



Committee: CABINET

Date: TUESDAY, 7TH OCTOBER 2008

Venue: MORECAMBE TOWN HALL

Time: 10.00 A.M.

A G E N D A

1. **Apologies**

2. **Minutes**

To receive as a correct record the minutes of Cabinet held on Tuesday, 2nd September 2008 (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 consider any such declarations.

5. **Public Speaking**

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

Reports from Overview and Scrutiny

6. **Council Assets Task Group (Pages 1 - 51)**

(Cabinet Member with Special Responsibility Councillor Evelyn Archer)

Report of the Overview and Scrutiny Committee.

7. **Referral to Cabinet - Food Waste**

(Cabinet Member with Special Responsibility Councillor Barry)

Referral report from Overview and Scrutiny Committee to follow.

8. **Referral to Cabinet from Budget & Performance Panel 2007-08 Budget Variances - Outturn (Pages 52 - 65)**

Report of the Budget and Performance Panel.

Reports

9. **Sea Change Funding - Winter Gardens** (Pages 66 - 72)

(Cabinet Member with Special Responsibility Councillor Mace)

Report of Corporate Director (Regeneration).

10. **Morecambe Centre Area Action Plan. Revision to Local development Scheme**
(Pages 73 - 78)

(Cabinet Member with Special Responsibility Councillor Archer)

Report of Corporate Director (Regeneration).

11. **Exclusion of the Press and Public**

The following report is public but appendices B and C are exempt from publication by virtue of Paragraph 3 of Schedule 12A of the Local Government Act 1972.

Should Cabinet wish to refer to the appendices, it is recommended to pass the following recommendation in relation to the following item:-

“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 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 has been marked as exempt, it is for the Council itself to decide whether or not to consider it 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 should balance the interests of individuals or the Council itself in having access to information. In considering their discretion Members should also be mindful of the advice of Council Officers.

Members are asked whether they need to declare any further declarations of interest regarding the exempt content of the report.

12. **2008/09 Capital Investment Strategy Update** (Pages 79 - 90)

Report of the Head of Financial Services.

13. **Lancaster District Economic Vision** (Pages 91 - 107)

(Cabinet Members with Special Responsibility Councillors Archer and Bryning)

Report of the Corporate Director (Regeneration).

14. **Festivals and Events Cabinet Liaison Group** (Pages 108 - 111)

(Cabinet Member with Special Responsibility Councillor Burns)

Report of Corporate Director (Regeneration).

15. **2009/10 Corporate Plan - Public Consultation Process** (Pages 112 - 113)

Report of Corporate Director (Finance and Performance).

16. **Pay and Grading Structure** (Pages 114 - 116)

(Cabinet Member with Special Responsibility Councillor Kerr)

Report of the Chief Executive.

17. **Parking Strategy** (Pages 117 - 151)

(Cabinet Member with Special Responsibility Councillor Mace)

Report of the Head of Property Services.

18. **Harbour Band Arena** (Pages 152 - 156)

Report of Corporate Director (Regeneration).

19. **Exclusion of the Press and Public**

The following report is public but appendix B is exempt from publication by virtue of Paragraph 2 of Schedule 12A of the Local Government Act 1972.

Should Cabinet wish to refer to the appendices, it is recommended to pass the following recommendation in relation to the following item:-

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Members are asked whether they need to declare any further declarations of interest regarding the exempt content of the report.

20. **Williamson Park Company - Request for Assistance** (Pages 157 - 165)

Report of the Chief Executive.

ADMINISTRATIVE ARRANGEMENTS

(i) Membership

Councillors Roger Mace (Chairman), Evelyn Archer, Jon Barry, Eileen Blamire, Abbott Bryning, Shirley Burns, Susie Charles, Jane Fletcher, John Gilbert and David Kerr

(ii) Queries regarding this Agenda

Please contact Debbie Chambers, Democratic Services, telephone 01524 582057 or email dchambers@lancaster.gov.uk.

(iii) Apologies

Please contact Members' Secretary, telephone 582170, or alternatively email memberservices@lancaster.gov.uk.

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

Published on Thursday, 25th September 2008.

CABINET

Report of the Council Assets Task Group

Report of Overview and Scrutiny Committee

PURPOSE OF REPORT				
To present Cabinet with the findings of the Council Assets Task Group and to seek the agreement of Cabinet to the recommendations as set out in the report.				
Key Decision		Non-Key Decision		Referral from Overview and Scrutiny Committee
				X
Date Included in Forward Plan				
This report is public				

RECOMMENDATIONS

- (1) That Cabinet considers the work of the Council Assets Task Group and the adoption of the recommendations as set out in the attached report.
- (2) That Cabinet considers the Officer Comments on the report.

1.0 Introduction

- 1.1 All details are contained within the attached report.

2.0 Recommendations and Officer Comments

2.1 Recommendation 1

- (a) That a co-ordinated approach for applying for external funding for heritage projects be developed and led by an appropriate Director, such as the Corporate Director (Regeneration), with consideration given to identifying heritage projects which would meet the criteria for external funding and engaging with/supporting community groups who take an interest in promoting the district's heritage.

Officer Comments on Recommendation 1

The Head of Cultural Services already coordinates an officer group (which includes representation from Economic Development & Tourism Service, and Planning

Service) on a thematic Heritage Group that liaises with Lancashire County Council's Museums Services and the North West Development Agency, etc. The above recommendation could be absorbed by the Heritage Group, although any such move would require involvement from other central services such as Finance.

Members may also wish to note that a bid is being prepared for submission to Northwest Development Agency, seeking funding for the preparation of a cultural heritage strategy for Lancaster. This follows on from the work of the Heritage Group referred to above and fits within the investment framework being developed via the Lancaster District LSP. If successful, it will provide a strategic framework to steer future investment in major heritage related projects in Lancaster. Local community groups, together with other relevant key stakeholders, would be involved in an extensive consultation exercise as part of the preparation of this strategy.

Any decision on the allocation of staff to support this approach will be for the Chief Executive as Head of Paid Service.

2.2 Recommendation 2

- (a) That greater links be developed with interested parties including the Civic Society and the Lancaster Archaeological and Historical Society.
- (b) That consideration be given to producing well-focused leaflets and the erection of information boards, particularly with regard to the Queen Victoria Statue and the Roman Bath House remains.
- (c) That the City Council support the Civic Society in revising the guide to Lancaster Cemetery and assist with publication and promoting the guided tours.
- (d) That the City Council utilise its consultation facilities to undertake a consultation exercise to ascertain public interest and raise awareness in the district's heritage which might provide a useful tool in developing proposals for the centenary.

Officer Comments on Recommendation 2

The Head of Planning Services ensures that all these groups are part of the public participation exercises in the development of the Local Development Framework, and will work with these partner organisations to obtain support for public realm and heritage improvements.

2.3 Recommendation 3

- (a) That the programme of works from the Condition Surveys be given priority in the Capital Programme and that funding be made immediately available to start this important work.
- (b) That upon completion of this programme of works a rolling programme of maintenance for the historic buildings within the City Council's property portfolio be devised and that this programme should include painting.
- (c) That buddleia and other vegetation be removed from the buildings to reduce the possibility of further damage to the fabric of the buildings and this be managed within existing resources.

Officer Comments on Recommendation 3

The programme of works referred to is already identified in the capital programme but the programme is not currently funded due to the difficulties in obtaining capital receipts in the existing economic climate, although alternative funding is being proposed (see separate item elsewhere on the agenda).

The Head of Property Services will put in place a planned maintenance schedule once the backlog of repairs works identified in the capital programme.

The vegetation identified in the report will be removed as soon as we can get a cost effective method of doing so, as the cost is fairly high and the budget for this year for repairs is already under pressure.

2.4 Recommendation 4

- (a) That the Charters of Lancaster be relocated to the Records Office in Preston for conservation, storage and safekeeping whilst ownership remains with the City Council, and enquiries be made with the Record Office as to the complimentary copies they would be prepared to produce.
- (b) That an application be made for heritage funding to produce copies of all of the City's historic charters for public display.
- (c) That the original 'Williamson Family Tree' currently stored in the Legal Services strong room be transferred to the Records Office for conservation, storage and safekeeping and enquiries be made with regard to commissioning a copy for future display in Williamson Park, subject to the agreement of the Williamson Park Board.
- (d) That consideration be given to finding innovative means of funding a rolling repair programme for the oil paintings and other restorative works to non-fixed assets in Lancaster town Hall; including that a percentage of the hiring fees for the Banqueting Suite, Ashton Hall and tours of Lancaster Town Hall be channelled into a 'Restoration Fund.'
- (e) That an updated inventory and where appropriate, condition survey of the City Council's fixed assets be undertaken.
- (f) That attempts are made to exhibit more of the Council's assets including the relocation to, and display of, the Morecambe Music Festival silverware in Morecambe Town Hall.
- (g) That consideration be given to the future use/storage including the possibility of disposal of some items of furniture in view of the limitations on space within the town halls as a consequence of the Access to Services Review and that Department for Culture, Media and Sport (DCMS) guidance be followed in the event of any disposal.

Officer Comments on Recommendation 4

The Head of Property Services would welcome a more proactive approach to a formal arrangement for the storage and exhibition of key documents and assets together with the proposals to update inventories, restore and improve the non-fixed assets, provided suitable funding can be provided. The disposal of furniture would relieve pressure on storage requirements, whilst potentially producing some income for the Council.

Recommendations 4 (a) to (g) have resource implications which would need to be identified and considered prior to taken any decision.

2.5 Recommendation 5

- (a) That a regularly updated centralised records management system be developed with a central inventory to ensure consistency and reduce duplication.
- (b) That services identify which, if any records they consider need to be transferred to the Record Office and advise the Information Management Officer.

- (c) That the Information Management Officer engage with the County Archivist regarding records retention and arrangements for the transfer of agreed material to the Records Office and this be financed through service budgets.
- (d) That the Information Management Group be requested to ensure that each service revisits the current retention and disposal schedule to ensure records they hold are covered by it.
- (e) That all services are encouraged to dispose of documentation/records for which there is no longer a legal or viable need in conjunction with Corporate policy and, if need be seek clarification from the Information Management Officer.
- (f) That any important documentary records remaining in the town halls be relocated from the strongroom to a more suitable location.

Officer Comments on Recommendation 5

Recommendations 5(a) to (g) concern operational matters and will be considered by the relevant officers at a meeting of the Information Management Group on 26th September 2008 and a report on the action to be taken will be provided after that date.

2.6 Recommendation 6

- (a) That Cultural Services continues to raise awareness of the Museums Partnership and takes an active role in promoting the heritage of the district further.

Officer Comments on Recommendation 6

With the agreement of Lancashire County Council's Museums Services the City Council has included a review of the existing Museums Partnership Agreement within Cultural Services 2008/2009 Business Plan. The above recommendation is an operational matter rather than a Cabinet decision and can be absorbed within the above.

3.0 Conclusion

All details are contained within the attached report.

RELATIONSHIP TO POLICY FRAMEWORK

None

**CONCLUSION OF IMPACT ASSESSMENT
(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)**

None

FINANCIAL IMPLICATIONS

If Cabinet supports any of the recommendations as set out in the report, each recommendation would require developing further with all relevant Services. This would highlight what can be realistically achieved within resources that are available. Individual financial implications would be assessed at this point.

SECTION 151 OFFICER'S COMMENTS

Many of the individual recommendations are expected to have costs attached but they cannot readily be identified at this stage. For this reason, if Cabinet is minded to support any of the recommendations, it is advised that this should be either 'in principle' or 'subject to costs being met from within approved budgets.' Further reports back to Cabinet would then be produced, if need be.

LEGAL IMPLICATIONS

Legal Services have been consulted and have no further comments.

MONITORING OFFICER'S COMMENTS

Not all the recommendations of the Assets Task Group are for Cabinet decision. Where these are operational matters to be considered by the relevant officers, this has been highlighted in the report.

BACKGROUND PAPERS

None

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Ref:

COUNCIL ASSETS TASK GROUP

September 2008

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1.0 FOREWORD

The origins of the Council Assets Task Group lie in a Remembrance Day service last year. After the service, when various dignitaries were gathered in the banqueting suite comment was made about the beauty of the room - but the shocking state of some of the portraits in it. Informal investigations were made about the maintenance of these assets; these eventually led to a wider concern about how Lancaster City Council views and uses its historical heritage.

Overview and Scrutiny established this task group to research how Lancaster City Council maintains its historical heritage. The task group makes recommendations on how this could be improved and how our assets may be better utilised in the future. There can be no doubt that we have a rich inheritance in the district and this could be an important enhancement to tourism.

The work of the task group looked at two areas: the council's fixed assets - buildings, statues and the street scene; and also the non-fixed assets, paintings and furniture. The council has listed buildings and important works of art in its portfolio. The council is also in charge of the up keep of several important historical documents for the district. The task group has made recommendations on all of these areas - a massive piece of work.

The work of this task group has been engaging and has revealed aspects of the district that many would not know about. Can I thank all those involved, councillors, officers and all those who gave evidence. I hope that its recommendations will lead to a greater awareness of the heritage of the district and make sure that it is protected.

**Cllr. Stuart Langhorn,
Lancaster City Council: Lower Lune Valley Liberal Democrat Group Leader
Chair Overview and Scrutiny**

2.0 INTRODUCTION

It gives me great pleasure to introduce the final report of the Council Assets Task Group.

Many buildings and artefacts of archaeological and historical significance in our district are in ownership of the City Council. Over the years concerns have been raised about the condition of the Council's historic assets. The Council Assets Task Group has taken on the challenge of investigating these concerns and making recommendations as to how the Council can move forward to ensure that the Council's historic assets are preserved for future generations.

During our investigations we met with representatives of local historic societies, received information regarding the condition of the Council's fixed and non-fixed assets, and received advice about storing and preserving historical records. The task group also enjoyed a visit to the Conservation Centre at Preston.

The report highlights areas where the Council needs to take prompt action to prevent further deterioration of the Council's historic assets. This report also makes recommendations regarding record management and promoting the district's heritage.

It would appear that in the past reports about the condition of the Council's historic assets have not been acted upon. It is therefore vital that we do not let this happen again.

Finally, I would like to take this opportunity to thank everyone who has been involved in providing and gathering evidence for the task group.

Councillor Rebekah Gerrard
Chairman, Council Assets Task Group

3.0 SUMMARY OF RECOMMENDATIONS

RECOMMENDATION 1

- (a) That a co-ordinated approach for applying for external funding for heritage projects be developed and led by an appropriate Director, such as the Corporate Director (Regeneration), with consideration given to identifying heritage projects which would meet the criteria for external funding and engaging with/supporting community groups who take an interest in promoting the district's heritage.

RECOMMENDATION 2

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- (f) That any important documentary records remaining in the town halls be relocated from the strongroom to a more suitable location.

RECOMMENDATION 6

- (a) That Cultural Services continues to raise awareness of the Museums Partnership and takes an active role in promoting the heritage of the district further.

4.0 ROLE OF TASK GROUP

4.1 Terms of Reference

1. To define a historical asset and establish whether there is a definitive list of the historical assets owned by the Council.
2. To establish whether an audit has been undertaken with regard to the assets that are most at risk – condition survey.
3. To ascertain service responsibility and the adequacy of current levels of maintenance of fixed assets including listed buildings, scheduled monuments, gardens and walls.
4. To establish service responsibility for the non-fixed assets and whether appropriate measures are in place regarding storage of charters and council records and how these are maintained for posterity; including the use of digital archiving.
5. To consider how the Council engages with outside bodies including the Civic Society and friends groups and what budgets are available to support this.
6. To ascertain whether the Council is promoting its assets and heritage to the best advantage and whether they are seen to be providing value to the community.

4.2 Membership

Councillors Rebekah Gerrard (Chairman), Susan Bray, Janie Kirkman, Geoff Knight, Ian McCulloch, Geoff Marsland, Sylvia Rogerson and Catriona Stamp with administrative support from Liz Bateson (Democratic Services)

The Task Group gratefully acknowledges the contributions and evidence freely provided by:

Bruce Jackson, County Archivist, Lancashire County Council
Heather Davis, Conservation Manager, Lancashire County Council
Phillip Bourne, Conservation Officer (Pictorial Art), Lancashire County Council
Paul Thompson, Museum's Manager North, Lancashire County Council,
David Shotter, James Price, Celia Norman, Rachel Newman (Lancaster Archaeological & Historical Society)
Roger Frankland and Winnie Clarke (Lancaster Civic Society)
Wendy Thompson, District Partnership Officer (Lancashire County Council)

Graham Cox, Head of Property Services
Stephen Gardner, Senior Conservation Officer
Caroline Thompson, Information Management Officer
David Owen, Head of Cultural Services
Steve Mann, Public Health & Safety Manager
James Doble, Democratic Services

4.3 Meetings

Date of meeting	Who gave evidence?	Focus of discussions
2.10.07	Graham Cox and Stephen Gardner	Agreement of work programme
20.11.07	Representatives from the Lancaster Archaeological & Historical Society and Civic Society and Paul Thompson (Museum's Manager North)	Suggestions as to what actions the Council could take to promote its heritage, particularly with regard to the fixed historical assets.
7.2.08	Graham Cox, Stephen Gardner and Paul Thompson James Doble	Service responsibility with regard to fixed assets, maintenance policies, budgets and possible external funding. Tour of Legal and Finance strong rooms at Lancaster Town Hall to observe storage facilities.
17.4.08	Bruce Jackson, (County Archivist) Heather Davis and Phillip Bourne (Conservation Centre, Preston) Paul Thompson and Stephen Gardner	Options for the future storage of the Charters, discussions regarding records retention and the condition of the oil paintings in Lancaster Town Hall
15.5.08	David Owen, Graham Cox, Stephen Gardner and Caroline Thompson	Records management and retention, maintenance policies in relation to non-fixed assets and discussions regarding Cultural Services role in promoting the district's heritage
4.9.08	Stephen Gardner and Liz Bateson	Consideration of Final Report

4.4 Site Visits

2.10.07	The Conservation Officer and Head of Property Services accompanied task group members on a tour incorporating many of the historic buildings for which the City Council is responsible. This included the scheduled monument at Vicarage Fields.
4.3.08	Members visited the Conservation Centre and the Records Office

	<p>in Preston. Heather Davis (Conservation Manager) provided task group members with an insight into the work undertaken at the Conservation Centre. Bruce Jackson (County Archivist) provided a tour of the Records Office and an outline as to the records and documents located there.</p>
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Members visited the Conservation Centre at Preston where the Roman Tombstone which was discovered in Lancaster in 2005 is currently located

4.5 Documentary Evidence

Stephen Bull, *Triumphant Rider – The Lancaster Roman Cavalry Tombstone*, Lancashire Museums, 2008

Pape, T , *The Charters of Lancaster City Council*, Lancaster City Council, 1952

'Scheduled Monuments – a guide for owners and occupiers', *English Heritage*, May 2004

'The Past in Cornwall's Future' - Report of the Single Issue Panel Inquiry on Heritage Policy, *Cornwall County Council*, January 2003

'Valuing our heritage – Investing in our future – Our Strategy 2008-2013', *Heritage Lottery Fund*

'It's Your heritage – 10 years of Heritage Funding in the North West', *Heritage Lottery Fund*

'Historic Towns and Cities in England's Northwest '- Position Statement, *NWDA & English Heritage*, March 2007

'Lancashire Historic Town Survey Programme – Lancaster', *Lancashire County Council and Egerton Lea Consultancy*, February 2006

'Lancashire Historic Town Survey Programme – Morecambe', *Lancashire County Council and Egerton Lea Consultancy*, February 2006

'Lancashire's Historic Environment', *Lancashire Structure Plan 2001-2016*, p.72

'Display of Arts and Collections – Celebrating our Cultural Heritage', *Scrutiny Commission 1, North East Lincolnshire Council*, September 2002

'Advice to owners and occupiers of listed buildings', *Lancaster City Council*, Planning and Building Control Service

'Castle & Quay Conservation Area Management Plan', *Lancaster City Council*, 'adopted Version July 2005

'Lancaster Urban Archaeology Database' Report to Cabinet by Head of Planning Services, *Lancaster City Council*, 1st May 2008

'Managing Local Authority Heritage Assets – Some guiding principles for decision-makers', *English Heritage*, June 2003

'Using the past to shape the future', *Public Servant*, April 2008, p.47

Local Newspaper articles

Lancaster Guardian 6.4.07 - 'Dirty Old town is failing us all' - letter page.6

Websites

'Heritage lottery grant award to reveal Cardiff's hidden treasures', 'External work completed on castle', Conservation of the built environment'
<http://www.cardiff.gov/content.asp>

www.thevisitor.co.uk/towncrier 'Does the Clock Tower reflect the sign of our times?' published 1st August 2007

www.thevisitor.co.uk/moretopnews 'Clock Tower in need of repair, 1st August 2007

www.hlf.org.uk

www.priorylancs.ac.uk

www.ashtonorgan.musicnw.co.uk/ashton_organ/index.shtml

www.nwda.co.uk/publications/infrastructure/historic-towns-and-cities-in-1.aspx

www.helm.org.uk/server/show/nav.7728

5.0 STATUS OF THE REPORT

This report is the work of the Council Assets Task Group, on behalf of the Overview and Scrutiny Committee, and where opinions are expressed it should be pointed out that they are not necessarily those of Lancaster City Council.

While we have sought to draw on this review to make recommendations and suggestions that are helpful to the Council, our work has been designed solely for the purpose of discharging our terms of reference agreed by the Overview and Scrutiny Committee. Accordingly, our work cannot be relied upon to identify every area of strength, weakness or opportunity for improvement.

This report is addressed to the Cabinet of Lancaster City Council for whom it has been prepared. The Task Group take no responsibility for any Member or Officer acting in their individual capacities or to other third parties acting on it.

6.0 BACKGROUND AND CONTEXT

The Overview and Scrutiny Committee agreed to establish the Council Assets Task Group at a meeting on 11th July 2007 although it was agreed to defer the commencement of the task group until services could allocate resources to this project, the first meeting being held on 2nd October 2007. The idea for the task group came from concern expressed by Councillors, Officers and members of the public with regard to the condition of the Council's listed historic buildings and fixed assets including the Queen Victoria Statue, war memorials, walls, Morecambe Clock Tower and Scheduled Monuments. There was also concern at the condition of the historic non-fixed assets including paintings, water damage to furniture and the location and storage of the City Council's Charters and records.

With six prehistoric sites and twelve Roman sites within the defined urban area of Lancaster alone this district is steeped in history and areas of historical interest. This is recognised by a letter published in the Lancaster Guardian in April 2007 submitted by a Lancastrian now residing in Italy which refers to the City's 'rich military, religious, civic and architectural heritage.' However the letter suggests that the historic buildings are, 'cloaked in an unpleasant cocktail of soot and grime' and that a tourist would have to 'strain his eyes to pick out the features of these beautiful buildings.' This is contrasted rather sharply with the historical buildings in York which the reader is advised 'positively glows and sparkles.'

Initially the task group intended to consider the Council's fixed assets prior to moving on to the non-fixed assets with the possibility of two reports. However as the work of the task group made progress it became apparent that it would be more effective to produce one report which includes a number of recommendations which could be implemented in the short term as well as highlighting areas where future work could be warranted if and when resources permit.

For the purpose of this report, the task group have primarily focused on the buildings that are likely to remain within the City Council's property portfolio. However the task group do not agree that the cosmetic maintenance of the buildings which are likely to be sold including Palatine Hall and St Leonards House should be entirely discounted as will become apparent in the report. The task group are of the opinion that the task of encouraging residents to take pride in the district's distinct heritage is made all the more difficult if the City Council itself is not perceived to be a caring property owner.

What is a listed building?

In the Lancashire Historic Town Survey Programme assessment of Lancaster in 2006, Lancaster with over 300 listed buildings is referred to as 'a town with one of the most notable architectural legacies in North West England.' The City Council's property portfolio contains a number of listed buildings which are categorised as follows:

- Grade I** buildings of national or international importance, or fine little altered examples of some particular period, style or building type: e.g. Lancaster Castle, Ashton Memorial
- Grade II*** buildings of regional or more than local importance, or major examples of some period, style or building type which may have been altered,

e.g. Queen Victoria Statue, Lancaster Town Hall, City Museum, Maritime Museum

Grade II buildings of local importance and special interest which warrant efforts to preserve them, e.g. Assembly Rooms, Cottage Museum, Covell Cross, Garden of Remembrance – War Memorial

What is a Scheduled Monument?

The City Council's historic heritage also includes several Scheduled Monuments. Scheduling is the legal system for protecting nationally important archaeological sites in England in order to preserve significant examples of the archaeological resource for the educational and cultural benefit of future generations. The City Council is responsible for the glass melting and annealing workshop which was part of Shrigley and Hunt's stained glass manufacturing workshops at Castle Hill as well as the Vicarage Fields site. The Vicarage Fields site was given to the City Council by the Priory Church as an open space for recreation and for the use of the citizens of Lancaster. Suggested maintenance of scheduled monuments is through sympathetic land use – e.g. control of erosion or vegetation growth.

Planning Policy Guidance

The City Council has a moral and legal responsibility to maintain and repair the historic buildings for which it is responsible. Planning Policy Guidance PPG15 'Planning and the Historic Environment' advises authorities to 'deal with their own buildings in ways which will provide examples of good practice to other owners.' In a leaflet entitled 'Advice to owners and occupiers of listed buildings' produced by the City Council's Planning and Building Control Service, it states 'the preservation of historic buildings requires their regular maintenance and timely repair. Expenditure on routine maintenance and repairs can avoid the need for more expensive work caused by their neglect.' Therefore adequate maintenance in the listed buildings outside of the Council's property portfolio is actively encouraged and indeed enforced. However during the site visits undertaken by members of the task group and from the evidence gathered by the task group it appears that a number of the City Council's historical assets have suffered through the lack of investment and maintenance over a long period of time.

Non-Fixed Historic Assets

With regard to non-fixed historic assets the City Council possesses a great many items of historical interest, many of which have been bequeathed to the Council, many of which form an integral part of the buildings. In addition to a substantial amount of Waring and Gillow furniture, a great deal of which was designed specifically for Lancaster Town Hall, the Council has ownership of a number of oil paintings depicting former local dignitaries, as well as a considerable collection of silverware and manuscripts of great historical importance, most notably the Charters of Lancaster. The rationale for the task group included concern that these assets were not receiving appropriate maintenance or were not being displayed or promoted to the best effect.

The task group were also aware that the Access to Services Review is likely to have a significant impact on future opportunities for storage and a number of the task group's recommendations have been made with this in mind.

Next year Lancaster Town Hall and Williamson Park will be celebrating their centenary.

Lancaster Town Hall (right) was designed by E W Mountford, who also designed the Old Bailey in London. The town hall opened in December 1909 and the project which also included the redevelopment of Dalton Square and the erection of the Queen Victoria Statue was financed by Lord Ashton to the value of £155,000.

In the 'Historic Towns and Cities in England's Northwest' a position statement published in March 2007, the consultants commissioned by the Northwest Regional Development Agency (NWDA) and English Heritage outlined their vision for Lancaster to 'build on its Georgian heritage to position itself as the **Bath of the North.**' (The position statement can be downloaded from the NWDA website).

The forthcoming centenary appears to be an opportune time to reflect on the district's unique heritage, recognise the need to provide a more positive image for visitors and ensure that appropriate measures are in place to protect this heritage for future generations.



7.0 FINDINGS

FIXED ASSETS

For the purposes of this report the term fixed assets is used to describe the listed buildings, scheduled monuments, walls, gardens, and memorials for which the City Council is responsible.

The task group have noted the various sources of External Funding which are available for heritage projects provided that various criteria are met. A number of Councils have successfully used their heritage to assist with regeneration projects including Glasgow with the Merchant City Project and Cardiff with the Bute Park restoration and Liverpool.

7.1 External Funding

Since being established in 1994 to provide grants to local, regional and national heritage projects the Heritage Lottery Fund (HLF) has awarded £4b to more than 26,000 projects in the UK. 1400 grants worth £325m were awarded to projects in the North West in the first 10 years since the inception of the HLF. Between 2003 and 2007, 97 projects in Blackpool, Bolton, Halton, Knowsley and St Helens have shared £13m of heritage funding.

In a recent article published in 'Public Servant', Dame Liz Forgan, Chairwoman of the HLF referred to the 'drain of funding' created by the London Olympics which was likely to reduce HLF by £161m. However the HLF would still have approximately £1.9billion to invest over the next 12 years and the task group would like to see some of that funding earmarked for this district.

An indication of the heritage grants available is detailed below.

It appears that listed building (Grade I or II*) are only considered by English Heritage for possible grant aid if they are regarded as 'at risk.' A register of Buildings at Risk is published annually. None of the City Council's Grade I or II* listed buildings are currently considered to be at risk. Grade II listed buildings are not eligible for any grant aid from English Heritage.

Heritage Lottery Fund incorporates a number of grant giving programmes including **Awards for All** (£300 - £10,000 in England). Local groups including small community groups and parish/town councils can apply for an 'Awards for All' grant which aims to 'widen the appreciation and understanding of heritage' and 'encourage local communities to participate in heritage activities.'

Your Heritage (£5,000 - £50,000) aims to support community-focused heritage projects. To qualify for funding the projects needs to 'conserve and enhance our diverse heritage or encourage communities to identify, look after and celebrate their heritage.'

Heritage Grants (£50,000) aim to 'conserve and enhance our diverse heritage, or encourage more people to be involved in their heritage or both.'

Townscape Heritage Initiative - This helps regeneration of historic parts of towns and cities; particularly in areas of social and economic need. A first stage bid for a

THI in Morecambe 'A View for Eric' has been successful and is now proceeding to stage 2. If successful the scheme will commence in April 2009. Morecambe's regeneration benefitted from a £10m THI which ran from 2003 to 2007 with the Midland Hotel and St Lawrence's Church being granted extensions in 2007/08 as critical THI projects.

Parks for People (£250,000 to £5m) - A joint initiative between Heritage Lottery Fund and the Big Lottery Fund, grants are made to help with restoration and regeneration of public parks, gardens, squares, walks and promenade. An application is due to be submitted for Williamsons Park, Lancaster. The proposal will include an audience development plan, landscaped conservation plan along with other suggestions which might enable the Park to secure the status of 'horticultural excellence'

It has been suggested that the walled garden and Queen Victoria monument in Dalton Square, Storey garden and the landscaped area at Castle Park (castle ditch) may be eligible for grant aid.

Landscape Partnerships (£250,000 - £2m) - Aimed to help promote heritage conservation as an integral part of rural regeneration and to support schemes which aim to conserve areas of land which have a distinct local landscape character recognised and valued by local people. The Vicarage Fields and Castle Hill area may be eligible.

War Memorials Trust / Grants for War Memorials (£500-£10,000) - English Heritage and the Wolfson Foundation in association with the War Memorials Trust provide grants for the repair and conservation of free standing war memorials in England. The type of work which can be funded includes repairs to fabric including structural stabilisation, re-cutting and re-carving eroded inscriptions and re-lettering, re-leading and re-gilding.

A Monument Stability Report in 2005 found the Crimean War Memorial to be 'within acceptable limits.' However the task group have been informed that the Grade II War Memorial in Morecambe is in poor condition and the lettering requires replacing. There is a possibility that this could be eligible for funding. There is also Small Grants Scheme funded by the War Memorials Trust for funding up to £1500.

As will become apparent in the next section of this report, an application was made by the Lancaster Archaeological and Historical Society for lottery funding for the Vicarage Fields site. Criterion for applying for most of the above-mentioned grants appears to involve conserving, enhancing and encouraging greater involvement in heritage. This is supported by the following quotation from the Chairwoman of the Heritage Lottery Fund.

“The idea that museums are musty and that heritage is stately homes or natterjack toads – ie for nutters, dukes or other minority groups – is crumbling at long last. Heritage is whatever people care enough about to keep for the future, with a couple of rather important conditions. One is that it must show how it is sustainable economically for the foreseeable future and the other is that the people who are proposing a heritage project should be able to demonstrate how they will share their enthusiasm with people who aren't already in the club... If you love cathedrals that's great, but you have to show us how you make an effort to make them understandable and attractive to people who don't. That is actually a terrifically good prod to people who own and love heritage things to use their imagination and think about what it is they love about heath land or historic railways, and how to communicate that passion to other people.” (Dame Liz Forgan, Chairwoman HLF from 'Public Servant', April 2008)

Whilst the City Council has benefitted from some heritage funding as illustrated above, it has proved difficult to ascertain what applications have been made and how successful these applications have been particularly since the responsibility for the district's heritage resides with various services. The task group would like to see a more co-ordinated approach to applying for external funding and would recommend that this be Director-led.

The task group regard the approaching centenary of Lancaster Town Hall as providing an opportunity to explore the possibility of seeking funding for heritage projects as well as an opportunity for the Council to offer support to community groups who have taken an interest in the district's heritage.

The task group note that prior to the Lancashire County Museum Service assuming responsibility for the management of the Museum Service in 2003, the Town Hall and Roman Bath House had been registered as Museums along with the City, Maritime and Cottage Museums. This gave all the sites Museum status and opened up avenues of grant funding. At a similar period to the management transfer the standards of museum registration changed. This new phase became museum accreditation. Accreditation had much stricter criteria and higher standards therefore the Bath House and Town Halls would not be eligible for this standard. Coupled with this the Bath House and the responsibility of the two Town Hall's collections remained with the City.

The task group note that the Roman Bath House has been de-registered; there is no question that this could become an accredited museum in its present state. It is important to note the comments of the accreditation assessor in reference to the Town Hall collections:

"Please could you take the above case off the agenda for next week's panel meeting. De-Registration for Rd No Lancaster Roman Bath House is straightforward and I will use the opportunity of notifying Lancaster City Council of the panel's decision and raising the issue of the Town Hall. There are substantial collections, including archives, at the Town Hall but with no professional curatorial input into their care. The management of the collections and displays at the Town hall did not pass to Lancashire County Council at the time that agreement was made regarding the rest of the City service. I am hoping that opening the dialogue through de-Registration of the Bath House will result in renewed attention on this anomalous situation towards reaching a solution."

