



**LANCASTER**  
**CITY COUNCIL**

*Promoting City, Coast & Countryside*

# **COUNCIL MEETING**

**Wednesday, 18 July 2012 –  
2.00 p.m.  
Morecambe Town Hall**

Mark Cullinan,  
Chief Executive,  
Town Hall,  
Dalton Square,  
LANCASTER,  
LA1 1PJ



# LANCASTER CITY COUNCIL

*Promoting City, Coast & Countryside*

Sir/Madam,

You are hereby summoned to attend a meeting of the Lancaster City Council to be held in the Town Hall, Morecambe on Wednesday, 18 July 2012 commencing at 2.00 p.m. for the following purposes:

1. **APOLOGIES FOR ABSENCE**

2. **MINUTES**

To receive as a correct record the Minutes of the Meeting of the City Council held on 13 June, 2012 (previously circulated).

3. **DECLARATIONS OF INTEREST**

4. **ITEMS OF URGENT BUSINESS**

5. **ANNOUNCEMENTS**

To receive any announcements which may be submitted by the Mayor or Chief Executive.

6. **QUESTIONS FROM THE PUBLIC UNDER COUNCIL PROCEDURE RULE 11**

To receive questions in accordance with the provisions of Council Procedure Rules 11.1 and 11.3 which require members of the public to give at least 3 days' notice in writing of questions to a Member of Cabinet or Committee Chairman.

7. **LEADER'S REPORT** (Pages 1 - 3)

To receive the Cabinet Leader's report on proceedings since the last meeting of Council.

**REPORTS REFERRED FROM CABINET, COMMITTEES OR OVERVIEW AND SCRUTINY**

8. **PROVISIONAL REVENUE AND CAPITAL OUTTURN 2011/12** (Pages 4 - 28)

To consider the recommendations of Cabinet from its meeting on 3 July 2012.

9. **EXCLUSION OF PRESS AND PUBLIC**

Council 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 it 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.

10. **CANAL CORRIDOR REDEVELOPMENT** (Pages 29 - 97)

To consider a referral report from Cabinet, deferred from the Council meeting held on 11 April 2012 and additional information.

**(Press and Public will be re-admitted to the meeting at this point if excluded for item 10.)**

**MOTIONS ON NOTICE**

11. **NOTICE OF MOTION - POLICE BUDGETS** (Pages 98 - 99)

To consider the following motion submitted by Councillors Ian Pattison, David Smith Margaret Pattison, David Whitaker, Ron Sands, Paul Aitchinson and Robert Redfern:

This Council requests that the Chief Executive of Lancaster City Council write to the Home Secretary to express growing concerns at the 20% reduction on police budgets and to confirm its support for the Acting Chief Constable of Lancashire Chris Weigh who has clearly stated that this reduction in the police budget has resulted in an increase in crime.

The Lancaster City Council therefore calls on Theresa May MP to seriously look at reversing these cuts and to enable the people of Lancaster and Morecambe to receive the level of protection and police presence they deserve.

An Officer Briefing Note is attached.

12. **NOTICE OF MOTION - STOREY INSTITUTE** (Pages 100 - 108)

To consider the following Motion submitted by Councillors Peter Williamson, Alycia James, Roger Mace, Tony Johnson and Susan Sykes.

This council believes Cabinet made the wrong decision about the Storey Institute on 3 July.

A copy of the public report that was considered by Cabinet on 3 July is attached and the relevant Cabinet Minute can be found on page 571 of the agenda.

## **OTHER BUSINESS**

13. **LOCALISM ACT 2011 - ADOPTION OF A REVISED CODE OF CONDUCT** (Pages 109 - 126)

Report of the Monitoring Officer

14. **A DRAFT LOCAL PLAN FOR LANCASTER DISTRICT: PREPARATION OF 'DRAFT PREFERRED OPTIONS' LAND ALLOCATION, DEVELOPMENT MANAGEMENT AND MORECAMBE AREA ACTION PLAN DPDS** (Pages 127 - 515)

To consider the report of the Head of Regeneration and Planning.

***Councillors please note: The appendices to this report are in excess of 350 pages and copies have not been printed with the agenda as a matter of course. If you would like a full paper copy for the meeting, please ask Democratic Services to send one out to you.***

***Copies of the full set of papers are available for Councillors to read in the Members' Rooms at Morecambe and Lancaster Town Halls and also in Democratic Services. An electronic version can be accessed via the agenda for this meeting accessible through the usual link on the Council website:-***

***<http://www.lancaster.gov.uk/a-to-z/m/meetings-minutes-agendas/>***

15. **EXCLUSION OF PRESS AND PUBLIC**

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16. **LANCASTER INDOOR MARKET** (Pages 516 - 537)

Report of the Chief Executive.

**(Press and Public will be re-admitted to the meeting at this point if excluded for item 16.)**

17. **QUESTIONS UNDER COUNCIL PROCEDURE RULE 12.2**

To receive questions in accordance with the provisions of Council Procedure Rules 12.2 and 12.4 which require a Member to give at least 3 working days notice, in writing, of the



question to the Chief Executive.

18. **MINUTES OF CABINET** (Pages 538 - 571)

To receive the Minutes of Meeting of Cabinet held 29<sup>th</sup> May, 2012.

A handwritten signature in black ink, appearing to read "Mark Hollis". The signature is written in a cursive style with a large initial 'M' and a long, sweeping tail.

.....  
Chief Executive

Town Hall,  
Dalton Square,  
LANCASTER,  
LA1 1PJ

Published on Tuesday 10 July 2012.



## Leader's Report

18 July 2012

### Report of the Leader of the Council

#### PURPOSE OF REPORT

To present the Leader's report to Council.

This report is public.

#### RECOMMENDATIONS

To receive the report of the Leader of Council.

#### REPORT

##### 1.0 Cabinet

Information on Cabinet matters is provided in the minutes from the Cabinet meetings held on 29 May and 3 July 2012, later in this agenda.

##### 2.0 Decisions required to be taken urgently

There are no decisions to report since the last Leader's Report on 13 June 2012.

##### 3.0 Leader's Comments

I attended the Shared Revenues and Benefits Service Joint Committee on the 25 May. This meeting was conducted via a video conference facility with Preston City Council. This worked well and will save money and time in the future.

The Lancashire Leaders' Central Sub Group held a meeting at Ormskirk on the 28 May. There was a short update on the Local Enterprise Partnership and on Health and Wellbeing Boards. I asked about the role our local Board can play and was told that they would be consultees.

Councillor Hanson, Mark Cullinan and I met with Eric Ollerenshaw MP on the 01 June to discuss the area. On the agenda were Neighbourhood Planning and the new provisions under the Localism Act. The Homeless Action Centre and their concerns about the Canal Corridor Development and a Lancaster Indoor Market update. Lancaster Castle was also discussed and we are to meet representatives of the Duchy of Lancaster on 9 July in Preston. The University as an Enterprise Zone is a new idea. The Council is fully engaged with the University in discussions about the Science Park and it is hoped that we can pursue further proposals.

United Utilities sewer works were explained and the need to improve the situation without excessive disruption. This work will go on until 2014.

In spite of the deluge, the Olympic Torch Relay was very successful and well attended. Congratulations to the organisers and to those who took part. The Velocity Festival went ahead and I hear that the Council received some praise for organising it. This could become an annual event.

Mark Cullinan and I attended the Local Government Association's Annual Conference in Birmingham at the ICC, a magnificent venue. The conference is the biggest local government conference of the year and attracts over 1000 delegates. There was much debate on issues such as the reforms in planning, local government finance, welfare and benefits and discussion around the role of local authorities in education, social care, self improvement and in response to police and crime commissioners. I also attended workshops on Housing the Nation, Surviving the Squeeze and using planning to deliver for and with your communities.

We were told that although local authorities have made significant savings since the Comprehensive Spending Review, any further cuts will impact on frontline public services.

An LGA report entitled "Funding Outlook for Councils from 2010/11 to 2019/20" projects that, by the end of the decade, town halls could become unable to provide road maintenance, library and leisure centre services because of the rising cost posed by adult social care.

A number of speakers made similar comments, including urging councils to start planning for post-2015; suggesting that local authorities should talk to their communities to find out what services they require, rather than what has always been provided in the past; and that councils should accept that they will be providing different services depending on what they have been asked for.

We heard some interesting speakers, but I felt that the main message seemed to be – congratulations to Local Government on doing more with less, but maybe we may have to do less with even less unless we are very inventive.

The Head of Regeneration and Planning and I attended a 'Visions Forum' breakfast meeting at the University of Cumbria on Friday, 29 June. The event provided an opportunity for us to find out more about the university generally, their aims and their activities relevant to the Lancaster area. We made contact with the management and the Vice Chancellor would like to meet us on a regular basis.

Together with the Mayor and Councillor Sands, I attended a visit to the newly restored Lune Aqueduct. It is said to be the finest and largest masonry aqueduct in the country and was built between 1794-96. Try to visit this amazing listed structure to see the fine restoration work. There is now a disabled access path and a new car park close by.

Don't miss 'Turn Back Time – The Family', filmed in Morecambe. The five part series started on the 26 June. Congratulations to our staff who made it possible, particularly Communications.

#### **4.0 Other Matters**

Cabinet minutes are attached at the end of this agenda.

#### **BACKGROUND PAPERS**

Cabinet agenda and minutes of the meetings on 29 May and 3 July 2012.

<b>COUNCIL</b>
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## Provisional Revenue and Capital Outturn 2011/12 18 July 2012

### Report of Cabinet

<b>PURPOSE OF REPORT</b>
<p>This report seeks Council's consideration of various matters in connection with the overall outturn position for 2011/12.</p>
<p><b>This report is public.</b></p>

#### RECOMMENDATIONS

1. That the requests for carry forward of underspent budgets as set out at Appendix A be approved.
2. That the Annual Treasury Management report as set out at Appendix B be noted.
3. That the year end Prudential Indicators as set out at Appendix C be approved.

#### 1 Introduction

- 1.1 At the Cabinet meeting held on 03 July, Members approved numerous recommendations (subject to call-in) regarding the revenue, capital and treasury outturn for last year. The following sections provide details of those aspects requiring Council approval.

#### 2 Carry forward of Revenue Budgets

- 2.1 Various requests have been made by Service Managers where, for a variety reasons, they did not spend the full budget allocations in last year and now wish to carry the funding forward, to support spending in this year. Any such requests that involve amounts greater than £10,000 must all receive full Council approval and therefore several items have been referred on from Cabinet.
- 2.2 Under current Financial Regulations, the aims of the Carry Forward Scheme are to:
  - provide some flexibility in delivering the Council's stated objectives
  - remove the incentive to spend up budgets unnecessarily by year end, and
  - promote good financial management.
- 2.3 **Appendix A** sets out the requests requiring Council approval and in total, these amount to £241,700 for General Fund and £29,100 for Housing Revenue Account

(HRA). The carry forward requests as attached are either tied in with existing contractual or statutory commitments, or they are requesting a change in use of unallocated resources.

- 2.4 Assuming that all requests are approved as set out, this would have the following effect on revenue balances at the end of the current year:

Fund	Estimated Balances as at 31 March 2013			Basic Minimum Balances Level £'000
	Per Approved Budget	Assuming all requests approved	Surplus Balances (above minimum level)	
	£'000	£'000	£'000	
Housing Revenue Account (HRA)	350	663	(313)	350
General Fund	1,278	1,638	(638)	1,000

(Note: the above figures have been updated since being reported to Cabinet)-

- 2.5 It can be seen that even after allowing for the carry forward requests, as a result of net underspending in last year there would still be some surplus resources available for both the HRA and General Fund. These balances will be taken into account in the forthcoming review of the Council's Medium Term Financial Strategy (MTFS) and the budget process generally. The MTFS review will pick up on the housing regeneration funding position, including any match funding needs linked to the Empty Homes grant offer.

### 3 Treasury Management and Prudential Indicators

- 3.1 The annual treasury management report is attached at **Appendix B** and sets out the performance of treasury operations for 2011/12 in terms of long and short term borrowing, investment activities and relevant borrowing limits and prudential indicators. Under the Code of Practice on Treasury Management in Local Authorities, it is a requirement that an information report on these matters be presented to Council as well as Cabinet.
- 3.2 In addition to the treasury related prudential indicators, there are others that draw on the capital outturn for the year. A full schedule is attached at **Appendix C** for Council approval, in accordance with the Prudential Code for Capital Investment. Only those indicators relating to out-turn (as highlighted) require approval, all other indicators having been approved by Council previously.

### 4 Details of Consultation

- 4.1 No specific external consultation has been undertaken. The outturn will be considered by Budget and Performance Panel at its meeting on 17 July.

### 5 Options and Options Analysis (including risk assessment)

- 5.1 In respect of Carry Forward Requests, the basic options available to Council are either:

- To approve any number of the items / requests, in full or part; or

- To refuse any number of the requests and if commitments have already been incurred, require alternative funding options to be identified. Council should note, however, that in all likelihood this would impact adversely on other areas of service delivery. Whilst this risk would need acknowledging, clearly it is not possible to assess the full potential impact at this stage.

No other options are put forward given timescales and it being well into the current financial year.

**6 Conclusion**

6.1 As a result of underspending in last year it is felt appropriate to support the carry forward requests attached, to support service delivery, but this still ensures that surplus balances will be available to help fund future years' budgets or other liabilities arising. The consideration of treasury matters will take the Council one step closer to completing the reporting of its outturn for last year.

<p><b>CONCLUSION OF IMPACT ASSESSMENT</b>                  (including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)                  Any specific key issues arising are reflected in the individual carry forward requests.</p>	
<p><b>FINANCIAL IMPLICATIONS</b>                  As set out in the report.</p>	
<p><b>SECTION 151 OFFICER'S COMMENTS</b>                  The s151 Officer has no further comments to add.</p>	
<p><b>LEGAL IMPLICATIONS</b>                  There are no legal implications arising from this report.</p>	
<p><b>MONITORING OFFICER'S COMMENTS</b>                  The Monitoring Officer has been consulted and has no further comments.</p>	
<p><b>BACKGROUND PAPERS</b>                  None</p>	<p><b>Contact Officer: Andrew Clarke</b>  <b>Telephone: 01524 582138</b>  <b>E-mail: aclarke@lancaster.gov.uk</b>  <b>Ref:</b></p>

# 2011/12 REQUESTS FOR CARRY FORWARD

For consideration by Council on 18 July 2012

## General Fund

Number	Service	Budget	Carry Forward Request
<b>Requests in line with original budget purpose</b>			<b>£</b>
1	Financial Services	HR/Payroll System Replacement	34,900
2	Health & Housing	Mortgage Repossession Prevention Grant	65,000
3	Regeneration & Planning	Local Development Framework - General Services	56,000
4	Regeneration & Planning	Local Development Framework - Consultancy	20,900
5	Regeneration & Planning	Morecambe Area Action Plan	39,700
			Sub Total
			216,500
<b>Requests to change use of original budget underspend</b>			
6	Community Engagement	Neighbourhood Mgt - Unallocated Grant Income	25,200
			Sub Total
			25,200
			Total General Fund Carry Forward Requests
			241,700

## Housing Revenue Account

<b>Requests in line with original budget purpose</b>			
7	Health & Housing	Planned Maintenance	29,100
			Total HRA Carry Forward Requests
			29,100

Further details relating to each request are attached.....



## 2011/12 REQUESTS FOR CARRY FORWARD

<b>SERVICE</b>	<b>Financial Services</b>
<b>BUDGET HEADING</b>	<b>Software Payroll-Personnel</b>
<b>AMOUNT</b>	<b>£34,900</b>

1
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**The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.**

This request relates to funding of the HR/Payroll system replacement.

It was anticipated that the tendering, acquisition and implementation of the new HR/Payroll system would have been completed during 2011/12. However due to the tendering process having to go through OJEC and contract negotiations taking longer than originally envisaged, implementation has only just commenced with anticipated completion before March 2013. As a result, the initial one off implementation costs will now be incurred in 2012/13 for which this carry forward request is required.

**Financial Services Comments**

The carry forward request is for the full underspend of £34,900 on this budget . As the request is in excess of £10K then Full Council approval will be required.

## 2011/12 REQUESTS FOR CARRY FORWARD

<b>SERVICE</b>	<b>Health and Housing</b>
<b>BUDGET HEADING</b>	<b>Other Government Grants</b>
<b>AMOUNT</b>	<b>£65,000</b>

2

### The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.

Housing Minister, Grant Shapps, announced on 9<sup>th</sup> February 2012 a new £19 million Preventing Repossessions Fund to enable local authorities to help homeowners at risk of repossession. The resultant funding of £65,136 (Mortgage Repossession Prevention Grant) was received from the Government at the end of March 2012. Clearly this did not give any opportunity for the funding to be spent during 2011/12.

It is intended that the council make "interest free" loans available in line with Government guidance, and that during 2012/13 an amount of £30,000 be used for this purpose. The loans will be given on the basis that lenders are prepared to compromise on the debt owed in return for the loan payment, which in turn, will result in the threat of repossession being removed.

It is further proposed that an amount of £35,136 is set aside in a "Homeless Reserve". This funding can then be used on a variety of homeless prevention initiatives enabling the Housing Options service to minimise the numbers of homeless presentations. It should be noted that this reserve would also provide a safety net if the 2013/14 Homeless Prevention allocation is cut. Any surplus from the funding set aside for use in 2012/13 could be diverted into the homeless reserve for use in future years.

The impact of not retaining the full award of Mortgage Repossession Prevention Grant for tackling Homelessness will be considerable. Through the council's 'invest to save' approach we have managed, through homeless prevention initiatives, to reduce homelessness considerably in this authority over the last 6 years.

The changes to benefits entitlements through the Welfare Reforms and the current social and economic challenges are all having a negative impact on vulnerable households, and as a consequence the demand on the Housing Options Team has increased. As a service we are striving to maintain and improve homeless prevention services. In order to maintain the current levels it is important, that in these challenging times, the funding is maintained for its intended purpose and that the service has as many "tools" and options as possible to assist with the prevention of homelessness

Preventing homelessness is a named action under the Health and Wellbeing Priority in the corporate plan 2012-2015, and the use of this funding will help considerably to support this.

### Financial Services Comments

The grant was received at the end of 2011/12 amounting to £65,136 from DCLG. As stated within the grant guidance – *"the funding is not ring-fenced, it is a named grant. It is important local authorities ensure it is used to support the maximum number of households in need of financial assistance, enabling them to stay in their homes. Final decisions on efficient and equitable deployment of this additional funding rest with local authorities and should be based on individual local need"*.

As the carry forward request is greater than £10K full Council approval will be required.

## 2011/12 REQUESTS FOR CARRY FORWARD

<b>SERVICE</b>	<b>Regeneration &amp; Planning</b>
<b>BUDGET HEADING</b>	<b>Local Development Framework – General Services</b>
<b>AMOUNT</b>	<b>£56,000</b>

3
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### The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.

The budget relates to work on monitoring and preparing the policies for the Districts Local Development Framework. The Council is currently preparing three Development Plan Documents (DPD), along with undertaking to monitor the various areas the Framework covers such as Housing Need and preparing and producing formal Proposal Maps. These three documents are:

- Land Allocations,
- Development Management Policies
- Morecambe Area Action Plan

Changes in national policy and the implication of the delays in the implementation of the CIL regulations have impacted on the timescales for the drafting of the documents. The Policy team are currently preparing the draft LA and DM policy documents and, subject to Cabinet, the draft documents should be consulted on this autumn.

The budget is required to fund necessary consultancy work to support the development of the document including on-going monitoring.

### Financial Services Comments

The carry forward request can be met from the underspend in 2011/12 totalling £56,200 against budget code.

As the combined request is in excess of £10,000 Full Council approval will be required

## 2011/12 REQUESTS FOR CARRY FORWARD

<b>SERVICE</b>	<b>Regeneration &amp; Planning</b>
<b>BUDGET HEADING</b>	<b>Local Development Framework – consultancy</b>
<b>AMOUNT</b>	<b>£20,900</b>

4

**The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.**

Spending has been delayed due to progress on LDF being behind schedule. Whilst work has progressed as per the Local Development Scheme the current programme for Plan adoption of the Development Management and Land Allocation DPD means work will need to be carried out in 2012/13.

The main call on the money is for a formal sustainability appraisal and habitats regulations screening of LDF documents, which will take place in 2012/13. If the carry forward is not approved further delays will be incurred.

**Financial Services Comments**

The carry forward request is the balance of the 2011/12 underspend on this budget

As the request is in excess of £10K Full Council approval will be required

## 2011/12 REQUESTS FOR CARRY FORWARD

<b>SERVICE</b>	<b>Regeneration &amp; Planning</b>
<b>BUDGET HEADING</b>	<b>Morecambe Area Action Plan</b>
<b>AMOUNT</b>	<b>£39,700</b>

5

### **The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.**

Much work to prepare the plan was undertaken in 2011/12. The public were consulted on the Outline Options for the Area Action Plan in autumn 2011 and since then the AAP team have been continuing to develop the plan and continue their engagement with stakeholders to help inform the plan. Other work pressures though have meant progress in 2011/12 was a little slower than anticipated and in particular the call on consultancy support less than anticipated. More of this is now required in 2012/13. A first draft plan will be reported to Cabinet and Council approval this summer for consultation this autumn.

The carry forward is required to appoint consultants to help ensure that the plan is sound and viable and to provide support as necessary for the council in taking the draft plan through the final examination process. The consultancy support required includes for work on Sustainability Appraisal and Habitat Regulations Assessment in line with regulations.

The budget also includes separately for any activity the Council as land owner might want to undertake to help advance any development opportunities arising from the plan including the undertaking of any competitions to procure future development partner(s).

### **Financial Services Comments**

The amount requested is the full value of the underspends at 2011/12 outturn for Morecambe Area Action Plan budget.

As the request is in excess of £10K, Full Council approval will be required.

## 2011/12 REQUESTS FOR CARRY FORWARD

6

<b>SERVICE</b>	<b>Community Engagement (Partnerships)</b>
<b>BUDGET HEADING</b>	<b>Poulton Neighbourhood Management and Winning Back the West End</b>
<b>AMOUNT</b>	<b>PNM £7,700      WBTWE £17,500</b>

### The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.

This request is to carry forward surplus external grant funding that has not paid to some projects due to their failure to provide sufficient evidence of spend and not meeting the requirements of audit reconciliations. The money related to Neighbourhood Management programmes in Poulton and the West End of Morecambe.

No proposals to spend these monies have been made whilst continued efforts have been on going with the original funders over the use of this money, namely Lancashire County Council for WBTWE and GONW for PNM (no longer in existence, work now responsibility of Department of Communities and Local Government).

The proposal is to use these funds for a purpose in line with the original objectives, and in the geographic areas the funding was earmarked to, namely feasibility work concerned with the Morecambe Area Action Plan (MAAP), particularly for a Visitor Centre and Performance Space (for which the hope is of European funding match).

The MAAP impacts on both the West End and Poulton neighbourhoods where community and stakeholder engagement identified significant issues relating to connectivity of the town and main visitor focus on the promenade. In particular, the proposal aims to bring initial resources to assist in the early delivery of strategic projects identified as economic priorities and 'step-change' initiatives which will impact on these areas.

### Financial Services Comments

The carry forward request is for the full unallocated GONW and County grant income totalling £25,200.

Although there was no specific commitment against this unallocated income during 2011/12, this has arisen through a lack of response from original funders for its recycled use. Risk of clawback by funders is considered low as the grant was originally allocated several years ago and has never been reclaimed.

It should be noted that if the request is approved, then a re-designation of use will be required from Community Engagement – Partnerships (Accountable Body for grant) to Regeneration & Planning in 2012/13. If the request is not approved then it will remain in unallocated balances.

As the request is in excess of £10K Full Council approval will be required.

## 2011/12 REQUESTS FOR CARRY FORWARD

<b>SERVICE</b>	<b>Repairs and Maintenance</b>
<b>BUDGET HEADING</b>	<b>HRA Planned Maintenance</b>
<b>AMOUNT</b>	<b>£29,100</b>

7

### The reasons why the spend didn't occur during 2011/12 and why we still have a commitment for it in 2012/13.

The Repairs & Maintenance Section operate a schedule of planned revenue works to the council's housing stock. The following works were planned to be completed prior to the end of the financial year but were unable to for the following reasons :-

Ventilating Services (£15,600) – gaining access to various properties proved difficult which resulted in various timing delays. The works can be complete in conjunction with the Re-roofing contract.

Electrical Inspections (£3,500) – delays by the contractor resulted in some works being completed in 2012/13. All works relating to 2011/12 have now been invoiced and paid for.

Fire Risk Assessments (£10,000) – staff shortages within the technical team has resulted in existing workloads being re-prioritised. This scheme has suffered as a consequence leading to specified properties not being assessed.

### Financial Services Comments

The overall net underspend on Planned Maintenance in 2011/12 was £200,000. The carry forward request can be accommodated within this.

As the request is in excess of £10K then full Council approval will be required.

## APPENDIX B

# Annual Treasury Management Report 2011/12

## For consideration by Council 18 July 2012

### 1 Introduction

1.1 The Council's Treasury Management Strategy for 2011/12 was approved by Council on 02 March 2011. This report sets out the related performance of the treasury function by providing details of:

- a) long term and short term borrowing (i.e. debt that the Council owes)
- b) investment activities
- c) relevant borrowing limits and prudential indicators.

It is a requirement of the CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice on Treasury Management in Local Authorities that such a report be made to the Cabinet within six months of the end of the financial year, and that it also be reported to Council for information.

1.2 The aim of the Treasury Management Policy and associated activity is to ensure that the investment of surplus cash is managed in line with the guidance issued by both CIPFA and Government, as well as in line with the Council's appetite for risk. For 2011/12 the appetite for risk remained low given the continued volatility in the national economy and the Eurozone.

1.3 Treasury management is a technical area. Training has been provided in the past to Members and this continues to be an important part of the CIPFA code of practice (further updated November 2011). To assist with the understanding of this report, a glossary of terms commonly used in Treasury Management is attached at **Annex A**. In addition, the Councillor's Guide to Local Government Finance also has a section on treasury and cash management, and this is available through the Member Information section on the Intranet. More Member training is due to be organised with the Council's Treasury Management consultants, Sector, for later in the 2012/13 financial year.

### 2 Summary: Headline Messages for 2011/12

2.1 The key points arising from this report are as follows:

- There is still a great deal of uncertainty in the UK and wider economy, particularly with reference to the Eurozone debt crisis. Credit worthiness, including sovereign rating, is still a key issue.
- Positive judgments have been given over local authority Icelandic investments. The Council has received £4.125M to date and expects to receive £5.9M of its claims (£6M invested plus around £300K interest) in total.
- At the end of the financial year, the HRA self financing transactions took place; the Council took on additional long term PWLB debt of £31.241M to fund the payment (of an equal amount) for buying out of the Council Housing subsidy system.



- Excluding the HRA self financing payment, the underlying need to borrow decreased by £1.3M. General Fund capital out-turn resulted in a £2.3M increase in the underlying need to borrow, as compared with a revised budget of £2.4M; £780K of this related to vehicle purchases which are provided for in the revenue budget. Taking slippage into account, there were no major variations.
- No long term loans have been repaid in the year and no temporary borrowings have been required to support day to day cash flow. The Council ended the year with healthy cash balances due to slippage on capital schemes and significant repayments from Glitnir and Landsbanki.
- The Council has stayed within its Prudential limits for investments and has not breached any of the criteria set out in the approved strategy. The use of the Lancashire County Council call account has meant that use of lower paying accounts such as the DMADF, has been kept to a minimum without compromising counterparty strength.
- Outturn on investment interest was £294K, which was £26K above the revised budget. This is due to slightly higher cash balances and the profiling of Icelandic bank repayments.

### 3 Economic background (supplied by Sector)

The financial year 2011/12 continued the challenging investment environment of previous years, namely low investment returns and continuing heightened levels of counterparty risk. The original expectation for 2011/12 was that Bank Rate would start gently rising from Quarter 4 2011. However, economic growth in the UK was disappointing during the year due to the UK austerity programme, weak consumer confidence and spending, a lack of rebalancing of the UK economy to exporting and weak growth in our biggest export market - the European Union (EU). The UK coalition Government maintained its tight fiscal policy stance against a background of warnings from two credit rating agencies that the UK could lose its AAA credit rating.

Key to retaining this rating will be a return to strong economic growth in order to reduce the national debt burden to a sustainable level, within the austerity plan timeframe. The USA and France lost their AAA credit ratings from one rating agency during the year. Weak UK growth resulted in the Monetary Policy Committee increasing quantitative easing by £75bn in October and another £50bn in February. Bank Rate therefore ended the year unchanged at 0.5% while CPI inflation peaked in September at 5.2%, finishing at 3.5% in March, with further falls expected to below 2% over the next two years. The EU sovereign debt crisis grew in intensity during the year until February when a second bailout package was eventually agreed for Greece.

Gilt yields fell for much of the year, until February, as concerns continued building over the EU debt crisis. This resulted in safe haven flows into UK gilts which, together with the two UK packages of quantitative easing during the year, combined to depress PWLB rates to historically low levels.

Risk premiums were also a constant factor in raising money market deposit rates for periods longer than 1 month. Widespread and multiple downgrades of the ratings of many banks and sovereigns, continued Eurozone concerns, and the significant funding issues still faced by many financial institutions, meant that investors remained cautious of longer-term commitment

#### 4 Icelandic Investments

There was positive news from the Icelandic banks during the year. Following an elongated process local authority depositors were finally granted preferential creditor status with Landsbanki and Glitnir. This greatly increased the recoverable amounts and has led to significant payments being made from these banks during 2011/12. The position is summarised below:

	<b>KSF £000</b>	<b>Glitnir £000</b>	<b>Landsbanki £000</b>	<b>Total £000</b>
Deposit	2,000	3,000	1,000	6,000
Claim	2,048	3,173	1,121	6,342
Payments received	1,290	2,508	327	4,125
Amounts held in ISK (£)		571	8	579
Total anticipated recovery (% of claim)	83.5%	100%	100%	
Further payments due (%)	20.5%	0%	70%	
Further payments due (£)	420	0	785	1,205
<b>Total anticipated receipts</b>	<b>1,710</b>	<b>3,079</b>	<b>1,119</b>	<b>5,908</b>

This shows that cash received as at 31/03/2012 was £4.125M. In total it is expected that the Council will get back £5.9M of its claims (£6M originally invested plus £342K interest etc). Although there has been a cost of the foregone interest during the period the money has been out of use, this means that the vast majority of the capital sum has been preserved.

The repayments from Landsbanki and Glitnir were made in a range of currencies reflecting the assets of the banks. Of these, amounts paid in ISK cannot currently leave Iceland due to currency controls imposed by the Central Bank of Iceland. These amounts have been paid into escrow accounts (similar to a client account at a solicitors) in Iceland. These are earning 3.4% interest but are also subject to gains and losses due to fluctuations in the exchange rate between Sterling and ISK. Once the currency controls are removed, these amounts will be paid back into the Council's UK bank account although there is currently no clear timeframe for this to happen.

The increase in recovery rates means that the amounts previously charged to the accounts for impairment of the investment values, can now be reversed. As part of closing down the 2011/12 accounts, all the amounts capitalised have been reversed out of the accounts with a resultant saving of £105K per year in financing costs (the saving already reflected in the 2012/13 budget). Overall, the outturn is around £30K worse than anticipated in the revised budget, taking into account the net entries to unwind the impairment reserve, the investment balance sheet values and notional interest credits. This is mainly due to not receiving the £47K of gap interest on the Glitnir repayment (that due between maturity date and 22 April 2009) which it had been anticipated would be due but which was not awarded by the Icelandic court. This was offset in part by slight improvements on the recoverable amounts.

As payments are still outstanding for KSF and Landsbanki, there may be small adjustments at subsequent year ends to reflect any changes to anticipated recoveries or repayment profiles, but it is not anticipated that these will be material.

## 5 Borrowing and capital expenditure.

### 5.1 Capital expenditure and financing.

Long term borrowing is an important part of the Council's capital financing. Under the Prudential Code a key indicator is the Capital Financing Requirement (CFR). This figure is calculated from the Council's balance sheet and represents, in broad terms, the gap between the value of fixed assets and that of capital reserves. In essence, this gap may be viewed as the cumulative amount of capital investment that may need to be funded through external borrowing (i.e. the amount of capital investment that has not been funded from other sources such as grants, revenue contributions and capital receipts). Borrowing should not then exceed the CFR on a long term basis, as this would indicate that borrowing is being used to fund expenditure other than capital. For 2011/12 the figures were as follows:

	<b>£000</b>
Opening CFR	50,819
Closing CFR*	83,188
<b>Average CFR</b>	<b>52,725</b>
Weighted average borrowings*	39,556
Weighted average finance lease liability	6,159
Weighted average investments	<b>18,928</b>
<b>Net borrowings</b>	<b>26,787</b>

\*HRA self financing payment of £31.2M 28/3/2012 so only small impact on weighted average CFR & borrowings.

*(Note that the above figures have been updated, since being considered by Cabinet, to tie in with the final statement of accounts.)*

From this it is clear that net borrowings are well below the Council's CFR. This shows that long term borrowing has not been used to fund revenue activities. These figures include the impact of the HRA self financing payment made on the 28 March 2012 and although this increased the closing CFR materially, on a weighted basis, as the transaction was so late in the year, it has little impact. Going forward, all that will happen is that net average borrowings and average CFR will increase by the value of the payment, that being £31.241M.

In terms of capital expenditure and funding in the year, this can be summarised as follows:

	2011/12	2010/11 (restated)*
	£000	£000
<b>Opening Capital Financing Requirement</b>	<b>50,819</b>	<b>50,810</b>
<i>Capital investment</i>		
Property, Plant and Equipment	7,479	8,397
Re-assessment of finance lease liability	2,474	0
Investment Properties	20	12
Intangible Assets	67	90
Revenue Expenditure Funded from Capital Under Statute	1,199	2,419
De capitalisation of Iceland	(1,363)	(222)
HRA self financing payment	31,241	0
<i>Sources of financing</i>		
Capital receipts	(760)	(718)
Government Grants and other contributions	(1,462)	(3,259)
Direct revenue contributions	(2,295)	(1,823)
Minimum Revenue Provision	(1,906)	(2,120)
Major Repairs Reserve	(2,325)	(2,767)
<b>Closing Capital Financing Requirement</b>	<b>83,188</b>	<b>50,819</b>

\*The 2010/11 CFR has been restated to reflect changes to finance lease entries due to changes to the Code and refinement of the discount rates used to measure the liabilities.

*(Note that the above figures have been updated, since being considered by Cabinet, to tie in with the final statement of accounts.)*

This shows a significant jump in the CFR over the year due to the HRA self financing payment. However, excluding the HRA element, there was a £1.35M reduction in the GF CFR.

The capital programme was budgeted to have a borrowing requirement of £2.41M whereas the actual amount needed was £559K. This included £777K for vehicles purchased rather than leased and the impact of accounting for Icelandic investments.

## 5.2 Borrowing levels

To control the actual level of borrowing indicators are set on both the absolute allowable amount of debt (the Authorised limit) and expected gross debt allowing for day to day cash management (Operational Boundary). The boundaries originally set were adjusted part way through the year to allow for the HRA subsidy payment, the revised limits are summarised below:

	Actual Debt 31/03/12	Operational Boundary	Authorised Limit
	£000's	£000's	£000's
Deferred Liabilities	223		
Long term Finance lease liability	5,489		
PWLB Debt	70,456		
<b>Total</b>	<b>76,168</b>	<b>82,000</b>	<b>87,000</b>

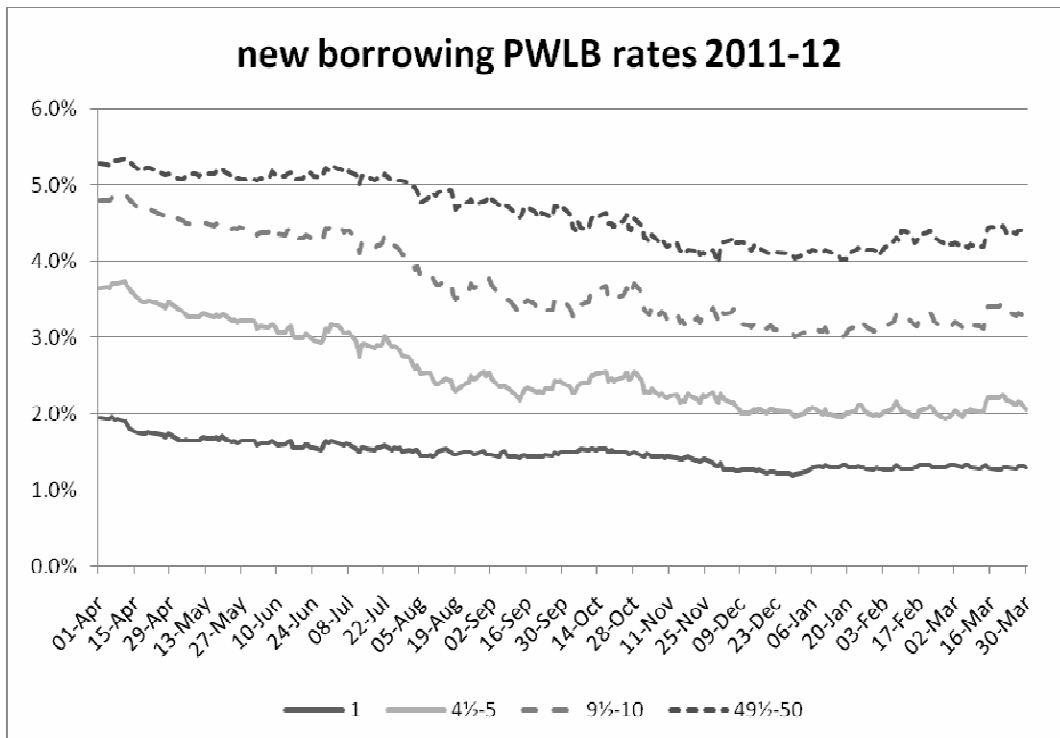
It can be seen that the Council was well below the Authorised Limit and Operation Boundary at year end. The debt boundaries appear high in relation to the level of debt actually incurred, but these were originally set to provide flexibility for changes to the HRA settlement and to give some flexibility over elements of the capital programme where the Council has had limited control over expenditure.

The Council's debt figure also includes the long term element of finance lease liabilities, in line with the Prudential Code. Although these are not strictly borrowings, they are included to reflect the capital substance of some lease contracts.

**5.3 PWLB Interest Rate Movements**

All of the Council's long term borrowings are held with the Public Works Loan Board (PWLB). As noted in section 3, during the year, Eurozone concerns increased demand for strong sovereign gilts decreasing the cost of borrowing for the UK Government; the cost of PWLB loans is directly linked to the cost of borrowing for the Government so this was beneficial for a Council such as Lancaster, facing a very large one off payment to DCLG for HRA self financing. In addition, the Government agreed a further discount to rates bringing them in line with the National Loans Fund rate (rather than adding a margin to this rate) and so the Council secured a 30 year EIP (Equal Instalments of Principal) loan from PWLB at a rate of 3.03%. This is judged to be very good value, as illustrated by comparison to the Council's fixed term loans, which average 5.68%.

The chart below illustrates the movement on PWLB fixed term rates over the year. This clearly shows the spread of rates depending on length of loan, which has been in place for several years. It also shows the downward trend of all rates, from an already low starting point.



Repayment of PWLB debt is still an attractive option in the current climate if a Council holds a grossed up position of higher borrowings matched by higher investment balances. There was an opportunity to underborrow for the HRA transaction but it was judged that given the rates were so low, it was advantageous to take on the cheap debt given that material schemes, such as Lancaster Indoor

Market, may require significant cash resources. Further, should it turn out that there is an excess of cash, taking on the cheap debt provides ballast for early repayments, ie any discount due on redemption of a cheaper loan could be used to offset the premia due on redemption of a more expensive loan. This will however be dependent on future capital expenditure, the timing of the receipt for land at South Lancaster and movement in interest rates.

#### 5.4 Debt Maturity (or Repayment) Profile

The Council is exposed to “liquidity” risks if high value loans mature (i.e. become due for repayment) at the same time, making a large demand on cash. One Treasury Indicator which is used to manage this risk is the maturity structure of borrowing. This indicator introduces limits to help reduce the Council’s exposure to large fixed rate sums falling due for repayment (and potentially re-financing) all at once. The table below shows these profiles at the beginning and end of the year against the indicator. The only change to the portfolio is the addition of the HRA loan. As this is on an EIP basis, elements of principal will fall due evenly over the life of the loan.

	Treasury Indicator	Actual 31/3/11	Actual 31/3/12
Under 12 months	0 - 50%	0%	1.5%
12 – 24 Months	0 – 50%	0%	1.5%
24 – 5 years	0 – 50%	0%	4.4%
5 – 10 years	0 – 50%	0%	7.4%
10 -15 years	0 – 100%	0%	7.4%
15 – 25 years	0 - 100%	0%	14.8%
25 – 50 years	50 – 100%	100%	63.0%

The actual profile of the debt is well within the approved limits (liabilities in relation to finance leases are not included within this indicator).

