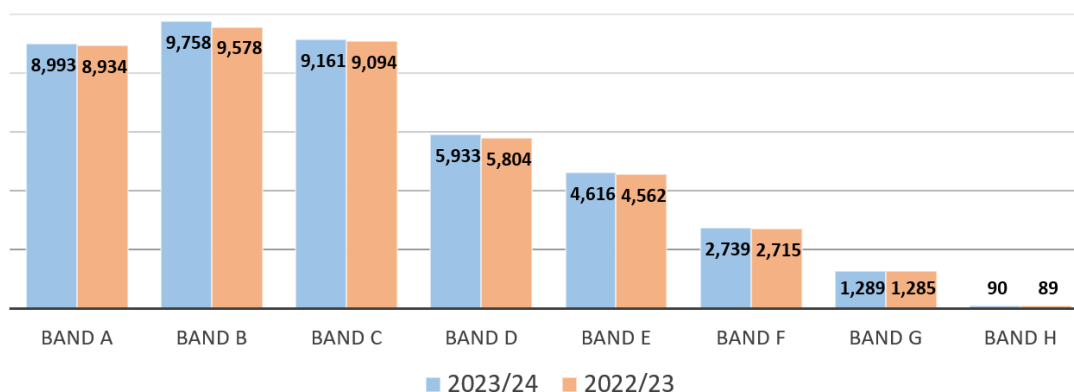
- 3.10 This has taken the updated budget position and reflected several assumptions such as general inflation, the Local Government Pay Award and prospects for retained Business Rates, Council Tax yield and New Homes Bonus.

Council Tax

- 3.11 Council tax is the Council's primary source of funding and is calculated by multiplying the tax base, the number of eligible residential properties (expressed in band D equivalents), by the level of the district council precept which is determined each year.

- 3.12 The tax base for 2023/24 has been calculated as 42,579 Band D equivalent properties after allowing for a collection rate of 98.68%, the same as in previous years. This equates to a 1.2% increase in the tax base. There has been a reduction in the numbers of void properties and an increase in new build properties together with a reduction in the numbers of accounts eligible for the Council Tax Reduction Scheme. Offsetting these positive movements there has been an increase in the number of properties eligible for 50% and 25% occupancy reductions. From 2024/25 1% growth in the Tax base has been used for forecasting.

Council Tax Base Comparison



3.13 The Chancellor, in his Autumn Statement, changed Government's referendum criteria which limits increases in the Council's element of Council Tax. The increase is now limited to 3% or £5, whichever is greater. For the purposes of forecasting, it has been assumed that the Council will increase council tax by 2.99%, the maximum allowed before triggering a referendum, in each of the next three years.

3.14 The table below sets out Council Tax forecasts for the next four years including a sensitivity analysis showing the potential impact on council tax yield of different scenarios:

	Actual 2022/23	Forecast 2023/24	Forecast 2024/25	Forecast 2025/26	Forecast 2026/27	Forecast 2027/28
Council Tax Band D 2.99% increase		£249.18	£256.63	£264.31	£272.21	£280.35
Council Tax Band D (£5 increase)	£241.95	£246.95	£251.95	£256.95	£261.95	£266.95
Tax base (1% growth from 2023/24)	42,060	42,579	43,005	43,435	43,869	44,308
Council Tax Income	£10,176,417	£10,610,019	£11,036,531	£11,480,188	£11,941,680	£12,421,724
Previous MTFS		£10,491,000	£10,810,000	£11,135,000	£11,135,000	£11,135,000
Difference Increase or (Decrease)		£119,019	£226,531	£345,188	£806,680	£806,680
Scenario 1 – No increase in Council tax over period of MTFS		(£189,011)	(£404,991)	(£625,941)	(£520,850)	(£414,709)
Scenario 2 – Council Tax Band D (£5 increase)		£23,884	£25,057	£25,582	£356,533	£692,988
Scenario 3 – 1.5% increase in tax base growth & 2.99% increase		£146,902	£310,315	£489,605	£1,016,763	£1,567,827

Explanation of scenarios using 2023/24 values

Scenario 1: Current Charge (£241.95) x Assumed Growth in Base (42,579): £10,301,989. Less Original Assumption in MTFS (£10,491,000) would give an estimated reduction in Council Tax funding of £189,011