Deborah Skinner BA AMA PGCHE Consultant Accreditation Assessor

The task group agree that the issue of someone taking "ownership" of these heritage assets is important. Whilst the task group would support Director level ownership of heritage funding applications, the task group would also suggest that this concept be taken a step further with a Director assuming overall responsibility for Heritage. The idea of a 'Heritage Champion' either the Cabinet portfolio holder or a chief officer is endorsed in guidance produced by English Heritage entitled: 'Managing Local Authority Heritage Assets – Some guiding principles for decision-makers.' Extracts of this guidance are attached as Appendix 1

RECOMMENDATION 1

- (a) That a co-ordinated approach for applying for external funding for heritage projects be developed and led by an appropriate Director, such as the Corporate Director (Regeneration), with consideration given to identifying heritage projects which would meet the criteria for external funding and engaging with/supporting community groups who take an interest in promoting the district's heritage.
- (b) That the 'appropriate' Director assumes overall responsibility for Heritage.
- (c) That Cabinet considers appointing a 'Heritage Champion'; either the Cabinet portfolio holder or a chief officer as endorsed in the guidance produced by English Heritage

7.2 Engagement with interested parties

Representatives from the Lancaster Archaeological and Historical Society (LAHS), Lancaster Civic Society and Lancashire County Museums were invited to share their views with the task group with regard to the Council's fixed historical assets. The district is fortunate to continue to attract the interest of a number of committed, enthusiastic individuals who use their knowledge and skills to promote the district's heritage. The attendees provided the task group with an indication of their particular areas of interest as well as a number of suggestions as to how the City Council could promote further its distinct heritage. The task group members found these discussions to be extremely valuable. Discussions included the City Museum, Vicarage Fields, Urban Archaeology Database, the Queen Victoria Statue, and Lancaster Cemetery.

City Museum

Concern was raised at the condition of the fabric and the back log of repairs of the listed buildings in the ownership of the City Council, with the state of repair and decoration of the City Museum singled out for particular censure. Under the terms of the Museums Partnership which was formally agreed by Full Council in January 2003, ownership and therefore responsibility for the City buildings and collections remained with the City Council whilst the museum staff transferred to Lancashire County Council. Whilst it was recognised that maintenance budgets were limited it was noted that the poor state of repair and decoration did not provide a good impression to visitors and was indicative that decoration was perceived as a luxury rather than a necessity. ***(Maintenance is discussed in further detail in 7.3)***

Vicarage Fields – Scheduled Monument

During discussions with members of the Lancaster Archaeological and Historical Society it was made apparent to the task group members how rare it was for a City to retain both Roman and Medieval earthworks in tact readily available to be seen. The Roman remains include a fragment of wall known as the Wery Wall on the eastern slope of Castle Hill, adjacent to the rear of Mitre House which represents a section of a bastion of the last Roman fort on the site which is believed to date back to the 4th century. The visible earthwork rampart in Vicarage Field consists of a thick mound of black earth and is believed to be connected with the Priory or Castle.

In 1973 the remains of a small roman bathhouse were excavated adjacent to the Wery Wall. Property Services are responsible for the maintenance of the Bath House which is in poor condition and this is acknowledged in the Adopted version of the Castle and Quay Conservation Area Management Plan (July 2005). The Plan suggests that 'appropriate measures are required to protect and enhance these valuable resources, both now and in the future.' Furthermore the Plan refers to the 'significant potential to enhance this important heritage asset' with the following short to long term measures:

- Creating better interpretation at the location which may include small sensitively designed information boards or even a purpose built structure in situ to protect and present the scheduled monument
- Creating a more accessible, safer environment by improving the access point, surface of path and lighting on site
- Improving the links from the Castle and the quay to this monument.



Photograph of Roman Bath House remains - reproduced with the permission of P. Mullineaux - www.priorylancs.ac.uk

The task group have obtained a copy of a proposal produced by the Young Archaeologists' Club Lancaster (YAC) to 'adopt' the Bath House. The YAC consist of youngsters aged between 8 and 16 years. Their proposals include:

- Consult English Heritage (as the site is a scheduled monument) and professional archaeologists in the region
- Keep the monument clear of rubbish
- With expert advice, prevent the site from becoming overgrown with weeds and other invasive plants
- Work on new interpretation of the site – the current board is a number of years old and deserves an upgrade
- Promote the site through various media

The YAC proposals refer to engaging the local community in this project. Rationale for the work is expressed in the following extract: *'If the city does not maintain and*

promote these resources then they will no longer be available for local community or tourist engagement. As a rule, people visit places because of their attractions and if the attractions are not there then the city no longer has those resources to offer and it loses what makes the place unique.' The YAC have already participated in removing rubbish from the area.

The task group welcome the interest which the YAC have expressed in the Bath House and recognise the importance of generating and encouraging interest in the district's heritage amongst young adults. The task group would endorse the following statement from the YAC proposal: *'It is not just about the past, it is about the present and the people that engage with Lancaster. The bath house is just one means of fostering a sense of place, belonging and identity.'*

The task group were informed that the Lancaster Archaeological and Historical Society had submitted an application for lottery funding to undertake survey work in the Vicarage Fields area but this had not been successful. It was suggested that if some improvements to the condition of the site were made it might deter further incidents of antisocial behaviour and the task group members saw evidence of vandalism and anti-social behaviour during their earlier site visit which included that area of the City. The task group were advised that the application was rejected because it had failed to engender enough community links but a further application might be treated more favourably if the project was able to reveal evidence of community engagement. The task group were of the opinion that the Council with the networking and consultation tools at its disposal would be able to assist with generating interest in this project, and thereby hopefully improve the likelihood that that any subsequent application would be successful.

Since discussions with the representatives from the LAHS the task group have been advised that the Conservation Officer has received a written communication from the LAHS expressing concerns regarding the condition of the Bath House. The letter asked the question as to *'how long can this state of affairs be allowed to continue before radical measures will have to be considered?'* The radical measure being to back-fill the site and return it to grass which in their opinion would be *'a great pity, especially since the recent discovery of the Cavalry Tombstone'* which *'serves to emphasise the importance of Lancaster in the Roman scheme of things in the north west.'* **(A copy of this letter is attached in Appendix 1.)**

Urban Archaeology Database

The task group were reminded of the discovery of the Roman tombstone in November 2005 in Lancaster, an indication that there may indeed be further assets of historic importance which have yet to be revealed. The tombstone was purchased by the Museums Service with the assistance of funding from the Haverfield Trust, V&A MLA and Heritage Lottery. The task group had the opportunity to observe the tombstone which is estimated to date from 75 to 125 AD during their visit to the Conservation Centre in Preston where the tombstone is currently undergoing some restorative work before it returns to Lancaster where it will be displayed in the City Museum. This photograph was taken during the site visit to the Conservation Centre.



The tombstone is believed to be that of a roman trooper of the Ala Augusta Cavalry unit.

During discussions a great deal of criticism was made regarding the development of the City Centre in the 1960s and 1970s. The Conservation Officer confirmed that procedures were now in place through the planning process to ensure that any future developments were sensitive to historical assets and an Urban Archaeology Database was being developed which would provide an important tool for early consultation between planners, developers and archaeologists. Since these discussions a report detailing the offer of £43,000 in grant aid from English Heritage to fund this database has been considered by Cabinet.

Queen Victoria Statue

Stakeholders were invited to suggest ways in which the City Council could publicise its heritage further. One suggestion related to the Grade II* listed **Queen Victoria statue** located in Dalton Square.

The Victoria Statue was gifted to the town by Lord Ashton in 1907. The monument was sculpted by the well-respected Edwardian Sculptor, Herbert Hampton. The panels feature eminent Victorians including Florence Nightingale and the Lancaster-born pioneer of science, Richard Owen. The statue is recognised as being of national importance and sadly in recent years has been subjected to occasional incidents of vandalism. The possibility of an information board with details of those featured in the panels was suggested as this could help engender interest in both local and national history. There is concern that this Grade II* listed structure is deteriorating.



Lancaster Cemetery

Reference was also made to Lancaster Cemetery which is listed on the Register of Parks and Gardens of Special Historic Interest in England and contains three Grade II listed chapels designed by Austin and Paley. Concern at the state of repair of these chapels which are no longer in use was highlighted in the Cemeteries Task Group report in 2006. In addition to the chapels the cemetery contains the Grade II Crimea Monument as well as a Grade II listed Cemetery Lodge.

Roger Frankland, who provides Civic Society tours of this cemetery highlighting notable local historical figures who have been interred there, commended the City Council on the recent improvements with regard to the headstones and paths. It was suggested that more use for recreational purposes could be made of this historic asset and the Civic Society has produced a guide to the cemetery but agreed that it could be revised. The Civic Society indicated that they would be willing to undertake this revision and the task group recommends that the City Council provides some support with regard to printing and publicity of the guided tours.

During these discussions with the LAHS, Civic Society and Museums Partnership it became apparent to the task group of the need to forge better community links and encourage greater awareness of the district's heritage and this could be facilitated through efforts to ensure the public and visitors are better informed of the historical

assets. This could be achieved through producing well-focused leaflets and erecting information boards. Furthermore the City Council could use its consultation facilities to obtain public opinion and ideas and a consultation exercise might actually help raise awareness in the City's heritage which might be useful with regard to developing proposals for the forthcoming centenary. A MORI poll commissioned by the 'History Matters – pass it on' campaign in 2006 revealed some interesting results: 73% of those polled (a representative sample of 1030 adults 16+) expressed an interest in history while just 59% expressed an interest in sport in general with 48% expressing an interest in football! These figures (which of course might be disputed by football fans) were welcomed by the Director-General of the National Trust who maintained: *'At a time when the excitement and drama of sport has captured the nation's imagination, it is truly impressive that history more than held its own ... history has deep-rooted and fundamental appeal and is valued by millions of people.'* The task group agree that it would be a useful exercise to gauge the views of the district's residents and visitors.

RECOMMENDATION 2

- (a) That greater links be developed with interested parties including the Civic Society and the Lancaster Archaeological and Historical Society.
- (b) That consideration be given to producing well-focused leaflets and the erection of information boards, particularly with regard to the Queen Victoria Statue and the Roman Bath House remains.
- (c) That the City Council support the Civic Society in revising the guide to Lancaster Cemetery and assist with publication and promoting the guided tours.
- (d) That the City Council utilise its consultation facilities to undertake a consultation exercise to ascertain public interest and raise awareness in the district's heritage which might provide a useful tool in developing proposals for the centenary.

7.3 Maintenance of Fixed Historic assets

The importance of maintenance is highlighted in the guidance produced by English Heritage previously referred to and included in Appendix 1. The guidance maintains that *'planned maintenance and repair programmes are essential for all heritage assets, and should be based on regular, detailed inspections and condition reports.'* **(A copy of this is attached as Appendix 2).**

The task group were advised that a condition survey undertaken in 2006 revealed that the Council's property portfolio was in a poor condition with an estimated backlog of repairs in the region of £5.65m among the Council's properties which had been identified for longer term ownership. Funds have been allocated in the capital programme over a 5 year period and the task group were informed that work was being tendered for those areas where the worse safety elements appear.

An indication of the buildings identified for maintenance, estimated costs together with service responsibility is provided in the table below.

Lancaster City Council - Historic Assets - January 2008

<u>Building/ Property/ Monument</u>	<u>Service with Responsibility Property Services</u>	<u>Outcome of Backlog of Repairs Survey and additional information</u>	
LANCASTER			
Dalton Square:			
Lancaster Town Hall - Grade II*	Property Services	£2,357,977	Part of 5 year capital programme and linked to Access to Services Review (ATSR) improvements
Computer Block - Former Fire Station - Grade II	Property Services	£277,117	Part of 5 year capital programme and linked to (ATSR) improvements
Garden Of Remembrance - War Memorial - Grade II	Property Services / City Council (Direct) Services	£0	
Balustrade Walls - Grade II	Property Services/ CC(D)S	No survey undertaken	
Condition Of Railings, Gates etc	Property Services/ CC(D)S	No survey undertaken	
Queen Victoria Monument - Grade II	CC(D)S	£0	
Balustrade Wall To Garden - Grade II	Property Services/ CC(D)S	No survey undertaken	
Palatine Hall - Grade II	Property Services	£310,456	Property to be sold as part of ATSR. Minimal maintenance will be undertaken.
1 Dalton Square - Grade II	Property Services	£89,642	Property to be sold as part of ATSR. Minimal maintenance will be undertaken.
4 Dalton Square - Grade II - (Now - CityLab)	Property Services	£0	Newly refurbished and day to day repairs met from existing revenue budgets
5 Dalton Square - Grade II - (Now - CityLab)	Property Services	£0	Newly refurbished and day to day repairs met from existing revenue budgets
Market Square:			
City Museum - Grade II*	Property Services	£75,650	Part of 5 year capital programme.
King Street:			
Assembly Rooms - Grade II	Property Services	£23,035	Part of 5 year capital programme.
Meeting House Lane:			
Walls and Steps to Storey Garden - Grade II	Property Services / CC(D)S	No survey undertaken	
Gate Piers - Grade II	Property Services / CC(D)S	No survey undertaken	
Castle Hill:			
Tourist Information Centre - 29 Castle Hill - Grade II	Economic Development & Tourism Service	£41,702	Property to be sold when TIC function transfers to Storey Institute CIC

Storey Institute	Property Services	£0	Currently undergoing refurbishment and will then transfer to the Storey Board who will be responsible for all future maintenance.	
Storey Institute Gateway - Grade II	Property Services	Included within Storey Institute	As above	
26 Castle Park - Grade II	Property Services	Included within Storey Institute		
Walls and Pillars - Garden on the Site of the Castle Ditch - Grade II	Property Services	No survey undertaken		
Former Shrigley & Hunt Glass Melting & Annealing Works-Sched.Monument	Property Services	No survey undertaken		
Cottage Museum - Grade II	Property Services	£4,385		
7 and 9 Castle Hill	Property Services	No survey undertaken	Included in HRA estate and part of their maintenance programme.	
Covell Cross - Grade II	Property Services	No survey undertaken		
Steps Priory Churchyard - Grade II	<i>N/A - Not Lancaster City Council</i>	N/A		
Priory Churchyard Amphitheatre - Not Listed	CC(D)S	No survey undertaken		
<u>Vicarage Lane to St. Georges Quay:</u>				
Roman Bath House/ Vicarage Fields. Scheduled Monument	Property Services / CC(D)S	No survey undertaken		
Quay Wall - Grade II	Property Services	No survey undertaken		
Maritime Museum - Grade II* and Adjoining Warehouse - Grade II	Property Services	£63,177		
<u>St. Leonard's Gate:</u> St. Leonard's House - Grade II	Property Services	£315,738	Part of 5 year capital programme – linked to ATSR improvements	
<u>Quernmore Road Cemetery:</u> Crimea Monument - Grade II	Health & Strategic Housing	No survey undertaken	Part of 5 year capital programme.	
Cemetery Lodge - Grade II	Health & Strategic Housing	£20,835		
Eastern Mortuary Chapel Non Conformists - Grade II	Health & Strategic Housing			Survey indicates that the costs are outside those identified in the capital programme. Further investigation required.
Northern Mortuary Chapel Roman Catholics - Grade II	Health & Strategic Housing			Part of 5 year capital programme – first phase.
Western Mortuary Chapel C of E - Grade II	Health & Strategic Housing			Part of 5 year capital programme – first phase.
<u>Williamson Park:</u> Gate Piers, Gates and Walls to the Park Quernmore Road - Grade II	Williamson Park Ltd/ CC(D)S	No survey undertaken	The lease to Williamson Park Ltd passes responsibility for maintenance to the Park Co.	

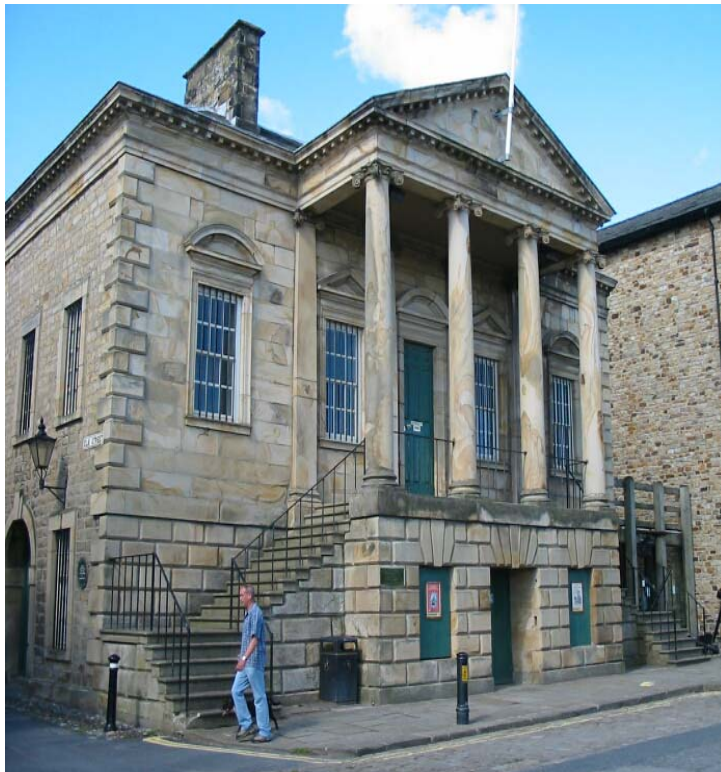
Lodge Quernmore Road - Grade II	Williamson Park Ltd	No survey undertaken	The lease to Williamson Park Ltd passes responsibility for maintenance to the Park Co..
Gate Piers, Gates and Walls to the Park - Wyresdale Road - Grade II	Williamson Park Ltd / CC(D)S	No survey undertaken	The lease to Williamson Park Ltd passes responsibility for maintenance to the Park Co.
Lodge Wyresdale Road - Grade II	Williamson Park Ltd	No survey undertaken	The lease to Williamson Park Ltd passes responsibility for maintenance to the Park Co.
Palm House - Grade II	Williamson Park Ltd / Property Services	£7,601	The lease to Williamson Park Ltd passes responsibility for internal maintenance to the Park Co., exterior remains with the City Council
Bridge Over Ornamental Lake - Grade II	Williamson Park Limited	No survey undertaken	The lease to Williamson Park Ltd passes responsibility for maintenance to the Park Co.
Temple Shelter	Williamson Park Ltd / CC(D)S	No survey undertaken	The lease to Williamson Park Ltd passes responsibility for maintenance to the Park Co.
Ashton Memorial - Grade I	Williamson Park Limited	£27,084	
<u>Ryelands Park:</u>			
Ryelands House - Grade II	Property Services	£71,138	Part of 5 year capital programme – property likely to be transferred to Health Auth. With maintenance responsibility passing with the property
<u>Moor Lane:</u>			
Moor Lane Mills South - Grade II	Property Services	No survey undertaken	Property let on full repairing basis
Dukes Theatre - Grade II	Property Services	£14,558.49	Part of 5 year capital programme
<u>MORECAMBE</u>			
War memorial - Grade II	Property Services	£218	Part of 5 year capital programme
Clock Tower - Grade II	Property Services	£3,588	Part of 5 year capital programme
Town Hall - Grade II	Property Services	£1,060,636	Part of 5 year capital programme and linked to Access to Services Review (ATSR) improvements
Former Station Building	Property / Cultural / Economic Dev. & Tourism Services	£61,134	Part of 5 year capital programme
Lighthouse - Stone Jetty	Planning Services (Former Engineers) - Lighthouse Light. Property Services Lighthouse Structure / Building	No survey undertaken	Stone masonry has been repointed and external painting carried out

The task group were initially advised that the majority of these outstanding works should be completed within the 5 year programme with maintenance programmes devised for the retained properties. However, members of the Task Group are aware that during the course of the work of the Group, there has been a lack of funding for the capital programme that has resulted in a significant delay in undertaking works and it is now no longer possible to complete the works in the original 5 year period.

This is a serious cause for concern as during the summer of 2008 there has been a noticeable deterioration in the condition of some buildings. In particular, Lancaster Town Hall has suffered a number of collapsed ceilings which require immediate replacement. The failure of this building element has required rooms to be vacated and occupiers to be moved to other offices with the disruption that this causes.

The task group noted that there is a risk that conditions of the premises may deteriorate further during this intervening period resulting in the requirement for further funds and this is now being proved to be correct. Making funding available for the backlog of repairs is now an urgent requirement, whilst an interim condition survey is recommended in order to identify the deterioration that is being experienced and to inform and update the budgetary position

The Maritime Museum, St George's Quay – formerly the Custom House designed by Richard Gillow and completed in 1764. The maintenance of this Grade II* historic building is financed from a 5 year capital programme with over £63,000 being allocated for this purpose which in theory should include some provision for painting of woodwork. However delays in obtaining capital receipts has led to a delay in progressing this work and the likelihood that 'essential' maintenance costs will increase thereby reducing the money available for the more 'cosmetic' maintenance.



The task group have also noted that a number of these fixed historic assets have not been included in the survey including balustrades, gate piers and posts. The task group have been advised that these do not fall within the remit of Property Services budgets and that further work is required to assess their condition and identify any necessary maintenance if Council are minded to regard this as a priority.

In accordance with the guidance issued by the former ODPM with regard to Asset Management Plans, Property Performance Indicators are prepared to show the condition of the Council's buildings in categories A-D (A is good) and categories 1-3 (1 is urgent).

<i>PPI 1A - % Gross internal floor space in condition A-C</i>	<i>A (is good)</i>	<i>19.65%</i>
	<i>B</i>	<i>40.94%</i>
	<i>C</i>	<i>38.21%</i>
	<i>D</i>	<i>1.21%</i>
<i>PPI 1B – Backlog of maintenance by cost expressed as I) total value</i>	<i>1</i>	<i>£ 1,976,682</i>
	<i>2</i>	<i>£3,769,553</i>

	3	£ 2,138,994
II) a priority in levels 1-3	1	35.07 %
	2	47.81 %
	3	27.13 %

The table above illustrates that less than 20% of the gross internal floor-space within the Council's buildings have been classified as good. Moreover over 35% of the backlog of maintenance at an estimated cost of £ 1,976,682 is perceived as urgent. The task group note that Lancaster Town Hall has the largest backlog of outstanding works and although efforts have been made to reduce this with increased budgets, those budgets are not currently funded. An interim condition survey is being undertaken which will undoubtedly result in increased costs and confirmation of further deterioration in some areas of the buildings.

Extracts from the Corporate Property Strategy 2005 (due for renewal in 2008), indicate that the maintenance programme is suffering from a backlog of work as a direct result of under-funding in previous years and as a result of this maintenance has often been reactive with basic maintenance put into abeyance, e.g. painting.

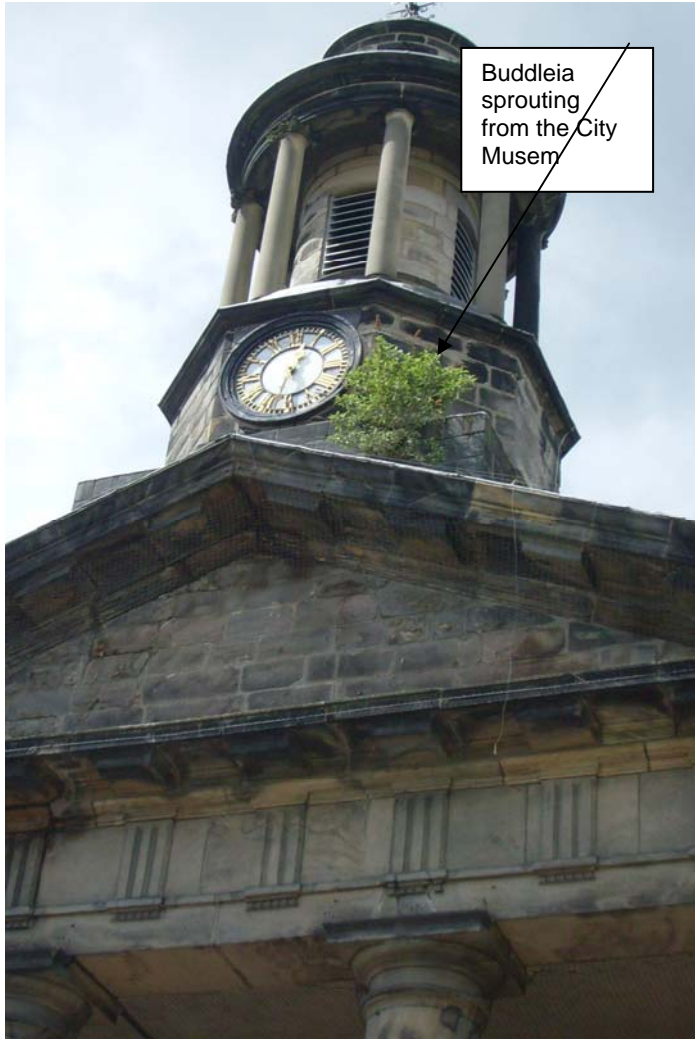
The task group have been advised that maintenance is prioritised; an indication of this is detailed below:

- The worst categories and urgent works within the condition survey.
- Within those categories, further prioritisation based on the effect that a failure of a building component would have – e.g. Likelihood to do harm to people and how many people would be affected (e.g. falling ceilings at Morecambe Town Hall).
- Compliance with legislation, e.g. electrical safety checks.
- Effect on the Council's core activity e.g. ceiling failure of roof at IT annexe allowing rainwater ingress to shut down computer systems.
- The need to prevent serious deterioration to the building, e.g. the backlog of repairs in the past has been significant and resulted in the cost of individual items rising significantly – the delays in undertaking works to the Lancaster Town Hall clock Tower is a significant example of this.



The Grade II listed **Clock Tower in Morecambe** was built in 1905. The appearance of this local landmark was described as 'disgraceful and shabby' in an article published in the Morecambe Visitor in August 2007. Despite repairs to the seating, the canopies were not repaired at this time leaving one resident to comment, '*the tower has been like this for years. I think Morecambe people care about this piece of their heritage. But does the council care?*' This is illustrative of current maintenance policy - repairs to the seating was regarded as a priority for safety reasons but the canopies did not come into this category and were not perceived as a priority.

However as this recent photograph shows, the canopies have now been repainted.



During the tour of the Council's fixed assets within Lancaster it was apparent that several of the listed buildings hosted self-seeding vegetation most notably the shrub, Buddleia as illustrated in this recent photograph of the **City Museum** in Market Square.

The task group are of the opinion that this does not provide a good impression to visitors, particularly as this is situated in a prominent part of the building. However, such vegetation causes dampness and movement in the stone masonry.

Moreover, the tour enabled the task group to observe the condition of the paintwork of doors and windows and it was apparent that this had received little attention in recent years.

The task group have been advised that for a number of years there has been a policy not to undertake any external

painting of woodwork to most of the City Council's historic building stock. This is due to a lack of funds for maintenance and the need to prioritise those funds into areas of greater structural need. The windows in some of the Grade II* listed buildings are in poor condition and if left much longer will need very extensive repair work and even replacement. Repairs prior to painting may be extensive for some of the public buildings.

The main risk is the loss of historic windows due to wet rot. Some of the windows in the Council's buildings date from the eighteenth century and in terms of listed buildings this could be classified as neglect of historic windows and could justify the serving of an urgent works notice. Not maintaining the windows by regular painting increases the risk of damage due to rot and increases the risk of failure of the traditional putty fronted detail used for most historic windows. Paint provides weather protection to the wood. There are several paint products available that will allow painting intervals of 5/6 years and whilst the paint is more expensive it lasts longer.

The task group expressed concern that if the putty in these older windows fails and the glass becomes dislodged there is the possibility that this could cause serious injury to passers by and could lead to compensation claims against the Council. However, the task group have been assured that any potentially dangerous deterioration would be highlighted through regular condition surveys and addressed immediately.

The Conservation Officer has advised the task group that the following fixed Council assets are in the most urgent need of painting:

- ❑ Palatine Hall (Future ownership under consideration)
- ❑ City Museum
- ❑ Maritime Museum
- ❑ Assembly Rooms
- ❑ 4 Queen Street
- ❑ Railings and gates – Remembrance Garden Lancaster Town Hall
- ❑ Cottage Museum

The following also require painting:

Lancaster Town Hall

Fire Station annexe

Morecambe Town Hall

Ryelands House (Future ownership under consideration)

St Leonards House (Future ownership under consideration)

1 Dalton Square (Future ownership under consideration)

The task group are aware that the future ownership of a number of these buildings will be considered as part of the Access to Services review and in view of this minimal maintenance has been proposed for these buildings as indicated in the table on pages 23.

However, the condition of a number of the prominent buildings which are not subject to the Access to Services Review does little to encourage civic pride among residents or impress tourists and visitors. The task group recognise that the condition of many of these historic buildings is the result of many years of neglect and inadequate maintenance and this is endorsed in the letter to the Lancaster Guardian quoted earlier in the report which culminates in the following lament, 'the large and important civic buildings remain as black as they were the day I left home, nearly 50 years ago.' Unfortunately, visitors only see the external appearance of buildings and do not appreciate the serious problems that exist within the structure and behind the facades. Complete refurbishment is the key to restoring the aspects of civic pride in the municipal buildings

For the historic buildings which the Council intends to maintain within its property portfolio, the task group agree that maintenance and repair projects need to be regarded as a priority. Whilst consideration must be given to painting the woodwork not only to increase the attractiveness of the buildings but to avoid further deterioration and colossal repair costs, it is essential that the basic fabric of the buildings must be given priority as failure to do so could result in serious failure of the building structures and services.

With regard to the policy of minimum maintenance for the properties which are likely to be disposed off, the task group are concerned that the lack of maintenance will have an adverse affect on the potential capital which the sales will indeed generate particularly with the downturn in the value of commercial properties at this present time. Moreover the task group are concerned that in neglecting the appearance of these buildings the Council subjects itself to further criticism. Palatine Hall has only been painted externally on one occasion in the last 26 years and the Council has been criticised by other property owners in Dalton Square for 'lowering the tone of the neighbourhood.' However, with the limited funds that are available the Council has a choice of spending its limited resources on the buildings that it wishes to retain or those that it wishes to sell. In this context, the safety of the occupiers and the

ability to continue delivering services becomes a priority above the aesthetics of the buildings.

RECOMMENDATION 3

- (a) That the programme of works from the Condition Surveys be given priority in the Capital Programme and that funding be made immediately available to start this important work.
- (b) That upon completion of this programme of works a rolling programme of maintenance for the historic buildings within the City Council's property portfolio be devised and that this programme should include painting.
- (c) That buddleia and other vegetation be removed from the buildings to reduce the possibility of further damage to the fabric of the buildings and this be managed within existing resources.

It will become apparent in this report that there appear to be far fewer recommendations relating to the Council's historic Fixed Assets than the historic Non-Fixed Assets and that some clarification may be required with regard to this.

With regard to the Non-Fixed Assets it is evident that a number of the recommendations will have limited financial implications, could be implemented in the near future or could assist and indeed add value to current proposals, notably Access to Services.

With regard to the Fixed Assets the task group appreciate that the application of a layer of paint and removal of vegetation alone will have little impact apart from improving the appearance of the Council's historic building portfolio if essential maintenance is neglected. Moreover improvements to the non-fixed assets would appear futile if much needed maintenance to the fabric of these historic buildings including leaking roofs is not addressed. As has been detailed in this report, funds have been allocated for essential repairs but this is dependent on capital receipts. Therefore the task group would urge Cabinet to make the maintenance and backlog of repairs a priority.

NON-FIXED HISTORIC ASSETS

7.4 The Historic Charters of Lancaster

The historic charters of Lancaster are unique and of fundamental significance to the City's heritage. The borough of Lancaster was founded by a charter granted in 1193 and Lancaster received its first royal charter in 1199 by King John; and both these charters, along with the most recent charter are currently on display at the City Museum. The majority of the remaining earlier charters are housed in a cabinet designed by Waring and Gillow for this purpose in 1949 with several later charters stored in cases located in the strong room in the basement of Lancaster town hall.

The City Charters were examined by the Conservation Manager from Lancashire Record Office in October 2003 to establish their overall condition and record environmental and storage conditions in the strong room and make recommendations for their preservation. The Conservation Manager's findings referred to the 'neglect' and 'inappropriate measures' used for storage and display'. Moreover 'conservation treatment would enhance their condition, improved storage and environmental conditions would ensure their long term survival.' A number of recommendations were included in the findings as outlined below:

- Location of documents in more suitable environmental conditions
- Removal from present confined storage
- Provision of singular storage
- Remedial conservation performed by a qualified professional
- Minimum intervention to prevent any further deterioration
- Cleaning and flattening of the manuscripts
- Refurbishment and repair to the seals where necessary
- Archival made-to-measure enclosures for charters to provide protection from handling
- Archival made-to-measure enclosures for seals providing protection from further breakage
- Boxing/packaging made to archival specification, suitable for display purposes if necessary
- Surrogate copies made available for use

Unfortunately these findings were never formally presented to the City Council and it is regretful that it was not possible for either Members or Officers to be made aware of the concern expressed at this time with regard to the long-term future of these unique documents. It would appear that the production of the report detailing the Conservation Manager's findings coincided with the reorganisation of the Museums Service and transfer of staff from the City Council to the County Council.

The task group were grateful to receive a copy of this report and eager to ascertain whether the Charters may have deteriorated further in the interim. Following on from the visit to the Record Office, the County Archivist Bruce Jackson agreed to attend a future meeting to discuss options for future storage and this was preceded by a further look at the charters.