#### 5.5 Interest Payable on Longer Term Borrowing

Ignoring the HRA debt taken on at the end of the year, the average rate of interest payable on PWLB debt in 2011/12 was 5.68% which is identical to 2010/11 and was on budget.

	£'000
2011/12 Estimate	2,227
2011/12 Actual	2,227 (of which £709K was re-charged to the HRA)
Variance	0

There was a small interest charge in 2011/12 on the £31.241M loan taken on to fund the HRA self financing payment, in relation to the period between the 28 and 31 of March but this will be covered by additional HRA subsidy payment.

There was also £488K of interest in relation to finance leases under IFRS accounting. This is a cost that in previous years has been presented within service expenditure. It is purely a presentational change with no impact on the bottom line.

Prudential Indicators also provide exposure limits that identify the maximum limit for variable / fixed interest rate exposure, based upon the debt position. The table below shows that the outturn position was within the limits set by Members at the beginning of the year. The Council currently only has fixed interest rate debt, although again this could change in future if market conditions warrant or facilitate it.

	<b>Prudential Indicator</b>	<b>Actual</b>
	<b>%</b>	<b>%</b>
Fixed Rate	100	100
Variable Rate	30	0

Accounting for finance leases has not altered this as the interest rates implicit in the leases are fixed at their inception date.

## 6 Investment Activities

### 6.1 Performance against Prudential Indicators

In 2011/12 all investments were placed in accordance with the approved Investment Strategy; there have been no breaches of the investment criteria.

The Council has made no investments and held no investments with a maturity of longer than 365 days from the end of 2011/12; the investment strategy prohibited such long term investments. All deposits have been made either to instant access call accounts and money market funds or have been placed as term deposits with the Debt Management Office (DMO), part of Her Majesty's Treasury. Details of these deposits are included in **Annex B**.

As noted in section 4, part of the repayment from Glitnir and Landsbanki is currently held in ISK in an escrow account in Iceland. Strictly speaking this is a foreign exchange investment prohibited under the investment strategy, however, the Council has had no choice but to accept this repayment and will have to await relaxation of the currency controls in place in Iceland before these sums can be brought back under the Council's direct control. The total amount placed in escrow is £584K and between the time of deposit and year end, this had earned £1K of interest but had lost £6K in foreign exchange movement.

### 6.2 Performance against budget and external benchmarks.

In terms of performance against external benchmarks, the return on investments (not including notional Icelandic interest) compared to the LIBID and bank rates over the year to date is as follows:

<b>Indicator (mean value)</b>	<b>2011/12</b>	<b>2010/11</b>
Base Rate	0.50%	0.50%
3 Month LIBID	0.97%	0.74%
Lancaster CC investment	0.63%	0.53%

The return is just above base but well below 3 month LIBID. This is because the Council has focused on secure and highly liquid deposits which have mainly been on instant access, hence the relatively poor rate of return.

In terms of performance against budget, the details are as follows:

Annual budget	£268K
Actual to date	£119K (see details in <b>Annex B</b> )
"Icelandic" to date	£175K (see details in <b>Annex B</b> )
Total	£294K
Variance	£26K favourable

There is a £26K favourable variance. This is largely due to higher cash balances in the year than anticipated and re-profiling to the payments from Icelandic banks. Overall, the investment returns were within the range limited by the base rate and LIBID (London Inter-bank Bid) rate. In comparison to the prior year, the overall rate of return has improved although the absolute amount of ‘real’ interest (not including Iceland) remains low (£99K vs £119K), reflecting the continuation of the downturn which started in 2008/09.

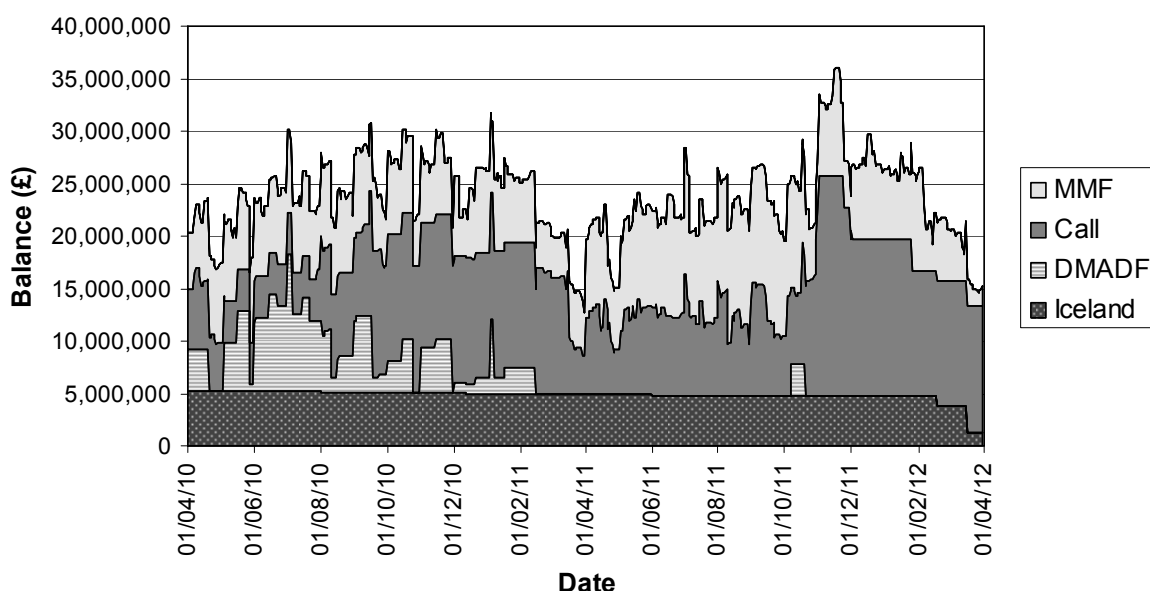
As illustrated in the table below, the short term projection for rates is flat with moderate increases starting from March 2014; it is anticipated that the position on low investment interest rates will hold for the medium term.

Date	Bank rate projection (%)
01/06/2012	0.50
01/06/2013	0.50
01/03/2014	0.75
01/06/2014	1.00
01/09/2014	1.25

Source: Sector, June 2012

The Investment Strategy for 2011/12 continued with the more cautious approach to managing surplus cash which has been in place since the banking crisis. This approach has restricted the term of deposits, reduced the counterparty limits and removed the option to make non EU deposits. In practice, deposits were placed on instant access in either call accounts or Money Market Funds (MMFs) with limit use of the DMO account. The pattern of these investments over 2011/12 and the prior year can be seen in more detail below.

### Investment values 2010/11/12





Many of the risks in relation to treasury management are managed through the setting and monitoring performance against the relevant Prudential and Treasury Indicators and the approved investment strategy, as discussed above.

The Authority's Investment Strategy is designed to engineer risk management into investment activity largely by reference to credit ratings and length of deposit to generate a pool of counterparties, together with consideration of non credit rating information to refine investment decisions. This strategy is required under the CIPFA Treasury Management Code, the adoption of which is another Prudential Indicator. The strategy for 2011/12 complied with updated code (November 2009) of practice and DCLG investment guidance. The Code was updated again during 2011/12 although there were no material changes in terms of how the Authority approaches risk management for its Treasury activities.

## 8 Other Prudential Indicators

As required under the Prudential Code, certain other year end Prudential Indicators must be calculated. Those not included within the body of this report are presented at **Appendix C** for approval by Council.

## 9 Conclusion

During 2011/12 there was finally something not only conclusive but also positive in terms of the Council's Icelandic investments with the vast majority of the £6M invested now expected to be returned. However, there is still an economic overhang from the 2008/09 financial crisis, reflected in the ongoing low interest rates. Fortunately this has also worked in the Council's favour in terms of funding the payments made to central government under the Council Housing reforms.

A low risk appetite and the ongoing economic malaise mean that all investment activity has continued within a very narrow band of instant access deposit products and high quality counterparties, maintaining the trend of relatively low investment returns compared to the pre Iceland years. Given the interest rate projections, it is anticipated that this position will hold for the medium term although depending on the outcome of material capital schemes and receipts over the next 12 to 18 months, it may be possible to net down the Council's borrowings and investments to reduce counterparty risk and interest charges.

## Treasury Management Glossary of Terms

- **Annuity** – method of repaying a loan where the payment amount remains uniform throughout the life of the loan, therefore the split varies such that the proportion of the payment relating to the principal increases as the amount of interest decreases.
- **CIPFA** – the Chartered Institute of Public Finance and Accountancy, is the professional body for accountants working in Local Government and other public sector organisations, also the standard setting organisation for Local Government Finance.
- **Counterparty** – an institution (e.g. a bank) with whom a borrowing or investment transaction is made.
- **Credit Rating** – is an opinion on the credit-worthiness of an institution, based on judgements about the future status of that institution. It is based on any information available regarding the institution: published results, Shareholders' reports, reports from trading partners, and also an analysis of the environment in which the institution operates (e.g. its home economy, and its market sector). The main rating agencies are Fitch, Standard and Poor's, and Moody's. They analyse credit worthiness under four headings:
  - **Short Term Rating** – the perceived ability of the organisation to meet its obligations in the short term, this will be based on measures of liquidity.
  - **Long Term Rating** – the ability of the organisation to repay its debts in the long term, based on opinions regarding future stability, e.g. its exposure to 'risky' markets.
  - **Individual/Financial Strength Rating** – a measure of an institution's soundness on a stand-alone basis based on its structure, past performance and credit profile.
  - **Legal Support Rating** – a view of the likelihood, in the case of a financial institution failing, that its obligations would be met, in whole or part, by its shareholders, central bank, or national government.

The rating agencies constantly monitor information received regarding financial institutions, and will amend the credit ratings assigned as necessary.
- **DMADF and the DMO** – The DMADF is the 'Debt Management Account Deposit Facility'; this is highly secure fixed term deposit account with the Debt Management Office (DMO), part of Her Majesty's Treasury.
- **EIP** – Equal Instalments of Principal, a type of loan where each payment includes an equal amount in respect of loan principal, therefore the interest due with each payment reduces as the principal is eroded, and so the total amount reduces with each instalment.
- **Gilts** – the name given to bonds issued by the U K Government. Gilts are issued bearing interest at a specified rate, however they are then traded on the markets

like shares and their value rises or falls accordingly. The Yield on a gilt is the interest paid divided by the Market Value of that gilt.

Eg. a 30 year gilt is issued in 1994 at £1, bearing interest of 8%. In 1999 the market value of the gilt is £1.45. The yield on that gilt is calculated as  $8\%/1.45 = 5.5\%$ .

See also PWLB.

- **LIBID** – The London Inter-Bank Bid Rate, the rate which banks would have to bid to borrow funds from other banks for a given period. The official rate is published by the Bank of England at 11am each day based on trades up to that time.
- **LIBOR** – The London Inter-Bank Offer Rate, the rate at which banks with surplus funds are offering to lend them to other banks, again published at 11am each day.
- **Liquidity** – Relates to the amount of readily available or short term investment money which can be used for either day to day or unforeseen expenses. For example Call Accounts allow instant daily access to invested funds.
- **Maturity** – Type of loan where only payments of interest are made during the life of the loan, with the total amount of principal falling due at the end of the loan period.
- **Policy and Strategy Documents** – documents required by the CIPFA Code of Practice on Treasury Management in Local Authorities. These set out the framework for treasury management operations during the year.
- **Public Works Loans Board (PWLB)** – a central government agency providing long and short term loans to Local Authorities. Rates are set daily at a margin over the Gilt yield (see Gilts above). Loans may be taken at fixed or variable rates and as Annuity, Maturity, or EIP loans (see separate definitions) over periods of up to fifty years. Financing is also available from the money markets, however because of its nature the PWLB is generally able to offer better terms.
- **Butlers** – Butlers Treasury Services are the City Council's Treasury Management advisors. They provide advice on borrowing strategy, investment strategy, and vetting of investment counterparties, in addition to ad hoc guidance throughout the year.
- **Yield** – see Gilts

Members may also wish to make reference to *The Councillor's Guide to Local Government Finance*.

## INVESTMENTS TO 31st March 2012

Icelandic investments	No	Start	End	Rate %	Principal £	Cumulative Interest* £
<b>Deposited 2007/08</b>						
Landsbanki Islands	004	31-Mar-08	22-Apr-09	6.25	700,000	34,703
Glitnir	F102/023	31-Mar-08	22-Apr-09	5.76	0	113,746
<b>Deposited 2008/09</b>						
Kaupthing, Singer & Friedlander	06/07-129	16-May-08	07-Oct-08	6.00	740,000	26,109
<b>Escrow</b>						
				3.40	584,000	
Sub total					2,024,000.00	174,558
Budgeted income						162,500

Other Investments	opening	Min	Max	closing	Indicative rate	Cumulative Interest £
Call: Santander	6,000,000	1,500,000	6,000,000	0	0.75%	25,385
Call: Yorkshire bank	0	0	3,000,000	0	0.50%	2,800
Call: RBS	1,300,000	0	3,000,000	3,000,000	0.80%	20,943
Call: Barclays	0	0	6,000,000	3,000,000	0.65%	9,267
Call: Lancashire County Council	0	0	6,000,000	6,000,000	0.70%	14,005
DMADF	0	0	3,000,000	0	0.25%	267
Government Liquidity MMF	1,500,000	0	6,000,000	0	0.30%	9,224
Liquidity First MMF.	6,000,000	1,260,000	6,000,000	1,850,000	0.65%	36,973
Sub-total	14,800,000			13,850,000		118,863
Budgeted income						105,000

<b>TOTAL Interest</b>	<b>293,421</b>
<b>Variance (+ive = favourable)</b>	<b>25,921</b>

\* Under 2009 accounting guidance, interest continues to be accrued whilst Icelandic investments are on the Council's balance sheet. To counter this, however, the provisions made to cover any losses take account of this accrued interest, as well as the principal sums invested.

As at the end of Qtr 4 2011/12 £1,260K of principal had been repaid by KSF, representing 63% of the original deposit. A full repayment had been made by Glitnir and 30% of the Landsbanki claim had been repaid.(see section 4 for more details)

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**PRUDENTIAL INDICATORS - LANCASTER CITY COUNCIL**  
 For approval by Council 18 July 2012

2010/11  
 £'000      2011/12  
 £'000

**AFFORDABILITY**

<b>PI 1:</b> Estimates of ratio of financing costs to net revenue stream	Non - HRA HRA Overall	12.1% 8.1% 10.8%	13.70% 7.20% 11.30%
<b>PI 2:</b> Actual ratio of financing cost to net revenue stream	Non - HRA HRA Overall	16.0% 7.4% 13.2%	17.8% 6.7% 13.7%
<b>PI 3:</b> Estimates of the incremental impact of new Capital Investment decisions on the Council Tax This includes the impact of all elements of funding, including any increase in the need to borrow, required to finance new schemes added to the Capital Programme	2.29% £4.41	1.12% £2.19	1.17% £2.35
<b>PI 3A:</b> Illustrative Impact of Additional Borrowing £1 million		<b>Repayment Period</b>	
		<b>5 Years</b>	<b>10 Years</b>
Increase in Council Tax (£)	£4.99	£2.80	£1.65
Increase in Council Tax (%)	2.59%	1.46%	86.00%
<b>PI 4:</b> Estimates of the incremental impact of Capital Investment on Housing Rents		Nil	Nil

**PRUDENCE**

<b>PI 5:</b> Estimates of capital expenditure	Non - HRA HRA HRA Self Funding buy out Total	15,572 3,685 0 19,257	5,765 3,658 35,000 44,423
<b>PI 6:</b> Actual capital expenditure	Non - HRA HRA HRA Self Funding buy out Total	6,511 4,185 0 10,696	5,190 3,575 31,241 40,006
<b>PI 7:</b> Estimates of Capital Financing Requirement	Non - HRA HRA HRA Self Funding buy out Total	32,090 15,303 0 47,393	28,655 15,303 35,000 78,958
<b>PI 8:</b> Actual Capital Financing Requirement	Non - HRA HRA HRA Self Funding buy out Total	35,516 15,303 0 50,819	36,644 15,303 31,241 83,188

**EXTERNAL DEBT**

<b>PI 9:</b> Authorised Limit			
Authorised Limit for Borrowing		52,820	51,740
HRA SF buy out		0	35,000
Authorised Limit for Other Long Term Liabilities		280	260
Authorised Limit for External Debt		53,100	87,000
<b>PI 10:</b> External Debt: Operational Boundary		48,100	82,000
<b>PI 11:</b> Actual external debt	PWLB loans PWLB loans <1yr Long term Finance lease liability Short term finance lease liability Other long term liability	39,215 0 3,433 504 223	69,415 1,041 416 5,489 223

**TREASURY MANAGEMENT**

<b>PI 12:</b> Fixed Interest Rate Exposure The Authority will limit its exposure to fixed interest rate costs to the amounts payable on the following amount of outstanding debt. Actual		100% 100%	100% 100%
<b>PI 13:</b> Variable Rate Interest Rate Exposure The Authority will limit its exposure to variable interest rate costs to the amounts payable on the following amount of outstanding debt. Actual		30% 0%	30% 0%
<b>PI 14:</b> Maturity Structure of Borrowing (excluding finance lease liabilities)			
Upper and Lower Limits	Under 12 months 12 months and within 24 months 24 months and within 5 years 5 years and within 10 years 10 years and within 15 years 15 years and within 25 years 25 years and within 50 years	0% to 35% 0% to 20% 0% to 20% 0% to 20% 0% to 50% 0% to 100% 50% to 100%	0% to 35% 0% to 20% 0% to 20% 0% to 20% 0% to 50% 0% to 100% 50% to 100%
Maturity Profile of Current Outstanding Debt	Under 12 months 12 months and within 24 months 24 months and within 5 years 5 years and within 10 years 10 years and within 15 years 15 years and within 25 years 25 years and within 50 years		2% 2% 4% 7% 7% 15% 63%
<b>PI 15:</b> Investments for periods longer than 364 days The Authority will not invest for periods of longer than 364 days.		Nil	Nil
<b>PI 16:</b> Adoption of CIPFA Code of Practice	The Council adopted the CIPFA code of practice for Treasury Management at its meeting of 13 March 2002.		

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

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## NOTICE OF MOTION

*“This Council requests that the Chief Executive of Lancaster City Council write to the Home Secretary to express growing concerns at the 20% reduction on police budgets and to confirm its support for the Acting Chief Constable of Lancashire Chris Weigh who has clearly stated that this reduction in the police budget has resulted in an increase in crime.*

*The Lancaster City Council therefore calls on Theresa May MP to seriously look at reversing these cuts and to enable the people of Lancaster and Morecambe to receive the level of protection and police presence they deserve.”*

## OFFICER COMMENTS

Her Majesty's Inspectorate of Constabulary (HMIC) has recently published a report on Lancashire Constabulary's progress in meeting the challenges of the 2010 comprehensive spending review.

A thematic report, *Policing in Austerity: One Year On*, found that police forces across England and Wales have risen to the financial challenge of the spending review, cutting their spending while largely maintaining the service they provide to the public; but HMIC has some concerns about whether all forces have transformed their efficiency to the extent that this can be sustained through the next three years (and into future spending reviews).

Based on the data provided by the force, HMIC found that the Constabulary is not only making the necessary savings, but that it is also taking the opportunity to transform services in order to protect the frontline. (HMIC defines the 'frontline' as *those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law*, and this includes roles such as custody staff, public protection officers, call takers as well as uniformed officers. According to the report, the Constabulary will have a higher proportion of staff working in all frontline roles by 2015, an 8% increase from 2010).

Lancashire will also have a higher proportion of staff working in **visible** frontline roles than other parts of England and Wales, accounting for 61% of the total workforce. (The HMIC define 'visible' roles as *those staff that work in uniform and are seen by the public*, such as neighbourhood and response officers, traffic and firearms officers.)

And whilst crime continues to reduce overall – there was a 4% reduction in all crime between December 2010 and December 2011 – there is a huge challenge for the force and Police Authority to continue consistently to reduce crime. Notwithstanding the financial situation, it would be extremely challenging to deliver continuing high levels of crime reduction as seen over the last several years. Whilst the force and Authority are committed to working with partners to reduce crime, there is a need to be realistic about what that might look like in the current climate.

### Headline messages are-

□ Lancashire Police needs to save £44 million between March 2011 and March 2015. By spring 2012 they had planned how to save 87% of this amount.

- The force is planning to cut its total workforce number (i.e. police officers, police staff and police community support officers) by 610 between March 2010 and March 2015.
- 550 of these will be police officer posts; this means there will be 15% fewer officers in Lancashire Constabulary (compared to the 10% average officer reduction across England and Wales).
- The force plans to have 73% of its workforce in frontline roles by 2015, which is in line with other forces in England and Wales.
- The proportion of officers in frontline roles will increase between March 2010 and March 2015 (from 81% to 89%) Again, this is in line with most other forces.
- Lancashire Constabulary continues to drive down crime and has achieved a larger overall crime reduction than across England and Wales as a whole this year.
- 85% of victims in Lancashire are satisfied with the overall service provided by the force, which is line with the national figures.

#### **Head of Environmental Services**

##### Monitoring Officer Comments

The Monitoring Officer has been consulted and has no further comments

##### Section 151 Officer Comments

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

<b>CABINET</b>
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## Storey Creative Industries Centre

### Report of Chief Executive

PURPOSE OF REPORT			
To provide a publicly available update on the Storey Creative Industries Centre (SCIC) Ltd's current financial position and to determine the way forward regarding the Council's involvement in the Centre. An exempt version of this report that includes commercially sensitive information has also been produced to support Cabinet's decision-making.			
<b>Key Decision</b>	<b>X</b>	<b>Non-Key Decision</b>	<b>Referral from Cabinet Member</b>
<b>Date Included in Forward Plan</b>		July 2012	
<b>This report is public.</b>			

#### OFFICER RECOMMENDATIONS

- (1) That Cabinet notes that SCIC Ltd is in default of the loan agreement with the City Council and further notes the actions taken in view of that default.
- (2) That Cabinet considers the statement put forward by the SCIC Board.
- (3) That Cabinet considers the two options regarding the way forward for the Storey building and determines its preference.
- (4) That the Chief Executive takes any actions necessary to progress the preferred way forward, within the financial framework as set out, and reports back on actions taken and the details of proposed future arrangements for consideration by Cabinet.

#### 1 INTRODUCTION

- 1.1 Back in December 2011 Cabinet approved a request for financial assistance from SCIC, by way of a loan totalling £90K to be paid back over a three year period.
- 1.2 As context, in September 2008 the City Council approved the provision of revenue support to the company totalling £40,600 in 2008/09, £69,700 in 2009/10 and £28,300 in 2010/11. This was in recognition that it would be hard for the company to break-even over that period but its business plan indicated that it would move into surplus by its fourth year of operation.
- 1.3 It is clear that this has not been the case, hence the company's more recent request for a loan. In granting that request, as well as considering SCIC's reported

trading position and prospects, Cabinet took account of various other factors including:

- potential VAT liabilities arising for the Council;
- policy aims regarding creative industries and the future of the building, including impact on tenants.

1.4 There was no straight forward solution and in approving the loan, Cabinet agreed a number of other actions to help manage its exposure.

1.5 Unfortunately the situation has recently worsened and the Council now needs to take further action, options for which are set out later. This report has been prepared based on information available up to 28 June. If anything material occurs after then, this will be reported in.

## 2 **SCIC: CURRENT FINANCIAL POSITION AND ACTIONS TAKEN SO FAR**

2.1 The loan of £90K was advanced on 03 February 2012. The loan agreement is attached at **Appendix A** and it includes various terms and conditions regarding the SCIC's financial affairs.

2.2 The following points summarise events since that time:

- a. City Council staff have monitored SCIC on meeting the loan conditions. This has not been straightforward.
- b. Further to the Committee meeting held on 24 April, at which it became clear that the loan conditions had not been met, the Council's Head of Financial Services submitted an item of urgent business to the Board meeting on 25 April.
- c. The company responded on 04 May.
- d. Cabinet Members were updated and a briefing was held on 14 May. Subsequent to this further meetings took place between Officers and SCIC Board Members to review the company's response and explore options on the way forward.
- e. The company's draft management accounts for last year and the current year have been received, with further information pending.. Various measures are being undertaken to gain more information as well as provide service support to the company in the interim. Much of this work is to demonstrate due diligence.
- f. A report went to the company's Finance Committee held on 21 June. A joint statement has been produced for all tenants, emphasising the need to pay their current rent and service charges.
- g. The Company has submitted its own statement regarding the way forward.
- h. The Council has now exercised its option to tax the building (for VAT purposes). This avoids the cost pressures reported back in December, should the Council manage the operation in future.



- i. Legal aspects associated with the company and the building’s future are also being appraised.

2.3 Many actions have been taken on the basis that the Council may wish to continue to use the Storey building as a creative industries centre. It is accepted that there is risk in this approach but the alternative would have had direct implications and risks in itself. The most important task now is to gain a clear direction on the way forward.

### 3 OPTIONS FOR THE WAY FORWARD

3.1 The way forward therefore depends on whether the Council wishes to provide a creative industries centre or whether it wishes to pursue an alternative future for the building.

3.2 In terms of the Council’s Corporate Plan, there is nothing specific regarding the continuation of a creative industries centre although having a successful operation could contribute to:

- maximising the district’s cultural offer
- increasing participation in arts, culture and entertainment events.

3.3 The Council has committed to working with the Duchy to consider options for the long term use of Lancaster Castle. The Storey building occupies a prominent position and in future there may be other potential avenues to be explored regarding its use.

3.4 The Council still has service level agreements in place with Litfest and the Storey Gallery but these place no obligations on the Council in connection with the Storey building itself.

3.5 Options for consideration are therefore as follows:

#### 3.6 Option1

**Withdraw support for the Storey being used as a creative industries centre, and request a report back on all future options for the building.**

Advantages	Disadvantages	Risks
<p>Avoids the need to set up management arrangements and other work involved, as well as the risks attached in taking on the running of the facility.</p> <p>Allows consideration and development of alternative uses for the building in future. Such options and any opportunities may be influenced by the future</p>	<p>Loss of creative industries centre and any spin off benefits for the local economy or community.</p> <p>Major disruptions for existing tenants, including VIC potentially.</p> <p>Likely short to medium term operational implications and difficulties subject to reaction of current tenancy base,</p>	<p>At a strategic level, there is a risk that an acceptable future alternative use (or disposal) of the building could not be identified or secured and this would exacerbate the various substantial financial, reputational and operational risks that exist whichever option is chosen.</p>

plans for Lancaster Castle.	<p>until such time the council is able to gain vacant possession.</p> <p>No clear alternative use of building at present. It would be empty (or virtually so) for a period at least.</p> <p>Involves formal legal action, which could be protracted and would tie up staff resources, as would development of alternatives for the building. This would have adverse impact on other workloads and priorities.</p>	
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3.7 **Option 2**

**Continue to support the Storey being used as a creative industries centre but under the Council’s direct management and control, authorising the Chief Executive to take actions as necessary, prior to reporting back to Cabinet.**

Advantages	Disadvantages	Risks
<p>Would allow creative industries centre to continue, with spin off economic and community benefits.</p> <p>Allows tenants to remain (subject to satisfactory lease terms being in force).</p> <p>Secures a medium term use for the building but still provides opportunity for review, in due course.</p>	<p>Major work and risks involved in setting up management arrangements and in taking on the running of the facility – this should not be underestimated and it would have an adverse impact on other tasks and council priorities.</p>	<p>Greater exposure in terms of managing the property, HR and financial risks attached to taking on the running of the facility.</p> <p>Stakeholder relationships may break down, particularly with the Company and with staff / tenants; this aspect may have greater adverse reputational impact on the Council.</p> <p>Still the risk that the operation proves financially unviable.</p>

**4 DETAILS OF CONSULTATION**

- 4.1 Meetings with the Board have been held, as referred to above.
- 4.2 The main issue is whether Cabinet wishes to put in place arrangements whereby it, or its representatives, can hold the Board to account and/or consult further on the Board’s statement regarding the future.
- 4.3 Given that the SCIC matter is on Budget and Performance’s Work Programme and will be on Audit Committee’s agenda, Cabinet is requested to indicate also whether it would support a combined approach being taken, if this could be agreed.

**5 OFFICER PREFERRED OPTION (AND COMMENTS)**

5.1 On the basis that the Council still wishes to provide a base for creative industries and it accepts the risks attached, then Option 2 is the preferred option.

**6 CONCLUSION**

6.1 The current situation exposes the Council to financial and other risks, and requiring significant staff time to help manage the current position. The way forward depends on whether Cabinet considers the creative industries centre to be worth continuing, or whether it wishes to end the operation and determine another future for the building, accepting the risks attached to either course of action.

**RELATIONSHIP TO POLICY FRAMEWORK**

The main linkages to the Corporate Plan are set out in the body of the report.

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

There is no major impact on these matters, irrespective of which option Cabinet chooses.

**LEGAL IMPLICATIONS**

The Council (as Landlord of the building) apart from its legal obligations under provisions of the lease has no other relationship with the Company other than as a creditor in respect of the loan agreement mentioned in the body of the report.

If either option is chosen it would require further consideration of the associated legal procedures.

In general terms there is no legal requirement to intervene other than to protect its interest as Landlord.

**FINANCIAL IMPLICATIONS**

As outlined in the report, as far as is possible at this stage.

**OTHER RESOURCE IMPLICATIONS**

**Human Resources:**

Human resource matters are exempt.

**Information Services/ Property/ Open Spaces:**

As outlined in the report, as far as is possible at this stage.

**SECTION 151 OFFICER'S COMMENTS**

The s151 Officer has drafted this report on behalf of the Chief Executive and her comments are therefore incorporated.

**DEPUTY MONITORING OFFICER'S COMMENTS**

The Deputy Monitoring Officer has no comments to add at this stage, but it is essential that all legal matters are fully considered in determining any subsequent actions to be taken

under the proposed delegated arrangements, in support of Cabinet's preferred option.

**BACKGROUND PAPERS**

Background papers are exempt from publication, by virtue of paragraph 3 of Schedule 12a of the Local Government Act 1972.

**Contact Officer:** Nadine Muschamp

**Telephone:** 01524 582117

**E-mail:** [nmuschamp@lancaster.gov.uk](mailto:nmuschamp@lancaster.gov.uk)

THIS AGREEMENT is made the 2<sup>nd</sup> day of February 2012

**BETWEEN**

**LANCASTER CITY COUNCIL** ("the Council") of Town Hall, Dalton Square, Lancaster LA1 1PJ  
and

**STOREY CREATIVE INDUSTRIES CENTRE** ("the Borrower") whose registered office is Meeting  
House Lane, Lancaster, Lancashire, LA1 1TH

**WHEREAS:-**

- 1) The Borrower has requested the Council to lend to it the sum of Ninety Thousand Pounds (£90,000.00) ("the Principal Sum") in order for the Borrower to meet existing liabilities as agreed between the Council and the Borrower. The Council has agreed to pay the Principal Sum in one instalment.
- 2) The Borrower shall repay the Principal Sum together with interest in the manner prescribed in this Agreement.

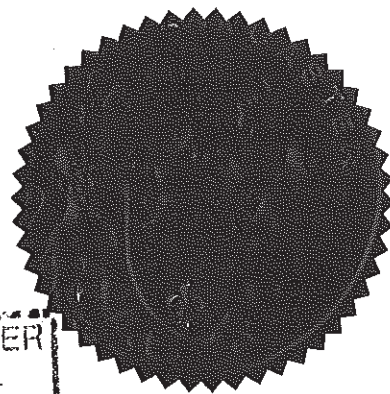
**NOW IT IS AGREED** as follows:-

1. In consideration of the amount of the Principal Sum loaned to the Borrower by the Council (the receipt of which the Borrower acknowledges) the Borrower covenants with the Council to repay to the Council such amounts with interest as provided for in Appendix 1 to this Agreement.
2. The Council's obligation to loan the Principal Sum to the Borrower is conditional on the Council receiving satisfactory evidence of specific liabilities (for example invoices from creditors).
3. The Council requires evidence that the specific liabilities to be covered from the Principal Sum have been settled with the specified creditors (for example receipts from creditors and/or the Borrower's bank statements showing payments).
4. Any evidence as required by clause 3 should be presented to the Council's Head of Financial Services, or her nominated representative, within one month of the loan being released to the Borrower.
5. The Borrower acknowledges the current outstanding debt to the Council of £38,036.79 at Appendix 2 to this agreement. £12,900 of this debt will form part of the Principal Sum and will accrue interest and be subject to the repayment plan at Appendix 1.
6. The Principal Sum will be repayable over a maximum of three years from the date of the first repayment made under this Agreement.
7. In addition, the Borrower will also repay the balance of outstanding debt owed to the Council totalling £25,136.79, (i.e. £38,036.79 less £12,900) over the period in clause 6 above in accordance with the repayment plan in Appendix 1.
8. Interest is to be charged at 10% per annum on both the Principal Sum and outstanding debt with repayment on an annuity basis.
9. The Borrower will duly repay to the Council the monthly sums (covering both the Principal Sum and the outstanding debt owed to the Council together with all interest) as outlined in Appendix 1 to this Agreement.
10. Repayments by the Borrower as outlined in Appendix 1 are to commence on the 16<sup>th</sup> of April 2012 and equal instalments will be payable on the 15<sup>th</sup> of each month thereafter (or the next business day if the 15<sup>th</sup> falls on a non-business day).

- 11. Repayments will be taken by direct debit in accordance with the mandate at Appendix 3 to this Agreement, with cleared funds to be in the Council's bank account on the dates specified in clause 10.
- 12. The Borrower will co-operate fully with the monitoring and financial management arrangements in Appendix 4 to this agreement.
- 13. Any failure to meet the above terms and conditions, (including for the avoidance of doubt clauses 3 and 4 above) will be classed as a default. Immediately following a default the Principal Sum and the amount referred to in clause 7 above will become payable in full, including any interest already accrued. The amount in default will be subject to a penalty rate of interest until full payment is made. This will be charged at 15% per annum plus the prevailing Bank of England base rate.
- 14. If the Borrower at any time during the period of this Agreement pays to the Council the whole of the Principal Sum and the outstanding debt owed to the Council together with interest thereon as herein provided up to and including the date of payment the Council will at the request of the Borrower duly discharge this Agreement.
- 15. The Borrower acknowledges that this Agreement and related financial transactions will be available for public inspection and scrutiny in accordance with the Council's accounting and public reporting requirements.
- 16. This Agreement shall not be capable of assignment by either party without the consent of the other party.
- 17. No person who is not a party to this Agreement shall have any right to enforce any of its terms under the Contracts (Rights of Third Parties) Act 1999.
- 18. Both parties shall be released from their respective obligations in the event of national emergency, war, prohibitive governmental regulation or if any other cause beyond the (reasonable) control of the parties or either of them renders the performance of this Agreement impossible.
- 19. This Agreement shall be governed by the law of England and Wales.

EXECUTED AS A DEED by affixing  
 THE COMMON SEAL of the  
 LANCASTER CITY COUNCIL (the Council)  
 in the presence of

Signature *[Handwritten Signature]*  
 Position Deputy Chief Executive



SEAL REGISTER  
 No: 22827

EXECUTED AS A DEED by ~~affixing~~ *[Handwritten Signature]*  
~~THE COMMON SEAL of the~~  
 STOREY CREATIVE INDUSTRIES CENTRE LTD (the Borrower)  
 acting by Jacqueline Greaves  
 in the presence of

Signature of Director *[Handwritten Signature]*  
 Signature of Witness *[Handwritten Signature]*  
 Position *[Handwritten Signature]*  
 Name of Witness TOM CLARK  
 Address of Witness WOODSIDE PARK WOODHURST NR LANCASTER  
 Occupation of Witness CHIEF EXECUTIVE / ACCOUNTANT

## Lancaster City Council

## Storey Loan repayment schedule

Year	Month	Opening principal balance	Total interest	Total split as:		Total principal amounts	Total split as:		Total monthly payment	Payment to be collected by direct debit on (or next business day)
				Interest (Principal Sum)	Interest (Outstanding Debt)		Repayment (Principal Sum)	Repayment (Outstanding debt)		
2012	April	116,426.57	970.22	758.40	211.82	2,786.54	2,178.18	608.36	£3,756.76	15/04/2012
2012	May	113,640.04	947.00	740.25	206.75	2,809.76	2,196.33	613.43	£3,756.76	15/05/2012
2012	June	110,830.28	923.59	721.95	201.64	2,833.17	2,214.63	618.54	£3,756.76	15/06/2012
2012	July	107,997.11	899.98	703.49	196.48	2,856.78	2,233.09	623.70	£3,756.76	15/07/2012
2012	August	105,140.32	876.17	684.88	191.29	2,880.59	2,251.70	628.89	£3,756.76	15/08/2012
2012	September	102,259.74	852.16	666.12	186.05	2,904.59	2,270.46	634.13	£3,756.76	15/09/2012
2012	October	99,355.14	827.96	647.20	180.76	2,928.80	2,289.38	639.42	£3,756.76	15/10/2012
2012	November	96,426.34	803.55	628.12	175.43	2,953.21	2,308.46	644.75	£3,756.76	15/11/2012
2012	December	93,473.14	778.94	608.88	170.06	2,977.82	2,327.70	650.12	£3,756.76	15/12/2012
2012	January	90,495.32	754.13	589.49	164.64	3,002.63	2,347.09	655.54	£3,756.76	15/01/2013
2012	February	87,492.69	729.11	569.93	159.18	3,027.65	2,366.65	661.00	£3,756.76	15/02/2013
2013	March	84,465.04	703.88	550.20	153.67	3,052.88	2,386.37	666.51	£3,756.76	15/03/2013
2013	April	81,412.16	678.43	530.32	148.12	3,078.32	2,406.26	672.06	£3,756.76	15/04/2013
2013	May	78,333.83	652.78	510.27	142.52	3,103.98	2,426.31	677.66	£3,756.76	15/05/2013
2013	June	75,229.86	626.92	490.05	136.87	3,129.84	2,446.53	683.31	£3,756.76	15/06/2013
2013	July	72,100.02	600.83	469.66	131.17	3,155.92	2,466.92	689.00	£3,756.76	15/07/2013
2013	August	68,944.09	574.53	449.10	125.43	3,182.22	2,487.48	694.75	£3,756.76	15/08/2013
2013	September	65,761.87	548.02	428.37	119.64	3,208.74	2,508.21	700.54	£3,756.76	15/09/2013
2013	October	62,553.13	521.28	407.47	113.81	3,235.48	2,529.11	706.37	£3,756.76	15/10/2013
2013	November	59,317.64	494.31	386.39	107.92	3,262.44	2,550.18	712.26	£3,756.76	15/11/2013
2013	December	56,055.20	467.13	365.14	101.98	3,289.63	2,571.44	718.20	£3,756.76	15/12/2013
2013	January	52,765.57	439.71	343.71	96.00	3,317.04	2,592.86	724.18	£3,756.76	15/01/2014
2013	February	49,448.52	412.07	322.11	89.96	3,344.69	2,614.47	730.22	£3,756.76	15/02/2014
2014	March	46,103.84	384.20	300.32	83.88	3,372.56	2,636.26	736.30	£3,756.76	15/03/2014
2014	April	42,731.28	356.09	278.35	77.74	3,400.66	2,658.23	742.44	£3,756.76	15/04/2014
2014	May	39,330.61	327.76	256.20	71.56	3,429.00	2,680.38	748.62	£3,756.76	15/05/2014
2014	June	35,901.61	299.18	233.86	65.32	3,457.58	2,702.72	754.86	£3,756.76	15/06/2014
2014	July	32,444.03	270.37	211.34	59.03	3,486.39	2,725.24	761.15	£3,756.76	15/07/2014
2014	August	28,957.64	241.31	188.63	52.68	3,515.44	2,747.95	767.50	£3,756.76	15/08/2014
2014	September	25,442.20	212.02	165.73	46.29	3,544.74	2,770.85	773.89	£3,756.76	15/09/2014
2014	October	21,897.46	182.48	142.64	39.84	3,574.28	2,793.94	780.34	£3,756.76	15/10/2014
2014	November	18,323.18	152.69	119.36	33.34	3,604.06	2,817.22	786.84	£3,756.76	15/11/2014
2014	December	14,719.11	122.66	95.88	26.78	3,634.10	2,840.70	793.40	£3,756.76	15/12/2014
2014	January	11,085.01	92.38	72.21	20.17	3,664.38	2,864.37	800.01	£3,756.76	15/01/2015
2014	February	7,420.63	61.84	48.34	13.50	3,694.92	2,888.24	806.68	£3,756.76	15/02/2015
2015	March	3,725.71	31.05	24.27	6.78	3,725.71	2,912.31	813.40	£3,756.76	15/03/2015
2015	April	0.00	0.00	0.00	0.00	0.00	0.00	0.00	-£0.00	15/04/2015
	Totals		<b>£18,816.72</b>	<b>£14,708.63</b>	<b>£4,108.09</b>	<b>£116,426.57</b>	<b>£91,008.20</b>	<b>£25,418.38</b>	<b>£135,243.29</b>	

**COUNCIL****Localism Act 2011 - Adoption of a Revised Code of Conduct  
18th July 2012****Report of the Monitoring Officer****PURPOSE OF REPORT**

To enable Council to adopt a new Code of Conduct in accordance with the requirements of the Localism Act 2011

**This report is public**

**RECOMMENDATIONS**

- (1) To adopt the Code of Conduct as set out in Appendix 1.
- (2) To approve an amended addendum to the Council Procedure Rules (to apply to all meetings of Council, Cabinet, Committees and Overview and Scrutiny) as set out in Appendix 2.
- (3) To request the Independent Remuneration Panel to consider the appropriate special responsibility allowance for the chairman of the newly established Standards Committee, and any payments to be made to the Independent Person (and reserves).
- (4) That all members be encouraged to attend training sessions to be provided by the Monitoring Officer on the new Code of Conduct, including arrangements for the registration and disclosure of interests.
- (5) To note the arrangements (Appendix 3) approved by the Standards Committee under Section 28(6) of the Localism Act 2011 for dealing with complaints of breach of the Code of Conduct.
- (6) To consider whether or not to extend the appointment of Mr Stephen Lamley, Mr Tony James and Mr David Jordison as Independent Persons to a date beyond the 1st July 2013.