Scenario 2: Current Charge (£241.95) plus £5 uplift to give a charge of £246.95
Multiplied by assumed growth in Base (42,579): £10,514,884: Less Original Assumption in MTFS (£10,491,000) would give an estimated increase in Council Tax funding of £23,884

Scenario 3: Current Charge (£241.95) plus 2.99% uplift give to a charge of £249.18
Multiplied by assumed 1.5% growth in Base (42,691): £10,637,902: Less Original Assumption in MTFS (£10,491,000) would give an estimated increase in Council Tax funding of £146,902

Business Rates

- 3.15 Business Rates is now a fundamental part of the local government finance settlement and, along with Council Tax, accounts for the majority of local government financing. There are currently several significant uncertainties which make forecasting and planning extremely difficult, these are set out below.
- 3.16 The rateable values of every property in the rating list are being re-assessed from 1 April 2023 which is likely to give rise to movement. In consequence, the parameters that would normally be set in the Academy system and used for forecasting forward are not yet available. The draft list of values has just been published but is unlikely to be available on Academy until early January.
- 3.17 The Chancellor's autumn statement set out a number of reliefs and discounts and froze the business rates multiplier. Assurances were also given that Councils would be fully compensated for these. Such compensation usually takes the form of Section 31 grant which is factored into the retained rates calculation. The detail behind this is not yet available. CIPFA have commented that the Section 31 grant adjustments, particularly those related to freezing the multiplier are likely to be significant. They have asked central government to share details of the calculation but to date this is not available.
- 3.18 The Local Government Finance Settlement is not expected until mid-December. This sets out tariff, baseline and safety net levels which drive the retained rates calculation. The forecasts in the later table use assumptions based on 2022/23 levels.
- 3.19 We are one of only a small number of Councils with a nuclear power station within its boundary. The rateable value of the Heysham1 and Heysham 2 nuclear reactors accounts for over 30% of the Council's total rateable value. Although the retained business rates scheme does have a safety net mechanism in place to ensure that an authority's income does not drop below more than a set percentage of its index linked spending baseline, the Council is vulnerable to swings in income levels relating to the power station's operations. Heysham 1 is shortly due to be decommissioned with its operators, EDF currently giving an end of generation date of March 2024. There remains a level of uncertainty around the exact timing and whether there will be a tapered or immediate impact on rating income.
- 3.20 The Autumn Statement made no mention of a potential business rates growth reset. This would effectively remove all growth from the system by setting the business rates baseline to equal actual rates levels. It is assumed that this would be in 2024/25 at the earliest. The Heysham 1 reactor is expected to be decommissioned at some point during 2024/25 which will have the effect of triggering a safety net payment from Central Government in 2025/26 onwards provided that the loss of income is tapered. The Council has benefitted previously from growth in retained rates in recent years but the current safety net levels do not take account this so remain low. A baseline reset would alter this position although it is difficult to predict which year would be taken as the new base, given the impact of Covid 19 in recent years, and exactly what the reset would look like.
- 3.21 The table below provides Business Rates forecasts for the next four years incorporating a number of assumptions and sensitivity analysis. For the reasons set out in the above paragraphs these must remain heavily caveated. Current forecast assumptions are:
- Income to remain in line with business rates monitoring during 2022/23 together with a 2% uplift to baseline and tariff in respect of inflation.
 - Growth of 2% in 2024/25 onwards
 - Heysham 1 reactor to be decommissioned March 2024 with the loss of rating tapering off over six months in 2024/25

	2023/24 £	2024/25 £	2025/26 £	2026/27 £	2027/28 £
Retained Business Rates	8,120,946	6,581,360			
Safety Net Payment	-	-	5,743,931	5,858,809	5,975,985
Renewable Energy Disregard Income	3,078,782	3,140,358	3,230,165	3,267,228	3,332,573
Sub Total	11,199,728	9,721,718	8,947,096	9,126,038	9,308,558
Impact of business rates element of Collection Fund forecast outturn for 2022/23	(1,189,242)				
Exceptional Deficit declared January 2021 (eligible for spreading)	(443,200)				
Net impact on the General Fund	9,567,286	9,721,718	8,947,096	9,126,038	9,308,558
Previous MTFS	8,592,600	8,764,400	8,939,700	8,939,700	8,939,700
Difference increase/(decrease)	974,686	957,318	7,396	186,338	368,858
Scenario 1 – Heysham 1 reactor closes March 2024 and rating income is lost immediately	-	7,262	7,396	186,338	368,858
Scenario 2 – baseline in 2024/25 reset based on 2022/23 income levels **	-	1,229,707	1,254,289	1,458,169	1,666,127

** In this scenario the safety net would be triggered in 2024/25 regardless of whether the loss of income from Heysham 1 is tapered or immediate.