The County Archivist informed the task group that the Charters housed in the cabinet appeared drier and brittle and were likely to deteriorate further unless they were re-housed in more suitable accommodation. The task group were advised that a

number of the charters had been subject to partial repairs over the years but unfortunately these earlier attempts at conservation had caused further damage. Several of the charters are not stored in the cabinet but in cases and these charters showed evidence of damp and mould.



Remnant of one of two Charters of **King Henry IV' 1410**: directive to Irish officials for toll-free passage of Lancaster burgesses.

The County Archivist also suggested that the charters needed to be more accessible to the public and this could be achieved

through producing good quality copies which could be displayed whilst the originals could be transferred to the Record Office where they would receive the necessary conservation and appropriate storage whilst remaining the property of Lancaster City.

It has been suggested that through making the charters more accessible to the community it would be possible to apply for heritage lottery funding to assist with the costs of producing copies of the charters if the City Council decides that it would like to copy a number of the charters. The Heritage Lottery Strategy 2008-2013 maintains that its focus is on 'conserving, sustaining and sharing heritage' so such a project would hopefully tick all the boxes. The task group have been advised that the Records Office would be prepared to provide copies of several of the charters at no expense to the City Council.

The task group are of the opinion that conservation of these unique and historically important charters is essential to avoid further deterioration. The task group recognise that storage of these documents could be either in the Town Hall or in the County Records Office but if the charters were to be retained at Lancaster a new facility to house them in the correct conditions would need to be provided and this would have notable cost implications. The task group were advised that the cost of only a basic museum display case would be at least £5K, although this would not be adequate for storing the charters. The task group agree that the most appropriate location for the charters would be the County Records Office where they would remain the property of the City Council.

The task group also discussed the **Williamson Family Tree** document which is currently located in the strong room and agreed that enquiries should be made to see whether this unique parchment could also be transferred to the Records Office for preservation purposes with a copy produced which could be on public display at Williamson Park. Williamson Park is also celebrating its centenary in 2009 and the task group agreed that it would be a fitting addition to any exhibits to commemorate the Park as would the charters be a valuable addition to any exhibition to celebrate the centenary of the town hall.

Morecambe's Charter is currently located in a safe in the ante-room leading to the Mayor's Office at Morecambe Town Hall. It is displayed on heritage days.

The task group agree that the district's charters should be more accessible to the public and would support opportunities for displaying any copies which are produced – including during Local Democracy Week.



7.4.1. Paintings

The rationale for establishing the Council Assets Task Group included concern at the condition of the various paintings of local dignitaries and politicians displayed in Lancaster Town Hall. A condition survey of 29 of the oil paintings was undertaken by Phillip Bourne, Conservation Officer (Pictorial Art) in 2004 following on from a previous survey by the North West Museum Service in 1998.

Heather Davis, Conservation Manager together with Phillip Bourne discussed the findings of this report with the task group and accompanied the task group on a tour of the Banqueting Suite explaining the level of priority allocated to the various paintings within that room.

The task group were not aware of this condition report and subsequent enquiries with the Head of Property Services confirm that the report does not appear to have been submitted to any Committee despite the suggestion that it would be.

The task group were advised that 7 of the 29 oil paintings surveyed were classified as high priority and were actively deteriorating and in urgent need of treatment. The following information has been extracted from the report.

Portrait	Location	Priority 1-4 (1 = urgent)	Estimate cost to repair in 2004
William Storey JP	Reception Room	3	£ 775.00
Thomas Swainson	Reception Room	1	£2225.00
Thomas Preston JP	Reception Room	1	£2365.00
Charles Blades JP	Reception Room	2	£1425.00
Thomas Greene MP	Reception Room	2	£2345.00
Samuel Gregson	Banqueting Suite	3	£1690.00
Alderman William Bell JP	Banqueting Suite	3	£1558.00
Alderman William Smith	Banqueting Suite	3	£1690.00 - £1950.00

Alderman Thomas Giles	Banqueting Suite	1	£2740.00 - £3265.00
James Giles	Banqueting Suite	2	£1955.00 - £2215.00
Mrs Elizabeth Giles	Banqueting Suite	1	£2740.00 - £3000.00
Alderman Williamson JP	Banqueting Suite	1	£2740.00 - £3265.00
Alderman Greg	Banqueting Suite	1	£3265.00
Mrs Briggs	Mayor's Parlour	3	£ 902.00
William Briggs	Mayor's Parlour	1	£ 771.00 - £902.00
Lady Ashton	Mayor's Parlour	3	£ 902.00
Sir Noval Watson Helme	Mayor's Parlour	3	£ 640.00 - £771.00
James Mansergh	Mayor's Parlour	3	£ 242.00
Alderman George Jackson	Mayor's Parlour	3	£ 337.00
Sir Thomas Storey	Mayor's Parlour	3	£ 771.00
William Pitt	Ashton Hall	2	£3265.00 - £4045.00
Richard Owen	Ashton Hall	3	£2440.00
Leonard Redmayne	Ashton Hall	3	£1033.00
Samuel Gregson	Ashton Hall	4	Not necessary
George III	Ashton Hall	2	£5415.00- £5915.00
Duke of York	Ashton Hall	2	£5415.00 - £5915.00
Admiral Lord Nelson	Ashton Hall	3	£3315.00 - £4095.00
Lord Ashton	Main Stairs	4	Not necessary
Queen Elizabeth II	Banqueting Suite	4	Not necessary
Estimated Total for repairs based on 2004 prices (not including VAT)			£58,515.00

Key

- 1 Fragile condition, actively deteriorating, in urgent need of treatment
2 Requires structural work, will deteriorate further
3 Requires mainly cosmetic treatment such as cleaning, re-varnishing
4 No treatment necessary

The report confirms that some of the paintings within the Ashton Hall have received conservation treatment in previous years including surface cleaning and re-varnishing although they had deteriorated once again as a result of environmental effects on the layers of varnish. Indeed the report suggests that the nature of some of the public events which have taken place in the past have had a 'detrimental affect on the portraits.' The report refers to the Ashton Hall being used for 'rares' but this practice was stopped following concern that the vibration from the music and dancing would damage the structure of the Hall. The report suggests that if 'if the Hall was at risk then so was its contents.'



Among the portraits regarded as a high priority is that depicting Alderman Williamson, JP. The condition survey suggested this was in an 'extremely fragile' state with large areas of loose and flaking paint.

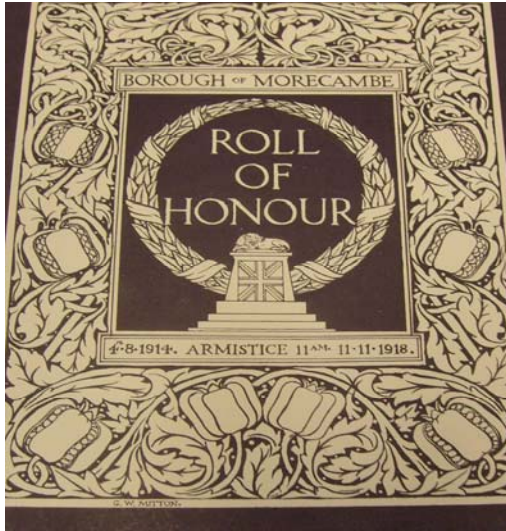
The task group regard the paintings as integral to the town hall. The following quotation is taken from the project summary in which the author of the condition survey, Phillip Bourne reflected in 2004: "The paintings of local people, politicians and those who have contributed so much to the history of Lancaster deserve to be saved. As I walked through the rooms in the town hall I could not help thinking that there was a link here to "what have the Victorians/Edwardians done for us?" In the city of Lancaster the answer is a great deal.'

In view of the likely possibility that many of the paintings may have deteriorated further since the report was produced and the original figure was provided as a guide for broad planning figures, the task group recognise that there is likely to have been an increase in the estimated repair costs of £58,515.00. The task group would like to see an imaginative funding programme devised in order to address the issue of restoring the paintings which are such a fundamental part of Lancaster Town Hall. One suggestion to help fund a rolling repair programme which the task group would endorse is that a percentage of the hiring costs of the Banqueting Suite, Ashton Hall and Town Hall tours should be channelled into a 'Restoration Fund'. In addition, in light of next year's centenary the task group would recommend that the Mayor for 2009/2010 consider including the 'Restoration Fund' as one of their chosen 'charities'. Not only would this provide vital funds to help with restoration costs but it would potentially generate public interest and awareness in the City's distinctive heritage.

7.4.2 Other Non-Fixed Assets

Whilst the charters and paintings have received particular attention in this report, the City Council are responsible for a great many non-fixed assets of historical importance. In recent years a fairly comprehensive catalogue of civic assets has been undertaken, however there does not appear to be a record of the various assets which are either on display or stored in the Council-owned buildings.

During the tour of the strong room at Lancaster the task group commented on the silverware relating to the Morecambe Music Festival and how it would be more appropriate for this to be located and displayed at Morecambe Town Hall.



The Roll of Honour commemorating servicemen from Morecambe who lost their lives in the Great War 1914-1918 is located in a safe in the ante-room leading to the Mayor's office in Morecambe Town Hall. The task group believe that it would be a fitting tribute for this to be displayed occasionally; possibly as part of the Remembrance Sunday.

The Roll of Honour listing Honorary Freemen from the district (including the signature of Prince Charles) is currently situated in a display cabinet in the Mayor's Parlour at Lancaster Town Hall.

A great deal of Waring and Gillow furniture is housed in both town halls, much of which appears to have been especially commissioned for Lancaster Town Hall and the task group sought reassurance with regard to cleaning regimes. It was noted that a specialist was last contracted to repair damaged chairs over 10 years ago and that a number of chairs are now in need of repair. The task group have also been advised that the centrifugal Waring and Gillow table in the Mayor's Parlour which was the focus of particular attention when Lancaster Town Hall was featured on 'Antiques Roadshow' in 2005, would benefit from the attention of a French polisher as there was some concern over advisability of continuing to demonstrate the workings of the table to visitors in its current state of repair.

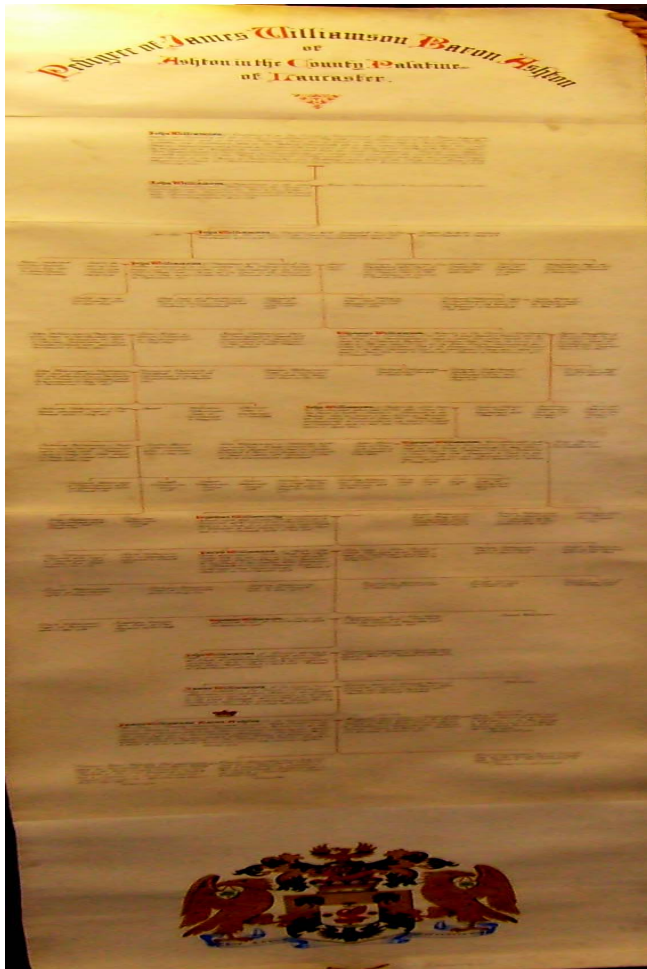
The task group were concerned at storage arrangements for some of the larger pieces of furniture and agree that consideration needs to be given to future use/storage and even the possibility of disposal of some items as a result of the Access to Services Review which is likely to reduce the ability to suitably house all of the City Council's historic/valued fixtures.

The task group note the restorative work which is now being undertaken on the Norman and Beard organ in Ashton Hall and the success of the Organ Restoration Project in raising the profile of this unique instrument and securing vital funding to support this. The task group are hopeful that similar interest might be generated in restoring, maintaining and making available for display other assets of historical interest which form an essential component of the district's heritage.

RECOMMENDATION 4

- (a) That the Charters of Lancaster be relocated to the Records Office in Preston for conservation, storage and safekeeping whilst ownership remains with the City Council, and enquiries be made with the Records Office as to the complimentary copies they would be prepared to produce.
- (b) That an application be made for heritage funding to produce copies of all of the City's historic charters for public display.
- (c) That the original 'Williamson Family Tree' currently stored in the Legal Services strong room be transferred to the Records Office for conservation, storage and safekeeping and enquiries be made with regard to commissioning a copy for future display in Williamson Park, subject to the agreement of the Williamson Park Board.

- (d) That consideration be given to finding innovative means of funding a rolling repair programme for the oil paintings and other restorative works to non-fixed assets in Lancaster Town Hall and that any additional cost implications are considered as part of the annual budget process. Funding options could include: that a percentage of the hiring fees for the Banqueting Suite, Ashton Hall and tours of Lancaster Town Hall be channelled into a 'Restoration Fund.'
- (e) That an updated inventory of non-fixed assets and where appropriate and within existing budgets, an updated condition survey of the City Council's fixed assets be undertaken.
- (f) That attempts are made to exhibit more of the Council's assets including the relocation to, and display of, the Morecambe Music Festival silverware in Morecambe Town Hall.
- (g) That consideration be given to the future use/storage including the possibility of disposal of some items of furniture in view of the limitations on space within the town halls as a consequence of the Access to Services Review. and that Department for Culture, Media and sport (DCMS) guidance be followed in the event of any disposal.



The **Williamson Family Tree** or Pedigree of James Williamson Baron Ashton is rolled up and housed in a case in Legal Services strong room. The tree traces the Williamson family from the birth of John Williamson of Grosthwaite in 1470 to 1900; including the two daughters, Eleanor and Maud of Lord Ashton. Measuring over six feet in length the parchment contains hand-painted inscriptions. The task group would like to see a copy of this document on public display so it can be viewed and enjoyed by interested visitors and residents with the original transferred to the Records Office to ensure its preservation. Initial enquiries have been made with Cultural Services to ascertain whether it would be possible to include provision within the lottery bid to produce a copy for display at Williamson's Park. Even if this is not possible enquiries indicate that there would be support for a copy to be

produced and displayed at the Park.

7.5 Records Retention

Within the task group's remit was the need to ensure that there is clear guidance regarding the keeping of records of historical value. To assist in developing an understanding of policies in relation to the retention of records the advice of the County Archivist was sought. The task group, fearful of the potential destruction of documents which might be of future historical significance sought the advice of the County Archivist with regard to what documents should be maintained, what documents could be transferred to the Records Office and what should be destroyed.

From an archivist point of view the task group have been advised that documents only need to be retained permanently for legal reasons or if they contain unique information of historical value. With the colossal increase in the volume of documents now produced there is no longer a requirement to preserve the vast majority of documentation. It would appear that rather than being guilty of wantonly destroying documents, the Council is guilty of needlessly hoarding documents.

The County Archivist has confirmed that the County Records Office will only accept records which they determine as being of permanent historical value and would assess any records which services might identify as falling into this category. However as a caveat to ensure that services do not overlook records which might indeed be of permanent value, it is essential that guidelines are in place to identify what type of material is likely to be of long term value.

The County Archivist has also confirmed that there may be capacity issues regarding the transfer of records to the Records Office; particularly as their expansion plans have been hindered by failure to secure HLF funding and therefore it was important for the Information Management Officer to liaise with the Records Office on this matter.

The Records Management Policy (2006) 'sets out a corporate approach to ensuring arrangements are in place for the care and administration of all records, regardless of medium, from creation until selection for destruction or permanent preservation.' Responsibility for records retention rests with each service and is dictated by legal requirements and differs from service to service.

During discussions with the Information Management Officer it was agreed that it was not practical in an authority of this size to employ a dedicated records manager however it was necessary to ensure that all services were aware of their responsibilities and it was noted that the retention and disposal schedule was not as complete as it should be. It was agreed that the Information Management Group should be requested to ensure that all services revisit this schedule.

During discussions with the County Archivist it became apparent that the City Council needs to be consistent in its approach to records management. A centralised records management approach with a central inventory to ensure consistency and reduce duplication was vital. The role of IT in records management was also raised. The task group agreed that it would be useful for the Information Management Officer to meet with the County Archivist.

With the Access to Services Review programme likely to result in the need to accommodate many more staff at both of the town halls space will be of a premium. The task group suggest that it would make good sense for the Council to take this opportunity to reflect on its document retention policies and ensure consistency. Disposing of documents for which there is no further use or legal or viable reason to

retain is likely to free up much-needed space which might prove useful to assist with accommodating relocated staff.

Moreover, the task group note that there will be substantial cultural change connected with the Access to Services Review resulting in a need for electronic document management and this will need to be addressed by services in the near future.

RECOMMENDATION 5

- (a) That consideration is given to developing a regularly updated centralised records management system with a central inventory to ensure consistency and reduce duplication.
- (b) That services identify which, if any records they consider need to be transferred to the Records Office and advise the Information Management Officer.
- (c) That the Information Management Officer engage with the County Archivist regarding records retention and arrangements for the transfer of agreed material to the Records Office.
- (d) That the Information Management Group be requested to ensure that each service revisits the current retention and disposal schedule to ensure records they hold are covered by it.
- (e) That all services are encouraged to dispose of documentation/records for which there is no longer a legal or viable need in conjunction with Corporate policy and, if need be seek clarification from the Information Management Officer.
- (f) That any important documentary records remaining in the town halls be relocated from the strongroom to a more suitable location.

7.6 'If you've got it flaunt it' – Providing Value to the Community

The Head of Cultural Services advised the task group that the £500,000 budget for the Museums Partnership now resided with Cultural Services and one of the consequences of this was the Service Head's attendance at the Museums Advisory Group. The Partnership was now into year six of a ten year agreement with the City Council owning and maintaining responsibility for the maintenance of buildings and the County Council employed as a contractor, providing the Museums Service. The task group were advised that an objective within Cultural Services Business Plan was to review the Museums Partnership but it was commented on that despite the City Council's commitment, it was not uncommon to overlook the fact that the Museums Service remained a City Council Service and was part of a partnership agreement with the County Council.

This was illustrated further during discussions with the Museums Manager North who has attended a number of the task group meetings and provided valuable contributions to these meetings. The task group are optimistic that the transfer of responsibility of the Museums Service to Cultural Services will provide opportunities for effective engagement between all parties connected with the district's museums and help residents, visitors and all interested parties to recognise the Museums as a valuable asset to this district.

The task group were advised that a 'Heritage Group' had been brought together to develop a strategic approach in view of the recognition of the potential value that a district's heritage could add to opportunities for economic development and regeneration. This 'Heritage Group' were concerned that the district was not making the most of its heritage and had already visited the Roman Bath House remains at Vicarage Fields.

The task group concur that the 'heritage' networks that Cultural Services have established could be utilised to help promote the district's heritage further, particularly with regard to the forthcoming centenary.

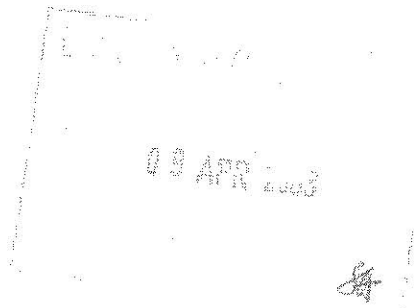
The task group have also been advised that the Head of Cultural Services presented a report on the funding of the Museums Service to the Budget and Performance Panel in accordance with their monitoring of partnerships role.

RECOMMENDATION 6

- (a) That Cultural Services continue to raise awareness of the Museums Partnership and takes an active role in promoting the heritage of the district further.

9 April, 2008

Mr Stephen Gardner,
Senior Conservation Officer,
Planning Services,
Palatine Hall,
Dalton Square,
Lancaster LA1 1PW.



Dear Stephen,

Lancaster: Roman Bath-House

The Committee of the Lancaster Archaeological and Historical Society has asked me to contact you again regarding the future of the Roman Bath-House on Castle Hill. As I'm sure you can imagine, we remain extremely concerned about the structural and general state of the site, particularly since we have heard 'on the grapevine' that some Council money that had been used for basic minimal care of the site has now been transferred to other projects. The question that comes to the fore now is 'how long can this state of affairs be allowed to continue before radical measures will have to be considered?' By this we mean the possibility that, if anything of the Bath-House is to be retained for future generations, the site may have to be back-filled and returned to grass. This would be a great pity, especially since the recent discovery of the Roman Cavalry Tombstone at Penny Street Bridge serves to emphasise the importance of Lancaster in the Roman scheme of things in the north west. It is also important to keep in mind that the Bath-House is part of an archaeological site about which our knowledge is as yet far from complete.

It is to be greatly regretted that the Society failed in its attempt last year to secure lottery funding to undertake a complete non-invasive survey of Castle Hill, as this would undoubtedly have enhanced our appreciation of the importance of the Bath-House. We shall re-submit our application this year, though with the level of lottery money that is currently being absorbed by the 2012 Olympics, I have doubts about the likelihood of success.

We would greatly appreciate any thoughts that you may have on all this, and would be grateful if you could pass on our misgivings to any colleagues whom you would regard as relevant to the matter. On our side, we shall keep you informed about our progress in re-submitting our lottery application, and any further thoughts that may arise in the course of local discussions on the future of the Bath-House site.

With best wishes,
Yours sincerely,

(Chair: Lancaster Archaeological and Historical Society)

2

Guiding principles for the good management of heritage assets

1 Introduction

The extent and richness of local authority-owned heritage assets is a tangible reminder of the long tradition of English local government in serving the needs of communities. The quality of this heritage contributes significantly to local identity and distinctiveness. How it is managed today is vitally important, not only so that we can pass it on to future generations in good order, but also because its treatment inevitably is seen as a reflection of a local authority's commitment to the stewardship of the wider historic environment.

English Heritage is the government's statutory advisor on the protection of England's historic environment. This guidance represents our first step towards fulfilling a commitment in the government's policy statement *The Historic Environment: A Force for our Future*² to issue advice to local authorities on the care of heritage assets in their ownership. It is concerned primarily with retaining and recovering quality in the existing civic estate and complements the advice from the Commission for Architecture and the Built Environment (CABE) in *Better Civic Buildings and Spaces* on the need to secure quality in publicly funded new construction. The Audit Commission's report *Hot Property* provides the wider context, emphasising the need to minimise the cost of property (consistent with prudent asset management), while maximising its contribution to core council services.

This guidance underlines the need for local authorities to take a strategic, long-term view of the role and value of their heritage assets, especially when decisions are made about change or disposal, and the crucial importance of preventative maintenance. The continuing, consistent care of heritage assets is fundamental, not only to good conservation practice, but also to efficient and economical property management; in other words, it sustains both the cultural and market values of the assets. The need for informed judgement to be exercised when decisions are being made about the conservation of heritage assets is emphasised in British Standard 7913: *Guide to the principles of the conservation of historic buildings*³.

2 The Context

2.1 The importance of heritage assets

'Heritage' is about the values that people attach to places. Our rich inheritance of local authority-owned heritage assets reflects the history of communities and public service. These buildings make a crucial contribution to local identity and distinctiveness. They help to enhance the quality of our lives through their use for cultural, educational, leisure and operational purposes, and service provision. As an expression of local pride and achievement, often over several centuries, they matter to people – who must be consulted about their future.

Local government has developed over many centuries, both as an expression

of the aspirations of communities, and to serve their needs. Charters gave communities corporate, legal identity, and with it came the need for officials and buildings. During the nineteenth century, the number of local authorities grew dramatically, as did the range of their functions. Not just town halls, but police stations, market halls, schools, sewerage works, baths, tram sheds and many more types of building, as well as parks and gardens, were now needed. In the twentieth century, the range expanded as local government provided more services, leisure facilities and social housing. Local authorities also, of course, have acquired many historic buildings and sites, often to ensure their preservation, but sometimes incidentally, or through abandoned development proposals, or road schemes.

The current concept of heritage essentially concerns the values people attach to buildings and places. Heritage assets mean many things to different people; they are powerful physical expressions of individual and community aspirations, emotions, history (past events), identity and sense of place. Thus heritage can be defined by the importance that individuals and communities attach to it. In the case of local authority-owned heritage assets, especially those of obvious civic significance (such as town halls), or public use (including historic social housing), the link to a specific geographical community tends to be particularly strong.

² Department for Culture, Media and Sport, December 2001, p37

³ BS 7913, British Standards Institution, 1998.

The importance of maintenance

Planned maintenance and repair programmes are essential for all heritage assets, and should be based on regular, detailed inspections and condition reports.

Best value reviews give local authorities the opportunity fundamentally to re-examine the management of their properties. These reviews, and the asset management plan process, should provide the context in which managers can prioritise and set maintenance programmes and predict the pattern of future maintenance needs. It may therefore be useful to link cyclical inspections and reports on the condition of heritage assets with a best value review. A higher standard of maintenance is likely to be required for heritage assets than for the corporate property estate as a whole and management arrangements should make this explicit.

Disposal of heritage assets

Take a positive attitude to disposal

The disposal of heritage assets, especially those that are potentially straightforward to adapt to alternative uses, may provide the best solution for such property.

Government guidance urges local authorities only to continue to hold property assets if they fit the authority's current requirements in terms of achieving its objectives, including financial. In the current climate, there needs to be good reason to retain council property. A distinction should be made, however, between those assets whose historic importance rests largely on their character as public buildings and those that are only in public ownership by chance. For the former, every effort should be made to continue their core civic/public uses. If that is not reasonably achievable, disposal should take account of the community interest in the public spaces, perhaps through a partnership arrangement (say with a private sector partner, or a building preservation or community trust).

Obtain optimum value

The aim on disposal of heritage assets should be to obtain optimum value, rather than the highest price.

The aim should be to obtain the best return for the taxpayer that is consistent with government policies for the protection of heritage assets: this may well limit the realisation of potential development values. The government's more relaxed approach to disposal at less than highest price has helpfully been confirmed in the *Draft General Consent for the Disposal of Local Authority Land* and accompanying circular¹. If adopted, this will enable local authorities "to dispose of any interest in land held under the terms of the Local Government Act 1972, which they consider will contribute to the promotion or improvement of the economic, social or environmental well-being of the area for less than best consideration reasonably obtainable", provided the undervalue does not exceed £2million.

¹ Local Government Act 1972: General Disposal Consent 2003 (draft), ODPM, December 2002

Providing access for everyone

With thought and care, historic buildings can usually be made accessible to all members of the community without compromising their character and quality.

A creative and flexible approach can often provide the key to finding appropriate access solutions for historic buildings. For heritage assets that do not have a functional use, and where physical access is not possible for all, other methods should be considered to promote public understanding and appreciation of the cultural significance of the asset (ie. through presentation and interpretation).

Good management planning for heritage assets

Know what you own

In order to review and rationalise council-owned property and provide for funding and managing heritage assets, it is essential to have full and up-to-date information on the extent, nature and physical condition of the estate.

Current government guidance (including the asset management plan process) encourages local authorities only to hold property for operational or investment purposes, that link to, or support, their wider corporate objectives. Some local authorities, especially those with extensive property holdings, either do not know the full extent of their estates, or do not have comprehensive data on the number, nature, use, physical condition and performance of the property assets they own – including those with heritage value (ie not just scheduled or listed). Such information provides the basis for the effective management of property assets and needs to be both available and accessible.

Develop a council-wide strategy

An over-arching strategy for council property, regularly reviewed within the authority's overall strategic plans, will be the key to keeping heritage assets in compatible uses, or determining appropriate disposal.

The local authority's over-arching strategy for its property should support its wider strategic priorities. The long-term maintenance and repair, and appropriate use, of council-owned historic buildings and other heritage assets, such as parks and gardens, should therefore be identified as a strategic objective in the council's community and corporate plans – not least because of the wider cultural, social and environmental value that these assets may have regionally, as well as for the local community.

Managing heritage assets

Understanding as the basis for management

Understanding the nature, significance, condition and potential of a heritage asset must be the basis for rational decisions about its management, use, alteration or disposal.

A sound, but succinct, understanding of a heritage asset is essential in order to determine why and how it is significant. This in turn highlights the opportunities for and constraints on change, and informs decisions about management, alterations, or disposal. Clear understanding must also provide the basis for the detailed planning brief that normally should be prepared when disposal is considered.

'Heritage asset' is used throughout this guidance to include scheduled monuments and other archaeological remains; historic buildings, both statutorily listed and those of more local importance; conservation areas; historic landscapes, including registered parks and gardens, cemeteries and registered battlefields; and historic elements of the wider public realm, including publicly-owned and managed spaces and recreational parks.

The importance of heritage assets

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Local authorities' responsibilities

The functions and structure of local government continue to change, with increasing emphasis on improving local authority services. "Best value" plays a key role and has stressed the importance of developing performance indicators and benchmarks for property management.

The recent White Paper *Strong Local Leadership – Quality Public Services* introduced a new comprehensive performance management framework for local government, which includes the management of property assets. Local authorities' explicit objectives for holding property should be developed from, and relate directly to, the overall objectives set out in their performance plans under the best value regime; but should also contribute corporately to their protection of the historic environment and other related objectives.

Key objectives in managing heritage assets

Championing quality

Achieving quality in both the care of inherited local authority heritage assets and new construction needs leadership at senior level by a designated design and historic environment champion, either the cabinet portfolio holder, or a chief officer.

This is crucial to ensuring that all aspects of heritage asset management are co-ordinated and appropriate standards achieved. "Joined-up thinking" and integrated corporate working across the whole authority are vital.

Setting a good example

It is essential to local authorities' credibility as stewards of the historic environment that they set a good example in the management of their own heritage assets. This means demonstrably achieving the standards they expect of others.

The benefits of good governance in managing local authority heritage assets and the repercussions of failure to utilise or maintain them adequately, especially historic buildings of long-standing civic importance (such as towns halls, assembly rooms and swimming baths) should not be underestimated. Credibility in action to secure the future of heritage assets in private ownership depends on responsible stewardship of council-owned heritage assets.

Making the most of heritage assets

Many heritage assets, particularly historic buildings that have, or had, a functional purpose, are capable of continuing beneficial use.

Local authority buildings represent a major public investment. Although such buildings need not always remain in public ownership, being generally well constructed, they can be inherently sustainable and often capable of significant adaptation to meet an authority's changing needs.

The importance of maintenance

Planned maintenance and repair programmes are essential for all heritage assets, and should be based on regular, detailed inspections and condition reports.

Best value reviews give local authorities the opportunity fundamentally to re-examine the management of their properties. These reviews, and the asset management plan process, should provide the context in which managers can prioritise and set maintenance programmes and predict the pattern of future maintenance needs. It may therefore be useful to link cyclical inspections and reports on the condition of heritage assets with a best value review. A higher standard of maintenance is likely to be required for heritage assets than for the corporate property estate as a whole and management arrangements should make this explicit.

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¹Local Government Act 1972; General Disposal Consent 2003 (draft), ODPM, December 2002

CABINET

**Referral to Cabinet from Budget & Performance Panel
2007-08 Budget Variances - Outturn
7th October 2008**

Report of Budget & Performance Panel

PURPOSE OF REPORT				
To report back to Cabinet on the outcomes of the special Budget and Performance Panel meeting convened to consider significant variances within the Capital and Revenue Outturn Report				
Key Decision		Non-Key Decision		Referral from Budget & Performance Panel
				X
Date Included in Forward Plan				
This report is public				

RECOMMENDATIONS OF BUDGET AND PERFORMANCE PANEL

That Cabinet note the resolutions of the Budget & Performance Panel and determine what further action, if any, is required.

1.0 Introduction

1.1 Cabinet considered the Provisional Revenue and Capital Outturn 2007/08 together with a referral report from the Budget and Performance Panel at its meeting on 31st July 2008 (Minute 35 refers). The Budget and Performance Panel had considered the Provisional Revenue and Capital Outturn 2007/08 at a special meeting on 29th July 2008.

Among the recommendations agreed unanimously by Cabinet were:

- (3) "That Cabinet notes the recommendations of the Budget and Performance Panel that met on 29th July to consider the 2007/08 revenue and capital outturn report and that in particular, it has agreed a scrutiny process involving the relevant services and Cabinet Members to review significant outturn variances."
- (4) "That in respect of (3) above, Cabinet receives a report from the Budget and Performance Panel on the outcome of its deliberations."

- (5) "That Cabinet notes that officers are undertaking further analyses of the outturn variances to assess any ongoing implications for future year's budgets, and requests a report back on these as part of the mid-year review of the Medium Term Financial Strategy. In particular, Cabinet would like a report on overspending on the Dome, Salt Ayre and Community Pools."

2.0 Details

- 2.1 At a special meeting of the Budget and Performance Panel on 16th September 2008 a number of services were invited to provide clarification on the reasons for the variances, actions which had been taken to address the variances and whether any would be ongoing and impact on this year's budget.

The services invited to the meeting were as follows: Council Housing, Legal and Human Resources, Health and Strategic Housing, Information and Customer Services, City Council (Direct) Services, Property Services, Cultural Services, Planning Services and Economic Development and Tourism.