**1.0 Introduction**

- 1.1 Members will recall that Council, at its meeting on the 13th June 2012, considered a report on the implementation of the new standards regime under the Localism Act 2011, which indicated that the new arrangements would take effect from the 1st July 2012.
- 1.2 Council on the 13th June disestablished from the 30th June the former Local Government Act 2000 Standards Committee, and established with effect from the 1st July a new Standards Committee, comprising seven elected members, and approved the Committee's terms of reference, and appointed a



chairman. Council also appointed an Independent Person and two reserves. Since that meeting, the government has made amending regulations in relation to the appointment of Independent Persons, and this is referred to later in the report.

- 1.3 At its meeting on the 14th June 2012, the Standards Committee approved arrangements for dealing with complaints of breach of the code of conduct under the new regime, and these are attached at Appendix 3 for noting. It is a requirement of the Localism Act 2011 for such arrangements to be in place, and it is envisaged that as the new regime beds in, the arrangements will be reviewed by the Standards Committee.
- 1.4 With regard to the Council's Code of Conduct itself, Council resolved on the 13th June that the current code remain in force until the date of this meeting to enable the Monitoring Officer and the Standards Committee to consider the contents of the new code in the light of Regulations made on the 6th June 2012.
- 1.5 It is therefore necessary for Council now to consider its new Code of Conduct. The adoption of the Code of Conduct is a matter for Council, and cannot be delegated.

## **2.0 Proposal Details**

### Code of Conduct

- 2.1 Section 27(2) of the Localism Act 2011 requires the Council to adopt a code dealing with the conduct that is expected of members and co-opted members when they are acting in that capacity. The Council must ensure that its code is consistent with the principles of selflessness, integrity, objectivity, accountability, openness, honesty and leadership. The Council is also required to ensure that its code of conduct includes provisions that the Council considers appropriate in respect of the registration and disclosure of pecuniary and other interests.
- 2.2 The former Standards Committee, as the body responsible for advising the Council on its code of conduct, considered the Council's code of conduct under the Localism Act 2011 at a number of meetings, but was unable to finalise its recommendations until the Regulations on disclosable pecuniary interests had been made by the government in early June.
- 2.3 At its meeting on the 14th June 2012, the Committee recommended Council to approve the document at Appendix 1 as its code of conduct.
- 2.4 Members will note that the document has a preamble, setting out the background and the seven statutory principles of conduct. The main body of the Code is then in two parts, the first relating to general obligations and the second relating to interests.

### General Obligations

- 2.5 Members will note that the Part A of the new Code is based on and is very similar to the current Code of Conduct. The Standards Committee was of the view that it was preferable to retain provisions that members are familiar with, and which have become embedded over the past few years. However, there has been a slight rewording of paragraph 5 to clarify its meaning.
- 2.6 Members will note also that paragraph 6 of the proposed Code is new. In its deliberations, the Standards Committee considered template codes which had been produced by the Local Government Association and the Department for Communities and Local Government. Whilst it did not feel able to recommend either of these documents to Council, it felt that it would

wish the new Code to include the new paragraph 6, which is taken from the LGA template.

### Interests

2.7 Part B of the new Code deals with interests, and is itself in two sections, the first relating to disclosable pecuniary interests and the second relating to other interests.

### Disclosable Pecuniary Interests

2.8 The concept of disclosable pecuniary interests (DPIs) was introduced by the Localism Act 2011, with effect from the 1st July 2012. Such interests are defined in regulations, and statutory provisions apply to their registration and disclosure. Section 1 of Part B of the new Code sets out the relevant statutory provisions.

2.9 The statutory provisions, whilst preventing a member with a DPI from participating in a relevant item of business, do not, however, require the member to leave the meeting. Such a requirement can however be imposed by standing orders, and members will recall that on the 13th June 2012, Council approved an addendum to the Council Procedure Rules to this effect.

2.10 The statutory provisions require DPIs to be registered within 28 days of election, but do not require a member to keep the register updated as a matter of course with new or changed DPIs. The statutory position is that a new DPI need only be registered once it has been disclosed at a meeting where a relevant item of business is considered. The Standards Committee felt that it would be preferable to have a local requirement for all changes to be registered as a matter of course, and this has been included as paragraph 7 of Part B.

### Other Interests

2.11 As indicated above, the Localism Act 2011 requires the code of conduct to include such provisions as the Council considers appropriate in respect of the registration and disclosure of other interests. Of those personal interests required to be registered under the current code, a number are now DPIs under the new regime, but others are not. Paragraph 8(1) of Part B of the new Code at Appendix 1 sets out those personal interests currently required to be registered but which do not fall within the definition of DPIs. The Standards Committee's view was that such interests should still be registered, but it felt that the threshold for the registration of gifts and hospitality should be raised from £25 to £50.

2.12 The remainder of Section 2 of Part B deals with the disclosure at meetings of interests that are not DPIs. In effect it replicates the current provisions relating to personal and prejudicial interests, but without using that terminology. If an item of business relates to an interest that is required to be registered under the new paragraph 8(1) or affects a member's well-being or financial position or that of a family member or close associate to a greater extent than the majority of other council tax payers, then the interest must be declared at the relevant meeting. A member may participate in the meeting unless the item of business affects the financial position of the person through whom the interest arises, or relates to a regulatory matter such as a licence or planning permission, and the interest is such that a member of the public with knowledge of the relevant facts would reasonably regard it as so significant that it is likely to prejudice the member's judgment of the public interest.

2.13 Where a member is precluded from participating in the circumstances as set out in 2.12 above, it is recommended that the member should, as at present, be required to leave the meeting room, and this could be effected by an

amended addendum to the Council Procedure Rules as set out in Appendix 2. This would mean that the requirement to leave would apply to a member who is precluded from participating either because of a DPI or because of an “other” interest.

#### Training

- 2.14 The Monitoring Officer will be providing training on the new Code of Conduct and in particular the provisions relating to interests. Given that the Localism Act 2011 makes certain contraventions of the rules relating to DPIs a criminal offence, it is considered that all members should be encouraged to attend such training.

#### Allowances

- 2.15 A special responsibility allowance was paid to the former independent chairman of the Standards Committee. As the composition of the Committee, and the sanctions open to it have now changed, it is recommended that the Independent Remuneration Panel be asked to consider the appropriate level of special responsibility allowance for the new chairman. It is also recommended that the Panel be asked to consider whether the payment of any allowance or expenses to the Independent Person (and reserves) is appropriate, although it may be that the workload and level of responsibility cannot be properly assessed until the new regime has “bedded in”.

#### Independent Persons

- 2.16 At the meeting on the 13th June 2012, Council appointed Mr Stephen Lamley as the Independent Person and Mr Tony James and Mr David Jordison as reserves. All three had been independent members of the Standards Committee, and, as such, their appointments as Independent Persons were permitted by the Localism Act 2011 (Commencement No. 6 and Transitional, Savings and Transitory Provisions) Order 2012, provided that the appointments were made by the 1st July 2013. The Order made no restriction on the length of appointment. On the recommendation of the Monitoring Officer, Council made these appointments for the remainder of the current municipal year. The Monitoring Officer was mindful that, in accordance with the Order, this would give the Council the opportunity in May to consider extending the appointments.
- 2.17 However, the government has now amended the Order so that a former independent member of a Standards Committee may not be appointed as the Independent Person for a period ending on or after the 1st July 2013. This does not however apply in relation to an appointment made before the 24th July 2012 where the period of the appointment ends on or after the 1st July 2013.
- 2.18 This gives the Council a window of opportunity at this meeting only, should it wish to extend the appointments of Mr Lamley, Mr James and Mr Jordison as independent persons beyond the 1st July 2013. This would enable the Council to have the benefit of their experience for longer, and, given the lack of response earlier this year when the office was advertised to the public, would ensure that the Council is able to comply with the statutory requirement to appoint an independent person.
- 2.19 Should Council wish to take this opportunity, the appointments could be extended for whatever length of time Council considers appropriate – perhaps to May 2014 or 2015. The appointments would of course be terminable at will by either party.

### **3.0 Details of Consultation**

- 3.1 The new Code of Conduct has been considered at length by the former

Standards Committee, whose terms of reference included advising the Council on its code of conduct. The Monitoring Officer has also received advice through the Association of Council Secretaries and Solicitors, and has had discussions with the Monitoring Officers of other councils in Lancashire and Cumbria.

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

4.1 The options open to Council are to approve and adopt the Code of Conduct as recommended by the Standards Committee and appended to this report, or to adopt that document with amendments, provided that any such amendments are consistent with the Localism Act 2011. Should Council be minded to make substantial amendments to the recommended Code it may wish to refer these to the Monitoring Officer and Standards Committee for further consideration, and retain the current Code pending such consideration. This would ensure that the Council complies with the statutory requirement to have a Code of Conduct in place.

4.2 With regard to recommendation 6, Council is asked to consider extending the appointments of the Independent Persons beyond July 2013. If the Council does not take this option at this meeting, the effect of the relevant amendment Order is that the appointments will have to terminate no later than the 30th June 2013.

**5.0 Conclusion**

5.1 Council is asked to consider the recommendations as set out above.

**CONCLUSION OF IMPACT ASSESSMENT**

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

None directly arising from this report.

**LEGAL IMPLICATIONS**

The requirements of the Localism Act 2011 and Regulations thereunder are set out in the report and reflected in the recommended Code of Conduct.

**FINANCIAL IMPLICATIONS**

None directly arising from this report. The chairman of the former Standards Committee received an allowance of £1,210. Any recommendations of the Independent Remuneration Panel will be reported to a future meeting, and information about any relevant financial and budgetary implications will be provided at that stage.

It is envisaged that any training will be provided internally by the Monitoring Officer, but should any external training be required, the cost would be met from the member training budget.

**OTHER RESOURCE IMPLICATIONS**

**Human Resources:**

None

**Information Services:**

None

**Property:**

None

**Open Spaces:**

None

**SECTION 151 OFFICER'S COMMENTS**

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

**MONITORING OFFICER'S COMMENTS**

The report has been prepared by the Monitoring Officer as the officer responsible for advising the Standards Committee and Council on code of conduct issues.

**BACKGROUND PAPERS**

None

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**Ref:**

## **LANCASTER CITY COUNCIL**

### **CODE OF CONDUCT**

#### **PREAMBLE TO THE CODE OF CONDUCT**

This Preamble provides an explanatory introduction to the Members' Code of Conduct. It does not form part of the Code of Conduct, and in the event of any conflict between the Preamble and the Code, the Code shall take precedence.

##### **Introduction**

The City Council has adopted the following code dealing with the conduct that is expected of members and co-opted members of the Authority when they are acting in that capacity, as required by section 27 of the Localism Act 2011 ("the Act").

The Council has a statutory duty under the Act to promote and maintain high standards of conduct by Members, and the Code sets out the standards that the Council expects Members to observe.

The Code is not intended to be an exhaustive list of all the obligations that are placed on Members. It is the responsibility of individual Members to comply with the provisions of the Code and the Protocols contained in the Council's Constitution, as well as such other legal obligations as may apply to them from time to time. Failure to do so may result in a sanction being applied by the Council. Failure to take appropriate action in respect of a Disclosable Pecuniary Interest may result in a criminal conviction and a fine of up to £5,000 and/or disqualification from office for a period of up to 5 years.

Members have a responsibility to ensure that they comply with the Code of Conduct in all respects. They should regularly review their personal circumstances and intended actions in the context of the Code.

If in doubt, Members should seek advice from the Monitoring Officer or Deputy Monitoring Officer, but the final decision and responsibility on how to act rests with Members themselves.

Members should not do anything in their capacity as councillors, which they could not justify to the public or could not justify by law. Members' conduct and what the public believe about their conduct will affect the reputation and credibility of Members and the Council as a whole.

It is not enough to avoid impropriety; perception is also important. Members should at all times avoid any occasion for suspicion and any appearance of improper conduct.

## **SEVEN GENERAL PRINCIPLES OF CONDUCT**

The Code is intended to be consistent with the following seven principles, as required by the Act.

### **Selflessness**

Holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.

### **Integrity**

Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties.

### **Objectivity**

In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards or benefits, holders of public office should make choices on merit.

### **Accountability**

Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.

### **Openness**

Holders of public office should be as open as possible about the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands

### **Honesty**

Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest

### **Leadership**

Holders of public office should promote and support these principles by leadership and by example, and should act in a way that secures or preserves public confidence.

**CODE OF CONDUCT**

**Part A  
General provisions**

**Introduction and interpretation**

1. —(1) This Code applies to **you** as a member of the Council

(2) It is your responsibility to comply with the provisions of this Code.

(3) In this Code—

"meeting" means any meeting of—

(a) the authority;

(b) the executive of the authority;

(c) any of the authority's or its executive's committees, sub-committees, joint committees, joint sub-committees, or area committees;

"member" includes a co-opted member and an appointed member.

**Scope**

2. —(1) Subject to sub-paragraph (2) you must comply with this Code whenever you—

(a) conduct the business of your authority (which, in this Code, includes the business of the office to which you are elected or appointed); or

(b) act, claim to act or give the impression you are acting as a representative of your authority,

and references to your official capacity are construed accordingly.

(2) This Code does not have effect in relation to your conduct other than where it is in your official capacity.

**General obligations**

3. —(1) You must treat others with respect.

(2) You must not—

(a) do anything which may cause your authority to breach the Equality Act 2010 (or subsequent legislation)

(b) bully any person;



(c) intimidate or attempt to intimidate any person who is or is likely to be—

(i) a complainant,

(ii) a witness, or

(iii) involved in the administration of any investigation or proceedings,

in relation to an allegation that a member (including yourself) has failed to comply with his or her authority's code of conduct; or

(d) do anything which compromises or is likely to compromise the impartiality of those who work for, or on behalf of, the Council.

**4. You must not—**

(a) disclose information given to you in confidence by anyone, or information acquired by you which you believe, or ought reasonably to be aware, is of a confidential nature, except where—

(i) you have the consent of a person authorised to give it;

(ii) you are required by law to do so;

(iii) the disclosure is made to a third party for the purpose of obtaining professional advice provided that the third party agrees not to disclose the information to any other person; or

(iv) the disclosure is—

(aa) reasonable and in the public interest; and

(bb) made in good faith and in compliance with the reasonable requirements of the Council; or

(b) prevent another person from gaining access to information to which that person is entitled by law.

**5. You must not conduct yourself in a manner which could reasonably be regarded as bringing the Council or the office of councillor into disrepute.**

**6. You must:**

(a) champion the needs of residents- the whole community and in a special way your constituents, including those who did not vote for you - and put their interests first, and

(b) deal with representations or inquiries from residents and visitors, fairly, appropriately and impartially

**7. You—**

(a) must not use or attempt to use your position as a member improperly to confer on or secure for yourself or any other person, an advantage or disadvantage; and

(b) must, when using or authorising the use by others of the resources of the Council—

(i) act in accordance with the Council's reasonable requirements;

(ii) ensure that such resources are not used improperly for political purposes (including party political purposes); and

(c) must have regard to any applicable Local Authority Code of Publicity made under the Local Government Act 1986.

**8.** —(1) When reaching decisions on any matter you must have regard to any relevant advice provided to you by—

(a) the Council's Chief Finance (section 151) Officer; or

(b) the Council's Monitoring Officer,

where that officer is acting pursuant to his or her statutory duties.

(2) You must give reasons for all decisions in accordance with any statutory requirements and any reasonable additional requirements imposed by the Council.

## **Part B Interests**

### **Section 1 Disclosable Pecuniary Interests**

This part explains the statutory requirements of the Localism Act 2011 (Sections 29-34) in relation to disclosable pecuniary interests. These are enforced by criminal sanction.

#### **1. Notification of disclosable pecuniary interests**

Within 28 days of becoming a member or co-opted member, you must notify the Monitoring Officer of any 'disclosable pecuniary interests'.

A 'disclosable pecuniary interest' is an interest of yourself or your partner (which means spouse or civil partner, a person with whom you are living as husband or wife, or a person with whom you are living as if you are civil partners) of the following descriptions:

(a) Details of any employment, office, trade, profession or vocation carried on for profit or gain

(b) Details of any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by you in carrying out duties as a member, or towards your election

expenses. (This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

- (c) Details of any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority under which goods or services are to be provided or works are to be executed; and which has not been fully discharged.
- (d) Details of any beneficial interest in land which is within the area of the relevant authority.
- (e) Details of any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.
- (f) Details of any tenancy where (to your knowledge) the landlord is the relevant authority; and the tenant is a body in which the relevant person has a beneficial interest.
- (g) Details of any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of the relevant authority; and either the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or if that share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For the purposes of the foregoing “relevant authority” means the City Council; “relevant period” means the period of 12 months ending with the day on which you notify the Monitoring Officer of your disclosable pecuniary interest, and “relevant person” means you or your spouse or partner as defined above.

## **2. Register of interests**

Any interests notified to the Monitoring Officer will be included in the register of interests.

A copy of the register will be available for public inspection and will be published on the Council’s website.

## **3. Sensitive interests**

Where you consider that disclosure of the details of a disclosable pecuniary interest could lead to you, or a person connected with you, being subject to violence or intimidation, and the Monitoring Officer agrees, if the interest is entered on the register, copies of the register that are made available for inspection and any published version of the register will exclude details of the interest, but may state that you have a disclosable pecuniary interest, the details of which are withheld under Section 32(2) of the Localism Act 2011.

## **4. Non participation in case of disclosable pecuniary interest**

a) If you are present at a meeting of the Council, Cabinet, or any committee, sub-committee, joint committee or joint sub-committee of the authority, and you have a disclosable pecuniary interest in any matter to be considered or being considered at the meeting:

- You may not participate in any discussion of the matter at the meeting.
- You may not participate in any vote taken on the matter at the meeting.
- If the interest is not registered, you must disclose the interest to the meeting.

- If the interest is not registered and is not the subject of a pending notification, you must notify the Monitoring Officer of the interest within 28 days.

In addition, the Council Procedure Rules require you to leave the room where the meeting is held while any discussion or voting takes place.

b) Where an executive member may discharge a function alone and becomes aware of a disclosable pecuniary interest in a matter being dealt with or to be dealt with by her/him, the executive member must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter.

## **5. Dispensations**

The Standards Committee may grant you a dispensation, but only in limited circumstances, to enable you to participate and vote on a matter in which you have a disclosable pecuniary interest.

## **6. Offences**

It is a criminal offence to

- Fail to notify the Monitoring Officer within 28 days of election of any disclosable pecuniary interest
- Fail to disclose a disclosable pecuniary interest at a meeting if it is not on the register
- Fail to notify the Monitoring Officer within 28 days of a disclosable pecuniary interest that is not on the register that you have disclosed to a meeting
- Participate in any discussion or vote on a matter in which you have a disclosable pecuniary interest
- As an executive member discharging a function acting alone, and having a disclosable pecuniary interest in such a matter, fail to notify the Monitoring Officer within 28 days of the interest.
- Knowingly or recklessly provide information that is false or misleading in notifying the Monitoring Officer of a disclosable pecuniary interest or in disclosing such interest to a meeting

The criminal penalties available to a court are to impose a fine not exceeding level 5 on the standard scale and disqualification from being a councillor for up to 5 years.

## **7. Notification of changes**

Whilst not a requirement of the statute, the Council under this Code of Conduct requires you to notify the Monitoring Officer within 28 days of any new disclosable pecuniary interest, or any change to a disclosable pecuniary interest already notified/registered.

## **Section 2**

### **Other Interests**

## **8. Notification of Other Interests**

(1) In addition to the foregoing, you must, within 28 days of this Code being adopted by or applied to your authority; or your election or appointment to office (where that is later), notify the Monitoring Officer in writing of the details of your interests within the following categories, for inclusion in the register of interests:

(a) Details of any body of which you are a member or in a position of general control or management and to which you are appointed or nominated by your authority;

(b) Details of any body exercising functions of a public nature, any body directed to charitable purposes or any body one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union), of which you are a member or in a position of general control or management;

(c) Details of any gift or hospitality with an estimated value of at least £50 that you have received in connection with your role as a member of the Council, and details of the donor.

(2) You must, within 28 days of becoming aware of any new interest or change to any interest registered under this paragraph notify the Monitoring Officer of the details of that new interest or change.

## **9. Disclosure of Other Interests**

(1) Subject to sub-paragraphs (2) to (6), where you have an interest described in paragraph 8(1) above or in paragraph (2) below in any business of your authority, and where you are aware or ought reasonably to be aware of the existence of that interest, and you attend a meeting of your authority at which the business is considered, you must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

(2) You have an interest in any business of your authority where a decision in relation to that business might reasonably be regarded as affecting your well-being or financial position or the well-being or financial position of a member of your family or any person with whom you have a close association, to a greater extent than the majority of other council tax payers.

(3) Where you have an interest in any business of the authority of the type mentioned in paragraph 8(1)(c), (gifts and hospitality) you need not disclose the nature or existence of that interest to the meeting if the interest was registered more than three years before the date of the meeting.

(4) Where you have an interest by virtue of paragraph 8(1) but, by virtue of paragraph 11, sensitive information relating to it is not registered in the register of members' interests, you must indicate to the meeting that you have an interest, but need not disclose the sensitive information to the meeting.

(5) Where you have an interest in any business of your authority by virtue of paragraph 8(1) or 9(2), and you have made an executive decision in relation to that business, you must ensure that any written statement of that decision records the existence and nature of that interest.

## **10. Register of interests**

(1) Any interests notified to the Monitoring Officer under paragraph 8 above will be included in the register of interests.

(2) A copy of the register will be available for public inspection and will be published on the authority's website.

(3) Where a disclosable pecuniary interest is notified to the Monitoring Officer it need not be separately notified or separately registered as an interest under this section of the Code.

## **11. Sensitive interests**

Where you consider that disclosure of the details of an interest could lead to you, or a person connected with you, being subject to violence or intimidation, and the Monitoring Officer agrees, if the interest is entered on the register, copies of the register that are made available for inspection and any published version of the register will exclude details of the interest, but may state that you have an interest, the details of which are withheld.

## 12. Non participation in case of certain other interests

(1) Subject to paragraphs (2) and (3) below, where you have an interest in any business of your authority by virtue of paragraph 8(1) or 9(2) **AND** the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgment of the public interest **AND** where that business—

(a) affects your financial position or the financial position of a person or body through whom the interest arises; or

(b) relates to the determining of any approval, consent, licence, permission or registration in relation to you or any person through whom the interest arises,

you may not participate in any discussion of the matter at the meeting, and you may not participate in any vote taken on the matter at the meeting.

In addition, the Council Procedure Rules require you to leave the room where the meeting is held while any discussion or voting takes place.

(2) Where you have an interest in any business of your authority to which paragraph 12(1) applies, you may attend a meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise, and provided that you leave the room where the meeting is held immediately after making representations, answering questions or giving evidence.

(3) Subject to you disclosing the interest at the meeting, you may attend a meeting and vote on a matter where you have an interest under paragraph 12(1) that relates to the functions of your authority in respect of—

(i) housing, where you are a tenant of your authority provided that those functions do not relate particularly to your tenancy or lease;

(ii) an allowance, payment or indemnity given to members;

(iii) any ceremonial honour given to members; and

(iv) setting council tax or a precept under the Local Government Finance Act 1992.

(4) Where, as an executive member, you may discharge a function alone, and you become aware of an interest under paragraph 12(1) in a matter being dealt with, or to be dealt with by you, you must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter, or seek improperly to influence a decision about the matter.

**COUNCIL PROCEDURE RULES**

**Disclosable Pecuniary Interests and Other Interests**

(1) Subject to (2) and (3) below if a Member has a disclosable pecuniary interest as defined in paragraph 1 of Part B of the Code of Conduct or an “other” interest as defined in paragraph 12(1) of Part B the Code of Conduct in any matter to be considered, or being considered at the meeting, then the Member should declare that interest to the meeting and should leave the room whilst any discussion or vote takes place.

(2) If a dispensation has been granted to a Member in relation to a disclosable pecuniary interest then subject to the terms of the dispensation the Member may be relieved from the above restrictions but must declare the interest and the dispensation to the meeting.

(3) If a Member has an “other” interest to which paragraph 12(1) of the Council’s Code of Conduct applies, the Member may attend a meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise, and provided that the Member leaves the room where the meeting is held immediately after making representations, answering questions or giving evidence.

**LANCASTER CITY COUNCIL**

**LOCALISM ACT 2011 SECTION 28**

**ARRANGEMENTS FOR DEALING WITH ALLEGATIONS THAT A MEMBER OF THE CITY COUNCIL OR A MEMBER OF A PARISH COUNCIL WITHIN THE DISTRICT OF THE COUNCIL HAS FAILED TO COMPLY WITH THE RELEVANT CODE OF CONDUCT**

An allegation that a city councillor or parish councillor has failed to comply with the requirements of the relevant Code of Conduct must be made in writing to:

Mrs S Taylor, Monitoring Officer, Lancaster City Council, Town Hall, Lancaster LA1 1PJ

An allegation may be sent by email to [STaylor@lancaster.gov.uk](mailto:STaylor@lancaster.gov.uk)

The allegation must be about one or more named members of the following authorities: Lancaster City Council or a parish or town council within its district. These are Arkholme-with-Cawood, Bolton-le-Sands, Carnforth, Caton-with-Littledale, Cloughton, Cockerham, Ellel, Gressingham, Halton-with-Aughton, Heaton-with-Oxcliffe, Hornby-with-Farleton, Ireby and Leck, Melling-with-Wrayton, Middleton, Morecambe, Nether Kellet, Over Kellet, Over Wyresdale, Overton, Quernmore, Scotforth, Silverdale, Slyne-with-Hest, Tatham, Thurnham, Warton, Wennington, Whittington, Wray-with-Botton, Yealand Conyers and Yealand Redmayne.

The allegation must be that the member(s) has, or may have, breached the relevant Code of Conduct. A copy of the City Council's Code of Conduct is available on the Council's website [www.lancaster.gov.uk](http://www.lancaster.gov.uk). The Code of Conduct adopted by a parish or town council is available on that council's website or from the relevant parish or town council clerk.

Procedure once an allegation is received

Once an allegation is received, the Monitoring Officer will seek informal resolution wherever possible.

If informal resolution is not possible, the Monitoring Officer will, in consultation with the Independent Person, the Chairman (or Vice-Chairman) of the Standards Committee, and, if appropriate the Chief Executive, determine whether the complaint merits formal investigation, or whether no further action should be taken.

The Monitoring Officer may refer particular complaints to the Standards Committee if she feels that it would be inappropriate for her to take the decision.

The Monitoring Officer will report to each scheduled Standards Committee meeting on the number and nature of complaints received and decisions taken on them.

Investigation

Where a complaint is referred for investigation, the Monitoring Officer will arrange for the investigation to be undertaken by an officer of the Council, or by an external investigator.

If the investigating officer finds no evidence of failure to comply with the Code, the Monitoring Officer is authorised to close the matter, in consultation with the



Independent Person, Chairman (or Vice-Chairman) and, if appropriate, the Chief Executive. However, the Monitoring Officer may refer the matter to the Standards Committee if she considers this would be appropriate. The Monitoring Officer will in any event provide a summary to the next meeting of the Standards Committee.

Where a formal investigation finds evidence of failure to comply with the Code, there may yet be an opportunity for local resolution, avoiding the need for a hearing. Sometimes the investigation report can cause a member to recognise that the conduct was at least capable of giving offence, and the complainant may be satisfied by recognition of fault or an apology. The Monitoring Officer has authority to agree a local resolution, in consultation with the Independent Person, the Chairman (or Vice-Chairman) and, if appropriate, the Chief Executive, subject to the complainant being satisfied with the outcome, and subject to a summary report to the Standards Committee.

In all other cases where the formal investigation finds evidence of a failure to comply with the Code, the Standards Committee (or a Sub-Committee) will hold a hearing at which the member complained of may respond to the investigation report and the Committee (or Sub-Committee) will determine whether the member did fail to comply with the Code and what action, if any is appropriate.

The sanctions open to the Standards Committee are to censure, to report the findings to full Council, (in effect “naming and shaming”), to recommend the member’s Group Leader to remove the member from any or all Committees, to withdraw Council facilities, such as a computer, or exclude the member from the Council’s offices with the exception of meeting rooms as necessary for attending meetings of Council/Committee. There is no right of appeal.

With regard to parish councillors, the Standards Committee may make a recommendation to the parish council on action to be taken in respect of the councillor. Parish councils will be under no obligation to accept any such recommendation.

Monitoring Officer

June 2012

**COUNCIL**

**A Draft Local Plan for Lancaster District:  
Preparation of 'Draft Preferred Options' Land  
Allocation, Development Management and Morecambe  
Area Action Plan DPDs**

**18 July 2012**

**Report of Head of Regeneration and Planning**

**PURPOSE OF REPORT**

To seek a resolution from Council to publish and consult on a Draft Local Plan for Lancaster District comprising a Land Allocations Development Plan Document (DPD), Development Management (DPD) and an Area Action Plan for Morecambe (MAAP).

This report highlights the key issues which arise from these documents, and advises on how the documents will be progressed through to the formal Publication and Submission stages, commencing with an extensive period of public consultation beginning, provisionally, on Tuesday August 28 and concluding on Friday 19th October.

**(1) RECOMMENDATION**

**That Council resolves to publish and consult on a Draft Local Plan for Lancaster District comprising a Land Allocations Development Plan Document (DPD), Development Management (DPD) and an Area Action Plan for Morecambe (MAAP). An extensive period of public consultation will commence, provisionally, on Tuesday August 28 and conclude on Friday 19th October.**

**1.0 Introduction**

1.1 Following the adoption of the Lancaster District Core Strategy in 2008 intensive work has been ongoing to prepare three key documents which will form the most significant elements of the future planning framework for Lancaster District. The Head of Regeneration and Planning has prepared advanced drafts of a;

1) Development Management (Policies) Development Plan Document (DPD);

2) Land Allocations DPD, accompanied by a Proposal Map,

3) Morecambe Area Action Plan (MAAP).

- 1.2 Advanced drafts of these documents accompany this report; Council is asked to approve these drafts for publication and consultation. Following approval of the recommendation the Head of Regeneration and Planning would then prepare the draft documents for consultation, along with publicity and exhibition material, and then commence a lengthy and extensive period of public consultation, provisionally arranged for the period commencing on Tuesday 28 August and concluding on Friday 19 October.
- 1.3 Following presentation of the completed drafts to Council further work will be undertaken to prepare publishable editions of the Draft Local Plan documents (the three draft DPDs); including updates and corrections to the text, the inclusion of photographs, illustrative plans, and captions.

**The component Development Plan Documents of the Draft Local Plan**

The Development Management DPD

- 1.4 The Development Management DPD will contain a series of generic development management policies which will be applicable to all forms of development across the District (unless directed otherwise by other plans, policies or strategies). These policies will cover a wide range of planning issues and will be used by Planning Committee to determine planning applications in light of recommendations from the Head of Regeneration and Planning Services, or directly via the scheme of delegation. Upon adoption the Development Management DPD will supplement the policies in the Core Strategy and replace all the remaining "Saved" policies within the Lancaster District Local Plan of 2004.
- 1.5 The document contains a range of policies relating to a variety of economic, environmental and social issues which will be applied to all development in any area of the District, unless other guidance within the wider Development Plan directs otherwise.
- 1.6 Currently the Development Management DPD contains 16 policy areas, containing 50 detailed policies. This report identifies some of the key issues which will be of interest and will generate debate in future consultation exercises.

The Land Allocations DPD

- 1.7 The Land Allocations DPD will identify land to meet future development needs for residential, employment, commercial and recreational purposes. The document will also seek to protect sites which are recognised to be of an environmental, social or economic value. The DPD is accompanied by Proposal Maps, with insets for the urban area and town centres. Upon the adoption of the Land Allocations DPD the document will replace the policies which allocate land within the Lancaster District Local Plan and the existing Proposals Map which accompanies the Lancaster District Local Plan.
- 1.8 The Land Allocations DPD should be read in conjunction with the accompanying Proposals Map, which will spatially identify sites which have been designated for either their development potential or in order to be

protected due to their value as environmental, social or economic asset.

- 1.9 The Land Allocations document will contain specific policies relating to some of the more significant, major and complex sites which have been identified for future development. The table below summarises the sites which have specific policies. These policies will identify the Council's position in relation to these sites, setting out the potential proposed uses for the site which the Council will consider to be acceptable and the issues that need to be addressed through any future planning application process. In relation to some of the policies in the Land Allocations DPD further guidance may be provided through specific site briefs.

<b>Sites which have Specific Policies within the Land Allocation DPD</b>	
Land at Whinney Carr, Lancaster	Land at Bulk Road, Lancaster
Land at Bailrigg Lane, Lancaster	Former TDG Site, Warton Road, Carnforth
Lancaster Science Park	Former Pontins Holiday Camp, Middleton
Grab Lane, Lancaster	Galgate Mill, Galgate
Lancaster Canal Corridor	Halton Mills
Lancaster Moor Hospital	Land at Luneside, Lancaster
Land at Nightingale Hall Farm	Lancaster Castle and Lancaster Quay
Ridge Lea Hospital	Lancaster University
Land at Lancaster Leisure Park	University of Cumbria
Land at Lundsfield Quarry, Carnforth	Land at Barton Road, Lancaster
Land at Keer Bridge, Carnforth	Lancaster and Morecambe College
Lune Industrial Estate, Lancaster	Heysham Nuclear Power Station
White Lund Employment Area	Heysham Energy Coast
Port of Heysham	Willow Lane/Coronation Field, Lancaster

Table 1: Sites which have specific policies within the Land Allocations DPD

- 1.10 Whilst the Land Allocations DPD will provide specific guidance for some sites, the sites in Table 1 do not represent all the sites identified for future development. Other sites are identified on the Proposals Maps for development and the Council will expect any development proposals submitted for these sites to be considered against the policies contained within the Development Management DPD.
- 1.11 As with the Development Management DPD, whilst the whole Land Allocations DPD accompanies this report it would be useful to draw out some of the key issues which will be of interest and will generate debate in future consultation exercises. These are discussed in Section 6 "Key Issues".

#### Morecambe Area Action Plan (MAAP)

- 1.12 The MAAP will provide detailed policies and proposals for central Morecambe. These include all development management policies and land

allocations proposed specific to central Morecambe. The adopted Core Strategy identifies central Morecambe as the District's main regeneration priority. Work to date identifies a dearth of demand to invest in central Morecambe yet regenerating the town means making central Morecambe a place that is attractive to investors. Consequently the draft MAAP focuses on addressing economic underperformance and getting the conditions for investment right so that, among many things, social functioning and the town's ability to attract visitors is improved. Therefore, the draft MAAP contains a range of approaches and proposals primarily to encourage, guide and facilitate regeneration. The document seeks to promote development and change, uniting the seafront with the town and stitching together the many quite fragmented parts of central Morecambe.

1.13 In the current era of restrained public finances many of the actions proposed are about public interventions to facilitate private sector investment. The MAAP will therefore propose a significant role for the local councils, but this would be subject to the organisations being able to resource it. Any related investment proposals would need to be considered as part of future years' budget and planning rounds, should they not be catered for within existing resources. Certain actions proposed in due course will require the city council to make certain investment decisions.

1.14 Sites to have specific policies within the MAAP -

- The Battery – for Leisure Uses
- Morecambe Main Seafront and Promenade – to protect and enhance for informal recreation and enjoyment
- Seafront Headland, central promenade – strategic opportunity for leisure development
- Arndale and Area – Development Opportunity Site for main town centre uses
- Entertainment hub – Development Opportunity Site for main town centre uses (west Northumberland Road and including through to the Festival Market and area),
- Former Frontierland Site - Development Opportunity Site - predominantly for housing

## 2.0 Proposal Details

2.1 Stages in the preparation of both the Land Allocations DPD and Development Management DPD have been reported to the council's Planning Policy Cabinet Liaison Group (PPCLG) over the past couple of years. Table 2 below describes the stages which have already undertaken in the preparation process to date.

Date	Stage
July 2008	Lancaster District Core Strategy is adopted <i>(Final document published February 2009)</i>
2009 - 2011	Key evidence base is prepared including: <ul style="list-style-type: none"> <li>• Strategic Housing Land Availability Assessment (2009)</li> <li>• PPG17 Open Space and Recreation Study (2010)</li> <li>• Affordable Housing Viability Assessment (2010)</li> </ul>

	<ul style="list-style-type: none"> <li>• Housing Needs Study (2011)</li> <li>• 'Call for Sites' (2011)</li> </ul>
Summer 2010	Combined Scoping Consultation for both Land Allocations and Development Management DPDs.
Autumn 2010 – Spring 2011	Extensive Informal Engagement on the Land Allocations and Development Management DPDs featuring: <ul style="list-style-type: none"> <li>• Thematic Discussion Workshops</li> <li>• Rural Engagement</li> <li>• Spatial Exercises</li> </ul>
Summer 2011	'Developing the Options' Consultation on Land Allocations and Development Management DPDs. Outcomes of the consultation were published on the Council's Website in February 2012.

Table 2: Work already undertaken on the Development Plan Process

- 2.2 Similarly, work to prepare the MAAP has involved very extensive engagement and consultations over some two years commencing spring 2010 in: scoping the plan; “debating the issues” and “developing options”.
- 2.3 The level of work that has been undertaken to inform the Land Allocations DPD, Development Management DPD and Morecambe Area Action Plan, is significant; the priority has been to build up a robust evidence base to provide understanding of how policies and allocations should be identified and to ensure that the public and other stakeholders have had sufficient opportunity to ensure and shape the future planning system in the District.
- 2.4 The implications of the content of key evidence base documents are very significant. To be found sound Local Plans must be based on facts and not assumptions or aspirations that cannot be evidenced; in the recent words of a Planning Inspector “Assertion is not the same thing as Evidence”. In particular the SHLAA, supplemented by the later “Call for Sites” permitted ample opportunity for development options to be made known to the Council. Accordingly there are not thought to be any significant opportunities for housing development that have not by now been made known to the Council. The options have been made known to the community, and described and explored, through the Developing the Options Consultation work. The time to move forward and make decisions on draft allocations is now.
- 2.5 Whilst significant work has already been undertaken to prepare the draft documents there is still some ongoing work which will be finalised in July. This includes completing evidence base work on Landscape Assessment and Viability Studies. The outcomes of this ongoing work, which is being advanced with the assistance of external professional consultancies, will be incorporated into the refining process for all documents during the course of 2012.

### 3. APPROACH TO DEVELOPMENT PLAN PREPARATION

- 3.1 The National Planning Policy Framework (NPPF) was published by the Government in March 2012 and provides flexibility in terms of how the local

planning authority will be able to approach Development Plan preparation in the future.

3.2 The NPPF seeks to minimise the use of terminology such as Local Development Frameworks (LDFs) which, since 2004, has been used to describe the suite of planning documents that have been a statutory requirement of local planning authorities to prepare. The NPPF encourages authorities to use more simple and easily understood terms and advocates that local authorities should use the term 'Local Plan' as a preferred description.

3.3 Accordingly, Council is advised the Council prepares a 'Local Plan' for Lancaster District which, for now, will comprise the following documents:

- Lancaster District Core Strategy (already adopted);
- Land Allocations DPD and accompanying Proposals Map;
- Development Management DPD; and,
- Morecambe Area Action Plan.

3.4 The above documents will represent the core documents within the forthcoming 'Local Plan for Lancaster District'; however, these core documents will be supplemented by other guidance and policy notes which will include:

- Other Development Plan Documents (DPDs) (such as investigating the potential for a Community Infrastructure Levy [CIL]);
- Supplementary Planning Documents (SPDs) and Practice Notes; and
- Specific Site Briefs.

3.5 The use of the Local Plan terminology will provide improved clarity and greater understanding to the general public and wider stakeholders.