- 3.22 In order to reduce the impact of the exceptional deficit spread from 2020/21 and the impact of large deficits in respect of business rates impacting the General Fund transfers from the Business Rates Retention Reserve are used. In addition, transfers had been used to reduce the impact of the loss of rating income from the decommissioning of Heysham 1. The table below shows the updated transfers from the Reserve against those originally planned. An additional £1.189M has been used to provide cover for the city share of the deficit forecast for 2022/23 which will impact the General Fund in 2023/24.

	2023/24 £	2024/25 £	2025/26 £	2026/27 £	2027/28 £
Planned transfer from reserve	743,200	316,100	216,100	-	-
Reprofiled transfer from reserve	1,632,400	516,100	316,100	-	-

- 3.23 Further information which will inform the estimates will become available during December and January and updates will be provided as a clearer picture emerges. Further monitoring for 2022/23 will also be undertaken to inform the forecast deficit for the year. Members are asked to note that the changes could be significant.

New Homes Bonus

- 3.24 New Homes Bonus is a reward grant which is calculated from Council Taxbase figures. The levels of growth seen in the prior year has not been maintained which has reduced the anticipated level of grant. There remains a risk that the Government will seek to further reduce the grant in future years which would further increase the budget gap.
- 3.25 The current forecast of levels of New Homes Bonus is set out in the table below. This may be impacted by the finance settlement and the latest data in respect of affordable housing supply in the district which is due to be refreshed in December 2022.

	2022/23 £	2023/24 £	2024/25 £	2025/26 £	2026/27 £	2027/28 £
Annual Reward	272,600	180,000	180,000	180,000	180,000	180,000
Previous Years Rewards	274,200	-	-	-	-	-
Total	546,800	180,000	180,000	180,000	180,000	180,000
Previous MTFS	546,800	272,500	272,500	272,500	272,500	272,500
Difference Increase/ (Decrease)	-	(92,500)	(92,500)	(92,500)	(92,500)	(92,500)

4.0 MEDIUM TERM FINANCIAL STRATEGY – CURRENT PROSPECTS TO 2027/28Operational Changes and Cost of Living Increases

- 4.1 The start of this financial year has seen extraordinarily high inflation rates coupled with major increases to the cost of energy. Where appropriate, updated projected variances have been included within the relevant service areas using the latest cost information available from suppliers. To put into perspective, the total estimated projected overspend on energy budgets across the Council is (-£2.052M) (General Fund (-£1.511M), (HRA (-£0.541M)). Although every effort is made when developing the base budget projections, it remains a highly volatile market which is being closely monitored and may change as we move towards budget Council in February 2023.
- 4.2 As part of the 2022/23 budget setting process, in line with the majority of Councils an inflationary uplift of 2% was included to salaries across all service areas. The National Employers latest offer of an increase of £1,925 on all NJC pay points has just been accepted by the Unions. With regard to the financial impact on the Council, it is estimated that additional strain is (£1.134M) (General Fund (£0.939M), (HRA (£0.195M)). Total operational changes included in the base budget for 2022/23 currently amount to an increase in expenditure of £2.271M and are provided in the table below with the wider implications reflected in the General Fund Revenue Budget Projections 2022/23-2027/28 table at paragraph 4.3

Base Budget Changes 2022/23	£M
Employees	1.597
Premises Related Exp	1.987
Transport Related Exp	0.650
Supplies and Services	2.021
Support Services	(0.036)
Capital Financing Costs	(0.291)
Appropriations	(1.091)
Income	(2.566)
Total	2.271