The resolutions of the Budget and Performance Panel are set out below:

- (1) That the lessons learnt and actions proposed be noted.
 - (2) That services be reminded of the need to report accurately into quarterly PRTs.
 - (3) That any ongoing financial implications arising from the outturn variances be reflected in the next updated Medium Term Financial Strategy.
 - (4) That a review be undertaken of how outturn information is presented.
 - (5) That it be noted that the Budget and Performance Panel consider the actions to address the variances in relation to Salt Ayre are inadequate and should be revised to include improvements to project management and an energy efficiency programme.
 - (6) That the outcome of this meeting be reported to Cabinet.
- 2.2 A number of these refer to operational matters on which officer action will be taken in due course.
- 2.3 Attached to this report are the minutes from the Budget and Performance Panel meeting together with the additional information supplied by the Head of Cultural Services in view of Cabinet's request for further information regarding overspending on the Dome, Salt Ayre and Community Pools (Cabinet Minute 35(5) as detailed above refers).
- 2.4 Cabinet should note that the Head of Cultural Services will be reporting into Star Chamber specifically on the issue of Community Pools.

RELATIONSHIP TO POLICY FRAMEWORK

None directly from this report.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

None directly from this report.

FINANCIAL IMPLICATIONS

Any on going financial implications from the 2007/08 outturn variances are being further researched and will be reflected in the next update of the Medium Term Financial Strategy.

A number of the issues considered in the outturn review are the subject of further reports back into Star Chamber.

SECTION 151 OFFICER'S COMMENTS

The 151 Officer has been consulted and has no further comments.

LEGAL IMPLICATIONS

There are no legal implications arising directly from this report.

MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

Special Meeting of the Budget and Performance Panel agenda 16.9.08

Contact Officer: Liz Bateson

Telephone: 01524 582047

E-mail: ebateson@lancaster.gov.uk

Ref:

**BUDGET AND
PERFORMANCE PANEL**

4.30 P.M.

16TH SEPTEMBER 2008

PRESENT:- Councillors Roger Sherlock (Chairman), John Whitelegg (Vice-Chairman), Tina Clifford, Roger Dennison, Keran Farrow, Sarah Fishwick and Stuart Langhorn

Apologies for Absence:-

Councillors Mike Greenall and Ian McCulloch

Also present:-

Councillors John Gilbert, David Kerr, Roger Mace and Abbott Bryning
Chris Hanna (Council Housing Services minute 22), Alan Humphreys, Steve Wearing, Elaine Frecknell (Legal & HR Services minute 23), Suzanne Lodge (Health & Strategic Housing minute 24), Jane Alder (Information & Customer Services minute 25), Mark Davies (City Council (Direct) Services minute 26), Graham Cox (Property Services minute 27), David Owen (Cultural Services minute 28), Andrew Dobson (Planning Services minute 29), Peter Sandford (Economic Development & Tourism minute 30)

Officers in attendance:-

Roger Muckle	Corporate Director (Finance and Performance)
Peter Loker	Corporate Director (Community Services) (part)
Andrew Clarke	Accountancy Services Manager
Aisha Bapu	Principal Accountant (part)
Julie Raffaelli	Principal Accountant
Stephen Metcalfe	Principal Democratic Support Officer
Elizabeth Bateson	Senior Democratic Support Officer

The Corporate Director (Finance & Performance) explained that this additional meeting had been arranged following on from the Panel's consideration of the Outturn Reports 2007/08 on 29th July 2008, when it was noted that there was need for further clarification from a number of services with regard to variances. The meeting would provide an opportunity for service heads to present the additional information requested, explain why the variances had occurred, provide an explanation of lessons learnt and whether any variances were ongoing and would impact on this year's budgets.

22 COUNCIL HOUSING SERVICES

The Principal Housing Manager explained that the favourable variances were attributed to a variety of factors including IT projects, improved performance in reducing rent arrears, a higher than anticipated HRA balance and savings and slippage in the capital programme. Reference was made to the major repairs reserve and the Panel were informed that whilst the budget for repairs was spent, anything in the capital programme as a result of slippage was transferred annually into the reserve fund which helped to fund the 30 year investment plan and maintain the council housing stock. It was agreed that the way in

which the accounts were presented was confusing and the Corporate Director (Community Services) confirmed that training in council housing accounts could be arranged for Members if required. The Principal Housing Officer confirmed that in order to reduce the likelihood of slippage, attempts were made to front load the capital programme, that it was possible to advance the programme of works if balances were favourable and the service had a good and well-managed programme of works.

The Principal Housing Manager left the meeting

23 LEGAL AND HUMAN RESOURCES

The Legal Services Manager, Licensing Manager and Human Resources Manager provided clarification on the reported favourable variances within their service. It was noted that it was difficult to estimate Licensing income particularly with regard to the implications of recent legislation including the Gambling Act 2005 and the Licensing Act 2003 which were 'bedding in.' With regard to HR, it was noted that the variance was attributed to difficulties in recruiting interim HR staff.

The Legal Services Manager, Licensing Manager and HR Manager left the meeting.

24 HEALTH AND STRATEGIC HOUSING

The Head of Health and Strategic Housing explained that the adverse variances with regard to cemeteries income attributed to fewer grave sales would not affect the cemeteries maintenance programme as these were separate budgets. With regard to the variance regarding pest control income it was noted that the targets would be revised as there had been a steady decline in the use of this service in recent years. It was further noted that the Health and Safety and Homelessness Priority Needs were indeed under spends attributed to the cancellation of a training course and staffing difficulties preventing the implementation of a sanctuary scheme, although a request to carry this forward has been approved.

Reference was made to the need for guidance when reporting to PRTs and the Accountancy Services Manager informed the meeting that for outturn, variances were summarised at cost centre level and individual budget line, whereas PRT only reported at individual budget line. For future PRT's, Financial Services would be looking to report at both levels, in line with the outturn process.

The Head of Health & Strategic Housing left the meeting

25 INFORMATION AND CUSTOMER SERVICES

The Head of Information and Customer Services explained that the favourable variances were attributed to a delay in the national mystery shopper survey, staff shortages due to sickness and difficulties in recruitment resulting in the deferral of IT projects, and delays in trialling maintenance equipment. Reference was made to the move away from centralised printing to individual service printers and copiers and it was noted that a full corporate review would be undertaken as part of the 2009/10 budget process.

In response to questions on the mystery shopper exercise it was noted that the exercise was now complete and a report would be presented to Members. It was agreed that a

copy of the terms of reference of the mystery shopper exercise would be circulated to the Panel.

The Head of Information & Customer Services left the meeting

26 CITY COUNCIL (DIRECT) SERVICES

The Head of City Council (Direct) Services explained that the favourable variances in relation to street cleaning, highways partnership and public conveniences were the result of greater income than predicted and it was noted that in view of the nature of these services it was difficult to estimate probable income. The favourable variance in respect of grounds maintenance was attributed to difficulties in recruitment. With regard to staff turnover it was noted that there were difficulties in the recruitment of HGV drivers and skilled grounds maintenance workers.

The Corporate Director (Community Services) and the Head of City Council (Direct) Services left the meeting

27 PROPERTY SERVICES

The Head of Property Services explained that the adverse variance in respect of repair and maintenance of buildings was the result of reactive and unforeseen expenditure in view of the poor state of the municipal buildings whilst the reduction in the number of traders in Lancaster Market had resulted in an adverse variance in relation to Lancaster Market. Other substantial adverse variances were attributed to the increase in energy costs within the municipal buildings and reassessment of fine income from off-street car parks; adjustments had been made to ensure more accurate figures in future reporting and clarity on the use of virement.

In response to questions regarding the possibility of a radical change in energy consumption, the Head of Property Services informed the meeting that the Carbon Trust had undertaken a survey to identify the potential to reduce energy consumption and it was further noted that the amalgamation of offices and reduction in the number of municipal buildings as a consequence of the Access to Services Review would lead to further reduction.

The Head of Property Services left the meeting

28 CULTURAL SERVICES

The Head of Cultural Services informed the meeting of the measures taken to address the adverse variance in relation to Salt Ayre. This variance had been attributed to a substantial increase in utility charges together with a loss of income due to the renovations to the bar/café area taking longer than anticipated. With regard to Community Pools it was noted that the adverse variance was largely associated with additional casual staff and training, and a report would be going to Star Chamber.

It was suggested that the actions to address the variances in relation to Salt Ayre were inadequate and should include improved project management and an energy efficiency programme.

With regard to the Dome the adverse variance of £17K was attributed to urgent electrical works and that expenditure had not been matched by generated income. Reference was made to the ways in which performances were put on at this venue including hiring, buying-in or a 50% share and the problems of cancellations and insurance premiums. However it was noted that the Council had promoted 6 major concerts at zero cost.

With regard to Festivals and Events further information had been circulated with regard to the Maritime Festival. Further clarity had been necessary in view of two Easters falling within one accounting year. It was noted that the overall adverse variance was £588 after the approval of an additional £10,000 under the urgent business process in February to allow the 2008 Maritime Festival to take place. It was noted however that, the costs for each festival and event did not reflect/include the cost of officer time in preparing, organising, operating, monitoring and evaluating each festival and event. It was further noted that a Festivals and Events Cabinet Liaison Group was in the process of being established and it was hoped that this group would oversee improved financial monitoring arrangements for all festivals and events.

The Head of Cultural Services left the meeting

29 PLANNING SERVICES

The Head of Planning Services explained that the favourable variances in relation to the building control account was the result of staff vacancy, equipment savings and higher than anticipated income. The favourable variance with regard to planning application fees was also attributed to higher than anticipated fees. The meeting was informed that Planning had estimated conservatively in view of the current economic climate. Further details were provided with regard to the favourable variances with regard to land drainage, Luneside Generation Grant Income, Middleton Wood Electricity and Townscape Heritage Initiative.

The Head of Planning Services left the meeting

30 ECONOMIC DEVELOPMENT AND TOURISM

The Head of Economic Development and Tourism explained that there were two areas of capital slippage, Storey CIC and Carnforth MTI. The meeting were advised that with regard to Storey, the slippage was the result of a delayed start but this did not constitute a variance in the overall project costs and the project was being implemented in accordance with LAMP procedures and was progressing well and within budget. With regard to Carnforth MTI it was noted that most of the programmes were being dealt with through third parties and slippage was not unusual in such circumstances. Robust monitoring arrangements were in place to identify issues with a programme extension negotiated with NWDA. It was noted that similar problems had been experienced by other market town initiatives.

Favourable revenue variances were also reported in relation to marketing, and Morecambe TIC. This was attributed to staff sickness, advanced payment of rent and confusion over finance codes resulting from the introduction of the new Civica finance system. In order to address this, the Panel were advised that awareness training would be arranged for responsible spending officers.

The Accountancy Services Manager advised the meeting that a new financial system had been implemented with codes and structures revised. Financial Services recognised that this had caused a problem in some areas and were providing training.

The Head of Economic Development & Tourism left the meeting

The Panel agreed to the following recommendations:

Resolved:

- (1) That the lessons learnt and actions proposed be noted.
- (2) That services be reminded of the need to report accurately into quarterly PRTs.
- (3) That any ongoing financial implications arising from the outturn variances be reflected in the next updated Medium Term Financial Strategy.
- (4) That a review be undertaken of how outturn information is presented.
- (5) That it be noted that the Budget and Performance Panel consider the actions to address the variances in relation to Salt Ayre are inadequate and should be revised to include improvements to project management and an energy efficiency programme.
- (6) That the outcome of this meeting be reported to Cabinet.

Chairman

(The meeting ended at 6.50 p.m.)

**Any queries regarding these Minutes, please contact
Liz Bateson, Democratic Services - telephone (01524) 582047 or email
ebateson@lancaster.gov.uk**

BUDGET & PERFORMANCE PANEL 16 SEPTEMBER 2008

CONSIDERATION OF 2007/08 BUDGET VARIANCES

SERVICE: CULTURAL SERVICES			
BUDGET/SERVICE AREA	£ (FAVOURABLE)/ ADVERSE	KEY REASONS/CIRCUMSTANCES	LESSONS & ACTIONS ARISEN
HEYSHAM MOSSGATE: PROFESSIONAL FEES	(£10,000)	<ul style="list-style-type: none"> GRANT RECEIVED FROM LANCASHIRE COUNTY DEVELOPMENT LTD (LCDLTD), TOWARD PROFESSIONAL FEES I.E., ARCHITECT, QS, ETC. THE PROJECT IS PART OF THE WORK PROGRAMME OF THE HEAD OF CULTURAL SERVICES, APPROVED BY CABINET. 	<ul style="list-style-type: none"> EXPENDITURE EXPECTED TO BE INCURRED IN 2008/2009

BUDGET & PERFORMANCE PANEL 16 SEPTEMBER 2008

CONSIDERATION OF 2007/08 BUDGET VARIANCES

SERVICE: CULTURAL SERVICES			
BUDGET/SERVICE AREA	£ (FAVOURABLE)/ ADVERSE	KEY REASONS/CIRCUMSTANCES	LESSONS & ACTIONS ARISEN
SALT AYRE	£56,100 AS REPORTED £54282 ACTUAL FIGURE	<ul style="list-style-type: none"> • £32,000 - INCREASE IN UTILITY CHARGES • £17,000 - LOSS OF INCOME DUE TO BAR/CAFÉ CLOSURE, CLOSURE LONGER THAN EXPECTED AND NO REDUCTION IN REVISED CAFÉ BUDGET FOR CLOSURE • BALANCE OF OVERSPEND MADE UP OF MANY SMALLER ITEMS 	<ul style="list-style-type: none"> • FINANCE AWARENESS SESSIONS UNDERTAKEN • ADDITIONAL MONITORING OF UTILITIES • CLOSER WORKING RELATIONSHIP WITH FINANCE TO MONITOR BUDGETS MORE EFFECTIVLY
COMMUNITY POOLS	£44,300	<ul style="list-style-type: none"> - £23,000 - ADDITIONAL CASUAL STAFFING AND TRAINING COSTS NOT MET BY ADDITIONAL INCOME - £5,000 SWIM LESSON INCOME MOVED TO NEW YEAR IN ERROR - £5,000 ADDITIONAL WATER USAGE CHARGES - £5,000 ADDITIONAL COSTS FOR SCHOOL SWIMMING TRANSPORT 	<ul style="list-style-type: none"> • FINANCE AWARENESS SESSIONS UNDERTAKEN FOR BETTER BUDGET MONITORING AND CONTROL • REVIEW OF STAFFING UNDERWAY • CLOSER WORKING RELATIONSHIP WITH FINANCE TO MONITOR BUDGETS MORE EFFECTIVLY

<p>DOME</p> <p>£17,000</p>		<ul style="list-style-type: none"> - BALANCE OF OVERSPEND MADE UP OF MANY SMALLER ITEMS - URGENT ELECTRICAL WORKS, ADDITIONAL EQUIPMENT FOR THE LARGE SHOWS AND A REDUCTION IN PRIVATE HIRES - VARIABLES THAT EXIST IN THE DOMES EVENTS AND APPLICATION OF CODES FOR DIFFERENT SHOWS - EXPENDITURE ON EVENTS NOT MATCHED BY INCOME 	<ul style="list-style-type: none"> - WITH FINANCE, CLOSER CONTROLS AND MONITORING OF SHOWS AND BUDGETS PUT IN PLACE - ADDITIONAL BUDGETARY TRAINING FOR STAFF CONCERNED - MORE REGULAR LIASON WITH FINANCE - CAPITAL FUNDING BID DUE TO IMPROVE EFFICIENCIES
<p>GROUNDWORK TRUST</p> <p>LEISURE DEVELOPMENT</p>	<p>(£4,400)</p> <p>(£10,700)</p>	<ul style="list-style-type: none"> - GRANT RECEIVED (CARRY FORWARD REQUEST APPROVED) - SAVING OF £5000 ON SALARIES COSTS DUE TO STAFF TURNOVER - £3200 ADDITIONAL INCOME - LEASE VEHICLE NOT CHARGED IN 07/08 	<ul style="list-style-type: none"> - EXPENDITURE DUE IN 2008/09 - COMBINATION OF SMALLER ITEMS PRODUCING OVERALL SAVING IN BUDGET

Budget & Performance Panel 16 September 2008

Festivals and Events – Evaluation

2007/08 Outturn

Festival / Event	FINANCE EVALUATION						OTHER EVALUATION CRITERIA	
	Spend £	Income £	Net Cost £	Approved Budget / Authorised FIF Allocation £	Variance £	Targets	Outcomes	
Lancaster Jazz Festival	£21,842	£11,316	£10,523	£10,500	£26	2007/2008 Corporate Objective:- "To provide a varied programme of festivals and events throughout the district"	Event undertaken in partnership with a range of community and commercial partners. All venues full and significant positive press coverage for the district (local, regional and national).	
Morecambe Heritage Gala	£24,496	£8,357	£16,139	£15,900	£239	Ditto	Attendance estimated in excess of 20,000 people	
Lancaster Firework Spectacular	£15,860	£2,105	£13,755	£12,400	£1,355	Ditto	Attendance estimated in excess of 10,000 people	
Glasson Maritime Weekend # NOTE	£64,011	£52,923	£11,088	£10,500	£588	Ditto	Attendance estimated in excess of 5,000 people	

RCM/JEB/August 2008

NOTE Glasson Maritime Weekend This Event is traditionally held over the Easter Weekend. Unusually, in 2007/2008 there were 2 "Easters" falling within the same financial year. The figures above reflect that anomaly, but the matter has been addressed for future events in future years, following the approval by Overview & Scrutiny Committee and Cabinet of the Festivals & Events Report.

Festival / Event	FINANCE EVALUATION						OTHER EVALUATION CRITERIA	
	Spend £	Income £	Net Cost £	Approved Budget / Authorised FIF Allocation £	Variance £	Targets	Outcomes	
Festival Innovation Fund (FIF), supported events;-								
• Hurdy Gurdy Festival			£4,345	£4,345	Nil	Grants awarded in accordance with FIF criteria	Achieved FIF Criteria	
• Nice 'n' Sleazy			£2,200	£2,200	Nil	Grants awarded in accordance with FIF criteria	Achieved FIF Criteria	
• Tutti Frutti			£500	£500	Nil	Grants awarded in accordance with FIF criteria	Achieved FIF Criteria	
• Kite Festival			£5,000	£5,000	Nil	Grants awarded in accordance with FIF criteria	Achieved FIF Criteria	
• Williamson Park – FAB			£1,000	£1,000	Nil	Grants awarded in accordance with FIF criteria	Achieved FIF Criteria	
• Jazz & Country Music events – Happy Mount Park			£4,000	£4,000	Nil	Grants awarded in accordance with FIF criteria	Achieved FIF Criteria	

Summary of Maritime Festival Income & Expenditure 0708 split between the two events that fell in one year

	Budget Apr-07	Actual 07	Apr 07	Budget Mar-08	Actual Mar-08	Total Budget 0708	Total Actual 0708
E0100 - Salaries	0	0	0	0	929	0	929
E3960 - Sundry Expenses	31,700	31,663	10000	31,419	41,700	41,700	63,082
I8900 - General Income	-31,200	-31,254	0	-21,669	-31,200	-31,200	-52,923
	500	409	10,000	10,679	11,088	10,500	11,088
							Ledger Balance
							588
							True Balance
							502

Notes re above:

The detail of the above is available on worksheets with Cultural Services and Financial Services. Assumptions as to which event they fall under as it is apparent from the months paid/received.

There is also a small amount of income for £85.96 going through in 0809 that relates to the Mar-08 event

CABINET

**Sea Change Funding – Winter Gardens
7th October 2008**

Report of Corporate Director, Regeneration

PURPOSE OF REPORT				
To agree to support the submission of a funding application based around the Winter Gardens restoration, under the new national grant scheme to support regeneration projects in seaside towns, Sea Change.				
Key Decision	✓	Non-Key Decision		Referral from Cabinet Member
Date Included in Forward Plan	1 st September 2008			
This report is public				

RECOMMENDATIONS OF COUNCILLOR MACE

- (1) That Cabinet endorse the submission of a Sea Change bid based on the Winter Gardens Restoration
- (2) That a further report is brought to report on the implications for the Council in acting as Accountable Body for this project, and to agree any requirements that may need to be specified to Winter Gardens Trust to protect the Council's position, following a full project appraisal

1.0 Introduction

1.1 In February 2008 Cabinet considered a report on a new grant funding scheme to support regeneration in seaside towns. At the time, details of the scheme had not been announced, but it was clear that availability of funds would be very competitive, and that Morecambe may only be successful in gaining support for one or two projects. Members were therefore asked to indicate what priorities should be adopted for subsequent discussions with Northwest Development Agency and CBE (Commission for the Built Environment), who were promoting the scheme.

Cabinet resolved:

That the Winter Gardens restoration (for 2009/10 onwards, and subject to the outcome of current feasibility/business planning work) and the following smaller scale projects be prioritised as potential projects that might receive support under the Resorts Regeneration funding scheme and take particular account for the non funded balance remaining for the Townscape Heritage Stage 2 project:

Smaller scale projects:

- *Seaside Square (adjacent to Midland Hotel and Central Promenade redevelopment)*
- *West End Promenade enhancements*
- *Yorkshire Street retail centre support*
- *Other small scale public realm enhancements (eg Fisherman's Square, Poulton)*
- *Townscape Heritage Stage 2 (2009/10 onwards)*

Subsequent to this, details of the new funding scheme, known as "Sea Change", were published and officers have held a number of meetings with NWDA to discuss potential projects.

From these discussions it became clear that Sea Change would not be appropriate for the Townscape Heritage Stage 2 due to its timescale. Instead, a bid has been submitted to NWDA for match funding under their mainstream programme for TH12 and a decision is expected shortly.

NWDA also give strong advice that the best prospect for success for Morecambe would be to submit a single bid, based around a single large project, and that multiple bids for smaller projects would not be likely to succeed. They also stressed the highly competitive nature of bidding nationally, and advised that it would be best to aim for the second round of Sea Change bids, requiring expressions of interest to be submitted in July 2008 and aimed at projects capable of implementation from March 2009 onwards.

Accordingly, and in consultation with portfolio holders, an initial expression of interest was submitted to CABE in July. This sought £4 million Sea Change funds towards a grouping of projects around the central promenade area, including the Winter Gardens, Seaside Square, and West End promenade, and presented as part of a larger transformational programme for the central promenade area. This was seen to be the best way to maximise Sea Change funding and reflect Cabinet's original indication of priorities.

In August we were notified that the Morecambe expression of interest had been shortlisted by CABE and that they were inviting a full bid to be submitted. However, in a further meeting NWDA gave strong advice that the bid would need to be focussed much more clearly on a single, clearly identifiable project which could achieve a high profile nationally, and it was agreed that this could best be achieved by basing it exclusively on the Winter Gardens restoration.

The timescale for Sea Change round 2 is very tight, and the full submission must be completed by 31st October. Officers have therefore started to liaise with the Winter Gardens Preservation Trust to support the preparation of this bid, but Cabinet need to endorse the decision to base the Sea Change bid around the Winter Gardens and to consider the implications for the City Council who would need to be accountable body for receipt of the Sea Change funding.

2.0 Proposal Details

2.1 A progress report on the Winter Gardens project was presented to June Cabinet. Members will recall that the Winter Gardens Trust has engaged consultants to undertake a number of pieces of work required to support a Heritage Lottery Fund (HLF) bid, including an interim business plan. This work is now nearing completion and will provide much of the material needed for the Sea Change bid. The Council has also agreed to act as accountable body for an additional £300,000 of preparatory work, funded by NWDA, which includes recruitment of a dedicated project manager for the Trust (now in post).

As noted above, the Sea Change funding application needs to be submitted to CAGE by 31st October, and the Trust's consultants and project manager are working towards this deadline, with support from Council officers. The application will have to be submitted by the Council, using information supplied by the Trust.

To meet Sea Change criteria, the project will need to commence early in 2009/10 and be completed by September 2010. This is a challenging timetable for a project as large and complex as Winter Gardens.

The funding package for the project is expected to be as follows:

Sea Change	£4 million
NWDA	£4 million
Heritage Lottery Fund	£4.5 million
Total	£12.5 million

(Note: there is a possibility of a contribution from ERDF but this would be offset against NWDA funding)

Whilst Heritage Lottery Fund will wish to contract directly with the Winter Gardens Trust, it is a requirement of the Sea Change scheme that its funding is channelled through the local authority. The City Council will therefore have to act as accountable body for the Sea Change and NWDA contributions, in a similar manner to that already taken on for the current £300,000 NWDA contribution.

Cabinet need to recognise that, due to the scale of this funding, this is a significant risk for the Council who will need to be satisfied that the Winter Gardens Trust has the necessary capacity to manage and deliver the project successfully within the required timescale, as well as it being within the available funding. Relevant issues will include:

- viability of the project business plan
- project management capacity and adoption of a formal project structure
- financial systems and procedures to deal with external funds
- possible involvement of appropriate officers in the Trust's board and project team

These issues will need to be assessed as part of the Project Appraisal that will be carried out as part of the Council's established programme management procedures. A further report back to Cabinet will be needed to make recommendations on any arrangements needed to protect the Council's position as accountable body and before the funding offer is accepted, if the application is successful.

3.0 Details of Consultation

3.1 Representatives of the Winter Gardens Trust have attended meetings with NWDA and HLF and have been consulted on the content of this report.

4.0 Options and Options Analysis (including risk assessment)

4.1

Option	Advantages	Disadvantages	Risk and Mitigation
<p>Option 1</p> <p>Proceed with the submission of a Sea Change application based on the Winter Gardens restoration</p>	<ul style="list-style-type: none"> • Potentially secures a major injection of external funding and the restoration of a key landmark building in Morecambe • Allows for progress on a key element of the Vision and council priority. <p>This is the preferred option.</p>	<ul style="list-style-type: none"> • Accountable body status confers risk and responsibility on the Council. • Significant officer time required to assist the Trust with capacity building and ensure that the Council's position as accountable body is protected • Reputational risk to the Council if the Trust withdraw or the project fails 	<ul style="list-style-type: none"> • Further officer support can be given to assist the Trust in identifying the areas where it may need to improve its capacity, and funding is available within the £300,000 grant from NWDA to support the Trust with this activity.
<p>Option 2</p> <p>Develop an alternative Sea Change application and submit for Round 3</p>	<ul style="list-style-type: none"> • A project delivered directly by the Council (eg public realm) would carry lower risk 	<ul style="list-style-type: none"> • Less likely to be seen by CABE as transformational and therefore less likely to be successful • There is likely to be greater competition for funds under Round 3 • Unlikely to be supported by NWDA who wish to see other NW resorts supported in Round 3 • Leaves the Winter Gardens with uncertainty about future funding and could set back the restoration project by several years 	
<p>Option 3</p> <p>Do not submit a Sea Change bid</p>	<ul style="list-style-type: none"> • No risk 	<ul style="list-style-type: none"> • Misses an important opportunity to secure significant funds for Morecambe's regeneration • Sends a negative message to external funders and local stakeholders 	

5.0 Officer Preferred Option (and comments)

- 5.1 The officer preferred option is option 1, to proceed with submission of a Sea Change application based on the Winter Gardens restoration. However, it will be essential that the Council is satisfied that the Winter Gardens Trust has sufficient capacity to deliver the project effectively before the Council formally commits itself to the project (if the Sea Change bid is successful). This can be assessed as part of the formal project appraisal and appropriate recommendations made back to Cabinet for approval.

6.0 Conclusion

- 6.1 The Winter Gardens restoration is a key project and fits closely with the regeneration framework which is subject to an earlier report on this Agenda. Sea Change, together with the match funding from NWDA, represents a unique opportunity to secure sufficient funding, in addition to that being sought from Heritage Lottery, to secure the complete restoration of the Winter Gardens within a relatively short timescale. If this opportunity is missed, it is likely to set the restoration project back by several years.

As noted in the report, the scale of the project and the large amount of funding involved does present significant risk for the Council in its role as accountable body for a project delivered by an external organisation. It is essential that work is undertaken to assist the Winter Gardens Trust in meeting the minimum criteria that will need to be met to protect the Council's position and ensure successful project delivery.

RELATIONSHIP TO POLICY FRAMEWORK

Corporate Plan - The project contributes towards the following Strategic Objectives
Corporate Plan Priority 4 – "To lead the regeneration of our district"

The development of the Winter Gardens is a priority project by Lancaster City Council and has been supported through previous Cabinet decisions as indicated in the body of this report. The recommendation supports the Vision which was formally accepted in July 2006 as the high level regeneration strategy for the District. The recommendations therefore link to the Lancaster District Community Strategy, the Regional Economic Strategy and the Sub-Regional Investment Plan. NWDA will only support projects which are consistent with their Regional Economic Strategy.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

A project appraisal has been undertaken with regard to Equality and Diversity and Sustainability criteria as standard items. The project is expected to meet regional and local sustainability objectives and link to regional strategies which include wide community objectives.

FINANCIAL IMPLICATIONS

There are no immediate financial implications arising from the submission of the Sea Change bid, as all costs associated with this, apart from officer support time, will be met from the current NWDA funding available to the Winter Gardens Trust.

However, members should note the comments in the report about the implications for the Council as accountable body for this project should the bid be successful, and the need for a further report to consider this in detail before the City Council enters into any financial and/or contractual commitment with either the Winter Gardens Trust or external funding bodies

SECTION 151 OFFICER'S COMMENTS

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

LEGAL IMPLICATIONS

There are no legal implications directly arising from the report.

MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

Previous reports to Cabinet:

Resort Regeneration Funding, 19/02/08

Morecambe Winter Gardens 3rd June 2008

Contact Officer: Peter Sandford

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Ref: PWS

CABINET

**Morecambe Centre Area Action Plan
Revision to Local Development Scheme
October 7th 2008**

Report of Corporate Director (Regeneration)

PURPOSE OF REPORT				
The purpose of the report is to gain Cabinet approval to undertake an Area Action Plan for Morecambe Centre under the terms of the Planning and Compulsory Purchase Act 2004. This will necessitate changes to the Council's Local Development Scheme (the "project plan" for the Local Development Framework). Cabinet approval is also sought to revise the Local Development Scheme for submission to the Government Office for the North West.				
Key Decision	X	Non-Key Decision	Referral from Cabinet Member	
Date Included in Forward Plan		July 2008		
This report is public				

RECOMMENDATIONS OF CORPORATE DIRECTOR (REGENERATION)

That Cabinet:

- (1) Authorises the production of an Area Action Plan for Morecambe Centre in addition to the other Local Development Documents already committed in the Local Development Scheme;**
- (2) Instructs the Head of Planning Services to produce a revised Local Development Scheme, including detailed project plans for each document, for consideration at a future cabinet meeting.**

1.0 Introduction

- 1.1 Under the terms of the Planning and Compulsory Purchase Act 2004, the Council is required to prepare and keep up to date various spatial planning documents which together form the "Local Development Framework" (LDF). These documents include the recently adopted Core Strategy, other development plan documents such as the Land Allocations Document, Area Action Plans and Supplementary Planning Documents. The Council must produce a "project plan" for the production of LDF documents which sets out which documents it will produce and, for each one, a description of its purpose and scope together with a timescale for its production. This project plan is called the Local Development Scheme (LDS).

- 1.2 The current Local Development Scheme was adopted in March 2007. It commits the Council to producing the following documents:
- A Core Strategy, (adopted July 2008) setting out the Council's overall vision and strategy;
 - Development Control Policies to guide the processing of planning applications;
 - Land Allocations, indicated on a Proposals Map for housing and employment and land safeguarded from development;
 - Affordable Housing SPD
 - Design/Sustainable Development SPD
 - Lancaster City Centre Spatial Strategy SPD
 - Planning Obligations SPD
- 1.3 The LDS also states that the Council will produce other SPDs as resources permit. The first of these is a central Morecambe and West End Spatial Strategy SPD.
- 1.4 Following the introduction of new regulations by the Government in September 2008, (designed to streamline the “new” development plan system), it is now necessary to revise the Local Development Scheme. This provides the Council with the opportunity to review its priorities in the light of current circumstances and resources together with the benefit of experience gained during production of the Core Strategy.
- 1.5 This report recommends a number of changes to the Local Development Scheme for the reasons described below. The main proposed change (other than revising timescales for existing documents) is the production of an Area Action Plan for Morecambe Centre.

2.0 Proposal Details

- 2.1 This report deals with two inter-related issues i.e. the rationale behind the proposed Morecambe Centre Area Action Plan and the revised Local development Scheme.

Area Action Plans

- 2.2 Unlike SPDs, area action plans are “development plan” documents. This means they undergo an Independent Examination by a Planning Inspector on behalf of the Secretary of State for Communities and Local Government. Once adopted, they are the main consideration when determining planning applications. Government guidance (Planning Policy Statement 12) states that area action plans should be used where there is a need to provide the planning framework for areas where significant change or conservation is needed. Area action plans should:
- Deliver planned growth areas;
 - Stimulate regeneration;
 - Protect areas particularly sensitive to change;
 - Resolve conflicting objectives in areas subject to development pressure; or
 - Focus the delivery of area based regeneration initiatives.
- 2.3 PPS 12, which was published in June 2008, also advises that area action plans can assist in producing a consensus as to the right strategy for an area and how it may be implemented. They can also assist in providing the basis for taking compulsory purchase action where necessary or act as a focus and a catalyst for getting several key agencies and landowners to work together. In areas of change, area action plans should identify the distribution of uses and their inter-relationships, including specific land allocations.

- 2.4 The guidance in PPS12 is different from that contained in its predecessor, particularly in terms of the reference to possibly use of compulsory purchase powers. It appears from the guidance that if a Council wishes to promote significant physical change that would change land uses in an area and wishes to underpin this with the possible use of compulsory purchase powers, then this requires an area action plan to provide the policy base.