#### **4. PARTIAL REVIEW OF THE CORE STRATEGY**

4.1 Council is advised that as part of the preparation of the 'Local Plan' some elements of the Lancaster District Core Strategy are reviewed. Given the significant changes in the economic climate and a contemporary understanding of the development requirements in the District there is a need to re-visit some elements of the Core Strategy. This includes:

- The need to re-visit the approach to 'Urban Concentration': Changes to the economy and the challenges to deliver on brownfield sites has resulted in development on these sites not coming forward as quickly as anticipated in the more buoyant economic circumstances prevalent at the time which the Core Strategy was prepared. Members will be aware that in recent years only a proportion of the annualised housing requirement has been delivered. Therefore it is now felt that it is unavoidable that the Council considers the early phasing of delivering Urban Extension/Greenfield sites in order to address the acute need to deliver homes to meet the community's housing requirements;
- The need to re-visit the approach to 'Sustainable Villages': Eight 'sustainable' villages were identified in Core Strategy Policy SC3. These villages were identified based on the assumptions that these settlements contained a specific number of key services which would benefit the

community. It was expected through Core Strategy Policy SC3 that development would be directed to these settlement areas. However, few development proposals have come forward in these identified settlements to meet rural needs, whilst potentially proposals that could meet such needs have been put forward in other settlements, settlements which have some service provision or have good access to neighbouring settlements. Thus the delivery of further development opportunities to meet local needs in rural areas could be enhanced by a more flexible approach that takes account of local services in a more informed and flexible manner.

- As already discussed, the Core Strategy seeks to deliver a policy of urban concentration, Policy SC2 states that such a policy approach would mean 90% of development would be achieved within Lancaster, Morecambe, Heysham and Carnforth. Consequently the rural areas would only accommodate 10% of the overall volume of development. Whilst this would of course deliver a very significant degree of urban concentration it does not necessarily reflect what we know about the actual housing demand, and more particularly need for housing in the rural areas which are currently home to more than 30% of the district's population.

- 4.2 The 'Draft Preferred Option' documents for both Development Management and Land Allocations DPD incorporate consideration of the changes identified above.

## 5. KEY ISSUES FROM 'LOCAL PLAN' PREPARATION

### Meeting the Housing Requirements of the District

- 5.1 Both the Development Management DPD and Land Allocations DPD (or 'Local Plan') will seek to address the issues of providing for sufficient housing through the life of the plan period. With regard to the Development Management DPD, this will involve the preparation of a series of policies encouraging proposals for residential development to meet identified needs in suitable and appropriate locations; in terms of the Land Allocations DPD this will involve the identification and allocation of site across the District on both Previously Developed Land (Brownfield) and Greenfield sites.

- 5.2 The National Planning Policy Framework (NPPF) states that;

*"To boost significantly the supply of housing, local planning authorities should: use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the NPPF, including identifying key sites which are critical to the delivery of housing strategy over the plan period."*

- 5.3 As part of the preparation of both documents your officers have sought to ensure that that an appropriate balance has been achieved on the need to meet the objectively assessed requirements whilst remaining within the parameters of consistency with sustainable development objectives within the emerging plan period. Criticism is fully anticipated about the extent to which the Local Plan intends to address the objectively assessed housing requirement, and conversely criticism is anticipated about the extent to which



this the extent of this intention impacts on the capacity of the local environment to accommodate development. In short, it is expected that many members of the local community will feel that too much development is being proposed on Greenfield sites and urban extensions; whilst, conversely, it is expected that the development industry, quoting the Council's own evidence base, will argue that the Council is not going far enough and not moving fast enough to satisfy the clear direction given by the NPPF.

*What are the Housing Needs for Lancaster District?*

- 5.4 In terms of the quantities of housing to be provided through the course of the plan period a requirement has already been set within Policy SC4 of the Lancaster District Core Strategy. Policy SC4 seeks to deliver housing within the District at a rate of 400 dwellings per year (which would cumulatively deliver 6,000 dwellings over 15 years or 7,200 dwellings over 18 years).
- 5.5 In 2011 the Council prepared a Housing Need Report, commissioned from professional consultants David Coultie Associates, which has provided an up-to-date and objective assessment of the actual needs for both market and affordable housing. The findings of the Housing Needs Report, which have been extensively reported to elected members and other stakeholders, concluded that the actual demand for housing in the district was for the development of 476 Market Homes per year and a need for 339 Affordable Homes per year (generating a cumulative need for the local authority to provide 815 dwellings per year).
- 5.6 It has recommended that preparing a Land Allocations DPD which seeks to meet the delivery of this scale of requirement is neither a feasible nor reasonable objective to seek to achieve. Should a Land Allocations DPD seek to identify sufficient land to meet such a need it is highly unlikely that the local housing market could support the delivery of such a high annual development rate. But it is important to recognise that based on these objective assessments the need for housing in the District is both high, acute and, importantly, is currently simply not being achieved.
- 5.7 Therefore it is recommended that retaining the requirements of Policy SC4, in delivering 400 dwellings per year, represents a reasonable and viable approach to future housing delivery through the plan period and represents an accurate reflection of past take-up rates within the District which have historically trended over recent decades at approximately 400 dwellings per year.

*How should the Development Plan seek to meet these Needs?*

- 5.8 The proposed approach to addressing the housing needs in the District is therefore to prepare 'Local Plan' documents which make a balanced judgement between addressing the full housing need requirement against the realistic prospects for delivery. This needs to be undertaken against the backdrop of a challenging economic environment where development rates over recent years since 2003 have been suppressed and the 400 dwellings per year requirement has not in reality been achieved.
- 5.9 Therefore the approach of the 'Local Plan' will be in effect to deduct from the housing requirement both the under achievement that has taken place in housing delivery since 2003 and the anticipated under achievement that will

inevitably continue as both national and local economies recover. This 'writing off' of housing numbers is presented here as taking a realistic position on the prospects for housing delivering in the District, recognising that it would be impractical and unrealistic to expect the housing market to recover overnight and start building out at increased rates, even if the housing land supply is supplemented, at a rate that could redress the recent historic shortfalls.

- 5.10 The realistic position being recommended is that the local housing market will be gradual, reflecting national and regional trends, and, that slowly housing completions will rise in the District returning to the historic trend rate of approximately 400 dwellings per year. It is anticipated that the housing market will not have recovered to normal delivery levels before about 2018. In short, the draft Local Plan seeks to allocate land to provide for around 4,800 dwellings and not 6,000 dwellings in the period to 2023/24.
- 5.11 To meet this moderated housing requirement the Land Allocations DPD needs to consider both how and where such a requirement will be met. Whilst the Core Strategy suggests that there should be a focus on 'Urban Concentration' and the regeneration of Brownfield sites the reality of developing such sites in the current economic climate has been significantly challenged. The Core Strategy was adopted in July 2008 within a period where the economy appeared to be strong and stable. Since 2008 there has been significant economic contraction and the financial viability of regenerating constrained brownfield sites has been reduced greatly.
- 5.12 Every Brownfield site has a series of constraints which challenge financial viability. Therefore the 'Local Plan', and in particular the Land Allocations DPD, needs to be realistic in terms of how and when such Brownfield sites will deliver new housing. The reality is that the regeneration of many of the Brownfield sites in the District are significantly longer-term visions than previously thought during the preparation of the Core Strategy in 2008.
- 5.13 Therefore there would be significant danger in the Council preparing a 'Local Plan' which placed an over-reliance on the delivery of challenged brownfield sites, on the basis of an un-evidenced optimism, to meet housing demand, which from the evidence is seen to be acute.
- 5.14 The approach in the 'Local Plan', and in particular the Land Allocations DPD, is to identify a range of sites to meet current and future housing needs, identifying Greenfield sites which have greater viability and can be delivered to meet housing needs in the short to medium term whilst retaining encouragement, through being judiciously cautious about the scale of new Greenfield allocations, toward the regeneration of Brownfield sites which are currently challenged due to their viability but, following economic recovery, will become more deliverable again.
- 5.15 This approach, continuing the encouragement for the regeneration of brownfield sites (whilst recognising the constraints they face) but also seeking to allocate Greenfield sites which have greater viability at this challenging time, can assist in the delivery of housing in the shorter term and deliver improvements to local infrastructure.

*The Regeneration of Brownfield Sites to meet Housing Requirements*

- 5.16 Despite these challenges, the regeneration of previously developed brownfield sites, such as Lancaster Moor Hospital, Nightingale Hall Farm and Luneside in Lancaster will remain a priority within the Land Allocations DPD, and the Council will continue its efforts to deliver regeneration to such sites.
- 5.17 The Land Allocations DPD, as can be noted from Table 1 of this report, identifies a series of Brownfield sites across the District where regeneration and redevelopment is encouraged.
- 5.18 Each site mentioned in Table 1 has its own specific policy within the Land Allocations DPD which will set out the Council's approach to potential uses on the site and sets out the issues that must be addressed through any future proposals for the site. Policies for these specific locations will be used as a material consideration in determining any development proposals, these site specific policies will accompany the more generic policies contained within the Development Management DPD.

*Allocating Greenfield Land to Meet Housing Requirements*

- 5.19 In view of the above considerations the Land Allocations DPD will seek to identify a series of Greenfield sites which are believed to be in more suitable and sustainable locations and which can assist in delivering wider benefits within the locality and the District as a whole. The Greenfield sites which have been identified in the Land Allocations DPD include:
- Land at Whinney Carr, off Scotforth Road, South Lancaster;
  - Land at Bailrigg, South Lancaster; and,
  - Land at Grab Lane, East Lancaster.
- 5.20 The rationale behind the identification of these three sites is that they will seek to deliver for the long term housing requirements of the District and supplement the delivery of the largely previously identified Brownfield sites.
- 5.21 Whilst the identification of Greenfield sites will be a controversial decision for the Council to take, and represent the first expansion of the urban settlement of Lancaster for a generation, there is strong evidence to support such a decision, there is a strong latent demand for housing within the District based on the Housing Need Report of 2011 which the Local Plan needs to address. It would be questionable whether an Urban Concentration approach of purely relying on Brownfield sites would meet such a need. Current economic climate means that the viability of Brownfield sites is severely challenged.
- 5.22 There would be significant dangers in preparing a 'Local Plan' which placed an over-reliance on constrained Brownfield sites to meet the District's current and future housing needs. Such a position would almost certainly be challenged by developers and landowners of Greenfield sites, challenging the deliverability of these brownfield sites based on the requirements of the National Planning Policy Framework which states that through plan-preparation, local authorities should meet their full and objectively assessed needs. The Council would be challenged on the basis that the only way to meet such needs would be through the development of Greenfield sites.
- 5.23 The consequence of such a challenge could lead to the development of Greenfield sites in places which are not considered to be inappropriate and which seriously undermine the aims and objectives of the Council's 'Local

Plan'. Such inappropriate development could well gain planning consent solely because the Council will have failed in its requirement to provide a range of truly deliverable housing sites and cannot demonstrate an achievable five year housing supply.

- 5.24 The above scenario needs to be avoided, and therefore it is necessary and pertinent for the Council, through the preparation of the 'Local Plan', to identify a range of suitable and deliverable housing sites for the short, medium and long term which include a range of Brownfield and Greenfield sites. Members are advised that recent Examinations of Development Plan documents at two north of England local authorities, Wigan and Hull, have been suspended on the basis that Inspectors had significant doubts about the respective Council's attempts to demonstrate that they had identified an adequate supply of deliverable housing. Also at a recent appeal decision, a proposal for 1,150 new homes in Fylde Borough, has been approved by the Secretary of State as he placed significant emphasis on the need for authorities to meet evidenced housing requirements. It is therefore advised that a Local Plan document which fails to properly acknowledge and adequately address evidenced housing requirements is unlikely to be capable of being found sound at the independent examination stage.

### **The Strategic Sites**

- 5.25 Within the Land Allocations DPD a series of Strategic Sites have been identified, these have been defined as 'Strategic' based on their contribution towards meeting the strategic aims of the Lancaster District Core Strategy – whether this be through providing a considerable and reliable level of dwelling completions to meet both housing demands and housing needs, the expansion of town centres or, otherwise, playing a key role in the District's economy. These strategic sites include:

- Land at Whinney Carr, South Lancaster (largely to meet housing demand and needs);
- Land at Bailrigg, South Lancaster (largely to meet housing demand and needs);
- Lancaster Canal Corridor (to provide Lancaster City Centre with an expanded retail role in both the District and wider Sub-Region);
- Lancaster Science Park (to secure future economic growth of knowledge based jobs and investment tied to the university); and
- Port of Heysham/Heysham Energy Coast (for its ongoing economic importance).

- 5.26 It should be noted that the 'Local Plan' for the District places a significant importance on these sites to achieve its aims. Set out below are some of the key issues which must be addressed in order to deliver these Strategic Sites.

#### **Land at Whinney Carr, South Lancaster**

- 5.27 The site at Whinney Carr measures approximately 37 hectares and once fully developed could accommodate in the region of 900 dwellings. Whinney Carr consists of agricultural land between the A6 West Coast Main Line (WCML) and agricultural land between the WCML and the Lancaster Canal, south of Ashford Road. This area of land was identified in the deposit draft of the Lancaster District Local Plan and the Council resolved around 2001 to

approve a planning application for an Urban Extension which was made by the landowner in partnership with Countryside Homes. This proposal was “Called In” by the then Secretary of State, and planning permission was not granted on the basis that the proposed homes were not needed to meet the local housing requirements in the pertinent new Regional Spatial Strategy. The site was deleted from the Lancaster District Local Plan by the City Council, prior to the adoption of the Plan. The current Local Plan Proposals Map shows the site as “white land”, that is, there is no specific policy designation.

- 5.28 The significant issue relating to the delivery of this site is the issue of road access and highways capacity, this is the same issue for Bailrigg Lane which is discussed in paragraphs 5.32 to 5.35 of this report. The existing capacity on the A6 Corridor from the City Centre through to Galgate is significantly constrained and therefore a strategic solution is needed to improve capacity. It has been agreed with Lancashire County Council that this strategic solution would be the creation of a link road between the A6 and A588 (Ashton Road) which would create a second southern approach to the City and reduce traffic flows on the existing A6 corridor. This would provide an opportunity to introduce a circular bus route and improve the prospects for the increased use of public transport. A similar proposal was sought through the initial allocation of the Whinney Carr site through the previous Lancaster District Local Plan.
- 5.29 Whilst the solution is clear and agreed, the delivery of such a piece of infrastructure will be complex and costly, particularly in relation to the crossing of the West Coast Main Line. The proposed road link will benefit a number of development proposals in the South of Lancaster, including the Strategic Site of Bailrigg Lane and the Lancaster Science Park (which already has a planning consent), therefore a number of different landowners are expected to contribute to the funding of the road link and bridge, not just the Whinney Carr proposal itself.
- 5.30 These parties will need to come to an agreement over who pays and how / when the infrastructure is delivered. Whilst officers have a broad understanding about how this might be achieved significant further work with parties with different landownership and development interests is required to evidence a mechanism for the delivery of this key infrastructure.
- 5.31 The Land Allocations DPD contains a specific policy relating to developing land at Whinney Carr, the policy includes a requirement that a comprehensive masterplan is prepared for the whole site which addresses a wide range of issues, further details can be found within Policy STR1 of the Land Allocations DPD.

*Land at Bailrigg, South Lancaster*

- 5.32 The site at Bailrigg measures approximately 32 hectares and once fully developed could accommodate in the region of 500 dwellings. This site lies to the south of Hala and to the north and east of Bailrigg Village. The site has the M6 to its east and the A6 to its west. The primary access would be from the A6. The site has a shared boundary with the Lancaster Science Park.
- 5.33 It should be noted that the close proximity to the Whinney Carr site means that similar issues relating to highways capacity on the A6 corridor arise.

Therefore, the development of the Bailrigg site relies greatly on the provision of the road link described in paragraphs 5.28 above.

- 5.34 Further to the issue of highway capacity along the A6 Corridor access to the site will be an issue. The main access to the development site will be through the Lancaster Science Park; however, to satisfy the requirements of Lancashire County Council a secondary access will be expected to be provided to the North of the site across Burrow Beck, which is a Biological Heritage Site. Whilst this is not expected to pose significant issues, careful assessment will be required of any proposed impacts of an access road across Burrow Beck. Investigation of a suitable solution to provide the secondary access is on-going.
- 5.35 The Land Allocations DPD contains a specific policy relating to developing land at Bailrigg, the policy includes a requirement that a comprehensive masterplan is prepared for the whole site which addresses a wide range of issues, further details can be found within Policy STR2 of the Land Allocations DPD.

### **Other Strategic and Significant Sites**

#### *Land at Grab Lane, East Lancaster*

- 5.36 The site at Grab Lane measures approximately 20 hectares and once fully developed could accommodate in the region of 400-450 dwellings. The site occupies agricultural land that sits between the foot of the hill of Williamson's Park and the M6. The now complete residential redevelopment of the Lancaster Moor South site sits just to the north of this land; the Lancaster Leisure Park and Abattoir, also identified in the Local Allocations DPD as housing sites, are to the south of the land at Grab Lane. A high pressure ethylene pipeline runs parallel to the M6 on the eastern part of the, clearly, this part of the site is therefore not developable. The site is currently identified as part of the Key Urban Landscape area which lies between the east of Lancaster and the M6 and runs from junction 34 down to Lancaster University. Development of the site raises a self-evident visual sensitivity because of its proximity to Williamson's Park. A decision to allocate this site for development is one which well illustrates the challenge of achieving the complex balance that must be made in ensuring that an adequate supply of housing land is identified within the parameters of seeking to adhere to a policy of urban concentration if possible in the context of a limited range of realistically developable opportunities within the environmentally and visually sensitive environment that typifies and positively distinguishes Lancaster district. Effectively, given the limited options for development available to the Council, these decisions, and their implications for the district's future well being, are as significant as they are unavoidable.
- 5.37 This site was first identified in the Strategic Housing Land Availability Assessment (SHLAA) of 2009. It was determined to be developable in principle by the Council's external consultants on the basis that, at the time of the assessment it would contribute to meeting the housing requirement in the latter part of the Core Strategy period. As part of the ongoing consultation work initiated by the Developing the Options Consultation in Summer 2011, a developer has submitted extensive representations intended to illustrate how the site be developed in an acceptable form to provide dwelling completions much sooner than anticipated at the time that the SHLAA was prepared.

Whilst the outcome of ongoing Landscape Assessment work will very shortly advise on the implications of the existing Local Plan designations on the principle of the site, and potentially the developable area of the allocation, it is recommended that Grab Lane be identified as a development site within the draft Local Plan. The outcomes of the Landscape Assessment will be known prior to the making of a formal decision on publication by the City Council.

- 5.38 Development of this site is relatively unconstrained by the need for new infrastructure and it is anticipated that proposals for the development of this site are likely to emerge in any event.

#### Economic Growth in the Heysham Peninsula

- 5.39 The area in and around the Port of Heysham is seen as a major focus of economic activity in the District, with significant concentrations of employment generating uses in / adjacent to the Port itself and within the industrial / business parks of Lancaster West Business Park, Heysham Industrial Estate and Major Industrial Estate.

- 5.40 The Core Strategy Policy ER2 supports the regeneration of the South of Heysham through providing for port related development, this theme and support has been continued through the preparation of the 'Local Plan' documents recognising the significant economic asset that the Port represents, both in terms of jobs created and investment within the District. Through previous stakeholder consultation Peel Ports (owners of the Port of Heysham) have submitted representations suggesting that further expansion of the Port facility is required to secure its long term future and allow for growth and expansion of the existing facilities that take place at the Port.

- 5.41 Therefore the 'Local Plan', through the Land Allocations DPD, has recognised the need for a sympathetic approach toward the growth of the Port Facility and identified land at the Port of Heysham Industrial Estate as an area for potential growth for the Port Facility.

- 5.42 Such a policy has only been put forward on the basis that the existing uses and businesses on the Port of Heysham Industrial Estate are provided within alternative premises, to an appropriate scale and size and in an appropriate location which is satisfactory to them. Whilst the sustainable growth of the Port should be welcomed this should not be detrimental to the business which in-directly relate to the Port.

- 5.43 Elsewhere in the Heysham area the existing employment areas will be retained and in places expanded to provide alternative sites to the Port of Heysham Industrial Estate and to allow for growth of the waste treatment sector in line with proposals emerging within the Lancashire County Council Waste and Minerals Plan.

- 5.44 Equally, further expansion of employment uses in the Heysham Peninsula will assist in providing employment sites for future employment growth as a direct result of increased accessibility from the M6 motorway and linkages to the Port. Whilst the challenges of the economy currently restrict employment growth it is anticipated that once recovery is underway available and sustainable sites will be required to meet increased demand.

- 5.45 The Land Allocations DPD contains a specific policy (Policy STR6) which

relates to future growth at the Port and the key issues that must be addressed as part of any development proposals.

Growth at Lancaster University

- 5.46 As with the Port of Heysham, Lancaster University is of considerable importance to the District's economy, and support for its sustainable growth through the Development Plan process should be encouraged.
- 5.47 Given the University's position as a 'campus' which is detached from the existing urban area of Lancaster and set within the countryside, the way that growth is catered for should be carefully considered. The 'Local Plan' approach must balance the economic benefits that growth of the University can bring against the potential that growth may have on the locality – in particular the local landscape and the amenity of local people.
- 5.48 Therefore the Local Plan will dissuade growth of the University Campus to the South towards Galgate, focusing any future growth to the existing campus itself or on land to the North, looking at the Lancaster Science Park and land on the Strategic Site of Bailrigg Lane. Work to ensure that adequate consideration is given to existing landscape policy designations in the Bailrigg and University areas in on-going and should be concluded prior to any formal approval of the emerging draft Local Plan.
- 5.49 The 'Local Plan' will encourage greater interaction between the University campus and these proposed development sites and will encourage any future growth, either for educational facilities or accommodation for students to be located in this area.
- 5.50 The Land Allocations DPD contains a specific policy (Policy EDC1) which relates to the future growth of the University and the key issues that must be addressed as part of any development proposals

Lancaster City Centre (Lancaster Canal Corridor)

- 5.51 The Lancaster District Core Strategy Policy ER5 states that new comparison retailing in the District will be focused on the expansion of Lancaster City Centre. This expansion involves the regeneration of land to the East of the existing town centre including land at Lancaster Canal Corridor North.
- 5.52 The planned expansion of Lancaster City Centre through the Local Plan recognises Lancaster's importance as a retail centre, not just of importance to the District but also within the North Lancashire / South Cumbria region.
- 5.53 The proposals for regeneration of the Lancaster Canal Corridor will be required to pay close attention to the protection of the historic fabric of some of the buildings within the locality, learning from previous proposals which failed to do so. It is expected that proposals for the site will come forward as part of a comprehensive masterplan for the site and, whilst primarily retail led, should involve a mixture of uses which include residential and cultural / community uses to compliment those which already exist at the Dukes and Grand Theatre. Given its central location it is also expected that proposals for the Canal Corridor site should involve the provision of a new foodstore.



- 5.54 The regeneration of the Canal Corridor site represents just part of the wider regeneration and improvement proposals for Lancaster City Centre and combined with the suitable re-use of Lancaster Castle and the achievement of wider aims within the Cultural Heritage Strategy should see Lancaster evolve further as a destination for both local residents and visitors to the District.
- 5.55 The Land Allocations DPD contains a specific policy (Policy STR5) which relates the regeneration of Lancaster Canal Corridor and Policy OPP1 which relates to the regeneration of Lancaster Castle and Quay. These policies set out the key issues which must be addressed as part of any future development proposals.

### **Central Morecambe Regeneration Priority Area**

- 5.56 Central Morecambe is identified as the district's main regeneration priority area within the Core Strategy. This recognises that Central Morecambe is underperforming in economic terms with this impacting negatively on its social function and attraction to visitors. The fundamental issues are under investment and lack of demand.
- 5.57 The first Area Action Plan recognises that the plan must create the right conditions for investment with this likely to be generated from the private sector, especially in an era of restrained public finance. The public sector can however play an important role in creating the conditions to achieve this with a number of public sector interventions possible to aid regeneration.
- 5.58 The Area Action Plan identifies the key assets that should be protected and enhanced including the promenade and main beach, establishes a network of key routes and spaces to which new development in key locations can be structured, identifies improved connections for pedestrians, identifies potential changes to transportation and parking arrangements, encourages incentives for business investment including possible exemption from certain planning requirements and considers relaxing certain controls and support initiatives within the community for and by local businesses.
- 5.59 There are potential financial implications for the council. These include potential for development of certain landholdings, potential for loss of certain existing car parking capacity and associated revenue, proposals for some additional capital expenditure to reconfigure public realm and the likely need for the council to facilitate investment and change in certain locations via drawing in a developer partner(s).
- 5.60 Specific site proposals within the Area Action Plan area are identified under paragraph 1.13 of this report.

### **Development Management Issues**

#### **Approaches to Energy Efficiency and Renewable Energy**

- 5.61 Adapting and mitigating against the impacts of climate change represent two of the main challenges facing the UK planning system. Local Planning Authorities are charged with ensuring that communities are prepared for this challenge with the promotion of sustainable development at the forefront of all planning decisions. The increased deployment of renewable energy together with improvements in energy efficiency are central to this, aiding the transition

from a high to low carbon economy and providing the diversity needed to ensure long term security of energy supply.

- 5.62 Lancaster district has the potential to be at the forefront of this transition with its topography and natural assets creating opportunity for increased deployment across a range of renewable and low carbon energy technologies. This must however be balanced with the need to protect the district's high quality landscapes, many of which are protected by international and national designations.
- 5.63 The Development Management document aims to build on these opportunities providing a positive and enabling environment for further renewable deployment whilst also ensuring the protection of the district's landscape and environmental assets.
- 5.64 In addition to increasing renewable energy deployment the council through the Development Management document is also looking to reduce the overall energy use of new development and increase energy efficiency. It is intended that this will be achieved by requiring new developments to meet a certain sustainability level. Delivery of the sustainability performance of new development will be made via an assessment of the schemes performance against the Code for Sustainable Homes (CSH) where the scheme is for domestic dwellings or the Building Research Establishment Environmental Assessment Method (BREEAM) where the proposal relates to non-residential development.

### The Community Infrastructure Levy (CIL)

- 5.65 The Development Management DPD sets out the Council's intention to investigate the use and role of the Community Infrastructure Levy as a way of securing financial contributions from development to pay for strategic pieces of infrastructure such as schools, roads or recreational spaces.
- 5.66 The Council have appointed consultants GVA to investigate the viability of applying CIL within the District both now (at a time of low growth in the economy) and in the future when the economy has improved. Once these investigations over viability have been concluded the findings will be reported to the appropriate Council groups, however, it should be important to note that such opportunities are available and are being investigated by the Council through the 'Local Plan' process.
- 5.67 Should the Council be minded to use CIL in the future the relationship it has with the Council's priority of securing financial contributions for affordable housing will have to be closely managed. At this point CIL cannot be used for delivering affordable housing and therefore should the Council introduce a CIL charge in the future this may affect the Council's ability to recoup money for affordable housing as excessive financial demands on development may severely challenge its viability.

### Caravan Development and Temporary Holiday Accommodation Occupancy

#### *The Creation or Expansion of Caravan Sites*

- 5.68 The pressures over caravan development and in particular the seasons of occupancy for caravan sites have been growing over recent years. In particular the creation or expansion of sites within or adjacent to the AONB's.
- 5.69 Therefore within the Development Management DPD Policy EC3.3 will set a policy presumption against the development or expansion of sites within or adjacent to Areas of Outstanding Natural Beauty, recognising the impact that caravan sites have on both the local landscape and also local infrastructure.
- 5.70 Whilst there is a restrictive policy for caravan development in some areas of the District, the economic value that visitors bring to the District should not be ignored. Therefore the creation of, or expansion of, caravan sites which sit outside areas which have been designated for their landscape importance, have good access to the road network and local services and, where possible, link in with existing visitor facilities, will be encouraged subject to a number of criteria.

Duration of Opening of Caravan Sites

- 5.71 Past planning policy has created a policy presumption against allowing caravan sites to open for a 12 month period, however recent appeal decisions would lead to the conclusion that this position is no longer tenable.
- 5.72 Therefore the Development Management DPD will allow for the duration of opening for caravan sites to be extended to 12 months.
- 5.73 This relaxation of policy over the duration of opening has indirect effects which will require careful management. Whilst the policy may allow for extension to opening it still restricts on the type of occupancy provided with the permanent residency in caravans being strictly controlled through planning enforcement measures.

## 6. NEXT STEPS AND TIMETABLING

### The Timetable for Preparation of the 'Draft Preferred Options' Document

- 6.1 A proposed timetable has been set for the preparation of the Development Management, Land Allocations and MAAP DPDs. As the DPDs are policy matters, a resolution is required from Council to approve the documents for publication and public consultation.
- 6.2 The Development Management DPD, Land Allocation DPD and Morecambe Area Action Plan are presented to Members here to secure approval to publish and consult on the draft Local Plan documents. It is important to note that the three documents mentioned have specific and particular inter-relationships and form part of the Local Plan for the District. Therefore it will be beneficial that all three documents secure approval to be consulted on at the same time.
- 6.3 It should be noted that the draft timetable for consultation provided below could be subject to change; however it still provides an indication of how officers expect the documents to be delivered to the public consultation stage later in the year. The timetable below is intended to ensure that Members are provided with sufficient opportunity to have input and understand the content and implications of the documents

Date	Stage
3 <sup>rd</sup> July 2012	Opportunity for Cabinet to review and endorse emerging Local Plan Documents
4 <sup>th</sup> and 5 <sup>th</sup> July	Member Briefings
4 <sup>th</sup> July	Presentation to Overview and Scrutiny
18 <sup>th</sup> July	Full Council
July – August	Preparation of documents for Public Consultation
Tuesday 28 <sup>th</sup> August	Public Consultation Commences
Friday 19 <sup>th</sup> October	Public Consultation Concludes

Table 3: Proposed timetable for 'Draft Preferred Options Stage (draft Local Plan) Preparation

- 6.4 It should be noted that this document remains a 'Draft Local Plan' [Preferred Option]. Therefore the Council still has the opportunity to reflect and consider the comments received through the consultation period from the public, stakeholders, statutory consultees and other parties and agencies, and then revise the document where necessary prior to the publication of formal Publication and Submission Documents. It is advised however that the content of a draft publication will be seen to have some limited "weight" in the determination of planning proposals.

### Future Timetabling and Next Steps

- 6.5 Following this 'Draft Preferred Option' stage the Council will prepare a 'Publication' version – this will be the final draft of both DPDs and will be the document which is submitted to the Secretary of State for a formal independent examination. Upon the completion of a 'Publication' version of

both the Development Management and Land Allocations DPD the Council will be acknowledging that both documents are, in its view, comprehensive and robust enough to be used for planning purposes in the District.

Date	Stage
August – October 2012	Draft Preferred Options Consultation
Late 2012	Consideration of Comments Received
Late 2012 – Early 2013	Preparation of ‘Publication’ documents
Spring 2013	Consultation on ‘Publication’ documents
Summer 2013	Submission to the Secretary of State
Winter 2013	Public Examination
Spring 2014	Inspectors Report
Summer 2014	Adoption for Planning Purposes by the Council

Table 4: Proposed timetable for the Production of a Development Management DPD and a Land Allocations DPD through to Formal Adoption.

- 6.6 Table 4 above sets out the intended timetable for continuing with the preparation of the Local Plan documents; whilst these can only be approximately they provide the most realistic estimation of how process which will have to be undertaken prior to any formal adoption by the Council for planning purposes.

## 7. Details of Consultation

- 7.1 Exceptionally extensive consultation and engagement has taken place to inform the preparation of the Draft Local Plan documents in the period 2010 to 2012. The details of the outcomes of consultation have been reported to PPCLG and published on the Council’s Website in February 2012. Following a Council resolution to publish and consult on the draft documents a further period of intensive consultation is planned for the period August 28-October 19. This will involve officers of the Regeneration and Planning Service, in liaison with officers of the Community Engagement Service, preparing publicity and exhibition materials, and then attending a significant number of engagements and events to ensure that there is wide knowledge about the content of the Local Plan documents amongst stakeholders and the wider community.

## 8. Options and Options Analysis (including risk assessment)

	<b>Option 1:</b> Approve the recommendation and thus publish and consult on the Draft Local Plan for Lancaster District Documents	<b>Option 2:</b> Do not approve the recommendation and do not publish and consult on the Draft Local Plan for Lancaster District Documents
Advantages	<p>The NPPF encourages local authorities to advance preparation of Local Plans in accordance with the principles established within the NPPF. The NPPF advises that plans may need to be revised to take into account the policies in the framework. This should be progressed as quickly as possible, either through a partial review or preparing a new Local Plan. For a period of 12 months, which commenced in March 2012 decision makers may continue to give full weight to plans adopted since 2004, there after due weight will be given to existing plans in accordance to their degree of consistency with the NPPF; thus in order to exert local influence upon planning decisions the Council is advised to make speedy progress on preparing its own Local Plan. Publishing a draft Local Plan Document will be an important step in identifying solutions to meeting the district's development needs over the next 15 years. Publishing the detailed documents in support of the spatial principles established in the Core Strategy means that the Council will be in stronger position to influence how and where growth occurs in the district and can secure better outcomes from the implementation of development proposals.</p>	<p>Delay means that more time is available to further investigate detailed solutions to issues such as traffic management before identifying sites in the plan. The ability to describe such solutions would mean that it would be easier to justify the plan's proposals, particularly in south Lancaster, to a potentially sceptical and unsupportive local community.</p>
Disadvantages	<p>Identifying the sites which the Council wishes to direct development to may trigger planning applications in relation</p>	<p>Greater delay will mean that there is a longer period when an up-to-date Local Plan is not in place, thus the Council will find it increasingly</p>

	<p>to both the sites which are identified and the sites which are not identified.</p>	<p>difficult to defend planning appeals if developers opt to pursue applications in advance of an update of the Local Plan. This report in paragraph 5.24 highlights the secretary of state's current stance in such cases. Delay also means that the local evidence base and the large range of studies which support the current draft policies will become out of date and would need to be undertaken again: this may include retailing studies, flood risk studies; housing needs, affordable housing viability studies, development viability appraisals, and open space &amp; recreation studies. This would involve significant time, additional costs and the use of staff limited resources to re-establish an up-to-date evidence base position. Delay will hold back regeneration activity in central Morecambe.</p>
<p>Risks</p>	<p>The proposed approach, which suggests that sites are identified through this preferred options stage when investigative work has still to be undertaken, may encourage planning applications before satisfactory solutions are identified to development implications, particularly traffic management in south Lancaster. Planning Applications may therefore be submitted in advance of a decision on implementing CIL. The proposed approach suggests meeting a reduced housing requirement on the basis of assumptions about realistic levels of delivery. This may risk the Land Allocations Plan being found unsound on the basis that it does not provide sufficient opportunity for housing development to meet the locally evidenced requirement. This would delay the overall process of identifying sites and lead to a longer period when a local plan is in place.</p>	<p>Delay means the Council is exposed to a longer period at of risk when it is exposed to having to determine planning proposals without up to date policies in place, this increases the prospects of loss at appeal and hence development which may not best accord with the community's aspirations. The issues facing central Morecambe are pressing and that continuing lack of a plan risks further decline.</p>

**9. Officer Preferred Option (and comments)**

9.1 The officer preferred option is option 1.

9.2 Advancing preparation of a Local Plan document for the district will ensure that an up to date planning framework for the district is in place. This is consistent with the Government's requirements to ensure up to date planning policies are in place taking into account the requirements of the newly published NPPF. Publishing the detailed documents in support of the spatial principles established in the Core Strategy means that the Council will be in stronger position to influence how and where growth occurs in the district and will ensure that the Council can secure better outcomes from the implementation of development proposals.

**10. Conclusion**

10.1 Preparation of the Land Allocations document, Development Management document and Area Action Plan for Central Morecambe will provide the detailed planning policies for the district implementing the strategic policies of the Core Strategy. Together these will provide the local planning policy framework for determining planning applications and directing development proposals and investment in the district for the next fifteen years.

10.2 Advanced drafts of the Development Management DPD, Land Allocations DPD and MAAP DPD are appended to this report. Council is advised that as work is ongoing there may be minor revisions to the documents prior to publication and consultation; including updates and corrections to the text, the introduction of additional photographs, illustrative plans, and captions.

10.3 Council is formally requested to approve the publication of, and consultation on, the draft Local Plan for Lancaster District.

**RELATIONSHIP TO POLICY FRAMEWORK**

**National Planning Policy Framework (2012)** – Requires all Local Authorities to prepare a Local Plan for their area setting out opportunities for development and clear planning policies on what will or will not be permitted.

**Lancaster District Core Strategy (2008)** – Establishes the strategic planning policies for the district and describes how they will be supplemented by policies in subsequent Development Plan Documents.

**Lancaster District Corporate Plan 2012-2016** – Policies within the draft Local Plan documents seek to deliver the Council priorities described in the Corporate Plan.

**Regeneration and Planning Business Plan** – Commits the service to the preparation of additional Development Plan Documents.

**CONCLUSION OF IMPACT ASSESSMENT**

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



The draft Local Plan documents contain policies to ensure that the development needs of the district are delivered whilst at the same time ensuring that the environmental, social and economic impacts are addressed. The draft Local Plan contains appropriate policies to ensure that this is the case.

Equality, Diversity and Sustainability implications have been taken into consideration in the preparation of the draft Local Plan documents. The document has been subject to the statutory requirements for Strategic Environmental Assessment, Sustainability Appraisal and Habitats Regulation Assessment. Equality, diversity, human rights, community safety, sustainability and rural issues are all considered as part of this process. Officers are confident that this work provides an appropriate impact assessment of the document.

### **LEGAL IMPLICATIONS**

The preparation of the draft Local Plan is subject to statutory regulations for the preparation of Development Plan Documents. Failure to meet these requirements could result in the document being determined unsound at examination or subject to legal challenge by prospective developers and other interest groups. However there are no legal implications directly arising from this report.

### **FINANCIAL IMPLICATIONS**

The Local Plan will ultimately have financial bearing on the Council and this should be appreciated, although it is not possible to quantify what it may mean. There are some key areas to highlight, however:

#### Land Values

The publication of the draft Local Plan documents has implications for the future use of land across the district. This will have implications for the value of land in both private and public ownership. This could in cases be positive through the uplift in land value received from receiving positive planning consideration, or in some cases negatively where a new land use affects the value of adjacent land.

#### Local Tax Raising Capacity & Other Income Streams

The Local Plan will ultimately affect the amount of income that can be generated from both council tax (e.g. through increasing the number of homes in the area) and business rates (e.g. through other economic / commercial growth). Under the Local Government Finance Bill, the amount of business rates income collectable will have much more local significance.

Other existing funding streams such as the new homes bonus may be similarly affected by the Local Plan - assuming such funding continues in future.

Tax Increment Financing (TIF) is another potential initiative, being developed as part of the Local Government Finance Bill. Separately the Community Infrastructure Levy (CIL) is referred to in the body of the report.

Such financial changes may provide opportunities for the Council to generate/retain more income in due course, but they will be affected by the detail of new arrangements, Government's assumptions on future growth, and Comprehensive Spending Reviews more generally.

In summary, whilst many of the proposals under the Finance Bill are designed to encourage

local economic growth, they are also designed to reduce the country's financial deficit and it is not yet clear what their actual overall impact will be.

Service Demands and Investment

Housing or other economic growth in the area will ultimately increase demand for various council/public services. As a general principle, any increased costs of providing those services should be matched by additional income from specific charging, government funding, or through increased tax raising capacity as referred to above. In practice though, it is not so straightforward.

The draft Local Plan also has potential to impact on the economic regeneration objectives of the City Council with key projects promoted in the document. This may result in growth bids for consideration in future budget rounds.

Other General Comments

As outlined under legal implications failure to prepare and consult on the document correctly could result in failure at examination and/or legal challenges by perspective developers and other interest groups. This would have financial implications for the council in terms of legal costs and staff time spent on defending any challenge.

Failure to have an up to date development plan for the district reduces the authority's power to refuse planning permission and may make it vulnerable to planning appeals in the future. This will have financial implications for the Council with the Council vulnerable to cost applications from developers.

Overall, any implications of the Planning documents will be considered as part of the annual budget process as appropriate.

**OTHER RESOURCE IMPLICATIONS**

**Human Resources:**

The Human Resource implications of this document can be accommodated within the existing resource structure of the Council.

**Information Services:**

None,

**Property:**

[As a significant land owner within the district the Local Plan will have potential implications for land assets within the Council's ownership impacting on land values and future revenue streams.]

**Open Spaces:**

[The draft Local Plan seeks to protect and enhance areas of public open space across the district. This may have implications for land within the Council's ownership. Future areas of open space may also be developed as a result of the Local Plan which may have future implications for the Council.]

**SECTION 151 OFFICER'S COMMENTS**

The S151 Officer has been consulted and her comments reflected within the report.

**MONITORING OFFICER'S COMMENTS**

The Monitoring Officer has been consulted and her comments reflected within the report.