MTFS Planning Assumptions

- 4.3 Within the current base budget there are several principles and key assumptions underpinning the proposed revenue strategy. The table 5 below, lists the major assumptions that have been made within the MTFS. Members should note these assumptions are highly likely to change as we move through the budget cycle

	2023/24	2024/25	2025/26	2026/27	2027/28
Council Tax Base Growth	1.0%	1.0%	1.0%	1.0%	1.0%
Council Tax Increase	2.99%	2.99%	2.99%	2.99%	2.99%
Council Tax Collection Rate	98.67%	98.67%	98.67%	98.67%	98.67%
Fees & Charges	2.4%	2.4%	2.4%	2.4%	2.4%
Inflation – Pay	2.0%	2.0%	2.0%	2.0%	2.0%
Employer Pensions Contribution	16.3%	16.3%	16.3%	16.3%	16.3%
Utilities	Gas: 3.0% (current price) Electric: 5.0% (anticipated price)	Gas: 3.0% Electric: 5.0%	Gas: 3.0% Electric: 5.0%	Gas: 3.0% Electric: 5.0%	Gas: 3.0% Electric: 5.0%
Other inflation (Minor cost centres)	2.4%	2.4%	2.4%	2.4%	2.4%
Interest Rate – investments	3.5%	3.0%	2.0%	2.0%	2.0%
Interest Rate – new borrowing	4.0%	3.3%	3.1%	3.1%	3.1%

4.3 General Fund Revenue Projections 2022/23 – 2027/28

General Fund Revenue Budget Projections 2022/23 to 2027/28

For Consideration by Cabinet 6 December 2022

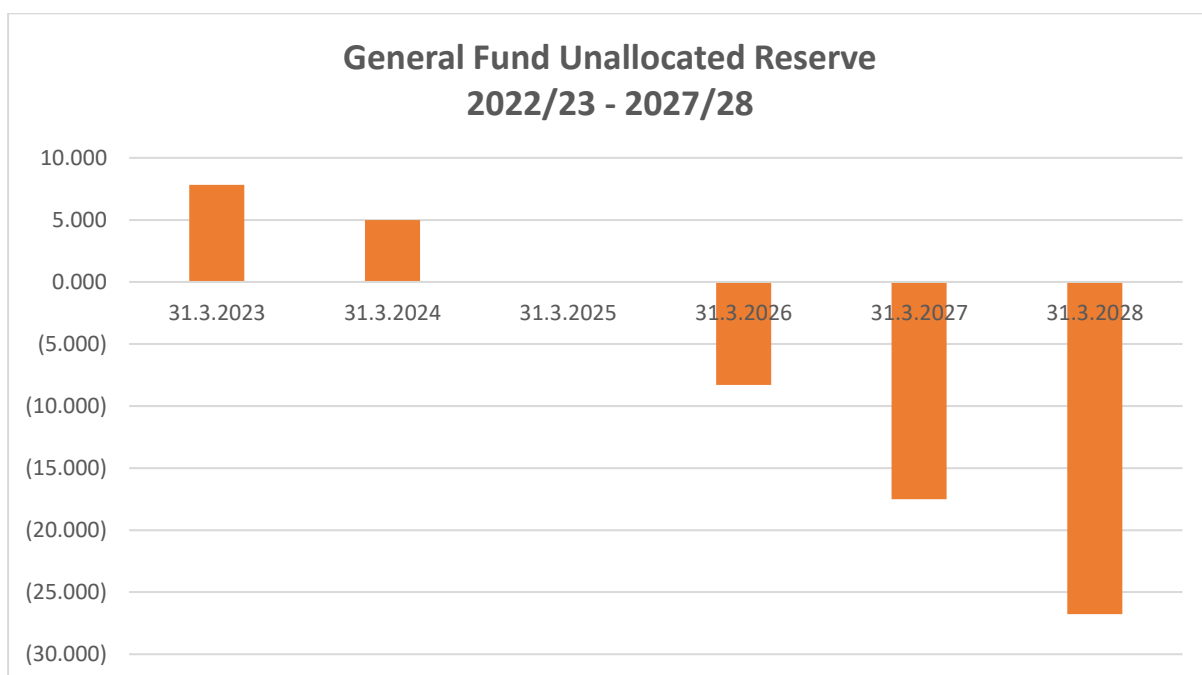
	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000	£'000	£'000	£'000	£'000	£'000
Revenue Budget/Forecast as at 23 February 2022	21,254	21,943	23,479	24,766	0	0
Base Budget Changes						
		Base Budget Adjustments				
Employees	+1,597	868	818	689	28,034	28,742
Premises Related Exp	+1,987	2,895	3,002	3,128	8,263	8,491
Transport Related Exp	+650	294	300	302	1,676	1,704
Supplies and Services	+2,021	907	558	394	11,639	12,035
Support Services	(36)	(84)	(33)	(20)	71	71
Capital Financing Costs	(291)	480	579	672	311	311
Appropriations	(1,091)	139	(250)	(483)	6,096	5,747
Income	(2,566)	(1,671)	(1,176)	(675)	(25,801)	(26,111)
Reserve Adjustments	0	(1,385)	(101)	(47)		
Latest Budgetary Position	23,525	24,386	27,176	28,726	30,289	30,990
Outcomes Based Resourcing Proposals:						
Savings/ Income Generation Proposals						
Economic Growth & Regeneration						
Communities & the Environment						
Corporate Services						
Office of the Chief Executive						
Management Restructure						
Revenue Impact of Capital Programme Review						
Other Capital Financing Adjustments						
General Fund Revenue Budget	23,525	24,386	27,176	28,726	30,289	30,990
Core Funding:						
Revenue Support/ Other Grants	(212)					
Prior Year Council Tax Surplus	(66)					
Net Business Rates Income	(10,106)	(9,567)	(9,722)	(8,947)	(9,126)	(9,309)
Council Tax Requirement	13,141	14,819	17,454	19,779	21,163	21,681
Estimated Council Tax Income - (Increases based on £5 for 2022/23 then max allowable)	10,176	10,610	11,037	11,480	11,942	12,422
Resulting Base Budget (Surplus)/Deficit	2,965	4,209	6,417	8,299	9,221	9,259