Possible Morecambe Centre Area Action Plan

- 2.5 Morecambe is the Council's regeneration priority. It is also regionally important and a priority of the Community Strategy and Lancaster and Morecambe Vision. The recently adopted Core Strategy identifies Central Morecambe as a Regeneration Priority Area of sub-regional importance. Policy ER2 states that: "*Through tourism, housing renewal and heritage led regeneration, central Morecambe will be re-invented as a visitor destination drawing on its natural and built heritage, and as an office and service centre with restored historic townscape and a revived housing market*".
- 2.6 Given this priority, it is considered that the Council should take immediate steps to build upon the Morecambe's current positive image provided by the opening of the Midland Hotel and promote further and more extensive regeneration in central Morecambe. A first and key stage in the process would be the production of an area action plan. This would underpin and complement other initiatives in the area and provide a detailed spatial planning framework for the area.
- 2.7 The Plan would build upon recent initiatives, particularly those in Poulton and the West End, and set out specific measures for promoting sustainable development that would help bring these communities together. Critically, the Plan would be a major tool in assisting bids for external funding and in maximising the benefits to the local community from development proposals. It would provide certainty to those wishing to invest in central Morecambe and promote confidence in the area.
- 2.8 Following approval of a detailed project plan, there would be a number of key stages to be undertaken including:
- Defining and agreeing the purpose and scope of the plan and its physical extent (it is currently envisaged that the plan would broadly cover the central area from the former Frontierland Site through to Queen Street and inland as far as the Euston Road/Central Drive junction);
 - Identifying the key issues, evaluating realistic options and deciding upon delivery mechanisms;
 - Submitting the preferred option(s) to independent examination;
 - Formal adoption.
- 2.9 Each stage up to adoption would involve extensive public and stakeholder engagement (possibly utilising techniques such as planning for real exercises), ongoing sustainability appraisal and detailed negotiations with potential funders and delivery partners. Cabinet should note that there is likely to be considerable public interest in the Area Action Plan and public engagement will need to be handled carefully and be properly resourced.
- 2.10 If Cabinet approves the preparation of the Area Action Plan, a detailed project plan will be produced in conjunction with the Planning Policy Cabinet Liaison Group.

Revised Local Development Scheme

- 2.11 in September 2008 the Government introduced new regulations designed to streamline the “new” development plan system. As a result, it is now necessary to revise the Local Development Scheme (the LDF “project plan”) (LDS). This provides the Council with the opportunity to review its priorities in the light of current circumstances and with the benefit of experience gained during production of the Core Strategy. It also enables the Council to incorporate any decision taken on the Morecambe Centre Area Action Plan.
- 2.12 Any changes to the LDS must be submitted to the Government Office for the North West for approval.
- 2.13 As mentioned earlier, following the adoption of the Core Strategy, the Council is currently committed to producing Land Allocations and Development Control Policies development plan documents. In addition, supplementary planning documents on Affordable Housing, Design/Sustainable Development, Planning Obligations and a Lancaster City Centre Spatial Strategy are also programmed in the LDS.
- 2.14 It is considered of the utmost importance that the Council produces the Land Allocations and Development Control Policies development plan document as quickly as possible. These are the key documents for developing the general principles of the Core Strategy into specific policies and proposals. The land allocations document will be particularly important in determining how and where future development needs (such as for housing and employment) will be met and in deciding which areas will be protected from development. The Development Control Policies development plan will contain policies for key areas such affordable housing, climate change and planning obligations. Whilst also important, there is more flexibility to produce supplementary planning documents as priorities dictate and resources allow.
- 2.15 Producing three development plan documents at the same time will require the Council to re-examine the resources currently targeted at spatial planning. It is recommended that once Cabinet decides which documents it wishes to produce, the Head of Planning Services be requested to draw up detailed project plans for each documents. These will identify the resources required to deliver the revised Local Development Scheme, the implications of which can then be considered at a future Cabinet meeting.

3.0 Details of Consultation

- 3.1 It is a statutory requirement of the Planning and Compulsory Purchase Act 2004 to undertake comprehensive stakeholder and public engagement for all Local Development Framework documents. The precise form of this engagement will vary depending upon the type of document being prepared but will in all cases at the least meet the requirements set out in the Council’s adopted Statement of Community Involvement.

4.0 Options and Options Analysis (including risk assessment)

- 4.1 Option 1 – Produce only those documents contained in the existing Local Development Scheme, albeit to revised timetables. This would increase the potential of being able to produce the Land Allocations and Development Control Policies documents within a reasonable timescale and within existing resource availability.

Option 2 - Produce those documents contained in the existing Local Development Scheme, albeit to revised timetables, in addition to the Morecambe Centre Area Action Plan. This would retain the ability to produce the Land Allocations and Development Control Policies documents within a reasonable timescale whilst also producing the Area Action Plan. This, however, would require extra resources to be directed to the Council's plan making function.

Option 3 – Prioritise the Morecambe Centre Action Area Plan and delay production of other LDF documents. This would increase the likelihood of being able to produce the Area Action plan within a reasonable timescale and within existing resource availability but would delay other key documents which would undermine the Council's Planning Framework, create uncertainty in the development industry and in the minds of the public. This option may also prejudice bids for external funding and future Housing and Planning Delivery grant settlements.

5.0 Officer Preferred Option (and comments)

5.1 Option 2 is the officer preferred option as this would ensure an up-to-date planning framework which would help maximise the potential to promote the sustainable regeneration of the District whilst making a significant step in promoting the Council's regeneration priority of central Morecambe.

6.0 Conclusion

6.1 The need to revise the Local Development Scheme provides the opportunity to re-examine the Council's priorities in terms of spatial planning and address the Council's main regeneration priority of central Morecambe. It is recommended that Cabinet take this opportunity.

RELATIONSHIP TO POLICY FRAMEWORK

Once adopted, Local Development Framework documents become part of the Council's policy framework. All future LDF documents must build upon and complement the recently adopted Core Strategy, which is part of the Policy Framework.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

All Local Development Framework documents undertake a thorough and robust process of sustainability appraisal (a statutory requirement). Diversity, Human Rights and Community Safety and Rural Proofing issues are fully taken into account during document preparation.

FINANCIAL IMPLICATIONS

There are no immediate financial implications arising from this report. Once Cabinet has agreed which LDF documents it wishes to produce and when, detailed project plans will be developed setting out any resource implications. At this stage, it is envisaged that resources will be available from existing budgets and, if necessary, from current and future Housing and Planning Delivery Grant (H&PDG) settlements (which are now based largely on progress on LDF documents). The use of current and future years' H&PDG will be the subject of a separate report by the Head of Planning Services to a future Cabinet meeting,

therefore no financial or contractual commitment will be entered into using H&PDG until Members have agreed how it should be allocated.

SECTION 151 OFFICER'S COMMENTS

The s151 Officer has been consulted & has no comments to add

LEGAL IMPLICATIONS

Producing Local Development Framework documents is a statutory requirement governed by the relevant legislation and regulations. All development plan documents are subject to independent examination which, amongst other things, tests whether the statutory requirements have been complied with.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted, and would advise that the Area Action Plan, and Land Allocations and Development Control policies will, in accordance with legal requirements and the Council's Constitution, ultimately be considered and adopted by full Council.

BACKGROUND PAPERS

Lancaster District Local Development Scheme March 2007
Planning Policy Statement 12 – Local Spatial Planning (2008)
Lancaster District Core Strategy – Adopted July 2008

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Ref:

CABINET

**2008/09 Capital Investment Strategy Update
07 October 2008**

Report of Head of Financial Services

PURPOSE OF REPORT			
To update Members on the position regarding the progress on the Capital Programme and the overall funding position, in line with the requirements of the Capital Investment Strategy, and to gain Cabinet's approval for updating both this year's capital funding assumptions and the draft funding principles for the period from 2009/10 onwards.			
Key Decision	X	Non-Key Decision	Referral from Cabinet Member
Date Included in Forward Plan	October 2008		
This report is public, with the exception of Appendices B and C. These are exempt by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972.			

OFFICER RECOMMENDATIONS:

1. That the current position regarding the Capital Programme position be noted, and that the updated Capital Programme as set out at Appendix A be approved, subject to any other amendments arising from items elsewhere on the agenda.
2. That the 2008/09 Capital Programme funding be updated to provide for a £1.4M underlying increase in unsupported borrowing, on the basis that this be 'repaid' in 2009/10, and that this be referred on to Council for approval.
3. That the funding changes in recommendation (2) above be reviewed further as part of the 2009/10 Budget.
4. That the draft capital funding principles as set out in section 6 be approved, and that they form the initial basis on which Cabinet develops its capital programme proposals for the five year period from 2009/10 onwards, subject to:
 - a separate review of potential asset sales being reported back to the December Cabinet meeting;
 - any other potential changes in investment needs arising from the review of priorities;
 - the outcome of the position regarding Luneside East; and
 - the levels of any unsupported borrowing being reviewed regularly throughout the budget process, as the revenue position develops.

Introduction

The Council's Capital Investment Strategy requires that an update regarding the overall capital investment and funding position be presented twice yearly. This is the first such update for 2008/09 and in terms of monitoring, it is based mainly on information to the end of August (i.e. period 5). The report makes recommendations regarding how to manage the current year's funding position, in order to make progress on key capital schemes.

This update also sets the context for Cabinet to review its capital investment priorities and plans for forthcoming years. Recommendations regarding the main funding principles are set out for consideration, and also the report sets out how the initial review of investment priorities will be undertaken. Ultimately the final proposals will be incorporated into the Capital Investment Strategy and referred on to Council as part of Cabinet's overall budget proposals.

Report Details

1 GENERAL FUND SCHEME PROGRESSION

1.1 During the year the Asset Management Working Group has met regularly to consider individual projects and monitor progress overall. As at the end of August, in total spend of only £3.3M had been incurred against the (then) forecast programme of £35M. This represents less than 10% of the budget and in the main, the position has been affected by the following issues:

- A budget of almost £10.9M is still included for the externally funded Lancaster Science Park project. In line with the report to Cabinet back in July, work is underway to re-profile the capital budget and this will be updated in the coming months.
- Several significant regeneration projects in Morecambe amounting to around £11.7M are still under appraisal or development and again, these will be updated and re-profiled as necessary in revising this year's budgets. These projects are also predominantly externally funded. (Separate reports elsewhere on the agenda make recommendations regarding the Central Park scheme, as an example).
- In terms of schemes to be funded by the City Council, section 3.1 of this report highlights the delays that have been experienced in achieving key asset sales. Members will be aware that under current Financial Regulations, capital schemes are allowed to progress only when funding is in place. Whilst this is in line with Financial Regulations and helps protect the Council's financial position, it does not help with managing the Council's property portfolio, particularly municipal buildings, and this could create significant difficulties in service delivery.
- To date, around £2M of schemes have not yet been formally cleared to progress. Some of these schemes are still under development and so have not been affected by the capital receipts position as yet. There is one notable exception, however, in relation to municipal building works.

1.2 With regard to the last point above, in the current year the Council was originally due to spend around £1.5M on municipal buildings works. So far this year some preparatory planning and design work has been undertaken, but there is now a need to resolve the funding position in order that essential works can begin. Furthermore

other schemes, such as playground improvements, toilet refurbishment, Salt Ayre improvements, etc. would also eventually be affected by the delays if the funding position is not resolved soon.

- 1.3 Given the above, alternative options for funding the programme are set out later in this report.

2 GENERAL FUND PROGRAMME CHANGES

- 2.1 In reviewing capital schemes and monitoring information, a number of changes have been approved under delegated authority and these are summarised below:

– Cycling England (grant funded)	£13K
– Cemetery Paths (revenue funded)	£3K
– Port of Heysham (grant funded)	£8K
– Middleton Wood (revenue funded)	£2K
– Heritage Lighting (revenue funded)	£18K

- 2.2 In addition there is one proposed change that falls outside of the Officer delegations and therefore requires Member approval:

- **Port of Heysham**

Additional costs of £15K have been incurred in connection with some delays in establishing site infrastructure. No alternative sources of funding have been found, hence this amendment requires Member approval. Regarding the clawback aspects of this scheme, a review of the funding set aside to meet estimated liabilities is underway and it is possible that this will also change the call on the programme in future.

- 2.3 An updated programme incorporating the above changes is set out at **Appendix A** for Members' consideration. In addition though, and as mentioned earlier, some specific scheme proposals such the Harbour Band Arena and Central Park are considered elsewhere on the agenda. These will also be reflected in the programme, should they be approved by Cabinet.

3 GENERAL FUND CAPITAL FUNDING POSITION

This section outlines the changes in funding that have arisen since the programme was approved back in February.

3.1 Capital Receipts

- 3.1.1 A review has been undertaken to establish the likely timing of property sales due in the current year, the outcome of which is shown overleaf:

	Per Feb. Council £'000	Per this Review £'000
Original Capital Receipts funding assumed in 2008/09	2,704	2,704
Funding for Approved Slippage	-	1,356
Additional Funding Requirement; Port of Heysham	<u>-</u>	<u>15</u>
Capital Receipts Requirement in 2008/09	<u>2,704</u>	<u>4,075</u>
Made up as follows:		
Receipts b/f from 2007/08 (received in previous years)	375	1,424
Receipts received in current year to date	-	55
Sales due - not yet completed	6,491	1,195
Receipts to be set aside (to help potential difficulties)	(1007)	-
Receipts to be c/f into 2007/08	<u>(3,155)</u>	<u>-</u>
	<u>2,704</u>	<u>2,674</u>
Shortfall in Funding	--	<u>1,401</u>

- 3.1.2 The table demonstrates that of the £4.075M capital receipts currently needed to finance this year's programme, only £1.479M has already been received. Of the £6.491M sales originally due to be completed in the year, only £55K has been achieved, and furthermore it is now expected that only another £1.2M is likely to be completed before next April. The remainder are either expected to slip, or have been removed pending further developments or negotiations. More information from the Head of Property Services on key sales is included at **Appendix B: exempt**.
- 3.1.3 Overall, therefore, a capital funding shortfall of around £1.4M exists in this year, and this could rise to around £2.6M if expected completions do not materialise.
- 3.1.4 It is equally important though to keep the 5-year outlook under review. The Council has a number of key asset sales underway and other potential sales that could help the funding position significantly, if they are completed. The current disposal schedule for the 5-year period is included at **Appendix C; exempt**. Given the current economic climate and the impact it has had so far, however, it could be that some sales will not or should not be progressed, until perhaps the medium term.
- 3.2 Borrowing**
- 3.2.1 The current approved programme is based on only £270K unsupported (prudential) borrowing during 2008/09; this is the remainder currently available based on the financing assumptions approved back in February. It is possible that further changes to unsupported borrowing may arise this year in connection with vehicle acquisitions, but these would be reported in line with the agreed process.
- 3.2.2 Future years' unsupported borrowing assumptions are covered later in this report, and options to address the current year's difficulties centre around the use of increasing unsupported borrowing, albeit on a relatively short-term basis.

4 GENERAL FUND CAPITAL SUMMARY POSITION

- 4.1 Taking account of all the various changes and proposals mentioned in the sections above and as highlighted earlier, currently there is forecast to be a funding deficit of around £1.4M in the current year, although if planned capital receipts are secured over the 5-year term, potentially there could be around a £2M surplus overall. A summary of the overall funding position is given below.

	2008/9	2009/10	2010/11	2011/12	2012/13
	£'000	£'000	£'000	£'000	£'000
Total Proposed Programme	35,705	6,828	3,748	2,496	561
Estimated Council Funding Available (including year end capital receipts balances)	34,304	10,908	6,736	4,931	2,535
Cumulative Surplus (+) / Shortfall (-)	-1,401	+4,080	+2,988	+2,435	+1,974

- 4.2 In addition to the changes and proposals outlined above there may be further cost pressures arising from the review of capital investment needs and priorities, as referred to later in this report. For now though, the recommended way forward is as follows:

- The updated Programme of schemes as set out at **Appendix A** should be approved.
- To fund this year's programme, the unsupported borrowing need should be increased by £1.4M, on the basis that it be 'repaid' in 2009/10, from capital receipts. This can then be reviewed further as part of the forthcoming budget exercise.
- Work will continue on firming up the position regarding Luneside and Access to Services. In the meantime any updates will be fed into the relevant PRT meetings and Star Chamber as appropriate, and a separate report on the Luneside position will be brought to Cabinet as soon as possible.

- 4.3 The next general capital update report is scheduled for December Cabinet and this will provide an opportunity for another review of the position, with recommendations for further action if required.

5 COUNCIL HOUSING CAPITAL POSITION

- 5.1 The Council Housing capital position is much more straightforward than General Fund and the points to note are as follows:

- There has only been one amendment to the programme since March, that being slippage from 2007/08.
- As at the end of August total spend amounted to only £411K against a total programme of £3.28M. Cabinet will be aware that very high levels of slippage have been experienced in recent years and this will be addressed in the next full

update report on the Council Housing position. It is also expected that the recent exercise undertaken by Budget and Performance Panel, and challenge through the PRT process, will result in actions being taken to ensure that the annual Programme is deliverable in future, with significantly less slippage being experienced.

6 CAPITAL INVESTMENT PRIORITIES 2009/10 ONWARDS

- 6.1 The current Capital Investment Strategy was approved back in February and as in every year, it is necessary to review the funding principles and investment priorities underlying it to ensure they still meet the Council's requirements.
- 6.2 The full Strategy document will be submitted to Budget Council in March but for now, Cabinet is requested to determine the basis for developing capital programme proposals for the next five year period (i.e. 2009/10 to 2013/14). Initial proposals are set out below. Where appropriate these are based on current principles, but they will need to be reviewed and updated as the budget and planning process progresses, to respond to changing needs.

Draft Investment Priorities

- i. Draft capital investment priorities will be updated as part of the current Member review of corporate priorities and non-priorities. Once the first draft of priorities has been produced and considered informally by Star Chamber, Service Heads will be requested to review the existing Programme from 2009/10 onwards, and develop any initial capital proposals accordingly. These may be reductions to the existing programme, or new bids. The draft priorities will also be considered formally later by Cabinet, at which point any changes arising from the public consultation on Corporate Plan priorities can be factored in.
- ii. One key element that has been missing from the approved Programme so far relates to Access to Services developments. Arrangements are currently underway to ensure that all aspects of this (including customer services integration, electronic document management, and the wider accommodation changes) are included in the Council's spending plans for consideration at Budget Council.

Draft Funding Principles

- i. The latest capital receipt forecasts for General Fund (as set out in Appendix C) will be assumed, together with the current ring-fencing arrangements for certain projects such as Access to Services and the West End. It is also recommended that the outcome of a further review of potential asset sales, in accordance with the Corporate Property Strategy, be fed through into Cabinet in time for the December meeting. This is in line with last year. Regarding Council Housing, the current Programme assumes 20 right to buy sales each year. In line with recent trends and the current economic climate this will be reviewed downwards as part of the overall budget update, and reported to Members accordingly.
- ii. Current assumptions on direct revenue financing (DRF) for capital will be maintained, in that general budgetary provisions will be included in the Housing Revenue Account to support the 30-year business plan. No further specific DRF provisions will be built in for General Fund, though this may change in connection with the review of renewals funding.

- iii. Prudential (i.e. unsupported) borrowing assumptions will be limited initially to short-term measures such as that proposed for this year, to ensure that the Programme is funded in each year. No overall increase will therefore be assumed. This will be a key aspect to review as the budget develops in view of emerging investment needs and priorities and the principles of the Prudential Code for borrowing – these being affordability, prudence, and sustainability.

7 Options and Options Analysis for other Issues(including risk assessment)

7.1 With regard to the current year, basic options are as follows:

To approve the updated programme as set out in Appendix A and the way forward as set out in section 4.2.

The main risk attached to this course of action is that sufficient capital receipts will not be generated in future, to offset the short-term increase in borrowing. This would increase the pressure on the revenue budget and therefore on service delivery and Council Tax. Given the potential for receipts generation, this risk is felt manageable in order to deliver key capital schemes. Furthermore there would be an opportunity to take further action later during the budget process if need be. It would not be possible to contractually commit all outstanding schemes in such a short period of time, and so opportunities for other remedial action would still exist.

To defer approval of the programme pending work being done to identify alternative funding sources, and / or to consider deferring or cutting schemes that have not yet started.

Given that some of this work will be done as part of the budget anyway, there is little tangible benefit in deferring the programme. The recommended programme as set out represents best information available at this time and therefore the Head of Financial Services would advise reflecting this in the financial plans of the Council. It is recognised, however, that there will be significant slippage as only half of this financial year now remains – though the slippage can only be quantified once the funding position is clarified. Deferring approval could avoid some additional costs in this year (see financial implications later), but not all outstanding works could be deferred. Some key works would still need to be progressed on health and safety grounds, irrespective of any Member decision in force. This is provided for under Financial Regulations.

In considering whether to defer or cut schemes that have not yet started, only full Council may delete schemes (in their entirety) from the approved Programme. This control exists to ensure that Cabinet undertakes capital investment in line with the budget and policy framework set by Council. Risks would very much depend on the schemes being considered.

Other potential funding arrangements, such as drawing on the extra revenue funds available following the outturn, have been discounted for now as they can be picked up during the budget in any event.

7.2 With regard to future years' funding principles, options are basically to approve the principles as set out in section 6, together with the supporting reviews, or to determine alternative proposals. In doing so however, Cabinet would need to have regard to their proposed corporate priorities and the principles of the Prudential Code, namely prudence, affordability and sustainability. Risks would depend very much on the nature of any alternatives put forward.

8 Preferred Option and Comments

8.1 The Officer preferred options are to approve:

- the updated capital programme as set out at Appendix A and the way forward as set out at section 4.2;
- the draft capital investment and funding principles as set out in section 6.

9 Conclusion

9.1 As a result of delays experienced in generating capital receipts, alternative options for funding the programme need to be considered. Whilst these present significant risks for the Council, they should be manageable overall given that the 2009/10 budget process is underway and potential exists for achieving surplus resources in future years. In turn, the funding principles put forward for 2009/10 onwards seek to minimise any additional pressures on the revenue budget at this stage, although the overall position will need to be reviewed and updated over the coming months.

RELATIONSHIP TO POLICY FRAMEWORK

The capital programme supports delivery of the Council's corporate objectives.

**CONCLUSION OF IMPACT ASSESSMENT
(including Diversity, Human Rights, Community Safety, Sustainability etc)**

None directly arising in terms of the corporate nature of this report.

FINANCIAL IMPLICATIONS

In terms of increasing the Council's underlying unsupported borrowing requirement, this could result in additional costs in next year of around £56K. If sufficient capital receipts are achieved in next year to offset the increase in underlying borrowing, then there would be no other implications for future years.

These figures also assume that the cashflow impact would be broadly neutral. In this year, investment interest is already higher than budgeted (£65K at quarter 1), but is not possible to project accurately exactly how this will move in this year and in future years. This is because it will be affected by factors such as the amount of capital slippage and by the actual timing of completing asset sales. This risk needs to be recognised – although it is also possible that budgeted income could still be exceeded overall, because of higher investment rates being gained.

LEGAL IMPLICATIONS

Legal Services have been consulted. There are no direct legal implications arising from this report.

DEPUTY SECTION 151 OFFICER'S COMMENTS

The s151 Officer has prepared this report in line with her responsibilities.

DEPUTY MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

Council's current approved Capital Programme and Treasury Strategy.

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

Document is Restricted

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Document is Restricted

CABINET

**Lancaster District Economic Vision
7th October 2008**

Report of Corporate Director (Regeneration)

PURPOSE OF REPORT

This report is to update members on emerging policy from national government, to advise on progress regarding the refresh of the District's Economic Vision and the work of Lancaster District Local Strategic Partnership, of which the Council is a key partner, in relation to the local economy. The report recommends an approach to delivery of the Economic Vision, which takes account of the District's identified needs and funders' requirements. It is also recommended that, subject to Cabinet's support, the proposed approach is submitted to full council to be considered as a refresh of the Council's own Economic Regeneration Strategy. Early steps in the delivery of the strategy are identified, including development of formal Investment Strategies, a mid term review of the West End Masterplan and early actions relating to the Central Park project.

Key Decision	X	Non-Key Decision		Referral from Cabinet Member	
Date Included in Forward Plan		1 st September 2008			
This report is public					

RECOMMENDATIONS OF COUNCILLORS BRYNING AND ARCHER

- (1) That Members note the update on the emerging policy framework, including the Government White Paper - 'Transforming Places – Changing Lives'
- (2) That Members note progress of the LDLSP Economy Thematic Group Action Plan, which will be separately considered by the Council as part of the Sustainable Community Strategy
- (3) That Cabinet approves the proposed strategic framework for the Economic Vision, based on the LDLSP Action Plan, including the five Area Themes
- (4) That the refreshed Economic Vision and Action Plan are presented to Council with a recommendation that these are formally accepted as an update to the Council's Economic Regeneration Strategy
- (5) That Cabinet approves the submission of a funding application to provide a fully developed Investment Strategy and detailed Performance Framework for the proposed Economic Regeneration Strategy, that will provide funders

with the strong investment rationale they require and that should the bid be successful, the Revenue Budget will be updated accordingly.

- (6) That Cabinet notes the proposed arrangements for a mid term review of the West End Masterplan**
- (7) That Cabinet approves the immediate removal of the Central Park project from the West End Masterplan and Capital Programme, and that this be built into the capital update for referral on to Council.**

1.0 Introduction

- 1.1 This report is subsequent to a report to Cabinet on 8th July 2008. At that time, members were advised of recent and emerging policy changes including the Sub National Review of Economic Development and Regeneration (SNR) and its emphasis on the role of Local Authorities. Also discussed was the potential for direct delegations of economic development/regeneration funding to Local Authorities at a level where a natural economic geography exists and where there is proven capacity to manage and deliver thus allowing for far more local influence over funding priorities. The context of the new Lancaster District Local Strategic Partnership (LDLSP) was highlighted and the importance of the economy as a theme in the developing Sustainable Community Strategy.
- 1.2 The Lancaster District Economic Vision was widely consulted upon and adopted by Council as its Regeneration Strategy in 2006. More recently, the Economic Vision has been refreshed following a joint Council/ Vision Board event in May and as part of the LDLSP Action Planning process.
- 1.3 Outline proposals for the delivery of the Economic Vision were considered by Cabinet in July and introduced an approach that centres around five strategic Area Themes. These are; Re-inventing Morecambe, Lancaster Science Park and the Knowledge Economy, Lancaster City and Riverside, the East – West Employment Corridor, Carnforth as the Northern Gateway. It was agreed that, as the next step, officers would undertake further work to develop these themes and present this back to Cabinet for consideration. This report updates members further on the development of the themes.

1.4 Update on policy framework

As part of the SNR, the government has produced a further White Paper. Transforming Places – Changing Lives. This proposes an approach that coordinates and prioritises regeneration investment in the right places, devolves investment decisions to the most local level possible, aligns investment behind local and regional priorities and focuses in tackling underlying economic problems, particularly in deprived areas.

The government makes the point that economic development is a wide term that covers economic growth but does not necessarily deliver economic inclusion. Regeneration, a sub set of economic development, is about tackling barriers to economic growth, which should deliver economic inclusion, contributing to the growth of the overall economy.

In the future, government funds for regeneration will come from two primary sources; the Regional Development Agencies, which have had responsibility for economic

development and regeneration for some years, and the new Homes and Communities Agency, which brings together English Partnerships and the Housing Corporation to improve the effectiveness of housing regeneration.

Transforming Places – Changing Lives has three priority outcomes;

- Improving economic performance in deprived areas
- Improving rates of work and enterprise in deprived areas
- Creating sustainable places where people want to live and can work, and where businesses want to invest

The White Paper indicates some clear views from government that are likely to affect economic and regeneration policy at national and local level and it will be important for the Council and its partners to monitor how this impacts on regeneration priorities and funding over time.

1.5 Lancaster District Local Strategic Partnership – Economy Action Plan

Since the time of the last Cabinet report in July, the newly constituted Lancaster District Local Strategic Partnership (LDLSP) has made further progress by establishing its Thematic Groups and developing initial Action Plans to highlight high level objectives for the District. Partner organisations still need to formally consider their own contributions to delivery of LDLSP objectives but many have already been informally included as part of the process to date and, as a result, the Action planning process overall has been quite thorough.

The Council has been closely involved in a number of Thematic Groups, providing both elected member representation and officer support. The Economy Thematic Group is particularly relevant in respect of any economic development/regeneration priorities and this group has considered in detail the existing Economic Vision and information arising from its recent 'refresh'.

An initial draft Action Plan (attached) has been produced, which incorporates all of the key actions required to deliver the economic objectives that have been identified by both the LDLSP partners and in the Economic Vision. The Action Plan is ambitious and represents some high aspirations across the District, which will rely heavily on external funding and, in some cases, on private sector investment. Whilst there are no guarantees that these will be available, the Action Plan provides a strong framework that takes account of funders' present requirements.

2.0 Proposal Details

2.1 Development of the Area Themes

At its July meeting, Cabinet requested that further work was undertaken on the five proposed themes within the Economic Vision. The attached draft Action Plan begins to provide this detail, showing overall objectives, top level actions, potential outputs and outcomes and an early indication of target dates. Members will recall that the Economic Vision was adopted by the Council as its Regeneration strategy in 2006, so, in fact, the key elements of the Action Plan are not new. However, the presentation is different and has been designed to both capture the District wide objectives and to gain the strategic and financial support of funders in order to deliver the strategy.

The objectives and the outcomes are critical and it is these that members are asked to consider primarily. Ultimately, it is these that will become the basis any subsequent agreement with funders. Specific projects may, however, change, drop out or new projects be added over time in order to ensure that the objectives and outcomes are achieved. Individual projects will still be considered separately as part of normal Council decision making processes, following an internal risk assessment and appraisal, where the Council has any specific responsibility for delivery or funding.

This report recommends that Cabinet endorses the five Economic Area Themes; Re-inventing Morecambe, Lancaster Science Park and the Knowledge Economy, Lancaster City and Riverside, the East – West Employment Corridor, Carnforth as the Northern Gateway. Subject to Cabinet's support for the five Area Themes, it is also recommended that a further report is presented to update full Council and request that the proposed approach is endorsed and the Council's Economic Regeneration Strategy is updated.

2.2 Funding Arrangements

To attract external funding to deliver the District's economic aspirations, particularly as delegated funds, it is critical that a clear and organised strategy is agreed and management and delivery arrangements are understood. The Economy Action Plan provides the broad framework for this but further work is needed to develop the investment rationale, including testing of achievability and 'value for money' of planned outcomes, identifying benchmarks and comparators and monitoring and evaluation planning.

To achieve this, a formal Investment Strategy, centred around the five economic themes, will be required as well as a clear Performance Plan linked to the LDLSP Economy Action Plan, to provide the basis for a programme of delivery. Producing these is a specialist and detailed piece of work but NWDA has informally advised that they would consider a bid for additional funds to develop this approach using consultancy support. It is recommended as part of this report that an application for funds to develop an Economic Investment Framework and Performance Plan is submitted to NWDA.

2.3 Local Development Framework

A separate item on this agenda updates Cabinet on revisions to the Local Development Scheme (LDF) and proposals for development of the land Allocations and Development Control Policies as well as an Action Area Plan for Morecambe. These complement the Area Themes of the Economic Vision, highlighting Morecambe urban centre as a priority for action.

2.4 West End Mid Term Review

In the light of recent changes and the refresh of priorities for the District, officers are currently undertaking a mid-term review of existing and 'pipeline' West End Masterplan projects, in order to identify, match and prioritise them taking account of the current policy framework and funders' priorities. The results of the review and 'refresh' of the Masterplan will show which of the proposed physical work elements in the West End can will contribute to the objectives of the Economic Vision, are likely to attract external funding support and can realistically be delivered. A full analysis and summary report will be presented to a future Cabinet meeting.

An example proforma is attached to this report, which provides the framework for a report on each individual project within the Masterplan.

2.5 Central Park

"Central Park" is an area identified in the current West End Masterplan and was originally seen as a significant proposal. At that time, it was felt that a strong opportunity existed in this area to create a new civic heart to the West End. The creation of a new park and shopper's car park in this area would have provided an extended and enhanced new green space for use by local residents and provided parking space to complement the regenerated retail area around Yorkshire Street. However, it is clear from communications with funders that this particular project fails to justify the significant level of funding it requires for a number of reasons:

Availability of funding – the provisional support from funders was originally offered on the basis that the funding was available at that time, but for a limited period, and also that the indicative funding required would be a lesser amount of up to £3.5m. Given the complexity of the scheme and the need for CPO, both costs and timescales increased and this opportunity was lost.

Value for Money – the current proposed cost of the project is £4.7m, which is considered to be a high level of intervention. However, the economic outputs are difficult to quantify or justify as arising directly as a result of the project.

Level of priority - £4.7m represents a high proportion of the NWDA funds that are likely to be available for the whole of the Morecambe area and any support for the Central Park project would be extremely likely to have a direct negative impact on other planned projects in the area. Support for the project would require the Council to confirm that it is prepared to prioritise Central Park at the expense of other projects.

Extinguishment of businesses – the proposals, which include Compulsory Purchase Order (CPO) requirements, would necessitate the extinguishment or relocation of a number of businesses in the Central Park Area. This type of approach may be appropriate where there are overwhelming benefits to the area but, in order to bring in funding from a funder with economic development priorities, which is interested in business support rather than extinguishment, it requires detailed and convincing justification that benefits are significant and economic. This justification is not clear.

On the basis of all of the information available and both formal and informal advice, the Central Park project appears to have no immediate options for attracting external funding to allow its delivery. However, given the CPO requirements for Central Park, there is considerable uncertainty around the future of properties in the area, which is bound to be unsettling and potentially damaging to the local community. The West End Project Liaison Group and the West End Partnership have considered the current circumstances relating to the Central Park project and have recommended that the project is withdrawn.

In these circumstances it seems appropriate to recommend that the Central Park project is removed from the West End Masterplan at this stage and this report includes a recommendation to this effect.

3.0 Details of Consultation

- 3.1 The Economic Vision was widely consulted upon prior to its original publication in 2006.
- 3.2 The West End Project Liaison Group and the West Partnership have been consulted regarding the mid term review of the West End Masterplan and Central Park

4.0 Options and Options Analysis (including risk assessment)

4.1 Option 1

Approve the proposed framework for delivery of the Economic Vision, including the five Area Themes. This option allows for quick progress towards development of Investment Strategies and for the Council and the District to be well prepared to deal with a delegation of funds to the local area at an early stage. Whilst it reflects local priorities, it takes account of funders' requirements to maximise opportunities for funding. As the proposal is based on the current policy framework and therefore fits with corporate objectives and those of the LDLSP, this option does not suggest any obvious disadvantages.