**BACKGROUND PAPERS**

Draft Development Management Document  
Draft Land Allocations Document and  
Proposal Map  
Morecambe Area Action Plan (MAAP)

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**Ref:**

# Development Management Policies and Land Allocations

Draft Local Plan for Lancaster District

Part A Development Management DPD – Draft Preferred Option (Advanced Draft)



**Shaping  
a better future**



**Shaping  
better development**



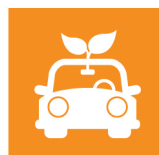
**Shaping  
a better economy**



**Shaping  
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**Shaping  
a greener future**



**Shaping  
a sustainable future**



**Shaping  
the rural future**

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## 1 Glossary

1.1 This Glossary provides terms and references which will be of use whilst reading this document, the terms included within this Glossary supplement and compliment the definitions found within Annex 2 of the National Planning Policy Framework (NPPF). The Glossary provided below does not seek to replace terms described within the NPPF and therefore this Glossary should be read in conjunction with the NPPF.

Adoption - The point at which the final agreed version of a document formally comes into use by the Council.

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

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

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

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

Annual Monitoring Report (AMR) - Is a document produced on an annual basis to report on the progress in the preparation of *local development documents* and how successful the implementation of policies has been.

Area Action Plan (AAP) - Is a *Development Plan Document* which relates to a specific area or place/ Lancaster City Council is currently preparing an AAP which relates to the regeneration of Central Morecambe.

Area of Outstanding Natural Beauty (AONB) - Are areas which have been specially designated and protected because of their landscape and environmental importance, there are two AONB's in the District at Arnside / Silverdale and the Forest of Bowland.

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

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

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

*Biological Heritage Site (BHS)* - Is a designation made by Lancashire County Council which identifies valuable local habitats such as ancient woodland, species rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened plants and animals.

*Brownfield* - Also referred to as *Previously Developed Land (PDL)*. The regeneration of these sites is recognised as a priority within the local plan system although challenged within the current economic climate.

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

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

*Communities* - Are a group of social interacting people, this interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that share the same common interests or values.

*Community Infrastructure Levy (CIL)* - Is a method of developers financially contributing toward the improvements to physical infrastructure. This will supplement the financial sums requested from Section 106 which make development proposals achievable and deliverable. The levy will include an action plan which will set out priorities on how the money collected will be spent and a charging schedule setting out the charges for differing types of development in different places.

*Comparison Shopping* - Relate to items not obtained on a frequent basis, these include footwear, household and recreational goods

*Concealed households* - Family units or single adults living within 'host' households.

*Conservation Area* - An area which has been designated for its special architectural and / or historical interest, the character or appearance of which it is desirable to preserve or enhance. It is a recognition of the value of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of the area as a whole.

*Convenience Shopping* - Relate to everyday essential items, including confectionery, food, drinks, newspapers and magazines.

Core Strategy - This is the key document within the local planning system, the document sets out strategic policy guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in the summer of 2008.

Development Plan Document (DPD) - Are spatial planning documents which are prepared by the local authority. They sit below the *Core Strategy* in strategic importance but remain subject to public consultation and independent Inquiry. Both the Development Management document and Land Allocations documents are classified as Development Plan Documents.

Discounted market housing - Homes sold at a discounted price with the level of discount differing from scheme to scheme depending on house prices in the different locations, and according to eligibility criteria agreed between the council and the developer.

Enabling Development - Is development that may be unacceptable in planning terms but the fact that it would bring public benefits provides exceptional circumstances to justify it being carried out. Such an example could relate to securing the long term future of a Listed Building or other important heritage asset.

Equalities Impact Assessment (EqIA) - Is an assessment that understands the implications to a variety and cross-section of the District's community from the preparation of a development plan policy or allocation.

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

Flood Risk Assessments (FRA) - Are assessments which identify risks to a site / premises from flooding, these assessments are required on proposals which are of a particular size or in a particular location.

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

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

Greenfield - Is land which has not been previously developed on, greenfield land is characterised by open countryside and agricultural land.

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

Habitats Regulation Assessment (HRA) - Sometimes referred to as 'Appropriate Assessment'. This assesses the impacts of development proposals / policies on Natura 2000 sites (these are *Special Areas of Conservation* and *Special Protection Areas*). Each Development Plan Document is required to undertake such an assessment including this Development Management DPD and some planning applications.

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

Homes and Communities Agency - The national housing and regeneration agency for England. Provides investment for new affordable housing and to improve existing social housing, as well as for regenerating land.

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

Housing Needs and Demand Survey - The Council's current evidence base on many homes are needed, (market and affordable), and the type and size of homes required. The survey was carried out in 2011 by David Couttie Associates.

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

Infrastructure Delivery Plan (IDP) - deals with the need for new infrastructure, setting out current and future needs for projects such as new schools, road improvements, improvements to open space and improvements to utilities infrastructure such as water mains or sewers. The aim of the IDP is to give a clear indication of infrastructure pressures and how new development will have to assist in mitigating or alleviating these pressures.

Key Services - In a rural context key services include a Post Office, basic shop, primary school, and bus stop.

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

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

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

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

Local Housing Need - The housing requirements of existing and concealed households living with Lancaster District as evidenced in the 2011 Housing Needs and Demand Survey and other appropriate evidence.

Localism - Is a term used by the current Government to encourage local people and communities to take more ownership in local issues. In terms of planning playing a greater role in shaping the future for their own communities through the preparation of *Neighbourhood Plans*.

Local Development Documents - This is the collective terms for *Development Plan Documents*, including the *Core Strategy*, *Development Management DPD*, *Land Allocations DPD*, *Area Action Plans*, *Proposals Maps* and *Supplementary Planning Documents*.

Local Development Scheme (LDS) - A document which sets out the council's programme and timescales for preparing and *Local Development Documents* (excluding *Supplementary Planning Documents*).

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

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

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

Low cost market housing - See Discounted market housing.



Major Development - This consists of 10 or more dwellings or more than 1000sqm of floorspace on one site. The full definition is provided in 'The Town and County Planning (General Development Procedure) Order 1995 (as amended).

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

National Planning Policy Framework (NPPF) - Is a document that is currently being prepared by the Government which will ultimately replace all other National Planning Policy, including *Planning Policy Guidance* notes and *Planning Policy Statements*. It is hoped that one single document that provides a more concise guidance for local authorities and developers. Consultation on a draft NPPF took place in 2011 and a finalised version of this document is expected in due course.

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

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

Planning Policy Guidance (PPGs) - Have provided National Planning Guidance on particular planning topics or issues. In some cases PPGs have been superseded by *Planning Policy Statements* which themselves have been superseded by the *National Planning Policy Framework*.

Planning Policy Statements (PPSs) - As with *Planning Policy Guidance*, these are documents which provide guidance on particular planning topics or issues. The *National Planning Policy Framework* superseded PPSs in March 2012.

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

Public Realm - Are areas of public space which can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in a urban or rural location.

Regional Spatial Strategies (RSSs) - Prepared by the former regional government agencies (in the case of this region 4NW or North West Regional Assembly). Regional Spatial Strategies provided planning guidance at a regional level and set a series of development targets for each local authority area. Following a change in Government in 2009 a decision was taken to abolish regional government agencies (including 4NW) and Regional Spatial Strategies - relying on a more local approach to planning through the local plan system. RSS documents at this time do still have limited validity as the move to abolish them moves through the courts, this process is now reaching its conclusions. The evidence base work that underpinned the strategy will remain valid until the information it contains becomes out of date.

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

Registered provider of social housing - The technical name for social landlords, that are registered with the Tenant Services Authority. Most are housing associations, but some are trusts, co-operatives and companies that own or manage affordable housing. Referred to as registered providers. A distinction between this system and the old system of Registered Social Landlords is that a provider of social housing can now be either a non-profit organisation or a profit-making organisation.

Registered Social Landlord - The technical name for independent housing organisations registered with the Housing Corporation under the Housing Act 1996. Most are housing associations, but there are also trusts, co-operatives and companies. The term has now been replaced by Registered provider of social housing.

Residential Amenity - Planning term applied to the level of usefulness/benefit gained from, for instance, open space, shops, pleasant living environment etc.

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

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

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

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

Settlement Hierarchy - This is set out in Policies SC2 & SC3 of the Lancaster District Core Strategy, settlements have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.

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

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

Spatial Planning - Goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can



impact on land use, for example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.

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

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

Strategic Housing Land Availability Assessment (SHLAA) - A study intended to assess the overall potential for housing development in the area, including the identification of specific sites with a development potential over the next 15 years. This was produced by the council 2009.

Strategic Housing Market Assessment (SHMA) - Is a study intended to review the existing housing market in an area, consider the nature of future need for market and affordable housing and to inform policy development. This was prepared by the council in 2008.

Strategic Flood Risk Assessment (SFRAs)- Is an assessment that sets out the risks of flooding within the District, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals which are located in areas of higher flood risk which would supplement the work on *flood risk assessments*. This was prepared in 2007 and reviewed in 2012.

Street Furniture - Is a collective term for objects and pieces of equipment installed on streets and roads for various purposes. Examples of street furniture could include benches, bollards, traffic barriers, post boxes, phone boxes, street lamps, traffic lights, traffic signs, bus stops, public lavatories, fountains, memorials, public sculptures and litter bins. An important consideration in the design of street furniture is how it affects road safety.

Sustainable Development - In broad terms this means development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The Government has set out five guiding principles for sustainable development in its strategy "Securing the future - UK Government strategy for sustainable development". The five guiding principles, to be achieved simultaneously, are : Living within Environmental Limits; Ensuring a Strong, Healthy and Just society; Achieve a Sustainable Economy; Promoting good governance; and Using Sound Science Responsibly.

Sustainable Drainage Systems (SuDs) - Are drainage systems which are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges.

Sustainability Appraisal (SA) - The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability appraisal is a systematic appraisal process. The purpose of sustainability appraisal is to appraise the social, environmental and economic effects of the strategies and policies in the Local Development Documents from the outset of the preparation process. This will ensure that decisions are made that accord with sustainable principles.

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

Travelling showpeople - Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.

Tree Preservation Orders (TPO's) - Are designated to protect trees of importance and value, whether this importance or value relates to their historical importance, landscape importance or species type. Whilst this designation protects some trees of importance, many other trees which do not have TPO status remain importance features on the landscape or townscape.

Upland - Part of the Forest of Bowland AONB is located within Lancaster district and the proposed boundary revision of the Yorkshire Dales National Park will incorporate part of the district. Both the National Park and the AONB form the Yorkshire Dales and Bowland upland region. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster district these are the Leck Estate, in the parish of Leck and the Abbaystead Estate in the parish of Over Wyresdale.

Upland estate worker - Workers employed on an upland estate, including farming and agricultural workers, estate maintenance and labouring staff, and game keepers.

Visitor Accommodation - Refers to the range of accommodation available to visitors to the District, this can include Hotels, Guest Houses / Bed & Breakfasts, Hostels, Self-Catering accommodation and the range of static / touring / camping sites within the District.

Water Framework Directive - Is a European Union Directive which seeks to improve the water quality of both inland and coastal waters.

## 2 Introduction

### Background

#### Introduction

2.1 The Lancaster Local Development Framework (LDF) provides strategic guidance for planning within the district of Lancaster. The preparation of this Development Management DPD, along with the preparation of a Land Allocations DPD and the Adopted Core Strategy will replace the Lancaster District Local Plan, which was adopted for planning purposes in April 2004.

2.2 The Core Strategy was adopted in July 2008 and provided the first building block of the LDF for Lancaster District. The Core Strategy document set out a series of key policies which provided the basis for governing new development in the Lancaster District until 2023. The Core Strategy document can be viewed at the Council Offices or via the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy)

2.3 Building on this work, the Council have prepared two further documents, a Development Management DPD (this document) which will include policies which will assist in determining future planning applications and a Land Allocations DPD which will seek to identify land which will meet the future development needs in the District and protect land which is of an environmental, social or economic value.

2.4 Following earlier consultation on a 'Developing the Options' topic paper, which took place in the summer of 2011, the Council have now prepared a more detailed framework for the Development Management DPD, which includes detailed policy guidance and standards, targets or thresholds where appropriate. Whilst scope for revision of this document exists, the Council believe that this document contains the basic framework for the Development Management DPD which will eventually be adopted by the Council for Development Management Purposes.

2.5 Alongside this, a separate document on Land Allocations is being prepared, whilst these documents are separate they are being prepared con-currently and there are significant overlaps between the policies contained in this Development Management DPD and the allocations and designations within the Land Allocations DPD, when considering the impacts of development proposals both documents should be read in conjunction.

### Methodology

#### Combined Scoping Consultation

2.6 In the summer of 2010 the Council undertook a consultation exercise with the intention of assessing the scope and content that the Development Management DPD should include. The consultation exercise considered issues such as:

- The purpose and objectives of the DPD;
- The geographic areas which the DPD should cover;

- The time frame which the DPD should be in place for;
- Matters to be addressed by the DPD; and
- Matters not to be addressed by the DPD.

**2.7** The scoping exercise involved a series of drop-in sessions across the district. These sessions provided opportunity for members of the public to meet with officers from the Council in an informal environment, to discuss the potential implications for the emerging DPD and comment on the issues that they felt should be included within the document. The drop-in sessions took place in Lancaster, Morecambe, Carnforth and Hornby.

**2.8** The consultation period ran for six weeks and received responses from approximately 60 individuals. Following the conclusion of the consultation event all the comments / responses received were analysed and the implications of the council's approach considered and reported on. A copy of the 'Combined Scoping Consultation Report' can be downloaded from the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy)

#### *Issues Consultation*

**2.9** Following consultation on the scope and nature of the Development Management DPD it was decided that a further round of informal consultation, under Regulation 25 of the Town and Country Planning Act, would be appropriate and beneficial to the document's preparation. It was decided by the Council that the 'Issues' consultation should take the form of three strands of engagement which included:

- Thematic Workshops groups which discussed specific issues and policy areas which were initially raised in the scoping exercise and would ultimately aid the preparation of the Development Management DPD;
- The undertaking of a rural engagement exercise with Parish Councils and other rural stakeholders and organisations to identify needs, threats and opportunities facing rural areas both now and in the future. The intention was that this strand of consultation would influence both the Land Allocations and Development Management DPDs.
- Spatial Planning Events where members of the public were asked to become planners to debate and discuss how the Council could meet its future housing land requirements. This was to assist in the preparation of the Land Allocations DPD.

**2.10** Consultation on these three strands of engagement took place between October 2010 and March 2011 across the district in a variety of locations. They successfully engaged interested parties and the local community in developing ideas which have proved to be important in the preparation of both DPDs. Reports on all three strands of consultation, including a report document which summarises all the findings, can be found on the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy)

### Developing the Options

**2.11** In the Summer of 2011 the Council released two topic papers for both the Development Management and Land Allocations DPD entitled 'Developing the Options'. These topic / option paper documents sought to move the discussion forward and create a contextual framework for future development management policies, taking into account the issues and comments raised in earlier consultation exercises.

**2.12** This document did not seek to set out a finalised version of the Development Management DPD, with its aim being to provide readers with

- An understanding of what policy areas the Development Management DPD should include; and
- A broad outline of the Council's proposed position in relation to each policy area.

**2.13** It was made clear that further information on the precise requirements and policies that the Council would expect from its Development Management DPD would be set out within this preferred options paper and that within such finalised guidance, information would be provided on thresholds, standards and other requirements that the Council would seek to secure through the determination of planning applications.

**2.14** Consultation on the 'Developing the Options' papers took place between July and September 2011 with a series of drop-in sessions arranged across the District in a variety of indoor and outdoor locations. The consultation event and draft document(s) were publicised widely, particularly in the local press, and drew 572 comments from interested parties. A finalised report on the comments raised, and the Council's response, can be found on the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy)

Task	Timescale
Combined Scoping Exercise	Summer 2010
Thematic Workshops	October - November 2010
Rural Engagement	November 2010 - January 2011
'Call for Sites' Exercise	November 2010 - January 2011
Spatial Planning Exercise	February - March 2011
Developing the Options	July - September 2011

Table 2.1 : Timetable for work undertaken on the Development Management DPD

### 3 The Objectives of the Development Management DPD

**3.1** The Development Management DPD will provide detailed policy guidance on a range of planning matters whether they be environmental, social or economic issues and will be of key importance to the determination of planning applications. The document will be applicable to any location in the District and any type of development.

**3.2** The policies included in the Development Management DPD will reflect guidance which is set out with the National Planning Policy Framework (NPPF) or successor documents and build on the guidance provided at a National level to address local issues. Policies in this DPD also make use of a range of other background strategies, policies or programmes which will influence future planning decisions.

**3.3** The Development Management DPD will, upon adoption, replace the planning policies within the Strike-through Edition of the Lancaster District Local Plan, which was issued by the Council in September 2008.

**3.4** As previously mentioned in Section 1 of this document, the Development Management DPD will form part of a key component of the Local Plan for Lancaster District and will form significant linkages with other policies, allocations and designations found within the Lancaster District Core Strategy (adopted in 2008), the Land Allocations DPD and the Morecambe Area Action Plan, the latter two of which is being prepared concurrently with this document.

**3.5** All the documents described in paragraph 3.4 should be read in conjunction and within this document where appropriate. The Council have provided relevant signposting to other policy areas, or land allocations / designation, have been highlighted where it is felt necessary and is of benefit to the reader.

#### Objectives of the Development Management DPD

**3.6** A series of objectives has been prepared for this document, objectives were first suggested through the Combined Scoping stages in 2010 and since then have been refined by user groups and via the Sustainability Appraisal process. These objectives set out what the Development Management DPD is seeking to achieve and included in the table below:

<b>1</b>	That development makes an overall positive contribution to the delivery of sustainable communities, the economy and the environment
<b>2</b>	That development contributes to the needs of local communities and the deliver of sustainable development; and
<b>3</b>	That development delivers development that is well designed, sympathetic to the natural and built environment and is planned and constructed in a sustainable manner.

Table 3.1 Development Management DPD Objectives



3.7 It is expected that the principles of all development should seek to achieve the objectives set out above, the success of planning policies will be monitored through the Annual Monitoring Report (AMR).

### 3.1 Policy NPPF1 - Presumption in Favour of Sustainable Development

#### **Presumption in Favour of Sustainable Development**

When considering development proposals the Council will take a positive approach that reflect the presumption in favour of sustainable development contained within the National Planning Policy Framework (NPPF).

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

Planning applications that accord with the policies within the suite of 'Local Plan' documents (and, where relevant policies in neighbourhood plans) will be approved without delay, unless material consideration indicate otherwise.

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

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

## 4 Relationship with Other Local Plan Documents

### The Lancaster District Core Strategy

4.1 The policies which are contained within this document will play an important role in delivering the wider visions and objectives for the District outlined in Lancaster District's Core Strategy; that is to:

#### Core Strategy Vision

A sustainable self contained and varied group of communities comprising...

- Morecambe and Heysham - A confident community with a regenerated living, working and leisure environment;
- Lancaster - A prosperous historic city with a thriving knowledge economy;
- Carnforth - A successful market town and service centre for North Lancashire and South Cumbria; and
- A conserved, enhanced and diversified coast and countryside with a network of vibrant rural communities.

...which will lead the North west in its quality of life and environmental and design standards and within which sustainable housing, economic and retail development to meet local needs will be supported.

4.2 The policies in this document provide additional detail and guidance on how the Council will implement the policies and advice contained in the Lancaster District Core Strategy through our decision making on all planning applications. Therefore the two documents should be read in conjunction with one another.

4.3 It should be clear that whilst the Core Strategy does provide a strategic approach to planning in the District that circumstances have changed in the time since the Core Strategy was originally adopted in 2008, particularly changes in the economy. These changes will have a significant effect on how the planning system can deliver for the needs of people who choose to live, work and visit the District.

#### The Partial Review of the Lancaster District Core Strategy

4.4 The Lancaster District Core Strategy was submitted for examination in 2007, and following independent examination in Spring 2008, was formally adopted by the Council in July 2008. The Core Strategy was prepared in very different economic circumstances to those which the whole country is now experiencing. The Core Strategy was prepared at a time when expectations on the use of Previously Developed Land (PDL) appeared to be financially deliverable and a sustainable proposition. It was a time when developers could expect households to be able to borrow the finance needed to meet their housing requirements and in turn developers could readily borrow to fund development.



**4.5** The Core Strategy therefore anticipated the early delivery of many significant brownfield and regeneration sites such as Lancaster Moor North, and Luneside East. However, whilst progress is being made on the delivery of such sites, development viability is much more challenging and this has been reflected in the exceptionally low level of housing development completions which have been recorded over the past few years.

**4.6** Following the adoption of the Core Strategy in 2008 a number of important elements of the local evidence base need to advance the preparation of both the Development Management DPD and Land Allocations DPD have been prepared, these include:

- Lancaster District Strategic Housing Land Availability Assessment (SHLAA) was published in 2009 which identified the need for urban extensions to be considered to meet housing required in the latter years of the Core Strategy's 15 year period;
- Affordable Housing Viability Assessment produced in 2010 which demonstrated that, over the 15 year plan period, there was an expectation that the provision of affordable housing proposals was supported by an assessment of local development viability; and
- Housing Needs and Demand Study in 2011 which demonstrated that there is much greater demand for market housing and the need for affordable housing that the Council is planning to deliver in the plan period. Thus, even with the Core Strategy objective of delivering 400 new homes per year was met this would only partially address demand and need.

**4.7** All the assessment work mentioned above can be found on the Council planning policy web pages at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

**4.8** To address these changes in the economy and the associated challenges that such changes bring the Council is seeking to re-visit some elements of the Lancaster District Core Strategy through the preparation of both the Development Management DPD and Land Allocations DPD, these elements include the following issues set out in paragraphs 4.9 - 4.11 below.

**4.9** The changes in the economy, nationally and locally, have placed significant challenges on the delivery of brownfield land for development. Brownfield sites have not been coming forward at the volume and pace that it was previously anticipated. This, whilst it was previously understood that decision on the identification of urban extensions might not be something that was not required until late in the plan period (2021) it is now felt to be unavoidable that the Council will have to consider the early phasing of delivering Urban Extension / Green Field sites to address the acute housing requirements found in the District.

**4.10** The Core Strategy established a set of eight rural settlements through Policy SC3 which were deemed to be sustainable because they incorporated 5 basic services (including a GP, Primary School, Food Shop, Post Office and Bus Stop). These settlement areas have included Bolton-le-Sands, Caton & Brookhouse, Halton, Hornby, Wray, Slyne-with-Hest, Silverdale and Galgate, because these settlements were considered to be sustainable the Policy suggested that development should be directed to these locations. However, few development proposals have come forward in these identified settlements to meet rural needs, whilst potentially proposals that could meet such needs have been put forward in other settlements, settlements which have some service provision, or have good access to

services in neighbouring settlements, have not been advanced. Thus the delivery of development to meet local needs in rural areas could be enhanced by a more flexible approach that takes account of local services in a more informed and flexible manner.

**4.11** As already discussed, the Core Strategy seeks to deliver a policy of urban concentration, Policy SC2 states that such a policy approach would mean 90% of development would be achieved within Lancaster, Morecambe, Heysham and Carnforth. Consequently the rural areas, including the eight rural settlements mentioned above, would accommodate only 10% of the overall volume of development. Whilst this would of course deliver a very significant degree of urban concentration it does not necessarily reflect what we now know about the actual demand, and more particularly need for housing, in the rural areas.

**4.12** Whilst the Council, through the preparation of the Development Management DPD and Land Allocations DPD, to revisit the three elements set out above there is no intention of reviewing any other aspects of the document or reviewing the Core Strategy as a whole. The other policy approaches within the Core Strategy are built upon a robust evidence base and have not been affected by changes in circumstances or economic conditions.

*How will the Partial Review of the Core Strategy affect the Development Management DPD?*

**4.13** Many of the implications of any Partial Review will be considered within the Land Allocations DPD, particularly in relation to the allocations of sites on Green field sites and within rural locations. However, the Development Management DPD will seek to ensure that it facilitates growth in sustainable and appropriate locations and not seek to stifle growth which is essential to meet local requirements and assist the local economy recover.

**4.14** The Development Management DPD will include policy provision to encourage development which is of high standard and delivers benefits within the locality, meeting identified needs. The document will set a more flexible approach to development, supporting development in suitable locations in both urban and rural locations.

**The Land Allocations DPD**

**4.15** In conjunction with the preparation of a document relating to Development Management issues the Council are also preparing a Land Allocations DPD. This document will perform a series of functions and will ultimately replace the Lancaster District Proposals Maps, which currently accompanies the Lancaster District Local Plan. The Land Allocations DPD will firstly seek to identify land and sites which will accommodate the future development needs of the District, needs which will include meeting housing, employment, commercial or recreational needs. Secondly the document will seek to protect land which is of recognised economic, environmental, cultural or recreational value. Finally the document will set out the range of constraints and hazards which should be given due consideration through the planning process, including issues such as flood risk, conservation areas etc.

**4.16** The policies within the Development Management DPD will be generic and will supplement the site specific policies which will be contained in the Land Allocations document, whilst the site specific policies will have guidance which will be tailored to a particular site all development proposals will be expected to refer to the Development Management DPD and ensure that all relevant policies within this document have been satisfactorily addressed.

#### **The Morecambe Area Action Plan (AAP)**

**4.17** The Council, through Policy ER2 of the Core Strategy, have set the regeneration and enhancement of Morecambe Town Centre as a priority within the Development Plan process. To address this priority the Council are in the process of preparing an Area Action Plan (AAP) which will address the issues of regeneration in Central Morecambe.

**4.18** The Area Action Plan will set out a strategy for future regeneration in Central Morecambe and, where necessary and appropriate, will identify land allocations and set policy content which will have specific relevance to this local area. Any proposals for Central Morecambe, within the defined boundaries of the Area Action Plan shown in the Land Allocations DPD will still be expected to have due consideration for all relevant policy within the Development Management DPD unless specific policies within the AAP direct otherwise.

#### **Lancashire Waste and Minerals Local Development Framework**

**4.19** Development plan policies prepared by Lancashire County Council as part of the Minerals and Waste Development Plan also forms part of the Development Plan for the district. This document provides planning policy guidance for waste and mineral development across the county providing detailed planning policies as well as identifying land which is allocated for minerals and waste development.

**4.20** Lancashire County Council are presently in the process of reviewing the existing Minerals and Waste Local Plan for the county. The Minerals and Waste Core Strategy was adopted in February 2009. This document sets the long terms spatial vision for waste and mineral planning across the county and the strategic policies that will be used to deliver it.

**4.21** The county council are now looking to add to the detail of the Core Strategy preparing the Site Allocations and Development Management Policies document. This has already been subject to several stages of consultation and engagement and was submitted to the Secretary of State for examination in May 2011. The examination process is currently ongoing with the Inspectors Report not expected until the Autumn of 2012.

**4.22** The Site Allocations and Development Management Policies Document on adoption has significant implications for the district with minerals and waste allocations in the district required to be shown on the proposals map prepared by the city council and the city council responsible for ensuring that the planning applications which it determines are consistent with the allocations and development management policies of the waste and minerals document.

**4.23** The city council will keep the preparation of the Minerals and Waste Site Allocations and Development Management Policies document under review and update its own policy documents accordingly.

## Supplementary Planning Documents, Planning Briefs and other Development Plan Documents

**4.24** Where necessary and appropriate, the Council will prepare further, more detailed guidance to elaborate and provide further detail on some of the issues found within the Development Management DPD. The Council will only do so in circumstances where it is felt to be beneficial and aid understanding and delivery of a particular aspect of the Development Plan Document.

**4.25** Where it is considered appropriate the Council will seek to prepare either Supplementary Planning Documents (SPDs) or Planning Practice Notes (dependent on the level of importance) to provide further information in the public, developers and other key stakeholders. In relation to the Land Allocations DPD further guidance, through the preparation of Development Briefs, will be provided for specific site where it is considered necessary.

## 5 Consultation Details

### Consultation Arrangements

**5.1** The consultation on the Preferred Option Development Management DPD represents a formal stage of consultation, with all other stages preceding this being optional or 'informal' - the Council undertaken such work to benefit the preparation of the document.

**5.2** Accordingly, the Council will have endeavoured to deliver a leaflet to each household in the District (approximately 63,000 households) making people aware of the consultation exercise, the implications of both the Development Management and Land Allocations DPD and how people can view the documents and get involved. This will obviously be a large task but any persons who have not received a copy of the leaflet can get hold of a copy if they contact the planning policy team at [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk).

**5.3** Further arrangements will be made including information releases to the local press, advertisements and consultation events where opportunities will be made for you to talk through the implications of planning policies or allocations with officers of the Council.

### How to Comment

**5.4** The Council will welcome any comments on the Development Management DPD relating to its content and structure and the implications arising from the document. There are a variety of ways that you can get involved in this consultation process.

**5.5** If you have access to a computer we would recommend the use of our 'Objective' consultation system which allows you to simply comment on a particular paragraph or policy within the document. You can login or register at the Council's consultation portal at <http://lancaster-consult.limehouse.co.uk/portal>.

**5.6** The Council are also happy to accept emails and written comments on this document, any comments should be sent to the following addresses - [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk) or Lancaster City Council, Planning and Housing Policy Team, Regeneration and Policy Service, Lancaster Town Hall, PO Box 4, Dalton Square, Lancaster, LA1 1QR.

**5.7** If you wish to be kept informed of the ongoing work on local planning matters you can do so via our website or via our Facebook pages 'Shaping a better future for Lancaster District'. Alternatively if you wish to join our LDF database, where we will seek to email you updates of our progress, please contact the planning policy team on 01524 582383 or [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk).

## 6 Next Steps

**6.1** Following this consultation period the Council will analyse and review all comments that have been received in terms of the implications that they have on the content of the Development Management DPD.

**6.2** In reviewing the scope, detail and nature of the comments received the Council will prepare a formal 'Publication' version of the Development Management DPD which will be again subject to consultation, the publication version will be refined and amended to address comments and objections raised through this Draft Preferred Options process.

**6.3** The aim of the local planning system is to ensure that there is local ownership and support for the documents that are published. This can only be achieved through engagement with the community and recognition that people's views and opinions must be taken into account in the preparation of plans and policy.

**6.4** In preparing this Development Management DPD the Council will endeavour to recognise the views and opinions of all sections of the local community as far as possible. However, it is realistic to recognise that the competing and, in many cases, opposing views of approaches to policy will mean that finalised document will not be satisfactory for all. The Council ensure that in making decisions of policies or land allocations that they are the most suitable and sustainable, utilising up-to-date and robust evidence and seek to benefit the majority of the people that live, work and visit the district of Lancaster.

**6.5** Full public consultation will take place on the 'Publication' version of the Development Management DPD, interested parties will again be asked to comment on the finalised DPD, following the completion of this consultation process the document, and all outstanding objections to the document will be submitted to the Secretary of State for independent examination. This examination process will involve the appointment of a Planning Inspector and a Public Inquiry into the Development Management DPD.

**6.6** The Planning Inspector will make a final decision on the 'Soundness' of the document and whether it is appropriate to be formally adopted by the Council. Should it be passed by the Planning Inspector it will be then for the Council to formally adopt the document for planning purposes. At this point the document will formally replace the guidance and policy currently found in the Lancaster District Local Plan.

**6.7** Set out below is a draft timetable for the production of the Development Management DPD, whilst the Council will seek to keep to the timescales set out below there may be issues and circumstances which dictate a change to this timetable, any changes to timetabling can be found when visiting the planning policy pages at the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).



Task	Timescale
Consultation on Draft Preferred Option DPD	August - October 2012
Consultation on Publication Version of the DPD	Spring 2013
Submission of DPD to the Secretary of State	Late 2013
Anticipated Date for Public Inquiry into the DPD	Autumn 2013
Anticipated Date for Adopted of the DPD	Spring 2014

Table 6.1 : Proposed Timescales for the Development Management DPD

**6.8** The Council will ensure that that whatever the outcome that interested parties will be advised through updates via the LDF Database.

## 7 Introduction

7.1 Maintaining a strong and diverse economy is vital to the people and businesses of the District. This applies equally to businesses in the urban centres of Lancaster and Morecambe and within the rural settlements and villages. Investment in the local economy and growth of local businesses and industry is vital to the success of creating successful communities and supporting sustainable development.

7.2 The planning system plays an important role in creating the correct conditions for stimulating economic growth. The provision of a planning policy framework which considers sympathetically the needs of local businesses and attracts inward investment into the District. Creating more investment can only be beneficial for establishing growth in the local economy and creation of new jobs and opportunities.

7.3 The planning system must act as a balance, balancing the needs of the economy and the protection of the environment, which do not always go hand-in-hand. The aim of the economic policies contained in this document will be to balance these sometimes competing issues and ensure that planning policy creates opportunities for investment and growth in the economy, whilst also protecting the character of the land and people of the District.

7.4 As with all three sections of this Development Management DPD, the Council have prepared a vision to set out aspirations towards the growth in the local economy over the plan period which is:

### **Economic Vision**

*The Council will seek to meet the challenges of sustainable growth within Lancaster District's economy, creating conditions which enable managed growth and establishing a strong, diverse and vibrant local economy. This will be achieved whilst protecting the strong character of the district's landscape, environment and people from any negative impacts and achieving a strong sense of place."*

## 8 Policy EC1 - Town Centres & Retailing

### 8.1 Policy EC1.1 - Town Centre Development

#### **Town Centre Development**

Proposals for development of retail, office, leisure, cultural and tourism facilities and other main town centre uses should be located within defined town centre boundary which are set out in Policy RET1 of the Land Allocations DPD, unless the proposals accord with any exceptional circumstances allowed for elsewhere in Development Plan process.

The Council will also consider proposals for residential development within town centre locations provided that it is above ground floor level and does not restrict the ability of maintaining an active street frontage, particularly within designated retail frontages.

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

Development proposals for town centre uses which are not located in town centre locations will be expected to demonstrate that a Sequential Test have been applied to identifying the proposal site, as set out in Paragraph 24 of the National Planning Policy Framework. Proposals for town centre uses which are not located in town centre locations should seek to address the following issues:

- i. Ensuring that the site is available, suitable and viable;
- ii. Ensure that all in-centre options have been thoroughly assessed before less central sites are considered;
- iii. Ensure that where it has been demonstrated that where there are no town centre sites to accommodate a proposed development, preference is given to edge of centre locations which are well connected to the centre by means of easy pedestrian and public transport networks
- iv. Ensure that in considering sites in or on the edge of existing centre, developers and operators have demonstrated flexibility in terms of scale, layout/format and car parking provision; and
- v. That for proposals which will result in the creation of floorspace over 2,500sqm that a impact assessment is submitted in accordance with paragraph 26 of the National Planning Policy Framework.



**8.1** The town centre areas for Lancaster and Carnforth are defined within Land Allocations DPD and Morecambe Town centre within the Morecambe Area Action Plan. These designations have been identified in line with paragraph 23 of the National Planning Policy Framework which expects Local Plans to define a network and hierarchy of centres that is resilient to anticipated future economic changes.

**8.2** The town centres of the District are vital for the well-being of local residents and the economy. They also play an important part of the wider economy, with any economic role for the South Cumbria and North Lancashire area. It is important that they develop in a way that allows them to meet future changes and challenges, without losing their distinctive character. Lancaster District is characterised by a large rural hinterland which relies on key services being provided in larger urban areas, particularly Lancaster. Focusing development on town centres will result in significant sustainability benefits, including a reduction in the need to travel. However, town centre uses would only be appropriate within the defined boundaries of the three main town centres, and should not result in densities that would damage local amenity and should comply with other relevant policies.

**8.3** To retain and develop their vibrancy and vitality, centres must have an appropriate mix of goods and service provision. This must be at an appropriate level to the centre, and not of a kind that would damage the ability of the surrounding area, or other centres, to function. The size of units is also important: new development in some centres (particularly in relation to Lancaster) will need to consider the development of larger retail units, but smaller units which *"promote competitive town centres that provide customer choice and diverse retail offer and which reflect the individuality of town centres"* (Para 23 of the National Planning Policy Framework) should be retained.

**8.4** Development should make sufficient use of buildings and/or land. This could be achieved by implementing appropriate density or by ensuring that space above ground floor level is well used – for example, by having office space above shops in the core of the town centre, or residential above the shops in other parts of the centres.

**8.5** Town Centre uses should be directed to town centre locations, where proposals which seek to deliver town centre uses in non town-centre locations then it is expected that the Sequential Test is applied. Where a proposal fails to satisfy the Sequential Test the Council will seek to refuse planning permission.

## 8.2 Policy EC1.2 - Retail Frontages

### **Retail Frontages**

#### Primary Retail Frontages

Primary retail frontages, as defined within the Land Allocations DPD for the Lancaster and Carnforth, are identified because of their importance within town centres. Retail frontages for Morecambe will be identified and defined within the Morecambe Area Action Plan (AAP).

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

- i. All adjoining frontages have an appropriate town centre use which generate an active street frontage during normal daytime trading hours;
- ii. That the proposal ensures that all uses on the ground floor provide an active street frontage that would be open during normal daytime trading hours;
- iii. The proposal does not result in the continuous retail frontage of non-A1 uses exceeding 20%.

#### Other Key Retail Frontages

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

- iv. Not result in more than 20% of ground floor units in the defined other key frontage being in non-A1 use; and
- v. Does not create a continuous frontage of three or more consecutive units which do not have an active street frontage during the daytime.

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

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

### Local and Neighbourhood Centres

Within local and neighbourhood centres, as defined in Policy ER4 of the Lancaster District Core Strategy, the Council will encourage commercial, community and other non-residential uses on the ground floor where it retains an active frontage.

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

- ix. The proposed use is compatible with a shopping frontage and provides a direct service to the general public;
- x. The proposal does not harm the vitality and viability of the local or neighbourhood centre or result in a significant break in the A1 frontage;
- xi. The use will not result in the loss of local pedestrian accessible shopping facilities;
- xii. A window display is provided; and
- xiii. No adverse effects on amenities of nearby residents, road safety, car parking or traffic flows would result.

*Note: A 'Continuous Retail Frontage' is defined as 'a row of four or more units in A1, A2, A3 or other town centre uses of which the A1 frontage element is greater than 50%. A frontage may both cross a side road or alley or wrap around a corner.*

### Retail Frontages in Town Centres

**8.6** The frontages policy acts to highlight and emphasise the locations in the town centres where retail (A1) uses would be best located. In doing this it also serves to protect the existing retail uses from inappropriate or insensitive development. This policy builds on Core Strategy Policy ER5 which seeks to focus retail need on regenerating and reinforcing the vitality and viability of existing centres, and reflects the guidance contained within the National Planning Policy Framework.

**8.7** The shopping frontages are defined within the Land Allocations DPD and set out within an appendix to this document and have been identified in line with paragraph 23 of the National Planning Policy Framework which states that Local Plans should "*define the extent of the town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations*".

**8.8** The Land Allocations DPD has identified 'Primary Shopping Frontages' within the central areas of Lancaster and Carnforth. In relation to Morecambe, the issues of frontages in the town centre will be dealt with by the Morecambe Area Action Plan.

**8.9** In addition to identification of 'Primary Shopping Frontages', the Land Allocations DPD also identifies 'Other Key Frontages' are located towards the edge of the shopping area. They support the key shopping frontages and are also areas where some degree of diversification would be supported, whilst still retaining their primary retail function.

**8.10** For purposes of clarity the term 'retail' should be read as referring to a class A1 Use Class Order, examples of which include shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms, domestic hire shops and dry cleaners. Where the policy indicates that A1 uses should be retained, conversions which involve the reduction of A1 floorspace by changing the use of part of a unit will have to maintain a suitably sized and viable unit on the frontage and not detract from the centres vitality and viability.

**8.11** The primary frontages have been designated in central locations that form the core of a retail centre, and as such they are mostly A1 retail. The loss of A1 space will generally be resisted and conversions to A1 generally supported, whilst acknowledging the contribution that non-A1 units can make to a healthy town centre.

**8.12** 'Other key frontages' have been designated on parades that, whilst not within the town centre core, still play an important supporting role to the retail centre. These areas remain predominantly retail, although the City Council will support a degree of diversification in some circumstances. Additionally, 'Other Key Frontages' may have been identified in areas where diversification has already taken place. In these instances, the policy would recognise the diversity but also prevent any further reduction of the retail character of that frontage. 'Other Key Frontage' designations also prevent clustering's of non-A1 uses forming – for example a proliferation of hot-food takeaways that could encourage the consumption of healthy food and could create local amenity issues.

**8.13** This frontage policy is a long standing policy which has assisted in the consolidation of the centres and acts to help define the function of the centres.

**8.14** The frontages policy primarily protects the ground floor, street frontage part of the unit. Although the Council will seek to avoid the reduction of overall retail space, particularly in Lancaster City Centre, apart from where exceptional circumstances are demonstrated, it acknowledges that retail may not always be the most effective use of the upper floors of certain buildings. Providing that the viability of the ground floor unit to act in a retail capacity is not compromised, changes of use away from retail on other floors would not be contrary to the frontage policy.

**8.15** In other areas within the urban settlements of Lancaster and Carnforth which are not covered by designated frontages; vacant shop units can provide employment and business opportunities. This may assist in providing for small businesses and start-ups. The Council will favourably consider proposals for uses where buildings can be satisfactorily converted, the proposed use will not adversely affect the functioning or appearance of the shopping centre or residential amenity and there is sufficient off street parking where needed.