5.0 PROVISIONS, RESERVES AND BALANCES

5.1 A Council's reserves are an essential part of good financial management. They help the Council to cope with unpredictable financial pressures and plan for future spending commitments. Councils generally hold two types of reserves, "Unallocated" to meet short term unexpected cost pressures or income reductions and "Earmarked". These can be held to provide for some future anticipated expenditure for identified projects (particularly in respect of corporate priorities), address specific risks such as business rates, provide up-front costs which specifically result in future efficiencies, cost savings or increased income, or to hold funding from other bodies, mainly Government, for specified purposes.

- 5.2 As noted above, reserve levels and their usage are an important part of the budget framework. It is important that the Council maintains a healthy level of reserves in order to maintain financial resilience. In light of the current circumstances, at its meeting on 25 October 2022, Cabinet approved the transfer of £5.913M from a number of the Council's allocated reserves to the General Fund unallocated balances in order to increase financial resilience. Referral was made to Full Council in respect of the s151 officer's advice on the increased level of unallocated reserves to £5M, as well as revisions to the governance arrangements for the approval of reserve funded expenditure within the Council's Reserve Strategy. These were noted and approved by Council 9th November 2022.
- 5.3 The Council's Outturn Report 2021/22 showed the Council's Unallocated General Fund Balance as £6.032M. Without significant intervention by the Council the General Fund budget gaps will remain and unallocated balances will be required to fund them. Whilst the required level of reserves is assessed annually the forecast deficits are of such a size that available unallocated reserves will be expended within 2 years, as illustrated in the tables below