4.2 Option 2

Develop an alternative framework for delivery of the Economic Vision. This option allows for development of alternative themes but activity will still need to relate clearly to the current policy framework. Development of an alternative approach, consultation with partners and further liaison with funders would be likely to take some months, delaying progress and potentially losing opportunities for funding.

5.0 Officer Preferred Option (and comments)

- 5.1 Option 1 is the preferred option. This approach provides a useful way forward that relates to the existing policy framework, has been developed in partnership and takes account of funders' requirements, maximising opportunities to bring regeneration funding into the District.

6.0 Conclusion

- 6.1 This report is one of a series of reports that are designed to keep Cabinet up to date with developments regarding the District's Economic Vision and the way in which the council can contribute to the delivery of this. The current national policy framework is changing rapidly and locally there are significant developments with the new Lancaster District Local Strategic Partnership both of which provide a context for any economic regeneration activity in the area. Key issues highlighted in this report are the need to agree the strategic framework for regeneration in the District, to make quick progress in the development of Investment Strategies as a basis for funding planned activity and also some early steps to ensure that Morecambe's West End has an appropriate, up to date and agreed approach in terms of both policy and delivery to take it into the future.

RELATIONSHIP TO POLICY FRAMEWORK

The Lancaster District Economic Vision was adopted by Lancaster City Council as its Economic Regeneration Strategy at its Council meeting on 12 July 2006. The Council's Cabinet also agreed, in principle, that the Council should act as Accountable Body for individual projects within the endorsed Lancaster District Economic Vision. The District's Local Development Framework is referred to in the report as well as the statutory requirement for the Council to prepare and keep up to date spatial planning documents. In line with this, the report includes a proposal to undertake an Action Area Plan for Morecambe.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

At the point of application any individual, externally funded projects are assessed against a range of criteria relating to Equality and Diversity, Sustainability and Rural Proofing. The Council's Programme Management Group is a cross service group, which considers all projects in the light of any additional relevant corporate frameworks, dependent on the nature of the project.

FINANCIAL IMPLICATIONS

An application for funds to develop an Economic Investment Framework and Performance Plan will be submitted to NWDA. This development work will be wholly supported by external NWDA funding under a revised 'Realising the Vision' funding bid. The Council Revenue budget will be updated as part of the budget process once a revised funding offer has been approved.

As with all externally funded programmes there is a risk of clawback if funders' conditions are not met. This risk is managed through robust management, financial and audit processes.

The proposal to remove the Central Park Scheme will need referral on to Council, in line with current Financial Regulations. This can be incorporated with the other capital issues to be referred from this agenda.

SECTION 151 OFFICER'S COMMENTS

The recommendations of this report fit with and will influence the development of the Council's overall capital investment priorities and its resulting Capital Programme, as covered in the separate item elsewhere in the agenda.

LEGAL IMPLICATIONS

Legal Services have been consulted and in terms of the conceptual nature of the options there are no legal implications. If option 1 is approved the removal of Central Park from the Masterplan may give rise to consideration of matters arising from its removal but they are

outside the purpose of this report.

MONITORING OFFICER'S COMMENTS

The Deputy Monitoring Officer has been consulted. As stated in the report the Vision Board Strategy for the Economic Regeneration of the District has been adopted as part of the Council's Policy Framework and is included in Article 4 of the Constitution as such. Any decision to amend the Policy Framework must be approved by Council in accordance with Budget & Policy Framework Procedure Rules and Cabinet must therefore submit any proposal to amend or replace this Strategy to full Council.

BACKGROUND PAPERS

LDLSP Action Plan
West End project review proforma

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Economy Action Plan

LDLSP Priority	Objective **	Top Level Action	How this will contribute to achieving the priority	Target date
PROGRAMME MANAGEMENT				
Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together	To develop detailed Investment Strategies for each of the five Vision themes; Knowledge Economy, East / West Employment Corridor, Reinventing Morecambe, Lancaster City and Riverside, Carnforth and the Rural Areas	<ul style="list-style-type: none"> ▪ Develop Investment Strategies detailing policy background, objectives, planned delivery, outcomes and deliverables and financial requirements. 	This will provide partners and funders with clear and agreed details of planned economic and regeneration objectives and activity for the District for future years. It will also provide a basis for bidding for external funds to support the development of the Economic Vision.	Investment Strategies complete by 31 st October 2008
RESOURCING				
Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together	To establish and maintain management and delivery arrangements to ensure economic priorities for the District are achieved.	<ul style="list-style-type: none"> ▪ Apply for funds to support the development of the Economic Vision, programme for the three year period from April 2009. ▪ Identify and secure management and delivery resources for the three year period from April 2009. 	This will ensure the funds required to deliver the Economic Vision whilst meeting external funders and accountable body requirements are available.	Applications submitted 31 st November 2008 Confirmation of funds and resource plan in place by 30 th December 2008
PROGRAMMES AND KEY PROJECTS				

LDLSP Priority	Objective **	Top Level Action	How this will contribute to achieving the priority	Target date
<p>Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together</p>	<p>Maximise employment and economic activity in the KNOWLEDGE ECONOMY and attract and retain skilled people and high value businesses by developing an international knowledge centre for Information and Communications Technology, Management and Environmental Technologies;</p>	<p>Supporting knowledge transfer and encouraging Business/HEI collaboration and developing the Lancaster Science Park by;</p> <ul style="list-style-type: none"> ▪ Obtaining Planning permission for Lancaster Science Park ▪ Appointing a Developer partner (DP) ▪ Transferring ownership ▪ Installing new infrastructure and servicing; ▪ Developing an Innovation Centre ▪ Developing of remainder of Science Park <p>Master Planning the growth of our HE institutions by;</p> <ul style="list-style-type: none"> ▪ Implementing Lancaster University Master Plan ▪ Developing and implementing a Master Plan for the University of Cumbria ▪ Developing and implementing improved transport links to Universities 	<p>Put in place the statutory permissions and delivery vehicle for a Science Park which will enable the creation of</p> <ul style="list-style-type: none"> • 250 knowledge based jobs; • the delivery of 30,000 sq m of research and development floorspace; • The implementation of £35 million physical investment in the District; • 20 new business/research collaborations; • Increasing graduate retention in the District ; <p>Progressively implement a Master Plan for Lancaster University which by 2017 will deliver</p> <ul style="list-style-type: none"> • 54,000 sq m gross of new academic space; • 21,430 sq m of new public space on the University campus; <p>Bring high frequency broadband to *% of addresses in the District.</p>	<ul style="list-style-type: none"> • Planning Permission obtained by April 2009; • Developer partner secured by May 2009; • Land Deal completed by May 2009; • Access road completed by October 2010; • New junction installed by October 2010; • Innovation Centre completed by October 2011; • Innovation Centre 75% occupied by October 2013; • new academic floorspace completed by **** (tbc) • Master Plan for University of Cumbria delivered by*****(tbc); • Broadband Project to be completed by *****(tbc)

LDLSP Priority	Objective **	Top Level Action	How this will contribute to achieving the priority	Target date
<p>Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together</p>	<p>Develop an EAST - WEST EMPLOYMENT CORRIDOR along the new M6 Link route, where accessible economic opportunities will bring our communities together</p>	<p>Delivering serviced industrial land to enable existing firms to grow by;</p> <ul style="list-style-type: none"> • Providing serviced employment land provision in the White Lund area • Developing Master Plan for Employment corridor <p>Reclaiming vacant and derelict land in South Heysham to develop environmental technologies by;</p> <ul style="list-style-type: none"> • Agreeing a Delivery vehicle to be agreed for a Re-use and Recycling Park, acquiring a site and obtaining planning permission • Implementing the RRP • Analysing the potential for wind generation across City Council landholdings; <p>Promoting and delivering premises for community enterprise in Morecambe by;</p> <ul style="list-style-type: none"> • Converting the Co-op buildings in Morecambe's West End into a into managed-workspace/enterprise facility <p>Improving the choice of transport links by to the White Lund area by;</p> <ul style="list-style-type: none"> • Developing Lune Crossing project and associated transport improvements • Broadband Project; 	<p>Increasing economic activity by</p> <ul style="list-style-type: none"> • Delivering 12 ha of serviced employment land; • Delivering 20,000 sq m of employment floorspace; • Delivering 50 jobs in environmental technologies; • Reclamation of 12 ha of previously developed land; • Delivering 2000 sq m of managed workspace; • Assisting 200 people from target communities into employment; • Creating 20 new businesses in Morecambe; • Bring high frequency broadband to *% of addresses in the District (tbc); 	<ul style="list-style-type: none"> • Employment Corridor review of employment land feasibility/viability of allocations to be completed by July 2009; • RRP delivery Vehicle to be agreed by March 2009; • RRP Phase 1 implemented by March 2011; • Co-op Building completed by October 2011; • Implementation of first wind farm on City Council land by October 2011; • Broadband Project to be completed by *****(tbc) • Further targets including delivery of River Crossing to be set through Master Plan;

LDLSP Priority	Objective **	Top Level Action	How this will contribute to achieving the priority	Target date
<p>Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together</p>	<p>Regenerating and REINVENTING MORECAMBE as an attractive choice to live, work and visit by re-inventing how Morecambe looks and feels.</p>	<p>Radically transform Central Morecambe with the redevelopment of major sites to create a quality living, working and visiting environment and Capitalise on the impetus of the Midland hotel by;</p> <ul style="list-style-type: none"> • Preparing and delivering an Action Plan coordinating the comprehensive regeneration of Central Morecambe • Showpiece redevelopment of the Central Promenade Site to include new visitor attractions, accommodation and public realm • Completing a Visitor Attractions study to identify the scope for new and enhanced visitor attractions in Morecambe <p>Deliver high quality public realm by;</p> <ul style="list-style-type: none"> • Completing the transformation of the Seafront with the upgrading of the West End Promenade • Delivering a new Seaside Square • Securing the enhancement of Morecambe's shopping offer with the redevelopment of the Arndale Centre • Developing a strategy for West End retail core <p>Transforming the best of Morecambe's built heritage by.</p> <ul style="list-style-type: none"> • Developing a strategy for a step change in the quality of Morecambe's historic townscape through the Townscape Heritage Initiative • Securing a sustainable future for the Winter Gardens 	<ul style="list-style-type: none"> • Bringing our centres together by making Morecambe an attractive choice to live, work and visit by; • Creating 4.3 ha of upgraded public realm; • Enhancing 31 historic buildings; • Creating 2 new visitor attractions; • Delivering 210 modern visitor bedspaces; • Securing a sustainable future for a major Listed Building at risk; • Attracting 12 new retailers to Morecambe Town Centre; • Enhancing 10 properties on the landward side of the Promenade; • Increasing day visitor numbers from * to * (tbc); • Increasing long stay visitors from * to * (tbc); • Generating 50 jobs in tourism related industries (tbc); • Bring high frequency broadband to *% of addresses in the District (tbc); 	<ul style="list-style-type: none"> • Visitor attractions study completed by Sept 2009 • West End Promenade complete by March 2010. • Planning Application for Central Promenade Site reported to Planning Committee Autumn 2008. • Seaside Square designed and implemented by December 2008; • Preparation of Morecambe Action Area Plan commenced in November 2008; • Submission of funding applications for Winter Gardens by Jan 2009; • Broadband Project to be completed by *****(tbc) • MAAP to set further targets;

LDLSP Priority	Objective **	Top Level Action	How this will contribute to achieving the priority	Target date
<p>Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together</p>	<p>Place shape LANCASTER CITY and RIVER SIDE as a regionally significant visitor and shopping destination, and a competitive employment destination with an outstanding waterfront</p>	<p>Developing Lancaster as a Heritage City by;</p> <ul style="list-style-type: none"> • Implementing a Heritage City initiative • Developing a Castle area Master Plan • Relocating Lancaster prison • Refurbishing Lancaster Castle Enhancing the City's Public Realm by; • Refurbishing Market Square • Establishing a Business Improvement District/Town Centre Management scheme • Completing a Canal Corridor footbridge link • Improvements to Williamsons Park • A new/expanded magistrates Court • Delivering a step-change in the City's retail offer by; • Delivering the Castle View scheme • Developing the City' as a major cultural centre by • Attracting additional funds for further capital works on Storey Institute • Refurbishing the Dukes Theatre • Refurbishing the Grand Theatre <p>Achieving a major environmental upgrade of the Lune waterfront by;</p> <ul style="list-style-type: none"> • Commence the development of Luneside East • Developing the Lawson's Quay scheme • Developing and implementing a Luneside Master Plan • Examine water-based recreation on Lune • Lune crossing – improved access to Luneside West • Improvements to Williamson's Park • Broadband Project <p>Developing Carnforth as a visitor centre through the Morecambe Bay Regional Park by;</p>	<p>Increasing economic activity directly by delivering;</p> <ul style="list-style-type: none"> • 2800 sq m of Creative Industries space • 8000 sq m of new business floorspace at Luneside East; • 4500 ha gross of new retail floorspace; <p>Enhancing the built environment and creating a quality of life which will encourage highly skilled people and promote the City as a visitor destination by delivering;</p> <ul style="list-style-type: none"> • 0.75 ha of upgraded public realm • 0.5 ha of new waterfront open space; • 2 upgraded theatres • 1 major tourism attraction based on Lancaster Castle; • 20 ha of improved public park and recreation space <p>Bring high frequency broadband to *% of addresses in the District (tbc);</p>	<ul style="list-style-type: none"> • Storey Institute completed by February 2009; • Market Square refurbishment completed by March 2010; • Luneside East commenced by April 2009; • Planning approval for Castle View by Nov 2008. • Castle View development completed by end 2012; • New Prison constructed by; • Castle vacated by (tbc) • Broadband Project to be completed by *****(tbc)

LDLSP Priority	Objective **	Top Level Action	How this will contribute to achieving the priority	Target date
<p>Increase economic opportunity in the whole District , facilitate access to our natural and built environment and implement an integrated transport solution to bring the urban centres together</p>	<p>Develop CARNFORTH as a NORTHERN GATEWAY to increase economic activity in rural areas and facilitate access to the natural environment;</p>	<ul style="list-style-type: none"> - Preparing and implementing a Morecambe Regional Park master plan Delivering new business space in Carnforth through; - Implementing the Carnforth Renaissance Project/Fire Station - Developing Carnforth Business Park - Supporting the development of a North Lancashire Action Plan for the Rural Development Programme for England - Business Support funding via Rosebud Reclaiming previously used land for housing and open space by; - Developing land at Lundsfield Quarry - Improving Carnforth's public transport connections by - Reinstating mainline services to Carnforth and other rail improvements Improving Carnforth's environment with; - Carnforth town centre improvements 	<p>By</p> <ul style="list-style-type: none"> • delivering * sq m of new employment floorspace; • Creating new and enhanced public realm; • Supporting the diversification of * rural businesses; • Safeguarding ** jobs in rural businesses. 	<ul style="list-style-type: none"> • Carnforth Business Park reserved matters planning application to be approved by***** • Phase 1 of business park to be implemented by ****; • RDPE Action Plan in place by Apr 09; • ** applications from rural businesses for business support by Mar 2010;

LANCASTER CITY COUNCIL
WEST END MASTERPLAN PROJECTS
MID TERM REFRESH AGAINST ECONOMIC VISION

Project Title:	
Masterplan reference/identification:	
Brief description	

CURRENT DELIVERY STATUS:

Lead body commitment	
Partner / funders commitment	
Site/premises identified	
Statutory permissions secured	
Pre-commencement/feasibility work undertaken / funds spent (all partners)	
Contract commenced (date)	
Contract completion date	
End date of project	

IF MAIN CONTRACT HAS COMMENCED/LET, GO TO RECOMMENDATION**STRATEGIC FIT:**

How does the project fit with the strategic objectives of the new Economic Vision, Local Development Framework Core Strategy and/or the Council's priorities?
Does the project/idea fit any other LSP/stakeholder agenda or have support?

REALISM/TIME:

Likely Cost of main project (excluding 'sunk' costs)				
Realistic match funding sources				
Likelihood of securing key/major "Economic Vision" resources i.e. NWDA, ERDF, private sector.	High		Short term	
	Medium		Medium term	
	Low		Long term	
Likelihood of securing other stakeholder resources/commitment.	High		Short term	
	Medium		Medium term	
	Low		Long term	
If funded project delivery is:	High possibility		Short term	
	Med possibility		Medium term	

	Low possibility		Long term	
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VALUE FOR MONEY / ADDITIONAL BENEFIT CHECK

Core objective						
Economic impact of preferred option		High		Med		Low
Key Project benefit (output/outcome)						
Additionality (how project benefit complements/ duplicates other projects/initiatives)						
Dead weight (likelihood activity/ provision arises anyway)	Leakage - (likelihood of benefits being lost from Morecambe)	Displaces (takes market share, labour, land etc from private sector or replaces core public funds)	Substitutes (target sector/firms substitute away from other locally advantageous activity)	Multiplier	Added Value summary	
H/M/L	H/M/L	H/M/L	H/M/L	H/M/L	H/M/L	
Does the project therefore represent value for money in terms of Economic Vision priorities?						
Would the project represent VFM in terms of another LSP agenda / implementation framework (i.e. one with a less economic focus)						

RISKS

Coarse risk profile:	Advantage	Disadvantage	Risk	Mitigation
Deliver				
Hold/refer as opportunity/plan review				
End involvement				

Project analysis provided by:	Name: Signature:	Date:
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INDEPENDENT OFFICER SUMMARY AND STRATEGIC RECOMMENDATION

Name	Signature:	Date:

Chair of West end Officer Group:	Signature:	Date:
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DRAFT



FESTIVALS & EVENTS CABINET LIAISON GROUP

7th October 2008

Report of Corporate Director (Regeneration)

PURPOSE OF REPORT				
To consider the establishment of a Festival & Events Cabinet Liaison Group and its terms of reference.				
Key Decision		Non-Key Decision		Referral from Cabinet Member
				X
Date Included in Forward Plan		n/a		
This report is public				

RECOMMENDATIONS OF COUNCILLOR BURNS

(1) That Cabinet confirm the establishment of a Festivals & Events Cabinet Liaison Group and approve its terms of reference as set out in Appendix A to the report.

1.0 Introduction

1.1 Following a referral from Overview and Scrutiny Committee (held on the 9th July 2008), Cabinet on the 31st July 2008, amongst its recommendations, specifically resolved;-

“To form a Cabinet Liaison Group, responsible for developing and reviewing Festivals & Events policy and programmes, based on the Council’s Corporate Plan priorities and that this Group also be responsible for developing partnership opportunities with the private and voluntary sectors for other festivals and events”.

Minute 34 (1 – 3rd bullet point) [08/09] refers

1.2 Draft Terms of Reference for the Festival & Events Cabinet Liaison Group are set out at Appendix A to this report and members are asked to approve the establishment of the Festival & Events Cabinet Liaison Group and its Terms of Reference.

2.0 Proposal Details

- 2.1 The approval of the Terms of Reference will enable the establishment of a Festival & Events Cabinet Liaison Group, as requested by the Cabinet on the 31st July 2008 (Minute 34 (1 – 3rd bullet point) [08/09] refers).

3.0 Details of Consultation

- 3.1 No consultation has been necessary. Consultation may be required as a result of any future recommendations of the Festival & Events Cabinet Liaison Group.

4.0 Options and Options Analysis (including risk assessment)

4.1 Festival & Events Cabinet Liaison Group:

Option No.	OPTION	IMPLICATIONS AND RISK ANALYSIS
1	To not establish the Festival & Events Cabinet Liaison Group.	This may put at risk the full consideration of issues that Cabinet may feel appropriate to pursue.
2	To establish the Festival & Events Cabinet Liaison Group with the proposed terms of reference.	This option will allow for full consideration of issues that are felt appropriate by Cabinet in order to progress matters in this area as recommended by the Lead Cabinet Member.
3	To establish the Festival & Events Cabinet Liaison Group with the revised terms of reference.	This option will allow for full consideration of issues that are felt appropriate by Cabinet in order to progress matters in this area.

5.0 Officer Preferred Option (and comments)

- 5.1 Option 2 is the preferred Option in that this option will allow for full consideration of issues that are felt appropriate by Cabinet in order to progress matters in this area.

6.0 Conclusion

- 6.1 Festival & Events continue to be a priority for the Council and establishment of the Festival & Events Cabinet Liaison Group would allow for a wider range of advice and fuller consideration of the issues.

RELATIONSHIP TO POLICY FRAMEWORK

The proposal contributes *"To lead the regeneration of the district"*.

It also promotes the Council's commitment in its Corporate Plan 2008/09 "recognising that tourism continues to play an important role in the economy of the district and we will continue to support that activity" by "improving the district's competitiveness as a visitor destination by attracting visitors to the district by promotion of cultural events".

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

None directly arising from this report. However, there are likely to be positive impacts arising from future recommendations from the Festival & Events Cabinet Liaison Group.

FINANCIAL IMPLICATIONS

There are no financial implications to the authority as a result of this report, however, there may be financial implications arising from any resulting recommendations from the Festival & Events Cabinet Liaison Group and these would need to be fed into Cabinet for consideration in future years.

SECTION 151 OFFICER'S COMMENTS

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

LEGAL IMPLICATIONS

Recommendations to Cabinet regarding the Terms of Reference of Festival & Events Cabinet Liaison Group are in accordance with the City Council's Constitution.

MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

None

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Festival & Events Cabinet Liaison Group

Terms of Reference:

To advise the Cabinet Member for Tourism and Events in all matters relating to Festivals and Events throughout the District.

To develop, as appropriate, policies and strategies relating to Festivals and Events for referral through to Cabinet.

To promote the Council's commitment in its Corporate Plan:- "Recognising that tourism continues to play an important role in the economy of the district and we will continue to support that activity" by "improving the district's competitiveness as a visitor destination by attracting visitors to the district by promotion of cultural events."

To ensure that the City Council's responsibilities in relation to Festivals and Events are widely disseminated, understood and acted upon.

To receive reports and develop effective action plans where appropriate.

To monitor the delivery of the Council's Festivals and Events Programme.

CABINET

**2009/10 Corporate Plan- Public Consultation Process
7th October 2008**

Report of Corporate Director (Finance & Performance)

PURPOSE OF REPORT			
To agree a process for developing the information to be used in the public consultation exercise for preparing the 2009/10 Corporate Plan.			
Key Decision	<input type="checkbox"/>	Non-Key Decision	<input type="checkbox"/>
		Referral from Corporate Director	X
Date Included in Forward Plan	N/a		
This report is public			

RECOMMENDATIONS

- (1) That Cabinet determine a process for agreeing the information to be used for the 2009/10 Corporate Plan public consultation exercise.

1.0 Introduction

- 1.1 At their meeting on 31st July, Cabinet agreed the 2009/10 Budget and Policy Framework process. Within the framework was a timetable for undertaking the annual public consultation exercise for refreshing the 3 year Corporate Plan.
- 1.2 Under the agreed timetable, the public consultation exercise is due to start on Thursday 23rd October and continue for 8 weeks. The timing of the exercise reflects full council receiving for endorsement the Local Strategic Partnership's Sustainable Community Strategy (LSP SCS) at its meeting the day before, Wednesday 22nd October.
- 1.3 To assist members bring forward any changes to the existing Corporate Plan, a briefing session on Priority Setting was held on Thursday 18th September which provided a range of information in respect of current priorities both inside and outside the council, in particular the council's current Corporate Plan, the LSP's draft SCS, and the County wide Local Area Agreement.
- 1.4 As part of the same exercise, proposals regarding the Council's specific capital investment priorities are also being sought. Clearly these need to fit closely with and support the Corporate Plan proposals, but they do not need to be included specifically as part of the public consultation exercise.
- 1.5 Information was also provided by way of a checklist to help bring forward realistic, achievable options for consideration.

- 1.6 Members were encouraged to share this information with their groups with a view to bringing forward options that could be agreed by Cabinet prior to the public consultation exercise commencing.
- 1.7 At the time of writing this report, no options have been received. However the Leader of the Council has asked to receive any proposals from members prior to the meeting so that the process can be co-ordinated and reported into the meeting.
- 1.8 As it is unlikely that all possible options for amending the Corporate Plan will be available for this meeting, it is recommended that authority for agreeing the information to be used in the public consultation exercise be delegated to the Leader of the Council

2.0 Options Appraisal.

- 2.1 Option 1 - that authority for agreeing the information to be used in the public consultation exercise be delegated to the Leader of the Council.
- 2.2 Option 2 – that Cabinet approve an alternative arrangement for agreeing the information to be used in the public consultation exercise

3.0 Preferred Option

- 3.1 The preferred option is option 1. This allows the information to be used for the public consultation to be co-ordinated and agreed without calling a special meeting of Cabinet. Full consideration of the outcome of the consultation exercise will be reported back into Cabinet to allow further consideration of the priorities to be included in the 2009/10 Corporate Plan prior to recommendation to full Council.

RELATIONSHIP TO POLICY FRAMEWORK	
The refresh of the Corporate Plan is an integral part of the Council’s Policy Framework.	
CONCLUSION OF IMPACT ASSESSMENT (including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)	
None directly from this report.	
FINANCIAL IMPLICATIONS	
None directly from this report	
SECTION 151 OFFICER’S COMMENTS	
The Section 151 Officer has been consulted and has no comments to add.	
LEGAL IMPLICATIONS	
Legal Services have been consulted and have no comments to add	
MONITORING OFFICER’S COMMENTS	
The Deputy Monitoring Officer has been consulted and has no comments to add.	
BACKGROUND PAPERS	Contact Officer: R Muckle
Special Meeting of the Budget and Performance Panel agenda 16.9.08	Telephone: 01524 582022
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	Ref:

CABINET

**PAY AND GRADING STRUCTURE
7th October 2008**

Report of Chief Executive

PURPOSE OF REPORT				
To update Cabinet on the Fair Pay process and on the development of a new pay and grading structure				
Key Decision	X	Non-Key Decision		Referral from Cabinet Member
Date Included in Forward Plan		July 2008		
This report is public				

RECOMMENDATIONS OF COUNCILLOR DAVID KERR

- (1) That Cabinet note the progress made with the development of a pay and grading structure and the revised timetable for approval of a new structure.**

1.0 Introduction

- 1.1 Whilst the terms and conditions on which staff are employed is, as a matter of law, a non-executive function, and is the responsibility of the Personnel Committee, the financial and budgetary elements of staffing are a matter for Cabinet. Members will be aware that the National 2004 Pay Agreement for Local Authorities required councils to conduct a review of pay and grading arrangements. This is being undertaken within this Council as the Fair Pay project.
- 1.2 Cabinet last considered a report on the Fair Pay Project at its meeting on the 29th July 2008, when it was noted that pay modelling will be undertaken by officers in order ultimately to establish a points to pay line and a grading structure.
- 1.3 It was also noted that that a number of possible structures will be discussed with the Trade Unions, through the Single Status and JCC meetings, and any recommendations considered by Personnel Committee. The final pay and grading structure would need to be approved by Personnel Committee, as the elected member body responsible for determining the terms and conditions on which staff are employed.

2.0 Proposal Details

- 2.1 Significant work has been undertaken on the development of a new grading structure which reduces the likelihood of challenges under equal pay legislation. The grading structure must be financially viable and a range of options have been developed with the aim of minimising the adverse impact on staff. At this stage the work is progressing well and the models that the officers have developed are being rigorously checked.
- 2.2 The trade unions have played an important role in the Fair Pay process and therefore it is important to allow sufficient time for negotiation to take place. The trade unions are required to consult their national office before reaching an agreement locally and the experience of other authorities indicates that this will take longer than originally allowed.
- 2.3 On this basis the timetable for Fair Pay has been revised and it is now proposed to bring the proposed grading structure to Cabinet on 11th November 2008, following consultation with the Trade Unions.

3.0 Details of Consultation

- 3.1 The trade unions have been involved in and supportive of the Fair Pay project to date. Discussions have taken place on the changes to the timetable and the representatives recognise the need to fully assess the models and to allow time to negotiate.

4.0 Options and Options Analysis (including risk assessment)

- 4.1 Cabinet is asked to note progress of the development of a pay and grading structure and the change to the timetable for Cabinet approval of the structure. There are still risks attached to the timetable, however, should there be any difficulties in data checking, and also depending on the consultation exercise with Trade Unions.

6.0 Conclusion

- 6.1 This report provides Cabinet with an update on the progress of the Fair Pay project and in particular the development of a new pay and grading structure.

RELATIONSHIP TO POLICY FRAMEWORK

The Council is committed to good standards of employment practice and to the principles of equality. The Fair Pay project will ensure that pay and grading is fair, and that posts are remunerated based on an objective assessment of their relative value to the organisation. The Council is firmly committed to the principle of equality.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

Implementing a pay and grading review will ensure that remuneration arrangements and grading structures are fair, and that the Council is able to defend future equal pay claims.

FINANCIAL IMPLICATIONS

A stated in the report, work is still on-going on finalising a new structure and therefore it is not possible to provide the full financial implications until the process is completed.

SECTION 151 OFFICER'S COMMENTS

Should the new timetable be achieved, this would allow the financial implications to be incorporated into the forthcoming budget early on in the process, thereby helping the Council's financial planning.

LEGAL IMPLICATIONS

There are no legal implications directly arising from this report

DEPUTY MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

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Ref: CE/EF/ES/Cttees/Cabinet

CABINET

Parking Strategy 7th October 2008

Report of Head of Property Services

PURPOSE OF REPORT				
To approve an updated Parking Strategy for the district following consideration by the Overview and Scrutiny Committee.				
Key Decision	<input type="checkbox"/>	Non-Key Decision	<input checked="" type="checkbox"/>	Officer Referral to Cabinet
Date Included in Forward Plan		N/A		
This report is public				

RECOMMENDATIONS OF COUNCILLOR MACE

- (1) That the Cabinet Member with Responsibility for Parking Policy approves the updated Parking Strategy as the Parking Strategy for the District.
- (2) That the Parking Strategy is reviewed and updated on an annual basis in consultation with the Cabinet Member.

1.0 Introduction

- 1.1 The City Council's Overview and Scrutiny Committee considered the Parking Strategy at its meeting held in June as part of its Work Programme. The Committee requested an updated version and this has now been produced and is appended to this report.
- 1.2 The updated version includes reference to the latest policy documents that form the policy context for the Strategy and the Action Plan and takes account of the termination of the Highways Partnership and the transfer of related functions to the County Council.

2.0 Proposal Details

- 2.1 The Draft Parking Strategy was originally considered by Cabinet in April 2006 when it was resolved:

(1) That Cabinet refers the Draft Parking Strategy to an informal Working Group of Cabinet, consisting of Councillors Janice Hanson, Cabinet Member with Special Responsibility to Chair the meeting, Abbott Bryning, Gina Dowding and Alex Stone

and that the final decision be taken by the Cabinet Member with Special Responsibility prior to the consultation process being undertaken.

(2) That Cabinet considers any substantive changes arising from the formal consultation at a future meeting, including consultation issues relating to large employers and that also this issue be reported to the Lancashire Local and the City Council's Joint Consultative Committee (JCC).

- 2.2 The Working Group considered the matter on 12th June 2006, after which the Cabinet Member approved the document for consultation. The Draft Parking Strategy was then considered by JCC in October 2006 and by the Lancashire Local in November 2006 as per Cabinet's request. Public consultation was undertaken between March and June 2007, including large employers in the area.
- 2.3 The Overview and Scrutiny Committee considered the Strategy at its meeting held in September 2007, and agreed to review the Strategy after 6 months. However, it was noted that the City Council was no longer responsible for some of the recommendations since the Highways Partnership ceased. Concern was also expressed at the short and long stay car parks and whether customers were aware of the difference and how the Strategy would link with park and ride. It was further agreed to refer the issue of the pricing of car parks and the possibility of installing barriers (pay on foot payment systems) to the Budget and Performance Panel in order that the Panel could question the cost of charging against the cost of enforcement. A report on pay on foot payment systems was considered by the Panel in February 2008.
- 2.4 The Overview and Scrutiny Committee also considered the Strategy at its meeting held in June. Members noted that the Strategy needed updating and that responsibility for approval of the Strategy was dependent on the extent of the necessary changes. If minor revisions were required the Strategy could be agreed by the Cabinet Member with Responsibility, however if the revisions were significant the Strategy would need to be agreed by Cabinet.

Members expressed concern at progress in relation to the provision of additional residents' parking schemes that is now beyond the remit of the City Council. It was agreed that an invitation be extended to the appropriate officers of the County Council to a future meeting to discuss progress on the implementation of further residents parking schemes and highways issues within the Strategy. Councillor Janice Hanson, Lancashire County Council Cabinet Member for Highways & Planning and Jim Robson, Lancashire County Council Area Manager North attended the Overview and Scrutiny Committee meeting on 3rd September and addressed concerns from Committee Members and members of the public about the lack of progress with the introduction of additional residents parking schemes. The Committee was informed that additional staffing resources are now available to the County Council and some progress should now be made subject these resources bedding in and being maintained. The Committee resolved that the Cabinet Member be asked to note the lack of progress and to ask the County Council to complete the implementation of the 4 identified priority schemes as soon as possible. It was also agreed that representatives from the County Council be invited to a future meeting to provide a further update on the progress on these schemes.

- 2.5 The Strategy has now been updated to include revised policy documents that set the policy context for the Strategy. The updated version also takes account of the termination of the Highways Partnership and the transfer of related functions to the County Council. The recent amendments to the Strategy and the changes arising

from the public consultation are minor revisions and not substantive changes requiring the approval of Cabinet.