### Local and Neighbourhood Centres

**8.16** Local and neighbourhood centres demonstrate the importance of local trade and commercial activity to serve the local community without the need to travel to the nearest town centre. The Council will however take into consideration the adequacy of alternative facilities located within same local or neighbourhood centre or within reasonable walking distance. Development proposals for small scale, convenience shopping, small business and community facilities (e.g. doctors or dentists) will be encouraged within local or neighbourhood centres, particularly where there is no such facility within easy walking or cycling distance of a residential area.

**8.17** The Council will seek to ensure that each local and neighbourhood centre is capable of meeting the provision of important local shops. When a change of use is proposed within a local or neighbourhood centre, the new use must demonstrate that it would provide a local service, which would support the vitality of the local or neighbourhood centre, provides a window display and has no adverse effects on the amenities of the residents, road safety or traffic flows.

## **8.3 Policy EC1.3 - Public Realm and Civic Spaces**

### **Public Realm and Civic Space**

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

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

Development proposals which are located within or adjoin the town centres of Morecambe and Lancaster, or major development which will have an impact on town or local centres will be expected to contribute toward the delivery of improvements to public realm and civic spaces.

**8.18** The creation of high quality streets and spaces in the District, particularly in urban locations is acknowledged to be an important method of establishing a distinctive sense of place. Improvements and enhancements to public realm and civic space will be supported by the Council and it will be expected that development proposals should contribute to such improvements, either directly through the development proposal and also through financial contributions to wider regeneration and improvements within the locality.

**8.19** To deliver such improvements the Council will work with all relevant stakeholders to address the issues of provision, accessibility, rationalisation and maintenance of street furniture, street clutter, lighting, planting, signage and paving in order to improve the streetscape and produce a high quality urban environment which is accessible to all.

**8.20** Pedestrian linkages within and around defined town centre areas should, where possible and appropriate, be strengthened to increase accessibility to pedestrians, cyclists and all vulnerable groups. New development should seek to improve accessibility directly through their proposals due also be expected to contribute toward wider regeneration schemes within their locality, for example the 'Square Routes' project in Central Lancaster and the future public realm works associated with the Morecambe Areas Action Plan. Projects such as this, whether public or private, which are demonstrated to have significant benefits to public realm will be supported by the Council.

**8.21** It is recognised that good quality urban spaces can play an important role in the delivery of Green Infrastructure in the District, accordingly the application of this policy should consider guidance set out in Policy EN1 of this document relating to Green Infrastructure provision.

## 8.4 Policy EC1.4 - The Protection of Cultural Assets

### **The Protection of Cultural Assets**

#### *The Creation of New Cultural Assets*

Any proposals which involve the creation of new cultural facilities, or the improvement or expansion of existing facilities will be supported by the Council in principle subject to the following issues being addressed:

- i. The proposal should seek to demonstrate that it will deliver benefits to the wider economy;
- ii. Any proposed enhancements to an existing facility will result in the improvement of the cultural offer;
- iii. New Cultural assets should be located in accessible and sustainable locations which can be accessed by a range of transport methods;
- iv. The proposal should ensure that there is no damage to the local amenity of the area, particularly in terms of impacts on residential amenity, historic environment and highway safety;

The Council will support, in principle, proposals which seek to assist in the delivery of aspirations and actions of the Council's 'Cultural Heritage Strategy' which seeks to realise the economic benefits arising from cultural assets whilst securing its long term future

Any proposals should have due regard to all other relevant policies within this Development Management DPD.

#### *The Protection of Existing Cultural Assets*

The Council will seek the protection of existing cultural assets within the District which are demonstrated to be of value to the local and / or the wider community, this approach will include all cultural assets identified within Policy CULT1 of the Land Allocations DPD.

Any proposals which involve the re-use of such facilities which would involve the loss of a cultural asset to an alternative use will be required to demonstrate that the following issues have been addressed satisfactorily:

- iv. Proposals will be expected to demonstrate the on-going use of the premises for cultural purposes is no longer viable and that the facility is no longer of value to the local and / or wider community;

Any alternative uses should ensure that they comply with all other relevant policies within this Development Management DPD.



**8.22** Cultural, leisure and the arts play an important role in Lancaster District, both in terms of the benefits they provide to both the local economy (particularly in relation to the visitor economy) and the community well-being of the people who live and work in the District.

**8.23** For the purposes of clarity the term 'Cultural Asset' is used to describe a range of uses including theatres, museums, live music venues, community halls, cinemas and other public meeting venues. In particular cultural assets can be referred to as a building or structure that establishes a society's social roots and history.

**8.24** In the Summer of 2011 the Council formally recognised the preparation of a 'Cultural Heritage Strategy' which investigated how more can be made of the significant wealth of culture that is in the District, in particular the Morecambe and Lancaster area. It is recognised that there is significant economic value in enhancing the cultural offers available within the district.

**8.25** The Cultural Heritage Strategy sets out a series of action points which will assist in enhancing the cultural offer of the District. Proposals which seek to deliver the aspirations of the strategy will be supported in principle by the Council subject to other relevant policies within this DPD.

#### *Proposals for New Cultural Assets or Improvements to Existing Cultural Assets*

**8.26** The Council will support, subject to the consideration of all other relevant policies, the expansion or improvement of existing Cultural assets within the District.

**8.27** Any proposals should seek to demonstrate that the creation of a new facility, or any improvements to the existing facility, will deliver an improvement to the cultural offer that the existing facility provides and that there will be wider benefits to the local economy, through financial investment into the locality or through the creation of jobs for local people.

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

#### *Protection of Existing Cultural Assets*

**8.29** The City Council will support the protection of cultural assets which provide value to the community that they serve. The creation of new facilities and the expansion of existing facilities will be supported by the Council where it is demonstrated that the proposals will create benefits in the locality, through benefits in the wider economy and the through the enhancement of cultural opportunities.

**8.30** Proposals which involve the loss of cultural assets will only be permitted where it is clearly demonstrated that the facility provides no value, both economically and for the community it serves or that its loss was necessary to achieve wider planning objectives and that appropriate compensation measures were provided.



## 8.5 Policy EC1.5 - The Evening and Night-time Economy

### The Evening Economy

The Council will encourage and support the sustainable growth of the District's evening and night time economy which will contribute to the vitality of designated town centres, subject to the following considerations:

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

Any development proposals will not be permitted in locations where they exacerbate existing problems in terms of the criteria set out about, particularly in relation to anti-social behaviour and amenity issues.

**8.31** Evening activities that take place after 5pm provide a fundamental part of delivering a strong and successful town centre because they extend the vitality of a town or city beyond the normal working hours, making town centres more attractive places to live and work. It is important however that within these areas uses are carefully balanced so that evening / night time uses are complimentary to, rather than conflict, with neighbouring uses.

**8.32** The night-time economy in Lancaster District has grown over many years. When managed correctly a successful evening economy becomes part of a town's character and atmosphere, as well as creating jobs, increasing visitor numbers and providing the opportunities to showcase a wide range of arts and cultural events.

**8.33** The Council will seek to plan positively for a range of complimentary evening uses including the Arts, Culture and Entertainment Uses (such as cinema's, theatres, restaurants, bars and nightclubs) that can appeal to a wide cross-section of the population and a variety of age groups.

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

**8.35** It is recognised that already in some town centre locations that clustering of uses has led to an impact on local amenity, proposals which seek to increase the impacts of clustering and will lead to an exacerbation of existing problems relating to issues such as anti-social behaviour will be restricted by the Council.

## 8.6 Policy EC1.6 - Advertisements

### Advertisements

Advertisements are required to be of the highest possible standards and contribute to a safe and attractive environment.

Advertisements (including hoardings, non-illuminated advertisements, illuminated hoardings, illuminated fascia signs and free standing display panels) which require consent must not cause a public safety hazard, or contribute to clutter or loss of amenity. Schemes which are submitted for approval should meet the following criteria:

- i. Be of a high quality and sensitive to its visual appearance on the building on which it is to be sited and the surrounding street scene, especially in the case of a Listed Building or within a Conservation Area;
- ii. Be appropriate to its setting and location;
- iii. Not contribute to an unsightly proliferation or clutter of signage in the vicinity;
- iv. Not to cause a hazard to pedestrians or road users;
- v. Not cause a visual intrusion by virtue of light pollution into adjoining residential properties or unnecessarily cause poorly directed light pollution elsewhere; and
- vi. Be appropriate and relevant to the business or premises for which they are created.

The Council will seek to avoid the proliferation of advertisements in sensitive locations, particularly rural locations, where it is considered that the visual amenity of the locality will be impaired.

The Council have already prepared a Supplementary Planning Guidance on this issue entitled '*Shopfronts and Advertisements Design Guide*'. This guidance note remains relevant and will be used as a material consideration on proposals of this nature, regardless of their location in the District.

**8.36** Advertisements can be one of the most dominant elements of the environment we live in. The provision of high quality advertising space on the frontage of shops and businesses can play a key role in attracting customers and growth to a business. However, the over-use of advertisements, or their inappropriate design / illumination can have significant impacts on the locality in which they are situated in.

**8.37** In the wrong places, advertisements and signage can have negative impacts on highway safety and visual amenity and therefore whilst the Council will support the installation of new advertisements where it is clear that there will be no negative impacts on the visual environment of the area and there is no danger of distraction to highway users.

**8.38** As a general rule, advertisement displays will be restricted to shopping, commercial, industrial or transport locations where they comply with the above criteria and do not cause excessive visual clutter. It must be borne in mind that the Council's level of control has its limits and that a number of advertisements do not require formal consent from the local authority. The use of A-boards and directional signage will be discouraged where the Council have powers to do so.

**8.39** The Council will revise the guidance provided in Supplementary Planning Guidance Note 9: Shop Fronts and Advertising Design Guide, which will support policy EC1.6. Both the Policy EC1.6 and its supporting guidance will be applicable to advertisement / signage proposals across the District.

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## 9 Policy EC2 - Rural Development and Rural Economy

### 9.1 Policy EC2.1 - Development in the Rural Areas

#### Development in Rural Areas

Development proposals which maintain and enhance rural vitality and character will be permitted where it can be demonstrated that they improve the sustainability of rural communities by bringing local economic, environmental and community benefits, particularly where they relate to:

- i. The development of small-scale economic development diversifying the rural economy, including the diversification of agricultural holdings;
- ii. Housing development for rural enterprise workers who work full time in a rural enterprise to live at, or in the immediate vicinity of, their place of work; or that meets a local housing need, particularly for affordable housing, in accordance with Policy CS4.6 of this document.

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

- iii. Essential operations for agriculture, horticulture, equine related activities, allocated mineral extraction or waste management facilities and essential infrastructure facilities where there is a proven and justified need;
- iv. Development required for new or existing outdoor leisure facilities where a rural location is justified and there is a proven and justified need;
- v. Renewable energy schemes in appropriate locations and in accordance with other policies within this document;
- vi. The conservation or enhancement of specific features or sites of heritage or biodiversity value;
- vii. A site allocated for particular purposes in the Land Allocations DPD and other Local Development Framework documents;
- viii. The alteration, replacement, extension or change of use of existing buildings in accordance with other policies both within this document and the wider Local Development Framework documents; and
- ix. The erection or extension of outbuildings which are ancillary or incidental to existing dwellings and is sympathetic to the character of the original building and its setting. Overly urban design will be resisted by the Council.

Priority will be given to the re-use of Previously Developed Land (PDL) and existing buildings over proposals which seek to utilise Greenfield sites. Development proposals on land within the open countryside will not be permitted unless it is demonstrated that no alternative suitable locations existing within existing settlement areas and that the benefits from the proposal outweigh any impacts on local amenity.

Development in rural areas would not be supported if it is likely to adversely affect an internationally designated wildlife site either directly or indirectly through, for example, increasing the risk of disturbance through visitor pressure. The principles of Policy EN2.1 should apply.

Development proposals which include land within the Green Belt should have due regard to guidance contained within paragraphs 89 and 90 of the National Planning Policy Framework (NPPF) and Policy EC2.5 of this document which relates to development within the North Lancashire Green Belt.

**9.1** National Policy suggests that development in rural areas should be carefully managed in order to protect its intrinsic value and natural resources. Policies contained within section EC2 of this document set out the circumstances where development outside defined settlement areas will be considered, taking into account the particular characteristics of the locality and the rural economy.

**9.2** The policy will seek to protect against unnecessary development in sensitive rural locations, balancing the need to protect the value and distinctiveness of rural character, landscapes and townscapes whilst seeking to balance such protection against the need to encourage growth in the rural economy through a sympathetic policy approach.

**9.3** The Council will seek to prioritise development proposals which relate to economic growth and the delivery of new homes that address local housing need. Development proposals should focus on existing settlements and positively utilise existing buildings.

**9.4** Development proposals which involve the development of greenfield sites will not be permitted by the Council unless exceptional circumstances are demonstrated by the applicant which outweigh any adverse impacts that may result from development. Any proposals which involve the use of greenfield sites should also seek to demonstrate that no other alternative sites exist in more suitable, appropriate locations.

**9.5** A range of uses will be supported by the Council which are consistent with a rural location, as set out in criteria (iii) to (ix) of this policy. Proposals for uses that do not meet these criteria will not be permitted unless exceptional circumstances are demonstrated that outweigh any impacts or departure from policy. Development proposals should also be considered against other policies within this document, in particular but not exclusively policies EC2.2, EC2.3 and CS2.

9.6 Development within the North Lancashire Green Belt, as designated within the Land Allocations DPD should also be considered under guidance within the National Planning Policy Framework or successor documents and Policy EC2.5 of this document.

## 9.2 Policy EC2.2 - The Re-Use and Conversion of Rural Buildings

### The Re-use and Conversion of Rural Buildings

The principle of re-using buildings within rural areas, outside of established settlements, for uses set out in criteria (i) to (ix) of Policy EC2.1 will be supported where:

- i. Suitable services and access are available without the need for works which would adversely affect the character of the building and/or locality;
- ii. The building is of a permanent and substantial construction, is structurally sound of conversion and that any important architectural and historical features are retained within the proposal;
- iii. The proposal safeguards the roosting or nesting habitat of any protected species present in the building;
- iv. The conversion can be carried out without major extensions to the existing building, or the construction of ancillary buildings; and
- v. The proposal does not adversely affect the character, rural setting and appearance of the surrounding landscape or the amenity of nearby residents through the use of good design and use of materials;
- vi. The type of economic uses generated are of a scale and type that is consistent with the specific location; and
- vii. The proposal is accompanied by an acceptable travel plan where it is recognised that the proposed use will generate a significant level of trips.

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

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

#### Conversion of Rural Buildings to Residential Purposes

Where it can be demonstrated through a robust and thorough marketing exercise that there are no realistic prospects for the building to be converted for economic use or as visitor accommodation, or where the building location or surroundings are clearly unsuitable for such purposes, the Council will permit the conversion of the building for residential purposes provided that it meets criteria (i) to (v) and the following requirements:

- viii. That the proposal makes a positive contribution to rural landscape and local amenity without compromising the traditional and functional character of the building itself;
- ix. That the proposal meets an identified local housing need;
- x. The building is within a group of buildings containing at least one existing dwelling;and
- xi. The number and density of dwellings is appropriate to their surroundings.

Any development proposals for change of use to residential within rural areas, will need to have due consideration of all relevant policies within this Development Management DPD, particularly Policy CS4.6 which relates to housing requirements in rural areas.

Proposals for homes for rural enterprise workers will be expected to address the requirements set out in Policy CS4.2 and Appendix E of this DPD.

The Council will consider applying conditions which restrict permitted development rights for proposals which involve the conversion or re-use of buildings for residential purposes.

**9.7** As advocated in Policy EC2.1 of this document, the Council will seek to prioritise the re-use and conversion of existing buildings and Previously Developed Land (PDL) within rural areas for a range of uses which is consistent and compatible with a rural location. Any proposals for the conversion and re-use of buildings should have due consideration of the potential impacts which could arising within the locality and setting of the development.

**9.8** Proposals should seek the re-use of existing building which are located within already accessible locations, those which are within close proximity to the existing highway network. Proposals which involve the re-use of buildings which are located in isolated locations which would require significant access improvements will not supported by the Council unless exception circumstances are demonstrated.

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

**9.10** The inappropriate use of rural buildings can have significant implications on the setting and character of the local landscape and/or townscape. Therefore the Council will expect that proposals have fully considered the implications on their surrounding and, where necessary, provide suitable and appropriate mitigation measures and appropriate landscaping to minimise any potential impacts. Proposals which may result in a significant landscape and/or townscape impact will be expected to be accompanied by a Landscape Assessment as part of the initial planning application in order for the Council to assess any potential impacts and necessary mitigation measures.



**9.11** In order to minimise the impacts on the setting and character of a locality, proposals should seek to incorporate sympathetic design and construction methods and make use of materials which are appropriate to the locality. Any proposals should have due consideration to Policy CS4.1 of this Development Management DPD which relates to general design principles in development proposals.

**9.12** The Council will seek the sympathetic re-use and conversion of rural buildings which have a historical or architectural value, proposals should seek to maintain and prevent the loss of such buildings without harming their value or significant. Such proposals which strike an appropriate balance will be supported by the Council.

**9.13** For the re-use of modern farm buildings particular regard should be paid to other policies within this Development Management DPD in relation to the impact on development on its surroundings, including the scale and nature of traffic generated. These considerations will apply to all proposals, but are particularly relevant to the re-use of more modern buildings in the countryside, as these buildings can be very large and industrial in appearance rather than a more traditional form.

#### *Conversion of Rural Buildings for Residential Purposes*

**9.14** The Council will seek to prioritise the re-use and conversion of rural buildings for a wide range of uses which will be appropriate for a rural location and setting. Proposals which seek the re-use of buildings for alternative uses, such as for residential, will be expected to demonstrate that a genuine marketing exercise has been undertaken promoting the site for a range of appropriate uses for that location which has failed to find a potential user, either due to financial or physical constraints.

**9.15** Furthermore, any proposals for the re-use of a rural building for alternative uses such as residential will have to demonstrate that there is a genuine local housing need which cannot be met within more sustainable locations (i.e. within or adjoining existing settlements). It will be expected that due consideration should be given to the impact that such uses will have on the amenity of the locality, particularly in relation to residential impact, impact on the landscape, accessibility and highway safety.



### 9.3 Policy EC2.3 - Diversification of the Rural Economy

#### **Farm Diversification**

The Council will support proposals in rural areas which seek to diversify the rural economy, particularly where it is demonstrated that significant economic benefits exist from diversification of the farm holding.

In particular the Council will encourage the re-use, adaption or conversion of existing rural buildings which assist in the diversification and economic stability of agricultural businesses where:

- i. It is clearly demonstrated by the applicant that the building(s) which are part of the proposal can not longer be realistically used for ongoing agricultural uses;
- ii. The agricultural diversification remains ancillary to the primary agricultural use and gives priority to the re-use of an existing building;
- iii. The proposed use of the building is appropriate in a rural location, that the building is of a substantial and permanent construction, structurally sound and capable of conversion without major alterations or adaption and where important original features can be retained;
- iv. The scale and use of any diversification proposal or the economic purpose (including cumulative impacts and any other associated ancillary developments) is appropriate for its location and does not conflict with other policies and objectives in other local plan documents.
- v. The proposal does not generate unacceptable levels of traffic or have detrimental impacts on highway safety.

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

- iv. The building to be replaced is of a permanent and substantial construction;
- v. The replacement building is not materially larger than the existing building and is of a design which is compatible to its setting and location;
- vi. Priority is given to the siting of replacement buildings on previously developed land or within existing farm building clusters.

The Council will support and encourage the delivery of improved broadband provision for rural areas to encourage rural employment and home working. Development proposals should consider how they may assist in the delivery of improved broadband speeds in rural areas.

Development in rural areas would not be supported if it is likely to adversely affect an internationally designated wildlife site either directly or indirectly through, for example, increasing risk of disturbance through visitor pressure. The principles of Policy EN2.1 should apply.

**9.16** The rural economy in Lancaster District makes a positive contribution towards the wider economy, generating investment and job growth in the District.

**9.17** The Council recognises this importance and will support the rural economy, through positive support for appropriate farm diversification schemes and the re-use and adaption of existing buildings, or where appropriate, replacement buildings for economic purposes.

**9.18** Diversification or economic development could include allowing re-use or replacement buildings for small scale employment opportunities in traditional skills or crafts, green waste recycling facilities, small scale offices, small scale light industrial, low impact storage as well as for community and public uses.

**9.19** It is recognised that conflicts exist between economic objectives and maintaining the character and function of rural areas, especially within the open countryside. In these circumstances development for economic purposes will not be permitted where it is considered to be an inappropriate form of development or where its scale or use conflicts with wider countryside objectives, where it would introduce new amenity concerns or where it would have a negative impact on the natural environment.

**9.20** The Council will not support proposals which seek to convert or re-use buildings which are poorly sited, poorly designed and which detract from the character of its rural setting. Buildings which are temporary or structurally unsound and require significant alterations to bring them into their desired use are also unlikely to be supported.

**9.21** Although preference will be given to the re-use or adaption of existing permanent buildings in the first instance, replacement will be supported in the countryside where re-use is not achievable or appropriate and where replacement building can make a positive contribution to the rural environment.

## 9.4 Policy EC2.4 - Equine Related Development

### Equine Related Development

Horse-related facilities and small scale extensions to existing equestrian enterprises in rural areas will be permitted in principle. The Council expects applicants to demonstrate that in identifying a proposal site that a Sequential Approach has been followed, placing a greater priority on accessible sites on the edge of existing settlement areas. Proposals will be subject to the following criteria:

- i. In the first instance priority is given to the re-use of existing buildings as referred to in Policy EC2.1 of this Development Management DPD;
- ii. New stables and associated infrastructure (including menages, storage, lighting, hard-standing, fencing and other paraphernalia) should be well-screened from the surrounding countryside and should not interfere with the amenities of adjoining residents.
- iii. New buildings for indoor equestrian use should be located within or adjacent to existing buildings;
- iv. Proposals should not have a detrimental impact on the local highway network and highway safety;
- v. Their design, scale, siting, external lighting and use of materials should respect the rural setting; and
- vi. Provision is made for removing any equipment and re-instating the site once its use for horses is no longer required.

**9.22** There continues to be pressure for equine related development within the District, and is recognised to contribute toward the provision of recreational opportunities and the diversification of the rural economy. However, intensive private equestrian activity as well as commercial activities can be visually harmful in rural areas, particularly cumulatively, so it is important that environmental quality (in relation to vegetation destruction, water quality, biodiversity and soil erosion), amenity and landscape character is respected and therefore the Council considers a specific policy on this type of development necessary.

**9.23** By its very nature, equestrian development requires a rural location but the cumulative impact of either a small or large scale developments can have an adverse impact on the rural character of the district and can lead to further intensification of uses if the site. As such local landscape character assessments should be employed to inform the appraisal of all development proposals.

**9.24** The Council will seek applicants to follow a sequential approach toward the siting of equine related facilities, with a priority given to locating such uses within within existing farmsteads, re-using existing buildings, to reduce impact on the landscape and seek locations which are close to existing settlements and accessible to both the highway and bridleway network.

**9.25** If this is not possible then new buildings should be well related to existing buildings and be well screened by existing trees, hedges or other natural features which will reduce the potential visual impact on surrounding landscape. Proposals which involve the siting of such buildings in open or prominent positions will not be supported by the Council.

**9.26** To reduce the impacts that such proposals have on residential amenity, in terms of noise, lighting, smell and other disturbances, equine related development should be sited at an adequate distance from neighbouring residential properties. The separation distances required will be dependent on the scale and impact of development proposed and the nature of the surrounding landscape.

**9.27** Ancillary development including menages, storage facilities, hard-standing, access tracks and sand paddocks should be of a minimum size necessary and should not encroach into the open countryside. Additional equipment, such as jumps and transporter vehicles should be stored appropriately and not impact on the visual amenity of its surroundings.

**9.28** Further consideration should be given to the implications on the highway from such proposals, the siting of equine related facilities should not create danger to horses, riders, or to other road users. It would be expected that stables and associated infrastructure should be sited should be provided with safe and convenient access to local highway network and, where possible, direct connections to the local bridleway network.

## 9.5 Policy EC2.5 - Development in the Green Belt

### **Development in the Green Belt**

#### Acceptable Uses in the Green Belt

Proposals which involve new buildings within the Green Belt are inappropriate unless for the following purposes:

- Agriculture or Forestry;
- Essential facilities for outdoor sport and outdoor recreation, for cemeteries, and for other uses of land which preserve the openness of the Green Belt and which do not conflict with the purpose of including land in it;
- Limited extension, alteration and replacement of existing dwellings;
- Limited infilling in existing villages and limited housing that meets local needs; or
- Limited infilling or redevelopment of major developed sites identified in adopted Local Plans.

#### New Buildings

The construction of new buildings within the Green Belt is inappropriate unless it is for the following purposes as set out within paragraphs 89 and 90 of the National Planning Policy Framework.

#### Re-Use of Existing Buildings

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

- i. It does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;
- ii. Strict Control is exercised over the extension of re-used buildings, and over any any associated uses of land surrounding the building which might conflict with the openness of the Green Belt and the purposes of including land in it (e.g. because they might external storage, or extensive hardstanding, car parking, boundary walling or fencing);
- iii. The buildings are of permanent and substantial construction, and are capable of conversion without major or complete reconstruction; and
- iv. The form, bulk and general design of the buildings are in keeping with their surroundings (proposals should seek to respect local building styles and materials).

#### Replacement Dwellings

The replacement of existing dwellings in the Green Belt will be considered as acceptable provided that the new dwelling is not materially larger than the dwelling it replaces and adheres to other relevant planning policies within this document.

**9.29** The Council will seek to manage development in the Green Belt to avoid inappropriate development, inappropriate development is, by definition, harmful to the Green Belt and should only be approved except in very exceptional circumstances.

**9.30** Essential facilities should be genuinely required for uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land in it. Possible examples of such facilities could include small changing rooms or unobtrusive spectator accommodation for outdoor sport, or small stables for outdoor sport and recreation.

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## 10 Policy EC3 - Leisure and Visitor Economies

### 10.1 Policy EC3.1 - Leisure Facilities and Attractions

#### Leisure Facilities and Attractions

Proposals for major leisure facilities or attractions (excluding visitor accommodation) that involves more than 1,000m<sup>2</sup> of floorspace or 1ha or more of land will be permitted where:

- i. The site is within the main settlement area of Lancaster or Morecambe, preferably in a brownfield location within Morecambe which can provide a catalyst for regeneration within the locality, or is supported by a specific site allocation or an identified direction of mixed use growth set out elsewhere within the Local Plan System; or
- ii. It is for the expansion of an existing leisure facility or attraction in the countryside and is in scale and character with its location and complies with other relevant policies within this Development Management DPD; or
- iii. It is for the conversion of suitable existing buildings in the countryside and the proposal complies with other relevant policies within this Development Management DPD.

Proposals for minor leisure facilities or attractions involving less than 1,000m<sup>2</sup> of floorspace or 1ha of land will be acceptable in the above locations and where the proposal:

- iv. Is located within an existing settlement area, preferably in a brownfield location, or within a complex of existing rural buildings;
- v. Is accessible to a variety and means of transport, including public transport;
- vi. It does not result in an adverse impact on the visual amenity within the locality;
- vii. Provides facilities to assist with the improvement of the Strategic Green Infrastructure within the locality; and
- viii. With regard to rural buildings, the proposal satisfies the relevant criteria of Policy EC2.2.

Any proposals which is expected to generate significant footfall will be expected to provide a travel plan in accordance with Policy EC5.3 of this document.

All proposals for leisure / visitor facilities should have due regard to all relevant planning policies within the Development Management DPD. In particular developments which are likely to increase harm through visitor pressure within internationally designated wildlife sites would not be supported.

**10.1** The Council believe that there are opportunities to encourage and enhance further growth in the District's leisure economy, with attractions including the historic town of Lancaster, the coastal town of Morecambe, the rural landscapes of the Lune Valley and the protected landscapes of the AONB's.

**10.2** The Council will seek to support the development of leisure facilities and attractions in sustainable locations within main urban settlements with the primary aim of the Local Plan to direct appropriate and desirable leisure facilities towards Morecambe to aim ongoing regeneration within the town. Particularly as a key focus for Morecambe is the natural environment and natural tourism.

**10.3** This policy seeks to provide a positive framework for promotion of leisure facilities in the District for the benefit of both local people and visitors to the District. Directing most of the leisure / visitor related development to the main settlements of Morecambe and Lancaster can assist in strengthening their viability as centres, ensuring that facilities can be accessed by a range of transport modes and protecting the natural environment.

**10.4** The Council recognise the benefits that the leisure economy can have on the rural economy, through the creation of new businesses, new jobs and more money within the local area. Therefore development of leisure facilities in the countryside will be supported in principle but only in appropriate locations and where it is demonstrated that adverse impacts will be minimised.



## 10.2 Policy EC3.2 - Visitor Accommodation

### **Visitor Accommodation**

#### Hotel Accommodation

Proposals for hotels should normally be located within town centre locations as designated in the Land Allocations DPD.

Proposals which involve the development of hotel uses located outside of defined town centre locations will be expected to demonstrate, through the use of the Sequential Test set out in Appendix A of this document, that no sequentially preferable sites exist, whether this be in a town centre, or, in the case of out-of-town proposals, edge-of-centre locations. This approach is in accordance with Paragraph 24 of the National Planning Policy Framework.

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

#### Other Visitor Accommodation

Proposals for other visitor accommodation, including Bed & Breakfast, Self Catering Accommodation (excluding Log Cabins and Chalets) will be acceptable where the proposal:

- i. Is on a site within the existing built-up area of Lancaster, Morecambe, Heysham, Carnforth or smaller settlement which provides a sufficient level of basic service provision, preferably in a brownfield location; or
- ii. Is on a site which has a specific site allocation or an identified direct of mixed use growth set out elsewhere in the Local Plan System; or
- iii. Provides accommodation of an appropriate nature and scale to meet the needs of an existing visitor facility or attraction and is located adjacent to the facility or attraction; or
- iv. Is for the conversion or re-use of suitable existing rural building(s) and the proposal complies with other relevant policies within this document, particularly the criteria set out in Policy EC2.2

Proposals which relate to other types of visitor accommodation, including Caravans (both Static and Touring), Log Cabins and Chalets, should be considered under Policy EC3.3 of this document.

**10.5** To promote the District of Lancaster as a attractive destination for visitors it is essential to offer a good range of quality accommodation in attractive, accessible locations. Government guidance considers that hotels should be located in sustainable town centre locations and therefore proposals for hotels should be focused on the main centres of Lancaster and

Morecambe in the first instance. Town centre locations are the highest priority for the provision of new accommodation as these will best facilitate linkages with shops, restaurants and other facilities.

**10.6** Visitor accommodation can take many forms ranging substantial hotels, through to smaller bed and breakfast establishments to holiday cottages and holiday chalets. Proposals for smaller scale visitor accommodation may be acceptable beyond town centres and into rural locations, provide their scale is in accordance with the surrounding area. This may be as guest houses or farm related visitor facilities, particularly where proposals can benefit from conversion of existing buildings worthy of retention.

**10.7** It is acknowledged that an important aspect of visitor accommodation is the provision of caravan and camping sites, for static and touring uses. However, the Council recognises that this is such a sensitive issue within the District that a separate policy is required (Policy EC3.3) to deal with this issue.

## 10.3 Policy EC3.3 - Caravan Sites, Chalets & Log Cabins

### **Development of Caravans, Chalets and Log Cabins**

Within the Arnsdale / Silversdale and the Forest of Bowland Areas of Outstanding Natural Beauty (AONB), proposals for new static or touring caravan sites, or the extension of existing sites will not be permitted.

#### Caravan Development

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

- i. That priority is given to the re-use of brownfield land, provided that it is not of high environmental value, for such proposals and where greenfield sites are identified it should be demonstrated that no alternative brownfield sites exist in the locality;
- ii. The proposal includes a satisfactory landscaping scheme and does not result in any detrimental impacts on the visual amenity of the locality;
- iii. That the layout retains natural on-site features and provides compensatory planting and other nature conservation measures within or near the site; and
- iv. That the proposal has no adverse impact on the capacity of the local highways network, highway safety and other important local infrastructure.

#### Development of Chalets, Log Cabins and Purpose Built Holiday Accommodation

The Council will consider the development of proposals involving proposals relating to Chalets, Log Cabins and Purpose Built Holiday Accommodation subject to criteria (i) to (v) above and:

- v. Be of a scale and design appropriate to the locality and does not have any detrimental impacts on the local landscape, particularly in areas such as the AONB; and
- vi. Makes use of appropriate materials which are sympathetic to its locality.

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

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

- vii. There would be no significant impacts on the surrounding visual amenity or on nature conservation interests;
- viii. There are no adverse impacts on local infrastructure and highway safety;
- ix. An appropriate on-site improvements are agreed with the local planning authority and implemented before the extended opening season begins; and
- x. The accommodation will remain in a visitor use only and is not used for permanent residential occupation.

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

To ensure that proposals comply with criteria (x) applicants will be expected to enter into a legal agreement to ensure that the units on the site are not subject to permanent occupancy. Through this legal agreement the Council will expect that the owners of caravan sites will supply information on any permanent residents to inform a register of Caravan Sites and occupancy.

Caravan Sites in the District

**10.8** The District contains a large number of touring and static caravan sites which draw on the unique character of the locality. Although it is recognised that caravan sites provide a valuable source of visitor accommodation and can contribute significantly to the local economy and the sustainability of rural settlements, they can also have significant impacts on the local amenity of the area, through the creation of traffic or their impact on the local landscape.

**10.9** The geographical location of Lancaster District, along with the unique and important landscapes and habitats it contains results in a significant pressure on growth and usage of caravan sites. The Council recognise the significant pressures which exist for caravan development, both in terms of pressures in the growth of existing sites and the creation of new caravan sites to meet demands from visitors.

**10.10** However, the unrestricted growth of visitor accommodation, particularly in sensitive locations, will not be permitted by the Council. Should visitor accommodation not be restricted appropriate and maintained then no permission for new visitor accommodation can be granted

in rural areas. Therefore the Council will seek to ensure that more enforcement is taken on the management of existing sites and pitches through the preparation of a 'Camping Sites Register' which will monitor the number of sites and pitches and seasons of occupancy.

#### Proposals for New Caravan Sites

**10.11** The Council will seek to protect the most sensitive landscapes in the District, particularly those designated as Areas of Outstanding Natural Beauty (AONB), from development which may have a negative impact on the quality of local landscapes and setting. Given the significant caravan site provision that exist within both the Arnside / Silverdale and Forest of Bowland AONB's the Council will not permit any further extensions of existing sites within these areas and will resist proposals for the creation of new sites.

**10.12** Whilst proposals for new caravan sites, or the extension of existing sites will not be permitted within AONB's, the Council will be more supportive towards the development of sites in appropriate and suitable locations outside of the AONB.

**10.13** Any proposals for new caravan sites should be located in close proximity to existing visitor facilities outside of the AONB's which have been identified within Policy VISIT1 of the Land Allocations DPD which will assist in generating visitors number for their sustainability in the long-term.

**10.14** Proposals for caravan sites should be accessible to local settlements which offer local services, facilities and reduce the needs to travel by car. To provide further protection to the natural environment and local amenity, proposals will be expected to be appropriately sited to their setting and location and reduce their impact on the surrounding landscape through sensitive landscape design and any other complimentary measures. The Council would encourage proposals to work towards the development of 'Quality Assured' accommodation.

**10.15** The Council will support the improvements to facilities at existing caravan sites, in terms of improved toilet blocks and other ancillary infrastructure provided that it is demonstrated that such improvements will aid the visitor experience and will not have any detrimental impact on it surroundings. Any proposals should have due consideration to all relevant policies within the Development Management DPD.

#### Seasons of Opening for Caravan Sites

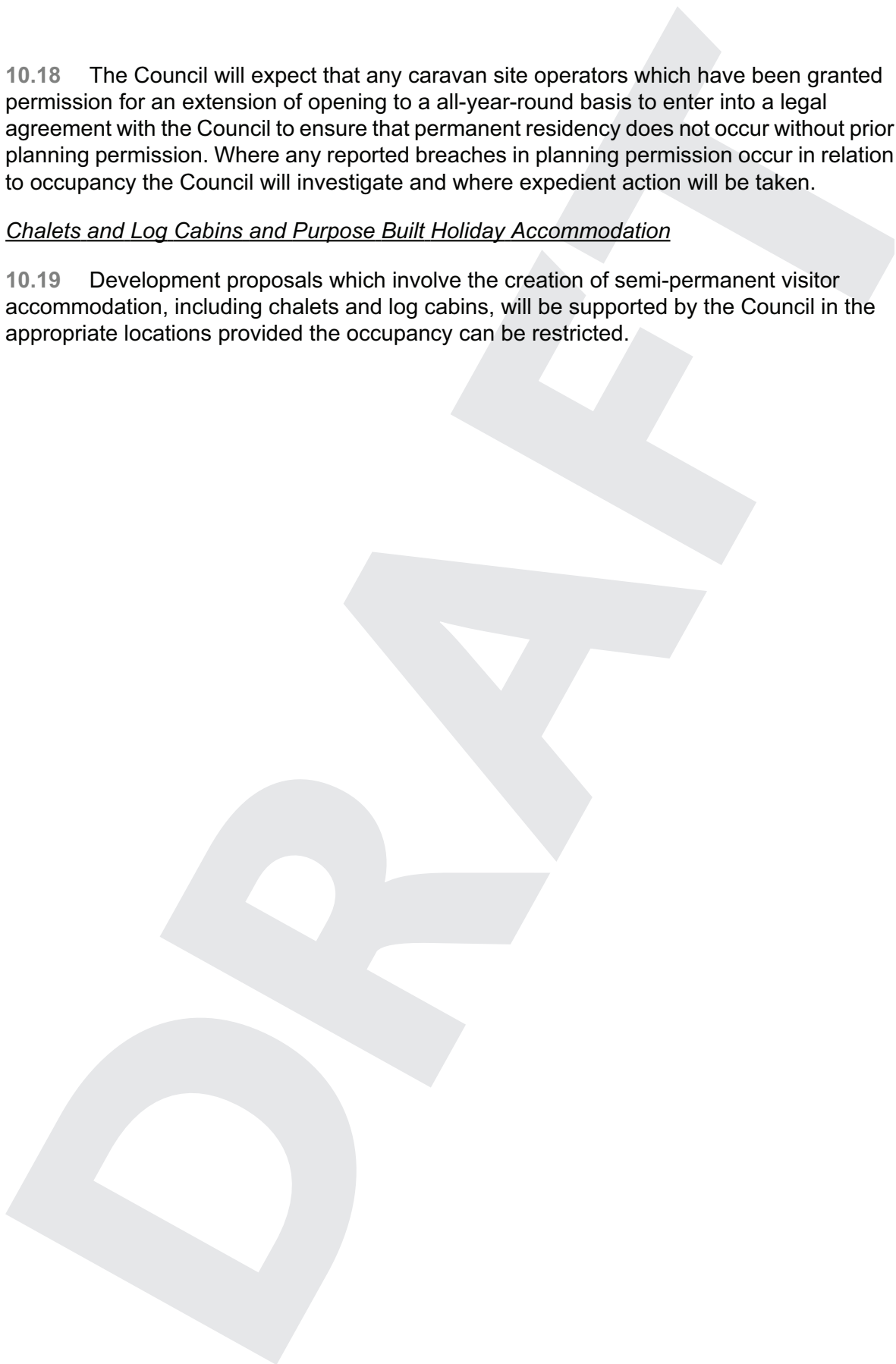
**10.16** In recent years there has been significant pressure for longer opening seasons for caravan sites. Whilst benefits to the local economy will exist from extensions to opening there can be significant implications from such proposals, both on the surrounding landscape and amenity and the conservation of site itself. Increased returns arising from a longer season must be reflected in on-site improvements. Proposals must be accompanied by enhancement proposals.

**10.17** Whilst the Council will be sympathetic toward proposals for extensions to opening on caravan sites, the Council will retain a strong position over the seasons occupancy and will seek to ensure that extended seasons of opening does not result in unauthorised permanent occupation of caravans.

**10.18** The Council will expect that any caravan site operators which have been granted permission for an extension of opening to a all-year-round basis to enter into a legal agreement with the Council to ensure that permanent residency does not occur without prior planning permission. Where any reported breaches in planning permission occur in relation to occupancy the Council will investigate and where expedient action will be taken.

*Chalets and Log Cabins and Purpose Built Holiday Accommodation*

**10.19** Development proposals which involve the creation of semi-permanent visitor accommodation, including chalets and log cabins, will be supported by the Council in the appropriate locations provided the occupancy can be restricted.