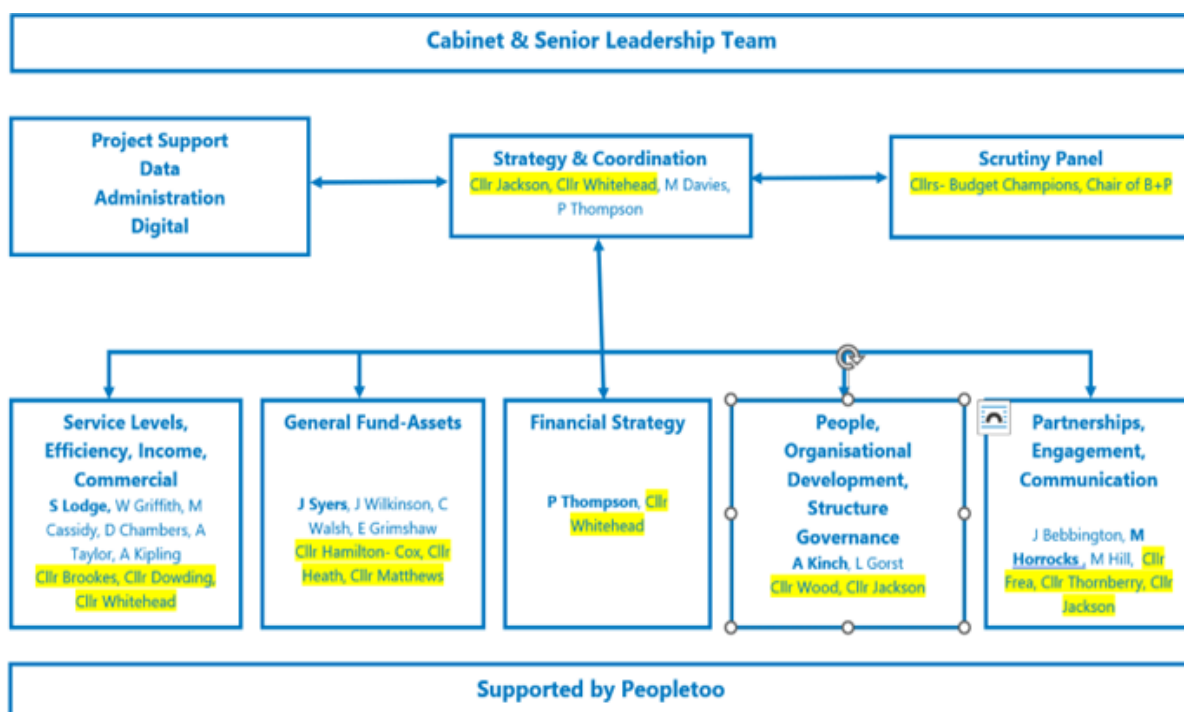
General Fund Unallocated Balance		2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
		£M	£M	£M	£M	£M	£M
BALANCES	Balance as at 1 April 2022-25	(6.032)	(7.825)	(5.000)	+0.000	+8.299	+17.520
	In Year allocations	+0.000	+0.000	+0.000	+0.000	+0.000	+0.000
	Forecast (Under)/Overspend	+2.965	+4.209	+6.417	+8.299	+9.221	+9.259
	Other Adjustments	+1.155	+0.000	+0.000	+0.000	+0.000	+0.000
	Contributions to/ (from) Allocated Reserves Review September 2022	(5.913)	+0.000	+0.000	+0.000	+0.000	+0.000
	Projected Balance as at 31 March 2023-26	(7.825)	(3.616)	+1.417	+8.299	+17.520	+26.779
	Business Rates Retention (Subject to Review - Not Confirmed)	+0.000	(1.384)	(1.417)			
	Reserves	(7.825)	(5.000)	+0.000	+8.299	+17.520	+26.779
	Less Recommended Minimum Level of Balances	5.000	5.000	5.000	5.000	5.000	5.000
	Available Balances	(2.825)	+0.000	+5.000	+13.299	+22.520	+31.779



- 5.4 Whilst reserves can be used to manage the current financial crisis, as both of the tables clearly show, funding of the forecast deficits from reserves is **NOT** an option. Addressing the underlying structural issues within the Council's budget requires significant interventions from Cabinet, Senior Leadership Team, and Council to address the forecast deficit levels.

6.0 OUTCOMES BASED RESOURCING

- 6.1 The Council embarked on its OBR project earlier this year with its intention to ensure that funds are allocated according to a set of predefined outcomes, or priorities using a zero-based approach rather than applying incremental uplifts to an existing set of services each year. This effectively ensures that funds are directed toward the Council’s key ambitions and statutory functions and away from areas which contribute less or not at all against the predetermined objectives.
- 6.2 Given the size of the financial issues the Council faces this fundamental reshaping of the Council’s services and realigning against its priorities through the OBR process will be key to shrinking the budget gap and securing the financial sustainability of the Council.
- 6.3 The table below shows the operational structure of OBR project, its governance processes along with the key Member and Senior Officer involvement. The project is split into 5 task groups each charged with a discreet area of responsibility. Progress against all of these areas will be reported to Members together with any implications of the Local Government Settlement as part of January’s update.