- 2.6 It is recommended that the Parking Strategy and Action Plan be reviewed and updated on an annual basis in consultation with the Cabinet Member and issues reported to full Cabinet as appropriate. For example, this would allow the Lancaster and Morecambe Vision Board's 'Transport Vision and Strategy' document to be considered and reflected within the Parking Strategy.

3.0 Details of Consultation

- 3.1 As previously mentioned the Strategy was the subject of public consultation in 2007 and has also been considered by the Lancashire Local and JCC. Large employers within the district have also been consulted.

4.0 Options and Options Analysis (including risk assessment)

- 4.1 Option 1 is to approve the updated Strategy and formally adopt it as the Parking Strategy for the district. The Strategy draws on the advice and guidance contained within various policy documents and would be used as a framework to inform officers on the management and development of parking assets within the context of this development framework. By reviewing the Strategy and Action Plan on an annual basis this would allow the management of parking assets to take account of regeneration and redevelopment proposals and other issues affecting the strategic management of parking in the district.
- 4.2 Option 2 is not to adopt the updated Strategy. This would result in there being no Parking Strategy and Action Plan to guide and inform officers on the strategic management of parking assets in the district. There would be no opportunity to review the Strategy and Action Plan to take account of initiatives and proposals that impact on the district's economic prosperity.

5.0 Officer Preferred Option (and comments)

- 5.1 Option 1 to approve the updated Strategy as the Parking Strategy for the district is the preferred option for the reasons outlined in section 4.1.

RELATIONSHIP TO POLICY FRAMEWORK

Council's Core Values: Putting our customers first

Medium Term Objectives: Links to ensuring cost effective services, providing customer focused services and leading the regeneration of our District.

Challenge and review the use, provision and performance of property is seen as a positive approach to ensuring that assets are fit for purpose and that retention, investment and utilisation is focused on the needs of the customer and the achievement of the Council's corporate objectives." (Corporate Property Strategy)

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

There are no impacts arising out of this report, although should any changes be recommended, then there may be specific impacts that arise.

FINANCIAL IMPLICATIONS

There are no financial implications directly arising from this report, as in broad terms the proposed Strategy is line with the basis of the budget. However, the Strategy and Action Plan recommends a range of specific aims and objectives that could potentially affect parking policies and management. These may affect the overall number of charged spaces, charging policies and the off-street parking income currently generated in future. The Strategy would also be mindful of the ongoing VAT Tribunal Case concerning VAT reclaimable amounts in respect of on-street and off-street parking. Any financial implications arising from the implementation of the Strategy that fall outside of the approved budget, or outcomes of the VAT Tribunal, would be reported to Cabinet for consideration as appropriate.

SECTION 151 OFFICER'S COMMENTS

The s151 Officer has been consulted and her comments reflected in the report.

LEGAL IMPLICATIONS

There are no legal implications directly arising from this report.

MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

Minutes of the following meetings:

Cabinet 25/4/06
 Informal Cabinet Working Group 12/6/06
 JCC 4/10/06
 Lancashire Local 21/11/06
 Overview and Scrutiny Committee 5/9/07
 4/6/08 and 3/9/08

Earlier versions of the Parking Strategy

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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Parking Strategy

August 2008

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Foreword

Modes of travel in the United Kingdom are influenced by convenience to the places where people live and work. The increase in car ownership and the failure to match this with improved and competitive public transport alternatives in recent decades has led to poorly sustainable transport systems. Increased commuting by car has led to gridlock and bottlenecks in many urban areas and on primary traffic routes. The serious traffic congestion in this District around Lancaster's one way system, and between the centres of Morecambe, Lancaster and Carnforth reflects this national problem.

The need to change travel patterns was recognised in a major shift in national planning policy with the Introduction of the Government's Planning Policy Guidance Note 13 "Transport" in 1994. The guidance argued that changing the way people travel and persuading people to live and work more sustainably would only be achieved if the use of the car were reduced.

The availability of parking influences people's decisions about where to live and work. In recent years access to ample parking spaces near homes has encouraged multi-car families and may have contributed to a willingness to commute longer distances to work. Restricting access to this form of parking in circumstances where suitable public transport is available is likely to make people think again about where they want to live and work, and about their choice of modes of travel. Such measures are intended to make a positive contribution to sustainable communities by reducing greenhouse gas emissions and inessential energy consumption in the hope of improving the quality of our local environment, and slowing down the rate of use of finite fossil fuels.

This Strategy document recognises that change in travel modes is desirable and important, and that effective management of our parking assets can contribute to encouraging this change. The Strategy draws on the advice and guidance contained within the Lancaster District Local Plan, the Joint Lancashire Structure Plan and the Local Transport Plan for Lancashire. The document will be used as a development framework to guide council officers and influence and direct the City Council in managing the parking assets in the district. It is not like a planning document that necessarily looks at wider issues arising in the local development framework.

It is recognised that the termination of the Lancashire Highways Partnership on 30 June 2006 has meant that the City Council may not be in a position to deliver some of the proposals contained in the strategy and action plan. Nevertheless, the strategy described in this document contributes to the priority to "Promote and enhance sustainable forms of transport and reduce private car use in urban areas throughout the district" that is set out in the Sustainable Community Strategy of the Lancaster District Local Strategic Partnership. Acknowledging the needs of shoppers, tourists and residents, it clearly places commuters at the bottom of the hierarchy of users of the scarce parking space in our urban areas.

Councillor J R Mace, Cabinet Member with Responsibility for Community Planning and Transport – including Parking Policy

Signed: _____

PARKING ACTION PLAN

The following actions are proposed to meet the aims of the Strategy

Note:

The capacity to achieve the aims, objectives and actions contained within the Parking Action Plan has been reduced following the termination of the Lancashire Highways Partnership (LHP). The actions affected have been highlighted within the LHP column for information.

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
1	Future Levels of Parking Stock <i>Aim: To maintain existing levels of short-stay parking to support shoppers, businesses, visitors and residents, whilst recognising major redevelopment may warrant increased levels to be considered</i>	<ul style="list-style-type: none"> Retain short-stay car parking unless it can be provided in other central locations Where practicable seek replacement short-stay public car parking Only consider changes in short stay parking capacities for major redevelopment Review the use of existing parking places to ensure the best use of space 	<p>Investigate the availability of alternative sites</p> <p>In both Lancaster and Morecambe maintain the existing levels of shopper/visitor parking in new developments</p> <p>Work with developers to ensure equivalent compensatory parking provision is made where parking is lost to new development</p> <p>Carry out full impact analysis and consider overall parking and traffic management issues</p> <p>Carry out strategic review of car parking including the provision of interceptor car parks</p> <p>Review the layout of all car parks to maximise the number of spaces</p> <p>Maintain a programme of environmental, security and physical enhancement of the car parks in order to improve the service.</p>		<p>Short-term</p> <p>Short-term</p> <p>Short-term</p> <p>As required</p> <p>As required</p> <p>Short-term</p> <p>Ongoing</p>

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
2	Parking Provision for Residents <i>Aim: To make provision for residents to park in the central areas</i>	<ul style="list-style-type: none"> Make provision for annual parking permits for residents to be available for use on certain short stay car parks Monitor the demand and review the scheme regularly 	Maintain a scheme for permit issue		Ongoing
3	<i>Aim: To control the supply/demand for parking in residential areas adjacent to the centres of Lancaster and Morecambe</i>	<ul style="list-style-type: none"> Introduce additional controlled parking where parking by non-residents is impacting on the ability of residents to park Make provision within controlled parking zones for the needs of residents' visitors and local businesses Control by cost and number of permits the balance between the number of allocated permits and the parking space available 	Monitor and review annually		Ongoing
			Review the suitability of car parks included in the scheme		Ongoing
			Respond to requests from residents for action		Medium-term
			Develop a priority assessment process		Medium-term
			Consult affected residents and seek majority approval		Medium-term
			Ensure that displacement to adjacent residential areas is minimised		Medium-term
			Ensure an adequate process for the issue of visitor permits		Medium-term
			Ensure the adequate provision of short-stay limited waiting for local businesses		Medium-term
Assess the demand in each scheme and the parking space available		Medium-term			
Set the permit issue criteria to suit the supply and demand assessment		Medium-term			

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
3	Contd	<ul style="list-style-type: none"> Remove eligibility for residents' permits from new developments with good accessibility and reduced off-street parking In areas where the demand for residents parking spaces exceeds the supply, make provision for certain residents permit holders to use designated car parks for overnight parking 	<p>Implement the revised Traffic Regulation Orders relating to low car/no car developments and maintain a register of excluded properties</p> <p>Amend the Off Street Parking Place Orders to suit the requirement so the individual schemes</p>		Short-term Medium-term Long-term
4	Parking Provision for non-residents <i>Aim: To balance the needs of businesses, visitors and shoppers by providing short stay parking spaces in the central areas and longer stay parking in peripheral car parks</i>	<ul style="list-style-type: none"> Liaise with the County Council over the existing programme of additional schemes and the responsibility for consultation and the implementation of further additional schemes 	<p>Liaise with the County Council over the existing programme of additional schemes</p> <p>Address any concerns arising from the priority given to associated traffic regulation orders and the funding and implementation of future schemes</p>		Medium-term
		<ul style="list-style-type: none"> Restrict on-street parking in the central shopping areas Restrict length of stay in central car parks through the charging structure 	<p>Review the on-street parking provision and, in conjunction with the County Council, assess whether bays are properly designated</p> <p>Monitor the use of the car parks to assess whether the tariff is appropriate</p>		

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
4.	<i>Contd</i>	<ul style="list-style-type: none"> Make provision for longer stay parking in peripheral car parks 	Monitor use to ensure continued appropriateness		Ongoing
		<ul style="list-style-type: none"> Make provision for business users by contract parking at a limited number of car parks consistent with the parking hierarchy 	Review and set "business user" criteria and amend the Off Street Parking Places Orders accordingly		Short-term
		<ul style="list-style-type: none"> Improve control of on street parking on Morecambe Promenade 	Seek to reduce to a minimum the number of such permits issued		Short-term
		<ul style="list-style-type: none"> Make parking provision for visitors to local attractions that are within residents parking areas 	Introduce on street parking charging on the Promenade at Morecambe		Short-term
		<ul style="list-style-type: none"> Set charges to maintain 85% occupancy at busy times in short stay car parks and on-street controlled parking in order to achieve high utilisation whilst maintaining a reasonable level of availability 	Investigate the use of short term visitor permits and dual use residents parking bays		Medium-term
5	Parking Charges <i>Aim: To set charges to meet the Council's transportation policy objectives and budget commitments</i>	<ul style="list-style-type: none"> Use charges to deter long stay in short stay car parks 	Review charges Review occupancy levels Introduce Monitoring Review charges and usage in car parks to meet objective		Annually Annually Short-term Annually

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
5.	<i>Contd</i>	<ul style="list-style-type: none"> Set evening charges to avoid displacement to surrounding on street areas. Ensure that the cost differential between on-street and off-street parking is maintained Ensure the views of the local Chambers of Commerce and of Trade are taken into account when considering the Annual Review of Parking Charges Negotiate appropriate agreements where possible within private car park operators Identify potential sites Assess the economic viability of a scheme 	<p>Review evening charges Monitor evening parking patterns</p> <p>In conjunction with the County Council review on-street charges</p> <p>Seek amendments to the Parking Place Orders</p> <p>Consult with the Chambers of Commerce and of Trade over proposals to amend parking fees and charges</p> <p>Commence negotiations</p> <p>Undertake a comprehensive review of potential sites, including assessing the availability for purchase</p> <p>Develop a financial model to assess the viability; including an assessment of the financial implications for the Council's own parking operations</p>		<p>Annually Short-term</p> <p>Short-term /Annually</p> <p>Annually</p> <p>Annually</p> <p>Medium-term</p> <p>Long-term</p> <p>Long-term</p>
6	<i>Aim: To ensure that privately operated car parks have comparable pricing structures</i>				
7	Park and Ride <i>Aim: To investigate, in conjunction with the County Council, the viability of Park and Ride schemes</i>				

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
8	Coach Parking <i>Aim: To ensure adequate provision for tourist coaches</i>	<ul style="list-style-type: none"> Identify a site for a new coach park in Lancaster Improve destination signs to and from the coach parks Investigate options for additional coach dropping off points in Morecambe 	<p>Work with the County Council and Coach Operators to identify a site and ultimately provide modern facilities.</p> <p>Undertake regular reviews of signage</p> <p>Work with the County Council and coach operators to identify suitable locations</p>		Short-term
9	Lorry Parking <i>Aim: To work with the County Council to assess the need for lorry parking facilities within the District</i>	<ul style="list-style-type: none"> Assess the need for facilities If necessary, identify a suitable site Ensure that indiscriminate lorry parking is prevented Investigate the possibility of an overnight on street lorry parking ban except for designated lorry bays. 	<p>Survey current levels of lorry parking</p> <p>In conjunction with the County Council assess the suitability of potential sites</p> <p>Survey problem areas and introduce appropriate Traffic Regulation Orders</p> <p>Enter into discussions with County to identify any suitable sites on street and pursue an overnight ban Traffic Regulation Order.</p>		Medium-term Long-term Ongoing Medium-term

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
10	Cycle and Motor Cycle Parking <i>Aim: To improve the availability and quality of parking at key destinations</i>	<ul style="list-style-type: none"> Provide increased and improved cycle parking in town centres and places of interest and amenity to achieve record levels of cycling in the district 	<p>Increase cycle parking provision and provide additional facilities including sheltered parking where possible</p> <p>Ensure where appropriate new developments have cycle parking integrated through the planning process</p>		Ongoing
11	Parking Enforcement <i>Aim: To maintain the quality of decriminalised parking enforcement in accordance with the DPE Agency Agreement</i>	<ul style="list-style-type: none"> Provide improved motor cycle parking facilities 	Provide convenient and safe areas for motor cycle parking		Ongoing
		<ul style="list-style-type: none"> Ensure all regulations are properly signed 	Ensure that all defects are quickly identified and promptly rectified - on-street		Ongoing
		<ul style="list-style-type: none"> Enforce the regulations consistently and fairly 	Monitor regularly to ensure that all enforcement staff follow the agreed operational procedures		Ongoing
		<ul style="list-style-type: none"> Explain clearly to those who receive penalties why they have been issued and their rights of appeal 	Review all standard documentation and promote Plain English		Short-term
		<ul style="list-style-type: none"> Reduce the opportunities for non-compliance with the regulations 	Consider the introduction of "pay-on-foot" controls at larger car parks		Medium-term
		<ul style="list-style-type: none"> Regularly review and assess the appropriate levels of enforcement 	Effective monitoring of the parking process		Annually

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
12	Carnforth and the Rural areas <i>Aim: To protect existing parking facilities in the town</i>	<ul style="list-style-type: none"> Maintain the car parking facility in the town 	<p>In conjunction with partners, work to protect and improve the car parking facilities at Carnforth Station .</p> <p>Discuss local needs with the car park operator and other stakeholders and develop a dual use parking charge to encourage short stay parking</p> <p>In conjunction with the County Council undertake a review of the on-street parking.</p>		Short-term
13	<i>Aim: To review parking provision at the more popular rural tourist attractions</i>	<ul style="list-style-type: none"> Review the level of parking in Market Street Assess the environmental and road safety impact of existing parking demand where appropriate consider the provision of additional facilities Investigate the potential improvements available for parking at Glasson Dock which is in private ownership of British Waterways Board. Impose maximum standards for non-residential development 	<p>Survey parking at popular tourist attractions and prioritise actions required</p> <p>Prepare and implement improvements to parking at identified problem locations</p> <p>Open discussion with the owner and explore possibilities for the site</p>		Short-term Medium-term Medium-term
14	Parking Standards on New Developments <i>Aim: To ensure compliance with the detailed standards set out in the Lancaster District Local Plan, Appendix 6.</i>		<p>Implement parking standards in accordance with the Local Plan</p> <p>Encourage developer contributions by site specific negotiations</p>		Ongoing Ongoing

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
15	Quality Parking Management <i>Aim: To provide a high quality parking service which is efficient, responsive to people's needs, providing assets of the highest design and appearance and as secure and safe as possible, whilst identifying the impact on budgets</i>	<ul style="list-style-type: none"> Where possible respond to enquiries within 7 working days Provide a freephone number for customer enquiries linked to the Council's Customer Services Centre Consult with representative groups on proposed changes to parking schemes Ensure all car parks are adequately surfaced Provide a high standard of lighting in car parks Ensure that routes to car parks are clearly signed Introduce UTM scheme Ensure that all the car parks, where possible, are adequately covered by CCTV Provide regular car park patrols to enhance security and provide a service to customers 	<p>Review on a regular basis and adjust as necessary</p> <p>Establish the facility and advertise widely, including on signage at car parks</p> <p>Formal and informal public consultation exercises</p> <p>Continue condition assessments and link to the rolling programme of improvements.</p> <p>Implement a review of all existing lighting schemes</p> <p>Review all parking signs having regard to the sensitivity of town centre and conservation areas</p> <p>In conjunction with the County Council provide special information to drivers</p> <p>Review current provision</p> <p>Identify funding and develop a programme of improvements</p> <p>Review the patrolling routes and routes to ensure maximum coverage, particularly at peak times</p> <p>Ensure that the patrolling officers are trained as City Ambassadors</p>		<p>Short-term</p> <p>Short-term</p> <p>Ongoing</p> <p>Ongoing</p> <p>Short-term</p> <p>Medium-term</p> <p>Ongoing</p> <p>Short-term</p> <p>Medium-term</p> <p>Short-term</p> <p>Medium-term</p>

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
15	Contd	<ul style="list-style-type: none"> Ensure that all car parks are regularly cleaned, that landscaped areas are well maintained and that any graffiti is promptly removed Ensure that pedestrian routes to and from and within car parks are attractive, secure and safe Undertake regular customer satisfaction surveys Implement a programme of re-marking to ensure a minimum space width of 2.4m whilst recognising this may reduce the allocation of parking spaces Provide suitable management information on usage, parking trends and occupancy Provide suitable and efficient payment options for all parking transactions Ensure effective and efficient maintenance arrangements are in place for pay and display machines 	<p>Review maintenance regime and improve if necessary</p> <p>Undertake a review of all pedestrian routes and prioritise a programme of necessary improvements</p> <p>Implement an annual programme of surveys</p> <p>Undertake a survey of existing bay markings and layout</p> <p>Review present systems and investigate new technology and software</p> <p>Investigate suitability of additional options including hardware, software and web-based solutions</p> <p>Review existing arrangements and investigate remote monitoring and notification of pay and display machine faults</p>		<p>Short-term</p> <p>Short-term</p> <p>Annually</p> <p>Long-term</p> <p>Medium-term</p> <p>Medium-term</p> <p>Medium-term</p>

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
15	<i>Contd</i>	<ul style="list-style-type: none"> Work towards all car parks achieving the Park Mark award Ensure continuous improvement in parking stock 	<p>Carry out healthchecks at all car parks and determine actions required to achieve awards</p> <p>Implement a programme of improvements</p> <p>Undertake regular full condition assessment surveys in all car parks</p> <p>Interrogate accident and incident report statistics</p> <p>Implement reactive and planned maintenance and minor improvements</p>		<p>Short-term</p> <p>Medium-term</p> <p>Annually</p> <p>Annually</p> <p>Annually</p>
16	Improving Access <i>Aim: To meet the needs of all users and types of transport</i>	<ul style="list-style-type: none"> Set aside 6% of total off street car parking space for "Blue Badge" holders in car parks where a demand is proven Consider the provision of wider "family" spaces at certain central car parks and the implications for enforcement 	<p>In consultation with disabled groups, undertake surveys to assess demand and identify appropriate car parks</p> <p>Review layouts of car parks and re-mark if necessary</p> <p>Improve public information on parking provision</p> <p>Survey the central car parks and determine if the provision of such spaces is a feasible option</p> <p>Quantify the financial implications</p>		<p>Short-term</p> <p>Medium-term</p> <p>Medium-term</p> <p>Medium-term</p> <p>Medium-term</p>

Ref:	Aim	Objective	Action	L H P	Timescale Short-term (up to 2 years) Medium-term (2-5 years) Long-term (5-10 years)
17	Asset Management <i>Aim: To manage parking as a significant City Council asset and in accord with the Corporate Property Strategy</i>	<ul style="list-style-type: none"> Identify major improvements requiring capital expenditure Include parking assets in the Engineering Services' Asset Management Plan Ensure development proposals affecting parking issues are fully considered 	<p>Ensure capital bids submitted are in line with Asset Management Working Group and Capital Investment Strategy Guidelines</p> <p>Ensure Asset Management Plan meets the recommended format</p> <p>Maintain close links with the Corporate Landlord and Project Managers to ensure parking implications are considered at an early stage</p>		Short-term
18	Strategic Risk Register	<ul style="list-style-type: none"> To improve parking provision for residents, local businesses and visitors (cp/3/03) 	<p>Commitment in the capital programme to an improvement programme based on condition surveys</p> <p>Stakeholder surveys linked to programme of improvement</p> <p>Develop rolling programme of improvement</p> <p>Ensure funding available for the rolling programme</p>		Short-term
					Ongoing
					Medium-term
					Ongoing

A PARKING STRATEGY FOR LANCASTER CITY COUNCIL

1.0 Introduction

- 1.1 For some time, the City Council has been aware that a comprehensive approach to parking management could improve the service provided directly to customers while meeting the wider public needs of sustainability and amenity.
- 1.2 The City Council's Transport Task Group carried out the first comprehensive review of parking in 2003/04. The outcome of the review was approved by Cabinet in March 2004, and resulted in a number of new initiatives being implemented e.g. permission for resident permit holders in Lancaster city centre to park in pay and display spaces before 1000 and after 1600 and all day Sunday at no extra charge.
- 1.3 The City Council's Corporate Plan now includes an undertaking to prepare a Parking Strategy for the district, and to review it annually. The Strategy brings together all aspects of parking management in a single document and provides an action plan.
- 1.4 The Strategy considers parking supply and demand, both on-street and off-street, parking controls used in the district and how the controls are enforced.
- 1.5 The County Council terminated the Lancashire Highways Partnership on 30 June 2006. This resulted in all highway service provision being centralised, with the exception of the local management of Decriminalised Parking Enforcement. The transfer of staff and expertise to the County Council has had an adverse effect on this parking strategy and the City Council may not be in a position to deliver some of the proposals contained in the strategy and the action plan.
- 1.6 It is noted tourism is important to the District and of the 4 million visitors to the area each year, 80% of those arrive by car, with the traditional Summer months the busiest time and Spring and Autumn seeing sustained increases in visitor numbers.

2.0 Policy Context

2.1 Lancaster District Local Plan and LDF Core Strategy

- 2.1.1 The Lancaster District Local Plan was formally adopted in April 2004. It sets out the City Council's policies for the development and use of land. It is based on the assumption that the promotion of public transport, walking and cycling, coupled with appropriate demand management measures, will gradually persuade people to use their cars less, particularly for local journeys within the main urban area. It recognises, however, that because the District covers a wide rural area, travel by car will remain important and many residents will continue to need a car for daily journeys. The Plan seeks to manage the availability of car parking spaces to promote a reduction in the reliance on the car, whilst recognising the need for parking to support the district's position as an important shopping and tourist destination. The policies in the Local Plan aim to achieve this by:

- Maintaining the overall supply of car parking spaces.
- Shifting the balance of use from long stay to short stay in central Lancaster and in Morecambe taking due regard to tourism opportunities within the area.
- Progressively introducing residents parking schemes.
- Improving the provision of coach dropping off points and parking facilities.
- Applying maximum parking standards for new developments.
- Examining the case for park and ride facilities at a number of sites.
- Carefully controlling the provision of on-site visitor parking facilities in rural areas.

In September 2007, most Local Plans policies were “saved” until replaced by LDF documents (see below). The Local Plan, therefore, remains a relevant background document for this strategy.

2.1.2 The Council has prepared a number of Supplementary Planning Guidance Notes. Some Guidance strengthens policy issues in relation to specific areas – for example:

- SPG6 – Lancaster City Centre Strategy
- SPG11 – Morecambe Town Centre Strategy

Other Guidance relates to the redevelopment of land which contains car parking and seeks to preserve the provision – for example:

- SPG3 – Kingsway Development Brief
- SPG8 – Canal Corridor North Development Brief
- SPG9 – Canal Corridor South Development Brief
- SPG17 – Morecambe Central Promenade Development Brief

This strategy recognises the policies and constraints imposed by the Guidance.

2.1.3 The Local Plan is being progressively replaced by new Local Development Framework (LDF) documents. The first of these, the Lancaster District Core Strategy, was adopted by the Council in July 2008. The Core Strategy sets out guiding principles for spatial planning in the District and will be complemented by more detailed documents dealing with land allocations and development policies.

The Core Strategy carries forward the Local Plan’s approach to car parking and commits the Council to integrating the provision and management of parking and park and ride in Lancaster and Morecambe and managing parking (including disabled parking) in association with development. (Policy E2).

The Parking Strategy is, therefore, an important element in implementing this aspect of the Core Strategy.

2.2 Joint Lancashire Structure Plan

- 2.2.1 The Structure Plan proposes that the provision of car parking in town centres will not be increased and may be reduced by controls on the location, type and duration of car parking. Preference will be given to short stay parking in town centres by measures including the introduction of on-street parking charges and consideration of the needs of residents.
- 2.2.2 The supply of long stay commuter and private non-residential parking will be progressively reduced in Lancaster. In other town centres, the provision of additional long stay commuter parking and private non-residential parking will be resisted.
- 2.2.3 The Joint Lancashire Structure Plan, adopted in March 2005, includes detailed guidance on the parking standards for new developments. These have been included in the Lancaster District Local Plan.

2.3 Local Transport Plan 2006-2011

- 2.3.1 The Local Transport Plan sets out a number of measures to support the policies sets out in the planning documents. These include:
- Introduce further residents parking schemes
 - Gradually reduce uncontrolled parking provision
 - Introduce further on-street parking charges
 - Reduce long stay parking provision in town centres
 - Manage parking availability and cost to encourage efficient travel and maintain commercial prosperity
 - Introduce Park and Ride operations on the busiest corridors

2.4 National and Regional Planning Guidance

- 2.4.1. The Government set out its policy for the future of transport in the White Paper "A New Deal for Transport: Better for Everyone". Planning Policy Guidance Note 13 (PPG13) provides the national framework for parking issues. It recommends that:
- Local authorities should adopt parking measures to complement land use policies.
 - Car parking charges should be used to encourage the use of alternative modes of transport.
 - Local authorities should set out appropriate levels and charges for parking which do not undermine the vitality of other town centres.
 - Controls over public parking (both on-street and off-street) need to be backed up by adequate enforcement measures.
- 2.4.2 Regional Planning Guidance 13 (RPG13) interprets national policy for the North West Region and sets out how these policies must be implemented through local transport plans and other relevant regional strategies and development plans.

The policies set out at this level can be summarised as:

- Develop a co-ordinated approach to the use of parking charges, enforcement and provision as a demand management tool in support of wider planning and transport objectives.
- Well designed and conceived Park and Ride schemes.
- Introduce maximum parking standards.
- Supply and pricing policies to assist the reduction in commuter parking and encourage the use of public transport.
- Use of on-street parking controls to encourage greater use of alternative modes.

2.5 Parking Hierarchy

2.5.1 In 2003, the City Council's Cabinet resolved to consider parking priorities strategically in order to establish a clear parking hierarchy as follows:

- Residents
- Visitors, shoppers and local business needs
- Commuters

However, since this hierarchy was established, it is now clear that shoppers and local business needs are crucial to the local economy and their status is now viewed as approaching equal first within the hierarchy with commuters being the last priority.

2.6 Lancaster Corporate Plan 2008 - 2009

2.6.1 The Corporate Plan has a number of medium term objectives, including to lead the regeneration of the District with a priority outcome of improving economic prosperity throughout the Lancaster District. Parking is an important supporting element of this regeneration with the provision of improved parking provision for residents, shoppers, visitors and local businesses being of crucial importance.

2.7 This Strategy seeks to reflect the work undertaken by the Transport Task Group and identifies the key issues and sets out some aims and methods by which they may be achieved.

3.0 Parking Stock

3.1 Details of the current stock of off-street parking spaces is given in the table below:

Settlement	Charged		Free	City Council Permit	Total	
	Council					
	S/S	L/S				
Lancaster	777	459	810	1281	53	3380
Morecambe	429	1172	472	818	30	2921
Carnforth	0	0	82	318	0	400
Heysham	0	176	0	24	0	200
Totals	1206	1807	1364	2441	83	6901

- 3.2 All City Council car parks operate on a pay and display control system. Charges are reviewed annually and increased in accordance with the Council's financial policies and demand management objectives.
- 3.3 Annual parking permits are available to residents and businesses and these can be used on a number of specific car parks. A limited number of space specific permits are also available for use by residents and businesses.
- 3.4 There are a number of privately operated car parks in Lancaster and in Morecambe. The City Council has sought to ensure that the charges at some of these car parks are comparable with those at the Council's own car parks.
- 3.5 In order to reduce the adverse effects of on-street commuter parking in residential areas adjacent to the centres of Lancaster and Morecambe, a programme of implementation of residents' parking scheme has been developed. A particular case is around Lancaster Station, as displacement to surrounding streets of commuter parking is occurring. This is due to the charges for parking imposed at the station which has spare capacity daily.
- 3.6 On-street parking charges are set at a level to encourage the use of off-street car parks. The City Council works closely with the County Council to ensure that the differential in the level of on- and off-street charges is maintained.

4.0 Key Issues

4.1 Future levels of Parking Stock

- 4.1.1 It is likely that a number of the existing surface car parks will be identified for development over the next few years. Local Plan policies (T13 and T19) state that such development will only be approved if the level of shopper/visitor parking is not adversely affected.

In the event of substantial redevelopment taking place in Lancaster and Morecambe, it is recognised there may be a case for increased levels of shopper/visitor parking

Aim: 1

To maintain existing levels of short-stay parking to support shoppers, businesses, visitors and residents.

- Retain short stay car parking unless it can be provided in other central locations.
- Where practicable seek replacement short-stay public car parking space as part of the redevelopment of existing car parks.
- To only consider changes in short stay car parking space linked to redevelopment following full impact analysis and due consideration of overall parking and traffic management issues.
- Review the use of existing parking places to ensure the best use of space.

4.2 Parking Provision for Residents

- 4.2.1 The Council recognises that residents expect that they will be able to park in the vicinity of their homes and has determined that the needs of residents have the highest priority within the parking hierarchy.
- 4.2.2 Many residents will require access to long stay parking and an annual permit scheme is available for certain long stay car parks in Lancaster and Morecambe.
- 4.2.3 The Transport Task Group has recognised that commuter parking in residential areas adjacent to the centres of Lancaster and Morecambe has a negative effect on the quality of life of residents living in those areas. The introduction of residents' parking schemes can assist with the resolution of these problems although there is always the risk of the displaced vehicles parking in adjacent residential areas. The needs of residents' visitors and businesses' customers in the area should be considered.
- 4.2.4 The demand for residents parking permits is increasing as more new high occupancy dwellings are constructed in the centres of both Lancaster and Morecambe. In line with Planning Policy Guidance many of these developments have little or no off-street parking provision. The Cabinet has approved amended Traffic Regulation Orders for Residents' Parking Schemes to remove the eligibility for residents of buildings in areas with good accessibility that have been or will be granted planning permission on the basis of reduced off-street parking provision.
- 4.2.5 The transfer of staffing resources to the County Council, following the termination of the Lancashire Highways Partnership, has resulted in the City Council having less influence over the implementation of additional residents' parking schemes. The County Council is also reviewing the priority given to traffic regulation orders for resident's parking schemes and the future approach on the identification, assessment, funding and implementation of additional schemes. Whilst the aims set out below are the Council's preference, it is recognised that these aspirations may not be met without the County Council actively making resources available.

Aim: 2

To make provision for residents to park in the central areas.

- Make provision for annual permits for residents to be available for use on certain short stay car parks.
- Monitor the demand for permits and review the scheme regularly.

Aim: 3

To control the supply/demand for parking in residential areas adjacent to the centres of Lancaster and Morecambe.

- Introduce additional controlled parking where parking by non-residents is impacting on the ability of residents to park.
- Make provision within controlled parking zones for the needs of residents' visitors and local businesses.
- Control by cost and number of permits the balance between the number of allocated permits and the parking space available.
- Implement the revised Traffic Regulation Orders relating to low car/no car developments and maintain a register of excluded properties.
- In areas where demand for residents' parking spaces exceed the supply, make provision for certain resident permit holders to use designated car parks for overnight parking.
- Liaise with the County Council over the existing programme of additional schemes and on the responsibility for consultation and the implementation of further additional schemes.

4.3 Parking Provision for non-residents

- 4.3.1 The demand for parking spaces in both Lancaster and Morecambe on an increasingly regular basis exceeds supply and there is a need to carefully regulate the way in which space is used. The Cabinet has confirmed that the needs of visitors, shoppers and local businesses have a higher priority than those of commuters. It is acknowledged that 50% of visitors are over the age of 50 and that there is a growth in the short breaks market in the area.
- 4.3.2 The current short stay car park charging structure reflects the principle that short stay parking is less than three hours. Stays longer than this is either prohibited or deterred by a significant increase in the hourly charge.
- 4.3.3 It is recognised that there are those with specific needs and who need a vehicle to conduct their business and there is a need for some provision to be made in the central area car parks for those who meet set criteria.

Aim: 4

To balance the needs of businesses, visitors and shoppers by providing short stay parking spaces in the central areas and longer stay parking spaces in peripheral car parks.

- Restrict on-street parking in the central shopping areas.
- Restrict length of stay in central car parks either by setting a maximum time or increasing the hourly charge for more than three hours by a significant amount.
- Make provision for longer stay parking in peripheral car parks.
- Make provision for business users by contract parking at a limited number of car parks consistent with the parking hierarchy.
- Make parking provision for visitors to local attractions that are within residents parking areas.