## 11 Policy EC4 - Employment Requirements

### 11.1 Policy EC4.1 - Proposals Involving Employment Land & Premises

#### **Proposals involving Employment Land and Premises**

##### Proposals for Employment Purposes on Non-Allocated Sites

Proposals for employment generating uses (B1, B2, B8 and appropriate Sui Generis uses) which seek to utilise previously developed land or existing premises which are not within designated employment areas will be supported by the Council provided that the following issues are addressed:

- i. That there is sufficient access and capacity in the local highways network to accommodate the proposed use;
- ii. That there is no detrimental impact on local amenity, in terms of impacts to the natural environment and residential amenity;
- iii. That the proposal is in accordance with the design guidance provided within Policy CS1 of the Development Management DPD and any other accompanying design guidance which is relevant to this proposal.

Any proposals for employment uses within rural areas of the District will be expected to comply with Policy EC2.2 of this document.

Proposals which generate significant levels of employment should be located in accessible locations which can be safely access by a range of public transport modes and provide sufficient and appropriate levels of car parking provision in accordance with Policy EC6.3 and the details of Appendix C of this DPD.

Proposals which, as a consequence, will generate significant traffic movements may also be required to provide a Travel Plan in accordance with Policy EC6.4 of this document, which will set out how excessive travel movements can be mitigated and green travel patterns encouraged. The requirement for a travel plan will be assessed by the Council on a case-by-case basis.

##### Loss of Employment Land and Premises for Alternative Uses

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



- iv. It has been demonstrated, through a satisfactory and robust marketing exercise which has taken place over an extended period of time, that an ongoing employment use on the site / premises is no longer appropriate or viable. Such a marketing exercise should demonstrate that the site and/or premises has been marketed at a realistic prices for both the existing use and for redevelopment (if appropriate) for other employment uses;
- v. The location has such exceptionally severe site restrictions, due to very poor access or servicing arrangements or surrounding land uses that would make a continuing employment use inappropriate.

Any proposals should have due consideration to all relevant policies within the Development Management DPD including Policy EN2.1 in particular.

#### Proposals for Employment Uses on Non-Allocated Sites

**11.1** Proposals which seek to re-use previously developed land and / or existing buildings for employment purposes which are not formally designated for employment will be supported in principle by the Council. Proposals in non-designated areas should seek to ensure that there are no detrimental impacts resulting from the proposal, particularly in terms of accessibility, residential amenity and the local environment.

**11.2** Where it is expected that development proposals will generate significant footfall and traffic movement, special attention should be given to the accessibility issues to the site, via public transport or through cycling and walking. In particular cases the Council may require a proposal to be accompanied by a travel plan which should seek to mitigate and reduce traffic movements to the proposal. Such requirements will be assessed and agreed on a case-by-case basis depending on the potential impacts of the proposal.

#### The Loss of Employment Land and Premises for Alternative Uses

**11.3** The Council recognise that the importance that employment land has within the local economy, business and commercial premises provide job opportunities for local people and presents opportunities for investment into the local economy. The cumulative loss of employment sites will have an adverse effect on business, employment and on the character of the District.

**11.4** As noted in the National Planning Policy Framework, the Council will not seek to retain employment uses which can no longer be retained for employment or commercial purposes, whether this is due to the location or condition / state of the buildings or site. However, there is an expectation from the Council that any proposals which involve the loss of employment / commercial premises or land should demonstrate that such uses are not longer appropriate or viable for the site.

**11.5** It is expected that applications should be supported with information which clearly demonstrates that the premises or site has been marketed for employment / commercial premises for an extended period, normally a minimum of two years, at a realistic price. The



Council will decide if the marketing is sufficient and appropriate. Any proposals which do not have this supporting information will generally be refused planning permission unless exceptional circumstances can be demonstrated.

**11.6** The marketing of the property / site should initially be for the site in existing use or for acceptable alternative employment uses, such as B1 offices and if these are not practicable then alternative employment generating uses or uses identified for community purposes. Only when such alternative uses have been realistically considered will proposals seeking to re-use employment land / premises for residential purposes be considered.

**11.7** The Land Allocations process has sought to rationalise the employment land stock in the District, ensuring that employment land which has no realistic opportunity to return to an employment generating use has been allocated for alternative purposes. Therefore the remaining employment land stock is considered as of value and should be retained. In times of limited demand relating to the economic recession, employment land should not be released to other uses because this reduction in demand is likely to be relatively short terms and the loss of employment land to non-employment uses (such as residential) is irreversible. The Council should also be mindful of the need to preserve industrial land for a range of employment and economic needs.

**11.8** Local service trades such as builders yard's, car repair or skip hire provide useful services to residents and other businesses in the District as well as a source of local employment opportunities. Small firms such as these often find it difficult to acquire suitable affordable premises and the high value of land for other uses creates pressure for redevelopment for higher quality and priced accommodation even though many starter businesses require cheaper accommodation and smaller incubator units. Attempts to market premises should be on the basis of their present condition, and not on their potential for redevelopment in other employment uses, or proposing housing as the only viable option for the future.

## 11.2 Policy EC4.2 - Small Business Generation

### **Small Business Generation**

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

- i. The site is located within the built-up areas of Morecambe, Lancaster, Heysham, Carnforth or a smaller rural settlement, an identified employment area or a site specifically allocated for that type of use; or
- ii. The proposal is for the expansion of an existing business with its existing site; or
- iii. The proposal is for the conversion or redevelopment of suitable existing buildings in accordance with other relevant policies within this document.

**11.9** It is recognised that small businesses and emerging economic sectors fulfil an important role in the District's economy and can help promote sustainability by providing jobs in rural areas of the District as well as contributing to the diversity of employment within more urbanised centres.

**11.10** Paragraph 21 of the National Planning Policy Framework suggests that Local Plan's should *"support existing business sectors, taking into account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area."*

**11.11** In support of the policy position within the NPPF, Policy EC4.2 will seek to encourage the growth of new business and emerging economic sectors in both urban and rural locations. It is anticipated that a sympathetic policy approach and maintaining a flexible supply of land / buildings for business uses will be important in assisting in recover of the economy. Such an approach will allow for existing established business to grow sustainably and will help new business opportunities which wish to invest in the local area and create jobs for local people.

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

## 12 Policy EC5 - Enhancing Energy Opportunities

### 12.1 Policy EC5.1 - Renewable Energy Generation

#### **Renewable Energy Generation**

Lancaster Council is committed to the transition to a lower carbon future and will seek to maximise the proportion of energy generated in the district from renewable and low carbon sources where compatible with other sustainability objectives.

Proposals for renewable and low carbon energy schemes which offer opportunity to contribute to this future will be supported where the following criteria are met:

- i. The proposal together with their ancillary development would not have an unacceptable adverse effect or cumulative adverse effect either by scale, siting or design on the landscape, biodiversity, geodiversity, townscape and historic assets of the district;
- ii. Any noise, dust, odour, traffic or other impact of development is mitigated so as to ensure that there are no significant adverse effects on the amenities of nearby residents; and
- iii. The wider environmental, economic, social and community benefits directly related to the scheme outweigh any significant adverse effects.

In areas of national importance, as identified in the NPPF, large-scale renewable energy infrastructure will only be permitted where it can be demonstrated that the objectives of the designation are not compromised. Small-scale developments will be supported where they are sympathetically designed and located, including any necessary mitigation measures and meet the criteria above.

The City Council will expect developers to work with the local community in developing proposals for renewable and low carbon energy and demonstrate how the concerns and requirements of the local community have informed the submitted proposal.

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

When the technology is no longer operational there is a requirement to decommission, remove the facility and complete a restoration of the site to its original condition.

Proposals for wind energy will also be assessed against criteria in Policy EC5.2.

**12.1** Increasing the deployment of renewable and low carbon energy together with energy efficiency improvements are key to the battle against climate change, aiding the transition from a high to low carbon economy and providing the diversity needed to ensure long term security of energy supply at the local level. Such schemes offer opportunity to provide secure locally generated electricity and heat which can either provide on-site power to local developments or be exported to the national grid for wider distribution, helping secure national energy security.

**12.2** Lancaster district has the potential to be at the forefront of this transition with its topography and natural assets creating opportunity for increased deployment across a range of renewable and low carbon energy technologies. This must however be balanced with the need to protect the district's high quality landscapes, many of which are protected by international and national designations.

**12.3** This is supported by recently published evidence on potential deployment capacities for different renewable energy technologies prepared by external consultants SQW Ltd on behalf of Lancashire County Council. External consultants SQW Ltd were commissioned by Lancashire Council to look at resource capabilities for different renewable energy technologies on an area basis and provide information on the likely deployment of these technologies up to 2030. Based on this information they identify a deployable potential in Lancaster district of 97MW by 2030. This takes account of current generating capacity and then based on identified constraints factors in a more realistic mix of technologies appropriate to the resource capabilities of the area. A summary of the anticipated breakdown of this potential is provided below.

<b>Technology</b>	<b>Existing deployment at 2011</b>	<b>Anticipated deployment 2020</b>	<b>Anticipated deployment at 2030</b>
<b>Commercial wind</b>	16	44.7	59.3
<b>Small scale wind</b>	0	3.8	6.5
<b>Plant biomass</b>	0	0.3	0.4
<b>Energy from waste</b>	4.8	5.1	3.4
<b>Small scale hydro</b>	0	0.4	0.4
<b>Microgeneration</b>	0.2	11.4	26.9
<b>TOTAL</b>	<b>21</b>	<b>66</b>	<b>97</b>

Table 12.1 Renewable Energy Deployment Projections, 2020 and 2030

**12.4** All projects, regardless of their size, will, subject to the satisfaction of the above criteria, be supported by the council. The City Council recognises that small scale projects still make a valuable contribution to renewable energy generation as well as national targets

for the reduction in greenhouse gas emissions. These schemes also offer opportunities to add direct benefits to local communities by meeting their local needs, providing local ownership of their future energy use and helping in the fight against fuel poverty.

**12.5** In delivering proposals the City Council will look to negotiate, where appropriate, community benefits for the local area. This could include the provision of education opportunities for local schools as well as opportunity for shared ownership.

**12.6** In delivering future proposals the City Council will seek to create a positive and enabling environment for increased deployment working with developers and local communities to ensure the delivery of appropriate and well planned proposals whilst also ensuring the protection of the district's landscape, environmental and townscape assets. This is especially relevant for Lancaster district with large areas of the district protected by environmental designations.

**12.7** Future proposals together with their ancillary development which would result in unacceptable adverse effects, either individually or in conjunction with nearby developments, to these assets will not be supported. The Landscape Character Assessment (1999) for the county and local Conservation Area Appraisals will be among key tools in assessing potential impacts.

**12.8** As outlined in the policy the City Council are committed to the transition to a low carbon future. Proposals that offer the opportunity to contribute to this future will be supported where compatible with the above policy and where impacts can be satisfactorily addressed. Where impacts are identified the council will require applicants to demonstrate to its satisfaction how impacts have been minimised, how impacts have been mitigated and finally where relevant what compensatory measures are proposed to support the scheme sufficient to outweigh any outstanding impact.

## 12.2 Policy EC5.2 - Wind Turbines

### Wind Turbines

Proposals which involve the generation of energy by wind, including ancillary equipment and associated infrastructure, will be supported subject to the satisfaction of the following criteria, including:

- i. They do not have a significant adverse effect, either alone or cumulatively, on the landscape character and value. This includes impacts both in urban and rural settings;
- ii. Where located on agricultural land opportunity has been sought to protect the most valuable land;
- iii. Adequate and appropriate access can be provided to the site having regard to landscape, biodiversity and amenity impacts;
- iv. Hydrological and drainage impacts have been fully assessed and appropriate mitigation measures included to reduce and mitigate impacts;
- v. They do not have an adverse significant visual, noise or 'shadow flicker' impact on local residents and sensitive users;
- vi. They do not adversely impact on areas of ecological value, especially protected species and habitats, or fragment the migration routes for protected bird species. The principles of Policy EN2.1 would apply;
- vii. The integrity of areas of deep peat are not adversely affected, including by dissection for access roads;
- viii. The electro-magnetic impacts on aviation / marine navigation systems and safety and 'line of sight' communications are adequately addressed;
- ix. Social and economic impacts are addressed including any potential impacts on tourism;
- x. Impacts on television and broadband reception are adequately addressed;
- xi. Impacts on public rights of way and bridleways are addressed; and
- xii. Evidence of the wider environmental, economic and social benefits of the scheme would outweigh any residual harm that remains.

Developers will be expected to provide evidence to support their proposals including landscape, visual and environment assessment and to demonstrate that any adverse impacts can be satisfactorily mitigated where negative impacts cannot be removed solely through site selection and design.

**12.9** Lancaster is identified as a district with considerable potential for renewable energy generation, especially from wind energy. High wind speeds across large areas of the district mean that it is well placed to capitalise on this resource, with wind energy offering significant potential to deliver low carbon energy and contribute to national and local renewable energy and greenhouse gas reduction targets.

**12.10** This is demonstrated by the findings of the SQW Study which identified greatest potential for wind energy. 61% of the 97MW deployable capacity in the district by 2030 is anticipated to come from commercial wind.

**12.11** The size of development can vary significantly from large scale wind farms which incorporate a number of wind turbines to a small scale single turbines serving individual properties and businesses. This policy approach applies to all scales.

**12.12** In submitting planning applications, applicants will be expected to submit supporting information and evidence proportionate to the scale of development proposed. This should reflect the latest best practice and include landscape, visual and ecological assessments. The Landscape Character Assessment for the County and local Conservation Area Appraisal will be among key tools in assessing potential impacts.

**12.13** In considering small scale proposals the council will require evidence of how siting has been determined taking into account the constraints of the site and the opportunities for micro-siting to reduce impacts. Larger scale proposals will already have undertaken this work as part of site selection with this already evidenced as part of the Environmental Impact Assessment process.

**12.14** Whilst offering the greatest technical and economic potential it is recognised that wind energy is also often one of the more controversial renewable energy technologies, provoking strong feelings from local communities, particularly in relation to residential and visual amenity. There are also likely to be concerns over impacts on local biodiversity and ecology through the turbines themselves as well as any associated ancillary development. This can include impacts of migrating birds and disturbance to peat deposit and other important habitats and species.

**12.15** Where impacts are identified the Council will require applicants to demonstrate to its satisfaction how these have been reduced through appropriate mitigation including careful siting and design. This could include the use of existing landforms to limit visual impacts on sensitive views and local amenity, creating a design layout which is sympathetic to the local landform and neighbouring land-uses and limiting the impact of cabling, tracks, hard-standing and buildings by underground avoidance and restoration as well as the use of sympathetic materials in construction.

**12.16** The siting of turbines may also have implications for the flight paths of aircraft and important radar communication systems. It is the responsibility of the applicant to consult and work with the organisations responsible for these systems. Early consultation with the relevant organisations can help with the siting of proposals and ensure that mitigation measures are investigated and developed.



## 12.3 Policy EC5.3 - Upgrades to the National Grid

### Upgrading the National Grid

The upgrading of the National Grid system through the District, as part of the overall upgrade project for the wider North West Region will be supported by the Council provided that:

- i. It can be demonstrated that the routes and technologies chosen mitigate as far as possible the inevitable environmental effects that result from this proposal, this should seek to deliver underground routes as far as technically, economically and practically as possible;
- ii. The route chosen does not compromise the landscape value of the District, particularly specially designated landscapes such as the Arnside / Silverdale and Forest of Bowland Areas of Outstanding Natural Beauty (AONB);
- iii. The proposal would not result in a significant adverse impact on nature conservation interests;
- iv. It is ensured that appropriate mitigation measures are put into place to minimise the impacts on residential amenity on properties in close proximity to the route; and
- v. The proposals are capable of being constructed without undue disruption to the economic well-being of the District, particularly in relation to road closers and other means of construction disruption.

**12.17** The National Grid supplies electricity from sources of electricity generated, such as power stations, to homes and businesses across the country. The National Grid is a critical piece of the economy that is of National Importance. Locally, the Grid system runs North / South through the District utilising the M6 Corridor, running within close proximity to areas of significant landscape importance. This is particularly in areas such as Arnside / Silverdale and the Forest of Bowland that have been designated as Areas of Outstanding Natural Beauty (AONB), these areas have been specifically designated for their landscape importance and scenic beauty, and as such they are afforded the highest status of protection.

**12.18** The Council recognise that the National Grid is a vital component for both the national and local economy and recognise that there is an overriding need for the upgrading of the existing Grid system. This existing system is reaching capacity due to the demands for electricity from both domestic and commercial customers, therefore the principle behind upgrading this system is accepted.

**12.19** It should be noted that decisions over the scope, design, location and nature of the National Grid upgrade will not be decided at a local level through the Local Planning Authority. Decisions on this development will be taken Nationally via the Infrastructure Commission. Accordingly, the Council will only be a consultee within this process but will ensure that following issues are made clear:



- The impacts that the proposals will have on the surrounding landscape should be mitigated against through the sensitive and sympathetic design and siting of powerlines;
- That any adverse impacts upon residential amenity of people who live close to the proposed route is mitigated against through the sensitive and sympathetic design and siting of powerlines;
- The disruption in the local area through the construction phases are kept to a minimum.

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## 13 Policy EC6 - Transport, Accessibility and Connectivity

### 13.1 Policy EC6.1 - Enhancing Accessibility and Transport Linkages

#### Enhancing Accessibility and Transport Linkages

The Council will seek to ensure that development proposals, particularly those which will generate significant footfall, are located where sustainable travel patterns can be achieved, with more higher density mixed-use development located in accessible centres or in close proximity to main public transport routes. Proposals should minimise the need to travel, particular by private car, and maximise the opportunities for the use of walking, cycling and public transport.

Development proposals should seek to:

- i. Make the best use of existing public transport services and where appropriate provide opportunities for improving and sustaining the viability of those services;
- ii. Ensure that there is convenient access for walking and cycling to local facilities;
- iii. Create buildings and places that are easily accessible for the whole community, particularly those with disabilities;
- iv. Develop an innovative and flexible approach to the delivery of public transport in rural areas of the district;
- v. Make appropriate provision for parking in accordance with the car parking standards set out in Appendix 1 of this document, in terms of both the number of spaces provided and their location in relation to the development, to encourage sustainable travel patterns and avoid congestion caused by excessive on-street parking.
- vi. Be designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles, such as highway safety, excessive volumes of traffic, fumes and noise.

Where proposals are not able to achieve this, it must be clearly demonstrated through the preparation of a travel plan that mitigation / compensatory measures will be put in place to improve the accessibility to the site. In cases where the Council concludes that such issues have not be satisfactorily addressed through a travel plan and application process then development proposals will be resisted.

In appropriate circumstances the Council will expect development proposals, particularly those which will generation significant impacts on the local highway network, to contribute towards improvements to the highways infrastructure, new facilities and services which promote sustainable transport patterns and improved accessibility, particularly transport improvements set out within the Lancashire County Council's Local Transport Plan (LTP) and the forthcoming Masterplan for Lancaster, which is also being prepared by Lancashire County Council.

Development proposals should seek to maximise the efficiency of capacity on the existing transport and highway network. Where such capacity is insufficient, the provision of new transport and highway infrastructure will be sought as a priority. In the case of new development, such provision will be sought either in parallel or before commencement of development.

The Council will support and work in partnership with all relevant stakeholders to address the issues of rural connectivity and the provision of sustainable and flexible transport networks for rural settlements in the District.

**13.1** This policy seeks to build on Policy E2 of the Lancaster District Core Strategy to provide a planning framework which can assist in the delivery of sustainable travel patterns in the District, prioritising the roles of sustainable methods of transport such as cycling, walking and the use of public transport.

**13.2** Enhancing and promoting less environmentally damaging modes of transport is key to the future delivery of transport within the District. Indeed, the National Planning Policy Framework emphasises the need to promote sustainable transport choices within land-use decisions and prioritise and promote accessibility of site to essential facilities by public transport, walking and cycling and to reduce the need to travel, especially by car.

**13.3** Development proposals will be expected to deal with the issues of sustainable locations, where appropriate and ensure that buildings which generate significant levels of footfall are accessible, both by a wide range of transport methods and to all members of the community.

**13.4** In accordance and supplementing Policy CS1 of this document, development proposals should seek, through their design, construction and operation phases to address issues of car parking and safe highway access. Appropriate design features should ensure that congestion around the site is minimised and that a safe highway environment is achieved.

**13.5** Development proposals which generate a significant proportion of footfall and traffic generation, in accordance with Policy EC5.4 of this document, will be expected to prepare a Travel Plan which sets out the potential implications on local transport networks and linkages and how any negative implications will be addressed through mitigation and compensatory measures. Development proposals which the Council believes will generate a significant highway impact but fail to address such issues through an appropriate travel plan will not be permitted.

**13.6** Proposals which generate significant levels of development and new traffic movement, particularly greenfield sites which have been suggested through the Land Allocations DPD, will be expected to provide or contribute toward necessary improvements to the local transport networks.

## 13.2 Policy EC6.2 - Walking and the Pedestrian Environment

### Walking and Cycling

#### Walking

To protect, maintain and improve the pedestrian environment, the Council will ensure that development proposals seek to:

- i. Where possible, protect, maintain and improve the existing pedestrian infrastructure, including the Public Rights of Way (PROW) network;
- ii. Ensure that no adverse impacts are created for the pedestrian environment, particularly in relation of pedestrian safety, and provides appropriate pedestrian access for all sections of the community;
- iii. New development improves the safety and security of the pedestrian environment through the use of appropriate design and lighting.

Where development affects a Public Right of Way, the Council will expect that appropriate alternative routes and mitigation be provided as part of the proposal to address this issue.

Development proposals which seek to generate a significant level of footfall should be located within central and accessible locations which provide good access for pedestrians and have due considerations to the criteria set out above, guidance in Policy CS1 of this document and future supplementary guidance provided on this matter.

#### Cycling

To build on the previous success of Lancaster's designation as a 'Cycling Demonstration Town', the Council will ensure that development proposals do not adversely impact on the cycling network or cycle users and that proposals encourage greater opportunities for cycle use through good design, appropriate cycle access and sufficient, secure cycle parking facilities.

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

#### Walking and Pedestrian Environment

**13.7** The pedestrian environment, and the opportunities for people to access key services via foot is acknowledged to be very important. Civic spaces and public realm should be accessible and inclusive for pedestrians. A good walking environment has been recognised to be beneficial to an individual's well-being whilst also bringing economic benefits to town centre locations.

**13.8** By encouraging a range of uses, particularly key services, within either town or local centres, this policy aims to allow residents and visitors the ability to reach the facilities that they require without needing to travel long distances. For many this will involve walking for part of the journey so it is therefore important to ensure that the pedestrian environment is of a high standard.

**13.9** The Council will seek to promote a safe pedestrian network within the District. A safe network means safety from other road users such as cars, vans, HGV's, buses or cyclists. Management of other road users including speed restrictions, sufficient widths, segregation where appropriate and well designed and positioned crossing facilities can reduce conflict between users. Well designed pathways, natural surveillance, appropriate levels of lighting, CCTV and good levels of maintenance can improve actual and perceived security. Such design features will be encouraged within new development.

**13.10** The Council will seek to protect the established Public Rights of Way (PROW) within the District and development proposals which affect PROW should in the first instance seek to incorporate existing routes satisfactorily within the proposal. Where it is demonstrated that this is not possible the Council will expect proposals to provide adequate alternative arrangements through the diversion of existing routes.

**13.11** Whilst the Lancaster City Council is not the highways authority for the District, the authority will work in partnership with key stakeholders, particularly Lancashire County Council, to identify areas for improvement and work to improve the pedestrian environment within the District.

#### Cycling Opportunities

**13.12** There is a high proportion of cycle use within the District based on the success of Lancaster as a 'Cycle Demonstration Town', with cycling being seen as a sustainable and economic form of transport for local trips and leisure uses. It is recognised that there is further potential for growth in cycle use as an alternative to the private car for shorter journeys in the District, particularly in and around the urban areas of Lancaster, Morecambe, Heysham and Carnforth.

**13.13** By ensuring that development proposals, particularly proposals which involve public uses, are located in accessible and central locations and provide for cycling in their design, it is expected that the growth in the use of cycling as a means of transport will increase further in the future.

**13.14** There is already a substantial network of cycle routes within the District and linking out into national cycle networks. The Council will work with relevant partners to maintain and, where possible, extend this network to encourage future growth in cycle usage.

### 13.3 Policy EC6.3 - Vehicle Parking Provision

#### Vehicle Parking Provision

##### Car Parking

Development proposals will be considered acceptable where:

- i. The design of the proposal incorporates provision of car and cycle parking that accords with the levels and layout requirements set out in Appendix C 'Parking Provision' and where necessary a completed Accessibility Questionnaire;
- ii. The minimum levels of car parking for people with impaired mobility as set out are achieved; and
- iii. Parking facilities are shared where location and patterns of use permit.

Proposals which require a transport assessment will be expected to undertake an accessibility questionnaire which should form part of the overall assessment.

##### Cycle Parking

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

**13.15** Development should provide adequate car parking to ensure that excessive levels of on-street parking are avoided, which could reduce highway efficiency and safety and adversely affect amenity issues. Standards for car and cycle parking are set out in Appendix C 'Parking Provision'.

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

**13.17** Encouraging the shared use of car parking spaces, by taking advantage of activities where the peak demands do not coincide, can help reduce the overall number of spaces required. This in turn reduces the amount of land used. However, the conflict between peak

demand for residential parking and town centre parking prohibits the reliance on using public car parks for parking for residential users due to the potential adverse impact on the availability of car parking for town centre users.

### 13.4 Policy EC6.4 - Transport Efficiency and Travel Plans

#### **Transport Efficiency and Travel Plans**

To maximise opportunities for the use of sustainable modes of travel, development proposals should make appropriate contributions toward improvement in the transport network and transport infrastructure, particularly to facilitate walking, cycling and public transport use to encourage the use of alternative forms of transport away from the private car.

Proposals which would generate a high number of trips or visits, or generate significant traffic movements on the local highways network should be located in a sustainable locations which can be accessed through a variety of methods of transport. Proposals should not give rise to traffic volumes which exceed the capacity on the local transport network, nor cause harm to the character of the surrounding area.

To demonstrate the likely impacts of a development proposal a 'Transport Assessment' or a 'Transport Statement' may be required, depending upon the size and nature of the scheme and its potential impact. The requirement for such an assessment or statement should be agreed with the Local Planning Authority prior to the submission of a planning application.

A Travel Plan will also be required where the development involves significant residential, commercial or employment development or non-residential institutions including schools and colleges. Any Travel Plan will need to demonstrate that appropriate mitigation of transport impacts of the proposal can be achieved.

#### *Transport Efficiency*

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

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



**13.20** For major developments, applicants will be required to demonstrate that the transport assessment has informed the design of the proposed development and the travel plan. Development proposals shall meet the identified needs and address the anticipated impacts of the development through the design of the scheme. Effective management, including through the preparation of a Travel Plan when appropriate, should be identified and should include the appropriate mitigation of any impacts, including through planning contributions where appropriate.

#### *Travel Plans*

**13.21** Travel Plans are a key management tool for implementing any transport solutions highlighted as a mitigation measure, and is one of the primary tools for mitigating the negative transport impacts of any development proposal. Travel Plans are required to detail the developer's response to any transport issue highlighted in the development proposal and deliver sustainable transport objectives with a package of measures to promote sustainable transport, including measures to achieve a modal shift to the most sustainable forms of transport such as walking and cycling.

**13.22** A Travel Plan will be a requirement for large development proposals or proposals which is expected to have a significant impact on local transport networks. The Travel Plan will be required to set out the on-going management arrangement to deliver the outcomes of the Plan, a monitoring schedule and an outline of the approach taken to monitoring is an essential component to the Travel Plan, a monitoring period of at least 5 years will apply. Enforcement actions are required to be agreed prior to the granting of planning permission to plan for any unimplemented or failed measures.

**13.23** For the purpose of clarity the term 'transport infrastructure' includes pavements, walking routes and other walking infrastructure and facilities, public transport and roads, waterways and infrastructure and facilities in relation to all other forms of transport.



## 14 Policy EC7 - Telecommunications & Broadband Connections

### Telecommunications and Broadband Improvements

The Council will support the improvement and extension to telecommunication and broadband coverage and broadband speeds, particularly in rural areas which have poor or no service provision at all, providing that proposals accord with Paragraph 44 of the National Planning Policy Framework and that the following criteria are achieved:

- i. Installation equipment is sited and designed to minimise their visual impact on their surrounding landscape;
- ii. Proposals do not have a detrimental effect upon the character or appearance of the building and local amenity;
- iii. It has been clearly demonstrated that account has been taken over the need for additional capacity in the local area and that there is no reasonable possibility of sharing existing facilities.

The Council will not support proposals for telecommunications equipment which involve the use of Listed Buildings or buildings within a Conservation Area.

The principles of Policy EN2.1 would apply.

**14.1** The use of telecommunications equipment, such as the mobile phone and the Internet have become essential parts of modern life. Whilst strong network availability exists within many of the urban areas in the District many rural communities suffer from poor access to mobile phone networks and Internet Broadband. To encourage growth and improvement to the telecommunications network and access to the Internet the Council will support, in principle, proposals for infrastructure required to facilitate that growth.

**14.2** Whilst such support is provided in principle, it is recognised that such infrastructure, in inappropriate locations, could result in significant damage to the visual amenity of the locality and the character of the surrounding landscape. Therefore the Council will expect proposals to be appropriately sited and designed to minimise impact on its locality, whether this be to minimise impact on the landscape or to minimise impacts on a particular building or setting.

**14.3** In general it will not be considered accept to locate satellite dishes and other telecommunications equipment on the frontage of buildings and other locations where they are visible from the public realm. The Council will also resist proposals which involve the siting of telecommunications equipment on Listed Buildings and within, or affecting the setting of, Conservation Areas.

## 15 Introduction

**15.1** Along with the people who live and work in the District, the area's unique and beautiful natural environment also helps in defining its sense of place and individuality from other areas in the North West.

**15.2** The District benefits from a range and diversity in the landscapes and townscapes which identify a rich cultural history and diverse natural environment. The Council recognise the importance of these features and assets and that the planning policies contained within the Development Management DPD provide the opportunity to ensure that these features and assets can be protected, not just for the enjoyment of people today, but so they can be enjoyed by future generations.

**15.3** It is important that future development which either affects the natural / historic environment, either directly or indirectly, looks to protect those features or assets value and importance and seeks, where possible, to enhance these features through their proposals.

**15.4** As with other sections of this document, the Council have prepared a vision to reflect the aspiration for the District's natural environment:

### **Environment Vision**

*The District of Lancaster has many landscapes, townscapes, buildings, habitats and environments which are special and contribute to the creation of unique sense of place for residents, businesses and visitors to the District. The Council recognises the importance in protecting these features both now and for future generations*

## 16 Policy EN1 - Green Infrastructure

### 16.1 Policy EN1.1 - Green Spaces and Green Corridors

#### **Green Spaces and Green Corridors**

##### *Green Spaces and Green Corridors*

The integrity and connectivity of the green infrastructure network will be maintained, protected and enhanced. Opportunities to extend the network of green spaces and green corridors in the district should be taken and development proposals which result in severance of a green corridor will be resisted by the Council.

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

The loss of green infrastructure will only be acceptable where it is allowed for as part of the development plan process, and is necessary, on balance, to achieve the policy aims of the Core Strategy. In such instances it would be expected that replacement habitat / provision be provided which is of an equal or better standard (in quantitative and/or qualitative terms) than existing.

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

Proposals for major development should be accompanied by an audit of the green infrastructure within and around the site and a statement demonstrating how this will be retained and enhanced through the development process.

The Council will expect proposals for new residential development to provide for improvements to open space, either through the provision of open space within the development proposal or through a financial contribution toward the creation of open space off-site or the enhancement of existing open space. Development proposals will be expected to comply with guidance set out within future Supplementary Planning Documents on this issue.

#### *Allotment Provision*

Existing Allotments which are recognised to have a significant value to the community will be protected and enhanced as set out in REC2 of the Land Allocations DPD. The Council will support the provision of new allotment facilities and other food growing places where opportunities arise and a clear need is demonstrated.

#### *Garden Provision*

The Council recognise that garden space, particularly in urban areas, is a vital source of green space to residents and of significant importance to natural habitats. The loss or reduction of garden space in urban areas could lead to a decrease in quality of life and a significant impact on the natural environment therefore the Council will resist proposals which seek to replace garden space in urban areas with built development.

**16.1** Green Infrastructure assets include open spaces, recreation areas, parks and gardens, allotments, biological and geological conservation sites, landscape features, rivers, waterways and watercourses, woodland, street trees and planting, orchards, village greens, green roofs and walls, cycle routes, pedestrian walkways and public rights of way, green corridors and open countryside. This policy seeks to address the issues of green spaces and green corridors and the beneficial roles, socially, economically and environmentally, that such features can contribute to the locality.

**16.2** The Council will retain a presumption toward the protection of green spaces and green assets, particularly where it has been demonstrated that they provide value, either economically, environmentally or have a social value to the community it serves. Development proposals which involve the loss of such spaces will be resisted by the Council unless it has been demonstrated that the benefits delivered by the proposal outweigh the loss of open space and the lost open space is replaced with facilities of equal if not better standard than those existing in a suitable and accessible location.

**16.3** The Council have prepared an Open Space 'PPG17' Study which sets out the location of existing open space provision within the District and the existing and future needs and deficiencies within the District. The Council recognised that the PPG17 Study represents a key piece of evidence in relation to this topic and will expect applicants to have due consideration to the content and recommendations of this document or successor documents on this topic area.

**16.4** Following the adoption of this Development Management DPD, the Council fully intends to prepare a Supplementary Planning Document (SPD) on the issue of open space provision within new development. It is anticipated that this SPD will set out the Council's requirements for on-site open space provision within development proposals or where it would be more appropriate for financial contributions to be made to create new open spaces off-site or contribute towards the enhancement or improvement of existing spaces. Once adopted, the Council will expect applicants to have due consideration to the guidance provided in this document.

#### *Green Spaces and Green Corridors*

**16.5** The diagram below illustrates the strategic green infrastructure network in the District and shows how this strategic network relates to and links with the surrounding areas. Whilst this diagram is indicative and should not be considered to be a precise guide it does provide a broad indication of the strategic areas of green space and important links in the District.

[Insert a Diagram which is similar to that found in Figure 6 of the Lancaster District Core Strategy]

#### *Allotment Provision*

**16.6** Allotments are an important element of open space and of a significant range of benefits for people, communities and environments. They provide recreational value to their users, support biodiversity and landscape quality, contribute to physical and mental well-being and provides the opportunity to grow fresh produce and contribute towards a healthy lifestyle that is active, sustainable and socially inclusive.

**16.7** There are currently 21 allotment sites within the District, providing approximately 19 hectares of land for the growing of food. Despite this provision there remain long waiting lists and the demand for allotment space continues to increase, with the greatest levels of both supply and demand in the Lancaster area. Further details on allotment provision and future requirements can be found within the Lancaster District Open Space Assessment 2010 (a refresh of the PPG17 Open Space Study) which can be found on the Council [webpages at www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

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

**16.9** The Council will continue to seek the address of this deficiency through the more efficient use of existing provision and the identification of new sites for this purpose in areas of need, the development of new housing development at Whinney Carr will be expected incorporate further allotment provision for the South Lancaster area as set out in Policy STR1 of the Land Allocations DPD.

*Garden Space*

**16.10** The Council recognise the importance that private garden space can provide, both to the health and well-being of residents but also the benefits that it can provide to the natural environment. The Council will be seeking to protect such spaces

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## 16.2 Policy EN1.2 - Open Space, Sports and Recreation Facilities

### **Open Space, Sports and Recreation Facilities**

#### *Protection of Recreational Open Space*

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

In terms of deciding on the value of the open space, the Council will only consider the loss of open space where it has been clearly demonstrated, via consultation with key stakeholders and the local community, that the land in question no longer has a economic, environmental or social value. Only once this has been clearly demonstrated would the Council consider the loss of open space. Proposals which involve the loss of open space will also need to be accompanied by a full Open Space Assessment.

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

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

All development proposals should take into account the Council's Open Space Assessment (2010) or successor documents as appropriate.

#### *The Creation of New Recreational Open Space*

Development Proposals will be expected and encouraged to provide appropriate contributions toward open space provision, either through the provision of on-site facilities or more likely in relation to recreational space, a financial contribution toward the creation or enhancement of recreational spaces off-site. Any provision made for recreational open space should be fully accessible to the public without any restrictions and will be provided in addition to any private amenity space or landscaping.



Requirements should be based on the Council's Supplementary Planning Document on Open Space Provision, which will supplement both this Policy and Policy EN1.1 which relates to Green Spaces.

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

**16.11** Whilst the Core Strategy Policy E1 aims to retain and enhance the majority of green open space in the District, it is accepted that not all such land is important for recreational, environmental and community uses, nor does it contribute to the visual amenity of the landscape or townscape. Existing open spaces may also offer opportunities to contribute to the delivery of necessary development, improvements to the urban environment or enhancements to existing open space areas. In determining whether open space should be released community involvement will be central to the decision making.

**16.12** The Council will seek to retain areas of open space where it is adequately demonstrated to have a value, either to the local community that it serves or other environmental values. Community ownership of green spaces, both physically and morally, will be encouraged by the Council. The management and improvement of such assets should be championed through the communities which they serve and are of value to. The Council will work in partnership with local communities to assist the ongoing maintenance of green space.

**16.13** The Council has prepared a series of evidence base reports with set out the current position with regard to open spaces and recreational provision. The Open Space Assessment is a vital piece of work to understand the current demands and future needs for a range of open space typologies. The Council would expect that development proposals should seek to address deficiencies in open space provision where necessary and appropriate.



## 17 Policy EN2 - Biodiversity, Landscape and Woodland

### 17.1 Policy EN2.1 - Enhancement of Biodiversity

#### **Enhancement of Biodiversity and Habitats**

Development proposals will be accompanied by appropriate assessments of the likely impacts on biodiversity and geology, including impacts on protected species, protected habitats or sites of importance for biodiversity or geology, this includes the impacts on a range of environmental resources and landscapes such as coastal, marine, upland and river valleys. The onus will be on the applicant to demonstrate that opportunities have been taken to enhance the natural environment within the locality.

Development proposals will not be permitted where there is likely to be an adverse effect on the integrity of site of international importance for biodiversity or geology, either alone or in-combination with other plans or projects. The only exceptions to this will be where there are no alternative solutions available and overriding reasons of human health, public safety or environmental benefit can be demonstrated. Any proposal which may have implications for Natura 2000 sites will be expected to be accompanied by a Habitats Regulations Assessment (HRA) which should set out the potential implications arising from the development and, where necessary, appropriate mitigation and/or compensatory measures. This should also consider sites which may be functionally linked to a Natura 2000 site.

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

Development proposals will not be permitted where there is likely to be an adverse impact on sites of national importance for biodiversity or geology. In exceptional circumstances development proposals may be considered where the need for, and the benefits of, the development significantly outweigh the impacts that it is likely to have on the defining features of the site. Where adverse impacts are unavoidable these should be minimised and mitigated against, and where this cannot be achieved compensated for.

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

- i. Adverse impacts are minimised;
- ii. Provision is made for mitigation and compensation measures, such as on-site landscape works, off-site habitat creation, species relocation and ongoing management as appropriate, such that there is a clear net gain for biodiversity; and

- iii. The biodiversity value of the site is not compromised, both on its own and as part of the wider network of sites.

Development proposals should aim to conserve and enhance biodiversity. Opportunities should be taken where appropriate to achieve beneficial measures within the design and layout of development.

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

**17.1** The importance of sites which are of an international, national and local nature conservation interest within the District is indicated by a range of statutory designations that exist, these designations include Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs) and RAMSAR sites. Biological Heritage Sites (BHS's) and Local Nature Conservation Sites (LNCSs) are not statutorily protected but provide important habitats to sustain a wealth of biodiversity. These include valuable semi-natural habitats such as ancient woodland, grassland and wetlands.

**17.2** The purpose of this policy is to provide additional protection for statutorily designated areas and a good level for non-statutory designated areas such as BHS and LCNS sites. It aims to prevent harm to protected habitats and species, including direct impacts such as loss of land, and indirect impacts such as changes to the watercourses or increased levels of air pollution - or indeed a combination of such impacts. It should be noted that harm to a habitat could occur some distance from the designation and travel between the development and habitat via a number of gateways.

**17.3** Lancaster's European Sites (RAMSAR sites and Natura 2000 sites including SAC's and SPA's) are of significant international importance and are given very high levels of protection. If development has the potential to adversely affect these sites then the provisions of the Habitats Regulations (2010) will apply.

**17.4** Development would not be supported that would adversely affect the integrity of European Sites either alone or in-combination with other developments unless under exceptional circumstances. In these circumstances, an assessment should be undertaken in line with the requirements of the Habitats Regulations and should be able to conclude that there are no feasible alternatives for the development, that there are no other feasible alternatives for the development, that imperative reasons of overriding public interest can be demonstrated and compensatory measures would be implemented.

**17.5** Development proposals which involve the re-use, alteration or extension to an existing building will need to consider the potential impacts that proposals may have on protected and priority species that may use part of the building as part of their habitat and provide

appropriate protection and prevention of harm. This will relate to proposals on both Greenfield and Brownfield sites and should recognise the unique habitats that the individual site can provide. Proposals for development should seek to maintain and enhance biodiversity value and enhance biodiversity and consider their potential impact on biodiversity and on sites of importance for geological conservation.