7.0 BALANCING THE BUDGET TO 2027/28

- 7.1 It is now imperative that a thorough and detailed review of our cost base is undertaken through application of OBR. A number of workshops have been held between Cabinet and Senior Leadership Team and to explore initial proposals from the OBR task groups as well as a series of immediate actions to reduce spending in the current year.
- 7.2 This will have a particularly important part to play in driving down budget gaps from 2023/24 and beyond and in realising financial sustainability. The application of OBR across the Council will be a significant piece of work and will inevitably require an objective and sensitive approach and the Council has engaged external expertise to provide support this work.
- 7.3 The Council’s capital programme is being reviewed to reduce the revenue impact of MRP and interest charges whilst facilitating delivery of the Council’s priorities through areas such as investing to reduce cost. A comprehensive review of the Councils reserves has been undertaken to provide improved financial resilience.

8.0 DETAILS OF CONSULTATION

8.1 Given the size of the challenge faced by the Council and the need for fundamental change in service delivery enhanced consultation with relevant internal and external stakeholders on the budget will be undertaken prior to Budget Council in February. More specific consultation will be considered at a future meeting of the Financial Resilience Group. Consultation on council housing matters will be undertaken through the District Wide Tenants' Forum.

9.0 OPTIONS AND OPTIONS ANALYSIS

9.1 As the report is for consideration no alternative options are put forward, the Cabinet could make supplementary recommendations regarding any matters.

10.0 CONCLUSION

10.1 It must be reiterated that the current forecasts **do not** include any interventions by Cabinet, Senior Leadership Team or the outcomes of the Local Government Settlement. However, the forecasts clearly highlight potential annual and cumulative budget deficits over the next 5 years and the perilous position the Council now faces, a position shared nationally across the public sector. In light of this, balancing the budget both in the short and the medium term will be a tough task and ***all Members must work together and recognise that they will face a number of difficult but key decisions as part of the forthcoming budget and over the coming financial years which will affect the manner in which it delivers its services.***

RELATIONSHIP TO POLICY FRAMEWORK

Performance, project, and resource monitoring provides a link between the Council Plan and operational achievement, by providing regular updates on the impact of operational initiatives against strategic aims.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability etc)

None identified at this stage

FINANCIAL IMPLICATIONS

As set out in the report

SECTION 151 OFFICER'S COMMENTS

The s151 Officer has authored this report and his comments are reflected within its contents however he would draw Members attention to the following commentary within the report.

It must be reiterated that the current forecasts **do not** include any interventions by Cabinet, Senior Leadership Team or the outcomes of the Local Government Settlement. However, the forecasts clearly highlight potential annual and cumulative budget deficits over the next 5 years and the perilous position the Council now faces, a position shared nationally across the public sector. In light of this, balancing the budget both in the short and the medium term will be a tough task and ***all Members must work together and recognise that they will face a number of difficult but key decisions as part of the forthcoming budget and over the coming financial years which will affect the manner in which it delivers its services.***

LEGAL IMPLICATIONS

No specific legal implications arising from this report.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no comments

BACKGROUND PAPERS

Council – MTFS

[Agenda for Council on Wednesday, 27th February 2019,](#)
[6.00 p.m.](#)

[Agenda for Council on Wednesday, 26th February 2020,](#)
[6.00 p.m.](#)

[Agenda for Council on Wednesday, 24th February 2021,](#)
[6.00 p.m.](#)

[Agenda for Council on Wednesday, 23rd February 2022,](#)
[6.00 p.m.](#)

Cabinet – Delivering our Priorities Q1

[Agenda for Cabinet on Tuesday, 13th September 2022,](#)
[6.00 p.m.](#)

Cabinet – Updated Reserves Strategy

[Agenda for Cabinet on Tuesday, 25th October 2022, 6.00](#)
[p.m.](#)

Council - Updated Reserves Strategy

[Agenda for Council on Wednesday, 9th November 2022,](#)
[6.00 p.m.](#)

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Ref: N/A

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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