4.4 Parking Charges

- 4.4.1 Parking charges are a useful mechanism for assisting with the control of demand for parking space. However, a careful balance needs to be found. If charges are too high then spaces will be underused but, conversely, if they are too low demand for spaces will increase to a level which makes them more difficult to find and increases congestion. Charges should also reflect the importance of shoppers' and local business needs and their high priority within the parking hierarchy.
- 4.4.2 The income from the parking service will also be adversely affected if the balance is not satisfactory. The revenue from parking is important for the Council as it assists with the continuing improvement of the service provided. It is essential that some revenue from parking charges income be reinvested in the parking stock to ensure an adequate maintenance regime and to fund improvements.
- 4.4.3 Charges should, therefore, be set at a level which influences parking behaviour in support of the other objectives of the strategy and which maximises revenue to support the improvement of the service.

Aim: 5

To set charges to meet the Council's transportation policy objectives and budget commitments.

- Set charges to maintain 85% occupancy at busy times in short stay car parks and on-street controlled parking in order to achieve high utilisation whilst maintaining a reasonable level of availability.
- Use charges to deter long stay in short stay car parks.
- Ensure that the cost differential between on- and off-street charges is maintained in order to encourage the use of the off-street facilities and leave the on-street spaces for those prepared to pay a premium for the location.
- Ensure the views of the local Chambers of Commerce and of Trade are taken into account when considering the Annual Review of Parking Charges.

- 4.4.4 There are a number of privately operated car parks within the District. For some the City Council has negotiated management agreements which ensure that the charges are comparable with those at City Council car parks. This is important for both transportation and financial reasons. There are a number of car parks where such agreements are not in place.

Parksafe has an agreement to always charge higher than the Council, Marketgate has a general agreement to match Council charges, but there is no control over other operators of private parking stock.

- 4.4.5 Monitor the effect of evening charges in order to avoid displacement to surrounding on street areas

Aim: 6

To ensure that privately operated car parks have comparable pricing structures

- Where possible, negotiate appropriate agreements with private car park operators.

4.5 **Park and Ride**

- 4.5.1 Park and Ride operations can be very successful in reducing car journeys into city centres, for example York and Cambridge. They effectively reduce the demand for central area parking spaces.
- 4.5.2 The County Council, having introduced two successful schemes in Preston intends to investigate further sites where Park and Ride can reduce congestion on busy corridors into city centres including within the Lancaster district.

Aim: 7

To investigate, in conjunction with the County Council, the viability of Park and Ride schemes

- Identify potential sites
- Assess the economic viability of a scheme

4.6 Coach Parking

4.6.1 Coach Parking is essential to the District as a whole for tourism reasons.

4.6.2 Coach Parking will become more important as Lancaster develops its role as a visitor destination utilising its value as an historical area. There is a need for a dedicated coach parking facility.

4.6.3 In Morecambe adequate coach parking is available at the Frontierland coach park, which is deemed to be sufficient to meet demand. There is also coach parking provision on the private Winter Gardens car park. However, additional coach drop off points are required to service local hotels.

Aim: 8

To ensure adequate provision for tourist coaches.

- Identify a site for a new coach park in Lancaster.
- Improve destination signs to and from the coach parks.
- Investigate options for additional coach dropping off points in Morecambe.

4.7 Lorry Parking

4.7.1 The County Council has identified a need for the provision of adequate and suitable parking facilities for lorries for both short-stay and overnight periods. There is a need to identify suitable sites for lorry parking.

4.7.2 A lack of suitable provision for lorry parking often results in vehicles being parked in unsuitable locations, such as residential areas, and is obstructive parking leading to increase traffic congestion.

Aim: 9

To work with the County Council to assess the need for lorry parking facilities within the District.

- Assess the need for facilities.
- If necessary, identify a suitable site.
- Ensure that indiscriminate lorry parking is prevented.
- Investigate the possibility of an overnight on street lorry parking ban except for designated lorry bays.

4.8 Cycle and Motorcycle Parking

- 4.8.1 The City Council has determined that availability and quality of cycle and motorcycle parking at key destinations is a major element in encouraging a modal shift from private car to more sustainable forms of transport

Aim: 10

To improve the availability and quality of parking at key destinations

- Provide convenient and safe bicycle parking at new points convenient to town centres and at places of interest and amenity, in line with Lancaster District's aspiration to achieve record levels of cycling in the district
- Increase cycle parking provision at existing cycle parking areas to meet increasing demand
- Encourage, where possible, provision of sheltered cycle parking
- Ensure that where appropriate new developments have cycle parking integrated at the design stage through the planning process
- Provide convenient and safe areas for motor cycle parking.

4.9 Parking Enforcement

- 4.9.1 The County Council has co-ordinated the introduction of Decriminalised Parking Enforcement across Lancashire under the title of ParkWise. The primary objectives are to increase parking turnover to improve access to services; to reduce obstruction to vehicles and congestion; and to reduce road casualties and obstruction to pedestrians.

Aim: 11

In conjunction with the County Council and other partners to maintain the quality of decriminalised parking enforcement in accordance with the DPE Agency Agreement.

- Ensure all regulations are properly signed.
- Enforce the regulations consistently and fairly.
- Explain clearly to those who receive penalties why they have been issued and their rights of appeal.
- Reduce opportunities for non-compliance with the regulations.
- Regularly review and assess the appropriate level of enforcement.

4.10 Carnforth and the Rural Areas

- 4.10.1 The traffic and parking problems in Carnforth are long standing. There is a need to maintain the current parking facilities at the railway station as these serve both rail travellers and visitors to the town centre. The car park is privately owned and has a daily flat rate for parking which is causing displacement on street of short term visitors.

Aim: 12

To protect the existing parking facilities in the town.

- Maintain the car parking facility at the railway station
- Review the level of on-street parking in Market Street
- Discuss local needs with the railway station car park operator and other stakeholders and develop a dual use parking charge to encourage short stay parking

- 4.10.2 At many of the District's popular tourist attractions in the rural areas, car parking demand can exceed supply. This can lead to environmentally damaging and obstructive on-road parking. In some locations additional parking facilities may be appropriate.

Aim: 13

To review parking provision at the more popular rural tourist attractions.

- Assess the environmental and road safety impact of existing parking demand.
- Where appropriate consider the provision of additional facilities.
- Investigate the potential improvements available for parking at Glasson Dock which is in private ownership of British Waterways Board.

4.11 **Parking Standards on New Developments**

- 4.11.1 The Council has adopted the Lancashire County Council Car Parking Standards published in the Structure Plan.

Aim: 14

To ensure compliance with the detailed standards set out in the Lancaster District Local Plan, Appendix 6. Lancaster is classified as one of the Level 1 areas where traffic congestion is most serious and where it is necessary to impose stricter controls on the amount of car parking.

- Impose maximum standards for non-residential development, using the criteria for parking provision and operational parking set out in the Structure Plan.
- Encourage developer contributions to ensure adequate accessibility to new developments by all modes with the emphasis on achieving the greatest degree of access by public transport, walking and cycling.

4.12 **Quality Parking Management**

- 4.12.1 The public expectation of the quality of car parks has increased in recent years and the customer now expects a well managed, clean, attractive and secure car park. For visitors the car park often provides the first impression of the destination and can colour their whole experience of the visit; frequently determining whether or not they return on second and subsequent occasions. The impression, therefore, is important in economic terms to the City.

Aim: 15

To provide a high quality parking service which is efficient, responsive to people's needs, providing assets of the highest design and appearance and as secure and safe as possible, whilst identifying the impact on budgets

- Where possible respond to enquiries within 7 working days
- Provide a freephone number for customer enquiries, linked to the Council's Customer Services Centre
- Consult with representative groups on proposed changes to parking schemes
- Ensure that all car parks are adequately surfaced
- Provide a high standard of lighting in car parks, whilst avoid unnecessary light pollution
- Ensure that routes to car parks are clearly signed
- Introduce an Urban Traffic Management and Control scheme which provides car park space information to drivers and reduces unnecessary journeys on high volume traffic routes
- Ensure that all the car parks, where possible, are adequately covered by CCTV
- Provide regular car park patrols to enhance security and provide a service to customers
- Ensure that all car parks are regularly cleaned; that landscaped areas are well maintained and that any graffiti is promptly removed
- Ensure that pedestrian routes to and from and within car parks are attractive, secure and safe
- Undertake regular customer satisfaction surveys
- Implement a programme of re marking to ensure a minimum space width of 2.4m, whilst recognising this may reduce the allocation of parking spaces
- Provide suitable management information on usage, parking trends and occupancy rates
- Provide suitable and efficient payment options for all parking transactions
- Ensure effective and efficient maintenance arrangements are in place for pay and display machines
- Work towards all car parks achieving the Park Mark award.
- Ensure continuous improvement in parking stock

4.13 **Improving Access**

- 4.13.1 Whilst the majority of this strategy relates to parking of the private car, consideration should be given to the needs of all users and types of transport.
- 4.13.2 Those with mobility impairments should be catered for by reserving an adequate number of appropriately dimensioned parking spaces for "Blue Badge" holders in the central areas.

- 4.13.3 The needs of those with young families, motorcyclists and pedal cyclists should be taken into consideration.
- 4.13.4 Vehicular access to the pedestrian zone is dealt with under Lancaster Pedestrian Zone Traffic Regulation Order, and whilst recognising that access issues fall outside the remit of this Strategy, the City Council will continue to support the provision of vehicular access to Lancaster Pedestrian Zone through the use of a permit system for severely disabled drivers who meet certain criteria.

Aim: 16

To seek to meet the needs of all users and types of transport.

- Set aside 6% of the total off street car parking space for “Blue Badge” holders in car parks where a demand is proven
- Improve public information on parking provision
- Consider the provision of wider “family” spaces at certain central car parks and the implications for enforcement

4.14 Asset Management

- 4.14.1 The City Council has recently approved a Corporate Property Strategy to provide the framework for the management of its assets to deliver its key service priorities.
- 4.14.2 The overriding objective of the Corporate Property Strategy is to challenge and review the use, provision and performance of property as a positive approach to ensuring assets are fit for purpose and their retention, investment and utilisation is focused on the needs of the customer and the achievement of the Council’s corporate objectives.
- 4.14.3 Off-street car parks are a valuable asset and their management and future use should be in accord with the Corporate Property Strategy.

Aim: 17

To manage parking as a significant City Council asset and in accord with the Corporate Property Strategy.

- Major improvements requiring capital expenditure are managed in accordance with the guidelines approved by the Asset Management Working Group
- Parking assets will be included in the development of the Asset Management Plan for Property Services as required by the Corporate Property Strategy
- Asset management planning proposals impacting on parking issues should be considered in line with the Parking Strategy and the Corporate Property Strategy

4.15 Strategic Risk Register

4.15.1 This parking strategy is in direct accord with the requirements of the 2004/05 Corporate Plan to “Undertake a comprehensive review of car parking arrangements leading to the production of a strategy that incorporates on and off street parking schemes in accordance with the identified parking hierarchy”.

4.15.2 The subsequent Strategic Risk Register approved by the Council included the following strategic issues. Whilst these are not in the current version of the register they are still relevant to this strategy:

Objective: to improve parking provision for residents, local businesses and visitors (cp/3/03)

Risk R/0055 Failure to address customer satisfaction and undertake public consultation

Risk treatment actions stated :

- Commitment in the capital programme to an improvement programme based on condition surveys.
- Stakeholder surveys linked to programme of improvement.

Objective: to improve parking provision for residents, local businesses and visitors (cp/3/03)

Risk R/0056 Failure to reinvest in off street parking provision.

Risk treatment actions stated:

- Develop rolling programme of improvement
- Ensure funding available for the rolling programme

4.15.3 The current Strategic Risk Register includes the following strategic risk that has already been addressed in para 4.2 Parking Provision For Residents:

Risk R/1182 Failure to further progress residents’ parking schemes

Risk treatment actions stated:

- Complete current rounds of consultation and, where agreed, progress schemes
- Determine with the County Council how they will take forward requests for further schemes within the district

CABINET

**Harbour Band Arena
7 October 2008**

Report of Corporate Director (Regeneration)

PURPOSE OF REPORT				
To seek authority to use Northwest Development Agency funds to deliver a regeneration project to clear the Harbour Band Arena adjacent the Midland Hotel and lay it out as open space for the amenity of the public				
Key Decision	X	Non-Key Decision		Referral from Cabinet Member
Date Included in Forward Plan		September 2008		
This report is public				

RECOMMENDATIONS

- (1) That Cabinet authorises the Corporate Director (Regeneration) to deliver a project to clear the Harbour Band Arena and lay it out as open space for the amenity of the public.
- (2) That Cabinet authorise the Head of Financial Services to revise the Capital Fund General Programme as appropriate to provide for this project subject to there being nil additional capital or revenue implications for the Council.

1.0 Introduction

1.1 Cabinet has authorised the Corporate Director (Regeneration) to bring forward for delivery projects that fit to the Council's regeneration framework. This report is to seek authority to deliver one such project and to make proper provision for this in the Council's budgeting.

2.0 Proposal Details

2.1 The central promenade area (CPA) is of critical importance to Morecambe. The Council owns a large part of this area and has entered into a development agreement with Urban Splash Ltd whereby this developer has an option to take forward a redevelopment of this area (subject to certain conditions including securing a satisfactory planning permission). The Harbour Band Arena is a part of this area. It comprises 3,133 sq m of land immediately adjacent to the Midland Hotel and at the entrance to the Stone Jetty.

- 2.2 The site is presently in a parlous derelict and eyesore condition. It detracts considerably from the setting of the grade II * Listed Midland Hotel, impairs peoples' experience of the hotel and enjoyment of the Stone Jetty and certainly does not contribute positively to the commercial viability of the new hotel business. In sum, it presents a poor image of the town to people and is undoubtedly prejudicial to the sustained and concerted efforts by the Council and others to regenerate Morecambe.
- 2.3 Urban Splash propose that as part its development of the CPA this site be transformed into "Seaside Square", an open space of the highest quality which can be a focal point not just on the Promenade but for the town as a whole. The timing of any such CPA development is, however, uncertain. Urban Splash can only proceed when it has secured the necessary planning consents and met all relevant conditionality under its agreement with the Council. Also, Seaside Square involves major changes to electricity servicing which can only be achieved as part of a full development of the CPA. There must therefore be some risk that it may be some time before Urban Splash can deliver Seaside Square, if at all.
- 2.4 The City Council as landowner has the legal ability to step in and undertake remedial action to, at least for the interim, remedy the poor appearance of the site. Council officers have been liaising closely with both Urban Splash and the Northwest Development Agency (NWDA) to see what might be done.
- 2.5 Officers propose a treatment of the area sufficient to remove the dereliction and lay out the area as a simple, predominantly grassed open space with some seating and lighting. Planning Services' Engineering Team has prepared a draft scheme. This is attached to this report.
- 2.6 Given that the Council's ability to fund capital works is limited officers approached the NWDA and have convinced it of the need for urgent action - primarily in support of the Midland project. Subject to contract, the NWDA has offered to fund 100% of the Council's cost in undertaking project works up to a maximum sum (at this stage it is anticipated this will be confirmed at £225,640).
- 2.7 The project works will involve:
- Demolishing all buildings (other than the electricity sub-stations);
 - Getting rid of remaining services in the buildings;
 - Grubbing-up the entire area and crushing all material for fill;
 - Importing topsoil and turving the area over.
 - Maintenance of the area (i.e. grass cutting)
 - Re-rendering the existing wave reflection wall to complement the material used on the Midland Hotel;
 - High quality seating along this wall;
 - New dwarf wall between the promenade that provides access to the Stone Jetty and the beach;
 - High quality lighting.
- 2.8 The Council granted Conservation Area consent for the works (which include building demolitions) in February 2008. No further statutory permissions are required.
- 2.9 The Council could client manage the works from Planning Services' Engineering Team. The Council has an established contracting partner for civil construction works in the West End that can be extended to cover for the proposed project works. The partner was procured using the Constructing Excellence principle incorporating for a

quality price assessment. The contract list was drawn up from the NWDA Lot 6 Constructor – Regeneration and Development Consultancy Partner panels and subject of an OJEU Contract notice ID 2006 – 01287. The Council should be able to deliver the works within a three-month period if utilising this contractor partner.

- 2.10 Officers have secured arrangements for maintenance of the finished space that will give no additional revenue implications for the City Council. Urban Splash has advised it will maintain the grass area utilising existing contract arrangements for the care of lawned areas at the Midland Hotel. The Council can maintain the seawall, lighting and seating from within its existing budget for maintenance of TERN public art / installations on the Promenade. It should be noted that in the event Urban Splash do later proceed and deliver Seaside Square the only element of the Council project works that will be sacrificed is the lawn.
- 2.11 Delivery of the project works will not prejudice the ability of Urban Splash to ultimately deliver in full its proposed “Seaside Square”, involving a much more intensive and creative design approach to the area.

3.0 Details of Consultation

- 3.1 The principle of laying out this area as open space has been the subject of extensive consultations / public engagement first by Urban Splash as part of its bringing forward the CPA redevelopment proposals and latterly by the Council via planning consultations concerning the applications submitted by Urban Splash. Officers have consulted on the detail of this proposal with key stakeholders including the NWDA, Urban Splash and United Utilities.

4.0 Options and Options Analysis (including risk assessment)

Options

- 4.1 This is to accept the NWDA funding offer and to undertake the works as soon as possible. It utilises existing expertise in the Council’s Engineering team who have vast experience of undertaking works on Morecambe seafront. There are certain financial risks to the Council given that any expenditure in excess of the NWDA maximum sum would need to be met by the Council. The Head of Planning Services is, however, confident the Engineering Team can manage the project so the risks are properly mitigated and that the project will achieve value for money.
- 4.2 To not accept the NWDA funding offer and therefore to not deliver the project.

Analysis

- 4.2 Option 1 removes factors that worsen peoples’ experience and enjoyment of both the Midland hotel and the Stone Jetty and helps maximise the positive impact of the Midland Hotel on investment in central Morecambe. Option 2 poses no direct risks to the Council but would be to pass up a significant opportunity to deliver a project that would secure real environmental improvements at, potentially, no costs to the Council. It would mean the condition of the old fairground site would continue to impact negatively on peoples’ experiences and impressions and could only impair both the ongoing viability of the Midland hotel business and perceptions of the town more generally including those of potential investors. This potentially puts at risk further investment in central Morecambe and undermines other regeneration

schemes. How long the Harbour Band Arena would otherwise continue in its present eyesore condition is open to question. There is of course a prospect that Urban Splash can bring forward its proposed CPA redevelopment relatively quickly and, as part of this deliver Seaside Square but there is also significant chance that this scenario may not materialise. Whatever, this option would leave a prominent eyesore in place for a longer period than as per option 1 with the consequential problems as identified in this report.

5.0 Officer Preferred Option (and comments)

- 5.1 To deliver the project as per Option 1 offers the Council an excellent opportunity to remedy a long-standing environmental problem, support the Midland Hotel and help sustain the regeneration of the town. Given the NWDA financial support this option offers real value for money to the Council.

6.0 Conclusion

- 6.1 The Harbour Band Arena is in a very poor condition. Its appearance presents a negative impression to people otherwise enjoying the transformed Promenade and the facilities and ambience of the restored Midland Hotel. This project presents the Council with an externally funded opportunity to remedy the present eyesore condition of the site and lay it out as a simple open space available for public enjoyment. The Council could manage the project from Planning Services and deliver the works within a three month contract period.

RELATIONSHIP TO POLICY FRAMEWORK

The project fits to the Council's regeneration strategy and emerging regeneration framework. The Council is presently engaged in partnership regeneration work across the town including with Communities England and the NWDA in the West End, with the NWDA, Heritage Lottery Fund and Urban Splash on the Midland / Morecambe Townscape Heritage Initiative projects and with Urban Splash for the CPA redevelopment.

It is consistent with the objectives of the Regional Economic Strategy (ref RES 95 and 119), the Morecambe Action Plan, Lancaster and Morecambe Vision Board and the NWDA objectives. As part of the Council's arrangements for managing external funds, the project has been internally appraised in order to consider local strategic fit, value for money, deliverability and risks. The recommendation to Cabinet arising from this process is to approve the project, subject to availability of external funding and funders' normal requirements. If approved, the project will be monitored by the Council's Programmes Office in line with standard processes for management of externally funded processes.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

Community safety implications: the Harbour Band Arena is presently accessible to the public but its surfacing is in many places unsatisfactory. The project will improve the condition of the site and light it to the benefit of public safety.

The finished area of open space will be a safe, pleasant area open to everybody and there are no adverse diversity, equality or human rights impacts.

The project will contribute positively to UK sustainable development via the environmental improvement it will effect and the opportunities it will give for social activity i.e. as a place for meeting and for quiet enjoyment.

FINANCIAL IMPLICATIONS

The NWDA offer of funding (subject to contract) means the project might be delivered without any recourse to Council funding provided that total project costs are managed within the budget made available from the NWDA. The Council's Capital Fund General Programme will require revision to provide for the project costs and funding; this is presented for Cabinet's consideration, rather than officer's delegations. The project raises no additional revenue implications for the Council.

SECTION 151 OFFICER'S COMMENTS

The s151 Officer has been consulted and has no further comments to add.

LEGAL IMPLICATIONS

Legal Services have been consulted and have no observations to make on the preferred option and shall provide, if approved, legal support in preparation of any contractual documentation required to deliver this option.

MONITORING OFFICER'S COMMENTS

Deputy Monitoring Officer has been consulted and has no further comments

BACKGROUND PAPERS

Planning Services Files

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CABINET

**Williamson Park Company - Request for Assistance
7th October 2008**

Report of Chief Executive

PURPOSE OF REPORT				
To consider the request of the Williamson Park Board for both operational and financial assistance in order to secure the long term viability of the Park				
Key Decision	<input type="checkbox"/>	Non-Key Decision	<input type="checkbox"/>	Referral from Chief Executive
				X
Date Included in Forward Plan				
This report is public with the exception of Appendix B which is exempt from publication by virtue of paragraph 2 of Schedule 12A of the Local Government Act 1972.				

RECOMMENDATIONS

- (1) That Cabinet note the request from the Williamson Park Company for further council support and agree the following :-
- Endorse the action taken under urgent business procedure in respect of interim management arrangements within the Park as a result of staff sickness absence.
 - That Financial Services provide interim financial management support for the Company, the exact extent of the support to be determined by the Head of Financial Services, in conjunction with the Head of Cultural Services, following a review of the current arrangements
 - That the Council provide short term cash flow support to the Company pending a full review of the financial position.
- (2) That Cabinet receive a further report back on the long term future viability of the Company as part of the 2009/10 budget process pending the outcome of the reviews detailed above

1.0 Introduction

- 1.1 In January 2008, Cabinet considered a report (attached as **Appendix A**) concerning the long term viability of the Williamson Park Company. At that time, Cabinet agreed in principle to support a request from the Williamson Park Board to retain its company

status but that officers would review the support arrangements from the Council (Minute 95 refers).

1.2 Since that meeting, council officers have continued to support the Company but in particular, emphasis has been concentrated on:-

- Providing project management support to prepare the Parks for People lottery bid
- Financial Services preparing a revised budget for the current financial year

1.3 A special meeting of the Williamson Park Board met on 18th Sept and signed off the Parks for People Lottery bid for immediate submission and heard an update on the latest financial position of the Company and progress on the preparation of the revised budget for 2008/9.

1.4 Of particular concern to the Board, was staff sickness absence and the potential pressure that this would put on officers of the Park. As a result of this, the Board requested the Council to assist with interim operational management support, drawn from within Cultural Services, to ensure effective management arrangements were in place. This request is the subject of a separate urgent business decision that at the time of writing this report still has to be approved. An update position on this will be reported into the meeting and Cabinet are asked to endorse the decision.

1.5 For further information, the relevant extracts from the draft minutes from the Board meeting are attached as the exempt **Appendix B**

2.0 Request For Assistance

2.1 In addition to the urgent business request referred to above, the Board considered the financial position of the Company. Whilst work on preparing a draft revised budget for 2008/9 is still not complete, the Board heard that the current year's monitoring position was worst than anticipated with the recent poor weather having a significant impact of the Company's income, and this was resulting in cash flow difficulties.

2.2 As a consequence, the Company has made a further request for the Council to provide additional short term financial support to ease the cash flow difficulties until a completed revised budget had been prepared and the full position could be assessed.

2.3 The Board also recognised that with there would also be a need to provide interim financial expertise to help manage the financial arrangements of the Company. The Board therefore have requested that the Council now provides interim financial management support for the Company, the exact extent of which to be determined by the Head of Financial Services, in conjunction with the Head of Cultural Services, following a review of the current arrangements.

3.0 Conclusion

The request for additional operational and financial support from the Council provides an opportunity for the Cabinet to revisit its previous decision regarding the options for the long term viability of the Company. It is therefore recommended that Cabinet receives a further report back on the long term future viability of the Company as part of the 2009/10 budget process once officers have determined the effectiveness of the current arrangements.

RELATIONSHIP TO POLICY FRAMEWORK

Williamson Park is a major attraction for both residents and visitors alike. Its long term viability is a key priority in both the Council's Regeneration and Tourism strategies which recognise it as a place of national, regional and local importance. Its work with the Dukes Playhouse, other touring production companies, local event organisers, and local schools, is an integral part of the council's Cultural offering.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

None directly from this report.

FINANCIAL IMPLICATIONS

The Council provides the company with an annual revenue grant. For 2008/9, the grant is £169,200. The council has also included in its capital programme a sum of £75,000 for improvements to toilets and lighting in and around the Park.

Officers of the council continue to provide support for the company although this is not recognised by way of formal service level agreements. In Financial Services providing more support, this will be at the expense of other work – most likely to be the Council's own budget development and financial monitoring. It is not yet clear, however, what level of service can be provided to the Company, and to what extent this will impact on the quality or timeliness of budget information.

In terms of cash flow, again it is not yet possible to place a ceiling on the maximum amounts involved, but it is not expected to be significant in context of the Council's own cash flow. The Council is already ahead in terms of its investment interest earned this year, so any loss of interest arising through providing support should be possible without causing budget difficulties for the Council.

Also, until the preparation of a revised revenue budget for 2008/9 has been completed, it is impossible to say exactly what the further request for financial assistance may mean ultimately for the Council. The proposed review of the existing financial management arrangements will, in conjunction with the revised revenue budget, allow the extent of the assistance to be calculated and considered as part of the 2009/10 budget exercise.

SECTION 151 OFFICER'S COMMENTS

Given the Company's relationship with the City Council (i.e. the company is wholly owned by the Council), it would seem that there are no viable alternatives available without the Company incurring other costs, and the Council's reputation being damaged.

Whilst the short-term issues can be addressed fairly readily, the most important aspect is determining the longer term management arrangements for the park, including whether the company is viable. To be clear, the Company will have no long term future if its financial situation is not resolved, and soon. That said, until more work is done in understanding exactly the financial issues and options, no decision can be made regarding the future. Furthermore, resources are a serious constraint as the Council's budget process is now underway and it is not possible to give assurances as yet that all the work needing to be done can be catered for within existing staff resources. This will become clearer in due course.

LEGAL IMPLICATIONS

Legal Services have been consulted and have no comments to add to those in the original report.

MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS

None.

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APPENDIX A**CABINET**

**Williamson Park Company Ltd
22nd January 2008**

Report of Corporate Director (Finance & Performance)

PURPOSE OF REPORT			
To consider the recommendations of the Williamson Park Board that met on 10 January 2008 in respect of their considerations regarding the future management arrangements of the Company. This item is urgent as it may have budget implications for the council that need to be considered as part of the 2008/9 budget process.			
Key Decision	X	Non-Key Decision	Referral from Cabinet Member
Date Included in Forward Plan	January 2008		
This report is public			

RECOMMENDATION

1. That Cabinet considers the recommendations of the Williamson Park Board in respect of the future management arrangements of Williamson Park.
2. That any proposed resolution should be 'in principle' only at this stage in order for further detailed work to be carried out and reported back to Members before a final decision is made.

REPORT**1.0 Background**

1.1 Williamson Park is operated by the Williamson Park Co Ltd. This Company has been in existence since 1988 and was originally established to bid for European funds that weren't available to the City Council in order to repair the Ashton Memorial and adjacent buildings. The Company is a local authority controlled company consisting of a Board of 5 City Councillors supported by the Corporate Director (Finance & Performance) who acts as Company Secretary, and Democratic Services, who provide administrative support for meetings.

- 1.2 The Company employs approximately 50 staff, many on a casual or part time basis, who are line managed by the Park's General Manager. The manager is the only full time permanent officer of the Company and is employed directly by the City Council.
- 1.3 The Company operates to its own constitution, policy and procedures, and is supported by the City Council directly through the award of an annual revenue grant, approximately £170,000 pa, and other capital funding, as approved through the Council's capital programme.
- 1.4 In addition to the financial support outlined above, the Company also benefits from informal support from a range of City Council services that include Legal Services, Human Resources, Financial Services, Democratic Services, Cultural Services, and Information Services. There are no service level agreements in place for this support and recently, services supporting the Company have been under severe pressure to continue this informal support and deliver the priorities within their own business plans. No estimation of this informal support has been undertaken.
- 1.5 Since its inception, Williamson Park Co Ltd has achieved many improvements within the Park that include the repair and refurbishment of the Ashton Memorial, and many other of its buildings, structures, and pathways. Many of these improvements have been financed by successful European and Lottery awards. The Park continues to win accolades, the latest being the prestigious Green Flag Award, and is making progress to achieve its vision of attaining recognition as a site of horticultural excellence.
- 1.6 However, the Park is at a crucial stage in its development. Its 5 year business plan has identified that significant investment is required for the major redevelopment of its buildings if it is to increase its income generation potential and meets its objectives.

This drive for continuous improvement is now having an impact on the organisation resulting in operational management pressures. This in turn is also putting an increased strain and pressure on the informal support arrangements that are in place between the Company and the City Council.

The Board has recognised this and at their meeting on 10th January considered a report which offered options for the future management arrangements of the Park. In particular, the Board considered 2 realistic options, namely :-

- To retain the existing Company status but to formalise the support arrangements from the Council
- To seek approval from the City Council to bring the management and operation of the Park back into the City Council and discontinue with its company status.

- 1.7 Following full consultation with the Parks staff and the Friends of Williamson Park, the Board unanimously resolved to support option 1 and seek approval from the council to formalise arrangements for city council staff to continue to provide support to the Company.

2.0 Options & Options Analysis

To continue with the existing arrangements is not an option and therefore there are only 2 realistic alternatives

2.1 Option 1 - To Agree to the Request from the Williamson Park Board

This would mean Williamson Park retaining its existing company status but with support arrangements formalised through service level agreements.

As officer support to the Company has been on an ad hoc basis, there is no detailed record of the level of support that has been provided to date. This option would therefore require officers from both the Council and the Company to meet to scope and cost up the arrangements that would be required in order for the Company to achieve its business plan objectives.

Until this exercise has been undertaken, it is impossible to say if the Council would incur additional costs. If indeed the required support could not be provided from within existing resources or accommodated within service business plans, then it is certain that additional costs would be incurred.

2.2 Option 2 – Decide to dissolve the company and bring the operation back into the council.

This would mean dissolving the company and transferring the Parks staff and budgets to the City Council. In effect, the Parks operation would be subsumed into the Council's existing services. The Council would then be responsible for reviewing and delivering the Company's existing business plan objectives.

It is likely that the transfer of staff would take place under TUPE conditions and this transfer could incur costs in relation to any improvements in staff conditions of service that may be required.

Bringing the Company back into the Council would also require consideration of the same officer support requirements as referred to in option 1 but maybe not on the same scale.

It is further likely that the dissolution of the company would itself have costs attached but these have not been costed at this stage.

There is no preferred officer recommendation

3.0 Conclusion

In light of the referral from the Williamson Park Company, Cabinet is asked to consider which option it would wish to support.

RELATIONSHIP TO POLICY FRAMEWORK

Medium Term Objectives:

- To deliver value for money, customer focused services
- To make our district a cleaner and healthier place

Cabinet Priorities 2007/08:

- Improving the cleanliness of our streets and public spaces to make them more attractive and useable
- Implement the new Tourism Strategy for the district
- Continue efforts to integrate the Council's leisure and sporting facilities and cultural services generally to improve both financial performance and access for all sections of the community.
- Clarify the Council's role in the provision of facilities for children and young people and community development

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

None arising from this report

FINANCIAL IMPLICATIONS

In addition to the informal (and as yet unquantified) support provided by various Council Services to the Company, the Council also awards an annual revenue grant. A total of £169,200 is currently built into the Draft 2008/09 General Fund Revenue Budget, with 2% annual inflation applied thereafter.

It has not been possible for Financial Services to make a full assessment of the 2 options identified within the main body of the report, however any additional implications arising for the Council can be worked up in more detail once Members have indicated their preferred option(s) and more information is available. This will also include a risk assessment of potential ERDF and Lottery grant clawback should the Company be dissolved and the Park come back to the Council, although this is expected to be minimal.

SECTION 151 OFFICER'S COMMENTS

The Section 151 Officer would also highlight the need to consider making budget provision for any additional costs that may arise in 2008/09 and beyond.

LEGAL IMPLICATIONS

In the event of Option 1 being the preferred option Legal Services would continue to offer support on an ad hoc basis subject to suitable arrangements being agreed with the Company.

To pursue the other option would require further consideration of the provisions of both the Local Government and Housing Act 1989 and the Companies Act 1985 to ensure that the statutory requirements are satisfied to dissolve the company and transfer its assets to the Council.

MONITORING OFFICER'S COMMENTS

On the basis that Cabinet is making an "in principle" decision only at this stage, the Monitoring Officer has no further comments, but will comment further once more investigation has been carried out of the implications of Cabinet's preferred option

BACKGROUND PAPERS

None.

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By virtue of paragraph(s) 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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