**17.6** A development proposal that could affect the site in terms of its biodiversity value or geological conservation should be accompanied by a detailed ecological / geological impact assessment. Where negative impacts have been identified, a detailed mitigation strategy should be prepared to demonstrate how these impacts will be prevented, minimised or compensated. Mitigation or compensation measures should be secured by condition or through a financial contribution. It should be noted that knowledge of wildlife sites and their condition is constantly changing and decisions will be based on the most up-to-date information available.

**17.7** When producing an assessment of habitats and species details of any mitigation or enhancement should accord with the Lancashire's Biodiversity Action Plan (BAP). Further information on issues to be consider can be found on the website of the Association of Local Government Ecologists at [www.algae.org.uk/publications/index.php](http://www.algae.org.uk/publications/index.php).

**17.8** In addition to the potential threats to biodiversity caused by new development, Climate Change poses a significant threat. Some species may be at risk from dying out unless they can keep pace with the impact of a changing climate, others may suffer from increased competition for water resources. Avoiding fragmentation of habitats is likely to be significant in enabling wildlife to adapt to Climate Change.

## 17.2 Policy EN2.2 - Development and Landscape Impact

### **Development and Landscape Impact**

#### Development Affecting Protected Landscapes

Proposals which are located within, or which would affect the setting of, areas which have been designated for their landscape importance will be expected to pay due regard to their impact on the surrounding landscapes. This should be particularly the case in locations which may have direct or indirect impacts on the Arnside / Silverdale and Forest of Bowland Areas of Outstanding Natural Beauty (AONB's) and the Lake District and Yorkshire Dales National Parks. Proposals in coastal locations should also be considered against their impacts on coastal landscapes, in particular on Morecambe Bay.

Development proposals, through their siting, scale, massing, materials and design should seek to positively integrate with the surrounding landscape and architectural character of the surrounding built and historic environment in accordance with paragraph 156 of the National Planning Policy Framework.

#### Development Affecting Other Important Landscapes

The Council recognise that other important landscapes exist in the District which are as protected as those identified in the paragraphs above. Therefore all development proposals, regardless of location, will be considered against the impact on their on their surrounding landscapes and townscapes.

Development proposals should seek to make positive contribution to the local environment and landscape, creating a positive and distinctive sense of place within its locality through appropriate design and use of materials.

#### Protected Landscapes

**17.9** Areas of Outstanding Natural Beauty (AONBs) are recognised under the Countryside and Rights of Way Act (2000) to be of national importance for their landscape quality and, as nationally designated landscapes, are afforded the highest status of protection in relation to landscape and scenic beauty. The conservation of natural beauty of the landscape and countryside in these areas is afforded appropriate weight in the determination of planning applications which either directly or in-directly affect AONBs.

**17.10** The District contains two AONBs - Arnside and Silverdale and Forest of Bowland. Both areas have been designated for their unique importance both in terms of the landscapes within them and the specialist habitats that they provide. These areas have been recognised as sensitive and therefore whilst development will not be prevented purely because of this

designation any development proposals will have to clearly demonstrate that they are sympathetic to their surroundings both in terms of their design and materials and have due regard to the content of the AONBs Statutory Management Plan or successor documents.

**17.11** Any development proposals which are within AONBs will have to demonstrate that the quality of design will seek to preserve and, where possible, enhance the visual amenity of the locality. Any development proposals should have due regard to design policy within this document and future accompanying documents relating to design principles.

**17.12** This policy should also apply to proposals which may have an impact on the coastal landscapes of Morecambe Bay, which is an internationally recognised area of landscape importance.

#### *Other Important Landscapes*

**17.13** Whilst there are a number of protected landscapes and townscapes in the District which have been recognised for their important in contributing to the areas distinctive sense of place (areas such as AONB's and Conservation Areas) the Council recognise that there are many other locally important landscapes or townscapes which make a positive contribution, particularly within the context of the historic environment. Whilst these are not designated the Council believe that development proposals, regardless of their location within the District should consider their role in positively contribution to their local landscape or townscape.

**17.14** Work has been undertaken by consultants Woolerton Dodwell on landscape assessments for particular areas of the District. Any proposals in these locations should give due consideration to the outcomes and implications of this study work.

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

## 17.3 Policy EN2.3 - Trees and Woodland

### **Trees and Woodland**

#### Protection of Trees and Woodland

The Council will seek to protect trees which positively contribute - either as individual specimens or as part of a wider group - to the visual amenity and environmental value of the locality.

Development proposals should positively seek to incorporate existing trees within new development. Where this cannot be achieved the onus is on the applicant to justify the loss of trees as part of their Arboricultural Implications Assessment (AIA) (further guidance as to the content of an AIA is provided in the Council's Planning Application Validation Guide 2011). Where the loss is adequately justified the Council will seek replacement tree planting at the ratios adopted in the Council's Tree Policy adopted in 2010.

#### Tree Preservation Orders

Where a tree or a group of trees satisfies protection criteria, and it is considered expedient to protect the specimen(s) in the interests of local amenity, the Council will seek to make a new Tree Preservation Order in accordance with the Town and County Planning (Tree Preservation)(England) Regulations 2012.

#### Encouraging Tree Cover

The Council will seek appropriate opportunities to encourage the planning of new trees and woodland throughout the District in an effort to mitigate against the impacts of Climate Change; and to enhance the character and appearance of the District.

**17.16** The District has many fine examples of important and 'significant' trees which can be defined as trees which are ancient, of veteran status, of historic importance, rarity and contribution as a wildlife resource or notable in terms of their impact on the visual amenity of an area. The Council will actively seek to protect these significant trees from development which would involve their loss or harm. The protection of significant trees has many benefits economically, socially and environmentally including their contribution to the reduction in atmospheric CO2 levels and mitigation of Climate Change.

**17.17** The majority of trees in the District are not protected by Tree Preservation Orders (TPOs) or within designated Conservation Areas. However, this does not mean that non-designated trees are not considered to be significant and worthy of protection from loss or harm. Areas identified as ancient woodland will be designated as such within the Land Allocations Proposals Map and will be protected from loss or harm.



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

**17.19** The Council will support the retention of existing trees within development proposals. However, where it is adequately demonstrated that retention is not possible or feasible to achieve, and the loss do not involve trees of significant value, then the Council will consider whether suitable mitigation measures would compensate for the losses sustained. In making this assessment, the Council will have regard to the provisions of its adopted Tree Policy (2010) and the replanting ratios contained therein.

**17.20** Any development proposal which has implications for existing trees be accompanied by an Arboricultural Implications Assessment which should set out the potential impacts and implications for existing trees which arise from the development proposals. The assessment must include measures to protect trees and provide appropriate mitigation measures.

#### *Tree Cover*

**17.21** Tree cover across the District was estimated to be below 9% in 1998 (Woodland Trust), compared to the leafiest districts in the South-East which exceeded 14% at that time. However, through this plan period the Council will seek to increase the level of tree cover across the District, aiming for a target of 20% tree coverage by 2025.

**17.22** Whilst it is recognised that large portions of the District include upland areas the level of tree cover in the District is still felt to be significantly less than the national average. The Council will therefore seek to explore opportunities for growth in the level of tree cover. It is acknowledged that there will be many opportunities to achieve this; however the increased provision for trees in new development, through suitable and appropriately designed landscaping schemes, is a key component of delivering growth in tree cover.

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

## 18 Policy EN3 - The Historic Environment

### 18.1 Policy EN3.1 - Development affecting Listed Buildings

#### **Development affecting Listed Buildings**

Significance can be harmed or lost through alteration or destruction of a listed building or development within its setting. Where a development proposal will lead to harm or loss or significance, consent will be refused.

Outline applications for development within Conservation Areas will not be permitted.

#### *Demolition of Listed Buildings*

Proposals which involve the demolition of listed buildings will not be permitted unless it is accepted by the Council that exceptional circumstances have been demonstrated in accordance with Paragraph 133 of the National Planning Policy Framework (NPPF). This will involve addressing the following criteria:

- i. It can be demonstrated that substantial loss or harm is necessary to achieve substantial public benefits that outweigh that harm or loss; and
- ii. The nature of the heritage asset prevents all reasonable uses of the site; and
- iii. That no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- iv. That conservation through grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- v. The harm or loss is outweighed by the benefit of bringing the site back into use.

#### *Extensions and Alterations to Listed Buildings*

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

Proposals involving external or internal alterations to a listed building which would have an adverse impact on the special architectural or historic character of the buildings or their surroundings will not be permitted.

The loss of historic fabric simply to accommodate new will not be permitted.

New extensions which dominate or distract from the listed buildings in terms of siting, style, scale, massing, height or materials are unlikely to be approved. Reversibility and minimal intervention will also be key considerations when assessing proposals.



### *Changes of Use and Conversions of Listed Buildings*

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

### *Listed Buildings and Climate Change*

The Council will support proposals which seek to reduce the Carbon Footprint of a listed building provided that it respects the historic fabric, character and setting of the building. Development involving the installation of renewable energy equipment on a listed building will be generally acceptable provided that the following criteria are met:

- vi. The energy efficiency of the listed building itself has first been appraised and suitable measures, which will not affect its character, already undertaken;
- vii. Locations other than on a listed building have been considered and dismissed as being impracticable;
- viii. There is no irreversible damage to the historic fabric;
- ix. The locations of the equipment on the listed buildings would not detract from its character or appearance either when viewed within close proximity or from a distance;
- x. The impact is minimised through design, choice of materials, colours etc.

Equipment no longer needed for generating energy will be removed as soon as the use ceases.

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

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

**18.2** Listed building consent is required for any works of demolition, and for any works of alteration or extension which would affect its character as a building of special architectural or historic interest. Controls apply to all works, both internal or external, that would affect a building's special interest, whether or not the feature concerned is specifically mentioned in the description of the designated heritage asset.

**18.3** Consent is not normally required for works of repair or maintenance, but where repairs involve alterations which would affect the character of the listed building, consent will be required.

**18.4** The Council recognises the importance of protecting buildings of special architectural or historic interest from unnecessary demolition and inappropriate alteration.

#### *Alterations or Extensions to Listed Buildings*

**18.5** In judging the impact of any alterations on a listed building, it is essential that there is a thorough understanding of the elements which make up the special interest of the building in question, which may not just comprise features such as windows, decorative plaster work, chimney-pieces and staircases, but also the spaces and layout of the buildings, for example.

**18.6** Many listed buildings can sustain some degree of sensitive alteration to accommodate continuing or new uses. However, they do vary greatly in the extent to which they can accommodate change without loss of special interest. Some buildings, however, may be so sensitive that they cannot sustain alterations to keep them in viable economic use. In these cases their futures may need to be secured by charitable or community ownership.

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

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

**18.9** Alterations to shop fronts and other alterations on commercial premises which are Listed Buildings should be designed to a high standard and use appropriate materials where historic shopfronts and other joinery details exist, these should be retained and repaired. Where they are beyond repair, they should be repaired on a like for like basis. In such cases, this policy should read in conjunction within Policy EC1.6 (Advertisements).

#### *Change of Use of Listed Buildings*

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

### *Climate Change and Listed Buildings*

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

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

**18.13** The use of renewable energy may be acceptable subject to the sequential approach set out within Policy EN3.1. Evidence that the impact of the proposals is truly understood and details of the mitigation will be required and should form part of the the heritage statement (see paragraph 18.14)The English Heritage guidance "Energy Efficiency and Historic Buildings (March 2011) should also be referred to.

### *Assessment of Significance*

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

**18.15** In determining applications, the Council will take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities, including economic viability; and
- The desirability of new development making a positive contribution to local character and distinctiveness.

### *Heritage at Risk*

**18.16** There are a number of listed buildings considered to be at risk within the District. The Council will seek to work with the owners of these buildings to find viable uses to secure their long term future.

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

**18.18** English Heritage maintains a national 'Heritage at Risk Register' which is updated on an annual basis. This includes Grade I and II\* listed buildings, scheduled monuments, registered parks and gardens, registered battlefields, protected wreck sites and conservation areas. English Heritage can provide practical advice, guidance and, in some cases, resources for those listed buildings on its register, though their involvement must be determined by the importance of the building and the complexity of the issues.

**18.19** With regard to Grade II buildings, the Council seeks to maintain a register of all those assets which are considered to be at risk.

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## 18.2 Policy EN3.2 - Development affecting Conservation Areas

### **Development affecting Conservation Areas**

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

Outline applications for development within Conservation Areas will not be permitted.

#### *Demolition of Buildings within Conservation Areas*

Development involving the demolition of a structure which positively contributes to the character or appearance of the area will not be permitted. Proposals which do involve the demolition of buildings within a Conservation Area will only be considered in the following circumstances:

- i. It can be demonstrated that the substantial loss or harm is necessary to achieve substantial public benefits that outweigh that harm or loss; and
- ii. The nature of the heritage asset prevents all reasonable uses of the site; and
- iii. That no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- iv. That conservation through grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- v. The harm or loss is outweighed by the benefit of bringing the site back into use.

No loss will be permitted without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

#### *Development within Conservation Areas*

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

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

All proposals that are located within, or within the setting of a Conservation Area should give due consideration to all relevant policies within the Development Management DPD, particularly Policy CS1 (Design of Development).

**18.20** Lancaster District has a large number of conservation areas. These range from the large Lancaster Conservation Area, to the smaller, discreet conservation areas such as Cannon Hill in Lancaster, or the smaller rural villages. These conservation area will be reviewed and re-appraised when necessary and appropriate.

**18.21** The Council will consider further areas which may be considered suitable for designation. This requires a judgement on whether an area is of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.

**18.22** Many conservation areas rely for their character on their relationship between buildings and spaces and the nature of these spaces. These spaces may be both within and outside the actual boundary of the conservation area. Most of the rural conservation areas form part of the wider landscape and are especially vulnerable to the impact of development on village edges. Townscapes are particularly vulnerable to the impact of development which does not respect its historic form, layout and street patterns and of development which does not respect the scale of its neighbours.

**18.23** When determining any development proposals affecting a conservation area, the Council will take into account the impact on views into and across the area, important open spaces either in or near the area, and the wider landscape setting. A conservation area is a designated heritage asset, and therefore Policy EN3.3 (The Setting of a Designated Heritage Asset) is directly relevant.

**18.24** Alterations to shop fronts and other alterations on commercial premises within conservation areas should be designed to a high standard and use materials appropriate to the surrounding area. Where historic shopfronts and windows survive, there will be a presumption in favour of their retention and repair will be encouraged over replacement. In such cases, this policy should read in conjunction within Policy EC1.6 (Advertisements).

**18.25** Conservation areas are about the quality and interest of the areas, and not just the individual buildings. Therefore, particular attention must be given to the details such as the floorspace, street furniture, street lighting and public spaces. The Council will encourage proposals which seek to enhance these features.

#### Article 4 Directions

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

**18.27** Article 4 Directions cover a number of properties within the following conservation areas: Lancaster, Westfield Memorial Village, Bath Mill, Morecambe, Glasson and Heysham.

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

## 18.3 Policy EN3.3 - The Setting of Designated Heritage Assets

### The Setting of Designated Heritage Assets

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

Development which is considered to affect the setting of a designated heritage asset will be considered favourably where a scheme makes a positive contribution to or better reveals the significance of the asset.

The greater the negative impact on the significance of the designated heritage asset, the greater the benefits that will be needed to justify approval.

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

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

- Proximity;
- Position in relation to key views;
- Prominence, dominance, conspicuousness;
- Dimensions;
- Scale;
- Massing;
- Visual permeability;
- Materials;
- Architectural style/design;
- Changes to roofscapes or skylines.

**18.29** Conservation also looks beyond the individual asset to protect the settings of designated heritage assets such as World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens or Conservation Areas (which are highlighted on the Proposals Maps where relevant), as well as settings of undesignated heritage assets.

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



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

**18.32** In Lancaster itself, for example, the topography of the City means that many areas are visible from a number of vantage points, and views of a site from higher ground, such as Castle Hill and Williamson Park should always be considered. Similarly, the impact of tall buildings on the townscape and roofscape of Lancaster require careful consideration.

**18.33** English Heritage has published several important guidance documents which are available on their website, including:

- 'The Setting of Heritage Assets' (October 2011)
- 'Seeing History in the View: A Method for Assessing Heritage Significance within Views' (May 2011)

## 18.4 Policy EN3.4 - Non Designated Heritage Assets

### **Development affecting Non-Designated Heritage Assets**

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

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

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

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

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



**18.35** There may also be other heritage assets classed as 'non-designated' heritage assets, which may not fall into any of the national designations mentioned above but are still considered significant. These buildings or structures may be included in the Council's 'List of Local Heritage Assets', where they meet a defined list of criteria.

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

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

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

**18.38** The Council aims to identify, value and protect the historic environment and its significance for the benefit of current and future generations.

## 18.5 Policy EN3.5 - Archaeology

### Archaeological Features and Scheduled Monuments

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

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

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

The Council will seek the preservation of archaeological assets unless it is not justified, for example where the need for development outweighs the importance of the asset.

In these circumstances, the development will not be permitted to commence until satisfactory provision has been made for a programme of investigation and recording before development commences. However, the ability to record should not be a factor in deciding whether such a loss should be permitted.

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

**18.40** The HER includes Lancaster's Urban Archaeological Database (UAD), which brings together all the known archaeological data for the Historic Core of Lancaster City Centre into one place. The UAD contains information on all the known pre-1800 archaeological material found within the locality, whether they be archaeological deposits or upstanding remains.

**18.41** Scheduled Monuments are identified on the Proposals Maps which accompany the Land Allocations DPD.

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

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

**18.44** Where development proposals would affect a Scheduled Monument, applicants are advised to contact English Heritage, and Scheduled Monument Consent may be required from them. Where any archaeological site may be affected, the applicant is advised to contact LCAS.

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## 19 Policy EN4 - Adapting and Mitigating Climate Change

### 19.1 Policy EN4.1 - Sustainable Construction Techniques

#### **Sustainable Construction and Design**

##### *New Development*

In delivering sustainable development the Council will require all new development to meet the following sustainability requirements:

- All new dwellings upon commencement of development will be required to meet the following levels in the Code for Sustainable Homes:
  - Code level 3 until 31st December 2012
  - Code level 4 from 1st January 2013
  - Code level 6 from 1st January 2016
- For all other forms of development the council will require the achievement on commencement of 'Very Good' according to the Building Research Establishment's Environmental Assessment (BREEAM) rising to 'excellent' in 2013.
- Contribute financially to the council's low carbon energy fund in order to off set their carbon emissions and secure energy improvements in the existing housing stock;
- Make use of available heat, biomass and waste heat incorporating this where possible into their design proposal with opportunity for the development of district heating schemes investigated; and
- Positive consideration should be given to proposals which include living 'green' roofs within development.

Proposals for new development will only be supported where evidence is provided to demonstrate that the design, orientation and layout of the building minimises energy use, maximises energy efficiency and is flexible enough to adapt to a changing climate. Opportunities to incorporate on site renewables or low carbon technologies will be encouraged where feasible and viable to do so.

Developers will need to demonstrate how their proposal accords with the above standards through a Sustainability Assessment. A post construction review certificate will be required to demonstrate compliance for code

If the proposal is within a nationally designated area, as defined by the NPPF, a conservation area or affects a listed building, the proposal will be required to satisfy the requirements of the policy through sensitive design unless it can be demonstrated that complying with the criteria in the policy, and the specific requirements of the Code for Sustainable Homes and BREEAM would have an unacceptable adverse effect on the character of the historic asset or natural environment.

Developments not achieving the above sustainability requirements will not be supported unless applicants can demonstrate that it is not feasible or viable to do so.

#### Conversions of Existing Buildings to Residential Use

Proposals to convert existing residential buildings to create smaller units or for change the use to create new accommodation should incorporate reasonable improvements to energy performance, such as loft and cavity wall insulations, draught-proofing, improved heating controls and replacement boilers.

**19.1** With growing evidence on the impacts of climate change it is essential that action is taken at the local level to help reduce our energy use and encourage more energy efficient behaviour. The planning system has a key role to play in this helping deliver developments that meet our development needs whilst also ensuring that the impacts on the wider environment are minimised.

#### New Development

**19.2** Through this policy the City Council will require all new developments to take account of the predicted and potential impacts of climate change over the lifetime of the development and demonstrate how this has been considered in the design and layout of any new proposal.

**19.3** The starting point for any proposal should be a consideration of how through appropriate design and layout the development offers opportunity to minimise energy use taking account of solutions such as natural lighting and ventilation, passive heating and cooling and the efficient use of insulation.

**19.4** Delivery of these requirements will be made via an assessment of the scheme's performance against the Code for Sustainable Homes (CSH) where the scheme is for domestic dwellings or the Building Research Establishment Environmental Assessment Method (BREEAM) where the proposal relates to non-residential developments.

**19.5** Both standards aim to deliver increased levels of energy efficiency and sustainable design by establishing a set of minimum standards that a development must meet. The CSH represents the Government's preferred method for measuring the performance of new homes against a range of sustainability objectives including reducing energy and water consumption, reducing waste and the use of more sustainable building materials.

**19.6** An equivalent code for non-residential development is not available, with BREEAM providing the main mechanism for assessing the environmental impacts of non-domestic buildings. This addresses a wide range of environmental issues and enables developers and designers to prove the environmental credentials of their buildings. Standards for buildings range from pass to excellent.

**19.7** Policy EN4.1 establishes the minimum CSH and BREEAM standards that the council will accept from any new development proposals in Lancaster District. The council will encourage standards in excess of this where viable and feasible to do so.

**19.8** The standards will be progressively increased through the life time of the plan, aligning with improvements in Building Regulations and the Government's aim for zero carbon development by 2016.

**19.9** In implementing this policy the council will require all development proposals to submit a sustainability statement detailing the sustainability performance of the development and the relevant level of standard planned for at the design stage of the proposal. This statement can be incorporated into a Design and Access Statement where this would be more appropriate. The council will also require the submission of a post construction certificate following completion of the development in order to demonstrate compliance.

#### Conversions of Existing Buildings to Residential Use

**19.10** The Council is committed to ensuring that existing residential accommodation is energy efficient. Therefore proposals to convert existing residential buildings to create smaller units or to change the use to create new accommodation should incorporate reasonable improvements to energy performance, such as loft and cavity wall insulations, draught-proofing, improved heating controls and replacement boilers.

**19.11** Further guidance on sustainable construction and design standards will be contained in the forthcoming Supplementary Planning Document (SPD) on this matter.

## **19.2 Policy EN4.2- Air Quality Management**

### **Air Quality Management**

Where a development proposal is likely to result in a negative impact on monitored air quality within a designated Air Quality Management (AQMA) a formal assessment of the impact will be required.

Development proposals within or adjacent to an AQMA will only be permitted where the air quality within an AQMA would not have an adverse effect on the proposed development or its users.

**19.12** There are three Air Quality Management Areas within the District - Central Lancaster, Galgate and Central Carnforth - where it is considered that air pollution monitoring indicates that the air quality does not meet national objectives aimed at protecting people's health and the environment.

**19.13** The largest AQMA is located in centre of Lancaster where emissions from vehicles, particularly HGV's, on the City's one-way system contribute towards high levels of nitrogen dioxide levels. The current designations are regularly monitored and amendments to these areas (as well as considering the potential for further designations) will be implemented as appropriate. Detail of the current position with AQMA's is available on the City Council's website at <http://www.lancaster.gov.uk/air-quality/>.

**19.14** It is important that development proposals, whether located within a AQMA do not contribute further to existing air problems as this would increase the difficulty in bringing air quality in these areas to within acceptable levels. Equally important that people's health is not put at risk by increasing the potential for exposure to raised levels of pollutants.

## 20 Policy EN5 - Integrated Water Management

### 20.1 Policy EN5.1: Development and Flood Risk

#### **Development and Flood Risk**

Development should be located on land which is least vulnerable from flooding, whether it occurs from rivers, the coast or other sources of flooding. Proposals should ensure that their proposed use meets the requirements of the Sequential Approach, as set out within paragraphs 100 - 102 of the National Planning Policy Framework.

Development proposals which are located in areas of defined flood risk should take account of the following issues:

- i. The proposed uses are in accordance with the guidance set out in the Sequential Test, as set out in the 'Technical Guidance to the National Planning Policy Framework', unless suitable and appropriate flood prevention / mitigation measures are agreed, implemented and maintained;
- ii. There will be no net increase of flooding to properties within the locality as a result of any development proposed (such as increases in surface water run-off or the reduction in the capacity of flood storage areas) unless suitable and appropriate compensation or mitigation measures exist or can be agreed, implemented and maintained;
- iii. Satisfactory consideration is given within a proposal to the mitigation of on-site surface water run-off through Sustainable Drainage Systems (SuDS) and the use of permeable surfaces where appropriate;
- iv. There is no adverse impact on, or unacceptable risks to, the quantity or quality of water resources in accordance with Policy EN5.3.

All Brownfield development will be required to demonstrate that there will be a reduction of at least 30% in existing run-off rates, rising to a minimum of 50% in 'Critical Drainage Areas' (these areas within Flood Zone 1 which have critical drainage problems and which has been notified to the Local Planning Authority by the Environment Agency).

Any proposals for development of a Greenfield site must demonstrate that there is no alternations to run-off rates upon completion. Peak discharge should be restricted to five litres per second per hectare, this also being the requirement for sites of less than one hectare. Any additional volume of run-off must be taken into account by providing long term storage or providing sufficient storage capacity within the surface water drainage system.

Development proposals should take into consideration all other relevant policies within the Development Management DPD and guidance provided within the revised Strategic Flood Risk Assessment (SFRA) or successor documents.



**20.1** Lancaster District is a coastal authority which has a number of significant rivers, particularly the River Lune which can be susceptible to flooding in extreme weather events. Many of the main settlement areas in the District lie within areas which are to some degree vulnerable to flooding, with Lancaster located adjacent to the River Lune and Morecambe on the shores of Morecambe Bay.

**20.2** The Council has undertaken screening stages of a Strategic Flood Risk Assessment (SFRA) in which the threats of flooding area highlighted and development pressures identified. This work was initially undertaken in 2007 and revised in early 2011. This forms a basis for the understanding of flood issues in the Lancaster District area.

**20.3** The Environment Agency publishes Flood Zone Maps, highlighting areas which are at risk and vulnerable to flooding, either from fluvial (river) sources or via coastal flooding. These maps show variations in areas of risk, highlighting land in Zone 3 to be of the greatest risk from flooding through to Zone 1 which is at limited risk from flood events. This mapping is updated on a regular basis to take into account revised information and data.

**20.4** Development proposals in coastal locations should also take due account of the guidance provided by the Shoreline Management Plan (SMP) which sets out the recommendations for coastal management over the forthcoming 100 years.

**20.5** The damage caused by flooding is costly, disruptive and distressing for anyone. Therefore it is essential that new development proposals do not add to the risk of flooding that already exists. Development in areas that are at some risk of flooding will be unavoidable as significant parts of the main towns of Lancaster and Morecambe are within such areas. Mitigation measures will be required so that there is no net increase in flood risk. The use of Sustainable Drainage Systems (SuDS) to manage surface water flows can be used to minimise flood risk. SuDS can also assist pollution control through improved filtration and habitat creation within developments. In view of these benefits SuDS should be incorporated where it is technically feasible to do so. Information will be provided within future design guidance issued by the Council.

## 20.2 Policy EN5.2: Surface Water Run-Off & Sustainable Drainage

### Surface Water Run-off and Sustainable Drainage

All development proposals are required to follow the drainage hierarchy set out within the justification of this Policy below when disposing of surface water and must utilise Sustainable Drainage System (SuDs) whenever practical. Any discharge should be reduced to greenfield run-off rates wherever feasible.

When discharging surface water to a public sewer, development will be required to provide evidence that capacity exists in the public sewerage to serve their development and must receive the relevant authorisation from the appropriate infrastructure provider to do so.

Where there is no public sewer capacity available the Council will require applicants to provide a detailed technical assessments over how surface drainage will be dealt with, developers may also be required to fund independent assessments to potential technical solutions.

**20.6** Urbanised environments can be highly susceptible to surface water run-off which can lead to flooding events. New development proposals should seek to limit the levels of water discharged into local sewers and drains and improve capacity in the network. This should reduce the District's susceptibility to surface water flooding.

**20.7** Surface water flooding happens when the ground and rivers cannot absorb heavy rainfall and when man-made drainage systems have insufficient capacity to deal with the volume of rainfall. Typically this type of flooding is localised and occurs very quickly in extreme weather events. It is very difficult to predict when it might occur and therefore provide adequate warning. However, what is predicted is that changes to the Climate will result in the increase of short-duration, high intensity rainfall rather than longer periods of long-duration rainfall. Therefore the issue of surface water flooding is likely to become an increasing problem in the District, particularly within urban settlements.

**20.8** Therefore, to reduce the risks arising from surface water flooding, development proposals should consider the following attenuation measures:

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

**20.9** Should these measures be demonstrated to be not feasible or viable then the following options for discharge will be considered:

- Discharge of rainwater direct to a watercourse;

- Discharge of rainwater to a surface water drain;
- Discharge of rainwater to the combined sewer.

**20.10** If discharging surface water to a public sewer, applicants will be required to provide evidence that capacity exists in the public sewerage network to serve their development in the form of written confirmation from United Utilities.

**20.11** Wherever possible, Sustainable Drainage Systems (SuDS) techniques must be utilised. The surface water drainage techniques for the site, including SuDS, should be decided at an early stage of the development proposal so that sufficient space can be allocated within the scheme. Sustainable drainage is integral to a development scheme and should not be considered to be an 'added extra'. Developments on greenfield sites, particularly those which require a strategic masterplan to be prepared, will be required to include measures to deal with surface water drainage.

**20.12** Applicants and developers will need to submit evidence through the preparation of a Flood Risk Assessment for the site, demonstrating that the above attenuation measures have been considered and utilised where appropriate and the use of SuDS has been fully explored.

**20.13** There are numerous different ways that SuDS can be incorporated into a development. The appropriate application of a SuDS scheme to a specific development is heavily dependent upon the layout, topography and geology of the site and the surrounding area. Applicants should submit a feasibility assessment of using SuDS within their proposal and should consider the potential design of any scheme along with the ongoing maintenance. The developers and the Council will agree who will adopt the SuDS scheme and be responsible for the on-going maintenance, except in exceptional circumstances the responsibility of such schemes will rest with the developer.

**20.14** Conditions or agreements will be used where appropriate to secure the implementation of sustainable drainage schemes and ensure appropriate management and maintenance measures are put in place.

## 20.3 Policy EN5.3: Protecting Water Resources and Infrastructure

### Protecting Water Resources and Infrastructure

The District's water resources and supplies will be protected by resisting development proposal which would pose an unacceptable threat to surface water and groundwater quantity and quality. This includes pollution caused by water run-off from developments into nearby waterways.

New development must achieve a high standard of water efficiency as described by the Code for Sustainable Homes or BREEAM standard requirement contained in Policy EN4.1 'Sustainable Construction and Design'.

The above requirements may be adjusted in future years to take into account the then prevailing standards and any other national guidance to ensure that these standards are met or exceeded.

New development should consider the following issues:

- i. Utilising rainwater harvesting and greywater recycling as part of development proposals; and
- ii. Designing of landscaping to minimise water demand.

Proposals that seek to increase water availability or protect and improve the quality of rivers or groundwaters will be encouraged.

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

### *Water Quality*

**20.15** The Water Framework Directive, an EU Directive which seeks to establish a framework for the protection of water quality, the Directive came into force in December 2000. The Water Framework Directive was designed to achieve the following aims:

- Enhance the status and prevent further deterioration of aquatic ecosystems and associated wetlands;
- Promote the sustainable use of water;
- Reduce pollution of water; and
- Ensure progressive reduction of groundwater pollution.

**20.16** The Water Framework Directive establishes a strategic framework for managing the water environment. It requires a management plan for each river basin to be developed every 6 years. The plans are based on a detailed analysis of the impacts of human activity

on the water environment and incorporate a programme of measures to improve water bodies where required. In December 2009 the Environment Agency (the responsible authority for the implementation of the Water Framework Directive) published the first set of River Basin Management Plans (RBMPs) for England and Wales which included a RBMP for the North West.

**20.17** Changing patterns in the weather and increasing demands for water from both domestic and commercial sources are placing significant strains on the delivery of water. The River Basin Management Plan for the North West, identifies a range of challenges that need to be tackled to achieve the objectives of the Water Framework Directive and enhancing water quality, these challenges include:

- Diffuse water pollution from agricultural activities;
- Point source pollution from water industry sewerage works;
- Diffuse pollution from urban sources'
- Physical modification of water bodies;
- Point source pollution from industrial discharges; and
- Water abstraction and artificial flow regulation.

**20.18** Whilst the Council recognises that planning cannot solve any of the above water quality problems in isolation, it does provide an opportunity to ensure that the design, layout and needs of new development are considered and solutions to problems area identified and implemented in such a way that development does not lead to future deterioration of water quality.

#### *Water Efficiency*

**20.19** The protection of water quality within the District rivers, streams and tributaries is not the only issue that planning can help to address. It will be expected that high standards of water efficiency will be required from development proposals, particularly proposals involving new build, in order to address the fact that drinking water is becoming a more valued resource. Development proposals should, through their design, landscaping, construction and operation, must seek to involve measures to avoid water wastage. As highlighted below, an array of measures can be undertaken to achieve efficiencies in water use:

- There should be full use of water saving devices, water efficient fixtures and fittings;
- Rainwater and greywater recycling (water butts or more complex collection and treatment systems) can significantly reduce water consumption, particularly potable water. Greywater recycling would need to be energy efficient.
- Landscaping and gardens should be designed to lower water demand;
- Sustainable Drainage Systems (SuDs), including rainwater harvesting and storage from roofs and other surfaces can significantly reduce demand on water.

**20.20** See also Policy EN3 of this document, entitled 'Biodiversity, Landscape and Woodland' which takes into account of the impacts of Climate Change and the need to minimise the demand on water.

## 21 Introduction

**21.1** The creation of a strong and vibrant economy, and the protection and enhancements of the natural / historic environment are very important factors in ensuring that Lancaster District remains strong and prosperous. However, the biggest factor in a strong and healthy future for the district is ensuring that people want to live, work, and visit Lancaster District and have their needs and aspirations met.

**21.2** The delivery of strong and healthy communities is a far wider issue that cannot be achieved purely through the planning system alone. However, at a local level, the planning system can still provide a basis for ensuring that new development is created in sustainable and suitable locations and that key services which are valued by local communities are protected from loss to other alternative uses.

**21.3** Planning policies will not aim to protect communities from change and evolution. Successful communities continually evolve and respond appropriate to a changing economic, social and environmental context. The Council recognises that this is essential if a community is to survive and become, or continue to be, a sustainable and viable location.

**21.4** The planning framework will seek to support this growth in a sustainable and suitable manner, catering for both the needs of communities now but also encouraging new members of the community from elsewhere or outside the District and ensuring that the growth of these communities is matched with the growth in services needed to meet the needs of all.

### **Sustainable Communities Vision**

*The Council believe in the creation and protection of strong, safe and sustainable communities, whether they be urban or rural. New development in the district will be provided in sustainable and accessible locations and to meet the needs of a changing and evolving communities.*

## 22 Policy CS1 - Design of Development

### **Design of Development**

New development in the District will be required to deliver a high quality of design which makes a positive contribution to its locality and creates a positive sense of place. Development proposals which involve new build and the conversion, alteration or extension to existing buildings will be expected to:

#### *General Principles*

- i. Contribute positively to an areas identity and character, creating or enforcing local distinctiveness through good use of design, including appropriate siting, layout, orientation, scale, massing, landscaping and boundary treatment;
- ii. Achieve, where possible, a high level of energy efficiency, including the use of renewable energy, thermal insulation and natural ventilation, through applying standards set out within the Code for Sustainable Homes and BREEAM;
- iii. Where the proposal relates to the the conversion, alteration or extension to a building, it should be sympathetic to the existing built form in terms of design and the palette of material used and enhance the visual amenity of the locality;
- iv. Ensure no detrimental impact occurs to the residential amenity of neighbouring properties, particularly in relation to overshadowing, visual amenity and pollution;
- v. Ensure that safety and security are fully considered through the design process;
- vi. Promote diversity and choice through the delivery of a balanced mix of compatible buildings and uses;
- vii. Create buildings and spaces that are adaptable to changing social, environmental, technological and economic conditions;

#### *Transport and Accessibility*

- ix. Promote access and permeability by creating places that connect with each other and easy to move though;
- x. In already accessible locations, it prioritises the convenience of pedestrians, cyclists and public transport over the use of private cars;
- xi. It incorporates suitable and safe access to the existing highway network and road layout design, in line with latest standards;
- xii. That proposals have due regard to the implications of highway capacity and, where necessary incorporate mitigation measures to address capacity issues;
- xiii. Parking provision is made in line with guidance set out in Appendix C of this document relating to car and cycle parking standards;
- xiv. That the streetscene is not compromised by inappropriate parking provision;
- xv. Create buildings and spaces that are accessible to all sections of the community, including people with disabilities;



*Green Infrastructure*

- xvi. It retains appropriate levels of privacy, amenity and a sufficient amount of garden / outdoor space for occupiers of both the proposed and neighbouring properties;
- xvii. It provides sufficient landscaping areas / buffer zones and appropriate levels of open space and greenspace provision to mitigate development impacts to adjoining sensitive uses and the open countryside;
- xviii. It incorporates, where possible, the creation of new habitats to enhance the natural environment;
- xix. It maintains or enhances the local landscape and townscape value in its locality and is in accordance with Policy EN2.2 of this document;

*Other Environmental Considerations*

- xx. It should be designed to minimise the impacts of air quality (including odour), noise quality and excessive lighting. Proposals should also seek, where possible to improve ground and soil quality through addressing contaminated land issues where they exist;
- xxi. Opportunities have been taken to enhance local distinctiveness by responding to value of the natural and historic environment, relating positively to its landscape setting and the existing pattern of development and responding to local topography by ensuring that important views into, within and out of the site are retained and enhanced;
- xxii. The retention and enhancement of existing important landscaping and natural features (for example trees, hedges, banks and watercourses) in order to take opportunities to enhance biodiversity, create wildlife and recreational corridors, effectively integrate the development into its setting and to justify and mitigate any losses that may occur through development;
- xxiii. That development proposals incorporates satisfactory means of dealing with surface water drainage within the site thorough appropriate management techniques;
- xxiv. Proposals should incorporate waste and recycling facilities which are suitability

Development proposals which are located on the entrances / gateways to the major settlements of Morecambe, Lancaster and Carnforth are expected to be of a high standard of design and should contribute towards creating a positive statement upon entering the districts major settlements. This approach is of particular importance on the following gateways:

- The Southern Approach to Lancaster via the A6;
- The Eastern Approach to Lancaster via the A583 (Caton Road and Parliament Street); and
- The Northern Approach to Carnforth via the A6.



### *General Principles*

**22.1** Successful design is based on an understanding and respect of an area's unique and distinctive built, natural and cultural environment. Therefore development in the district should contribute positively to the local character by the use of sympathetic design, layout and scale and appropriate use of materials which will respect its surroundings.

**22.2** The built environment should be designed in a way to deliver safe, secure, attractive, healthy, comfortable and convenient places in which individuals can live, work and play. Development proposals should seek to take advantage of the existing qualities in the area. The built environment should also be inclusive, respecting the needs of all members of the community.

**22.3** The delivery of high quality development should be achieved through a robust and collaborative design process from the inception to final completion. The design process should go beyond the design and construction phases.

### *Accessibility*

**22.4** In accordance with Policy EC6.1, development proposals will be expected to be sited in sustainable locations and relying on a wide range transport methods, not seeking to purely rely on private car. This will be particularly the case for sites within existing settlement areas and proposals which will generate significant levels of traffic or footfall.

**22.5** The Council will seek new development to, where appropriate, prioritise the more sustainable methods of transport (such as cycling and walking) over the use of private car. This should be encouraged through the create of suitable facilities for cycling and good pedestrian linkages in accordance with Policy EC6.2 of this document.

**22.6** Proposals will be expected to incorporate safe and appropriate access arrangements and not be of detriment to highway safety. The Council will resist proposals which place undue burdens on the local road network in terms of highway capacity and highway safety.

**22.7** Accessibility also relates to ensuring that building design provides access for all sections of the community and is compliant with the most relevant and up-to-date accessibility legislation.

### *Green Infrastructure*

**22.8** Development proposals should seek to retain acceptable levels of open space and, in the instance of residential proposals incorporate acceptable levels of private amenity space which will benefit the occupants quality of life and well-being. Proposals should not result in a detrimental impact on the residential amenity through the loss of private amenity space for local residents.

**22.9** In accordance with Policy EN2.2, development proposals will be expected to contribute positively to the surrounding landscape, this should be done through appropriate and high quality design and the provision of good quality landscaping schemes as part of the proposal.

**22.10** Development proposals will be expected to protect and enhance the natural environment within the locality, in accordance with Policy EN2.1 and the historic environment. The Council will expect that there should be a 'no net loss' approach to biodiversity and that proposals should seek to retain or enhance biodiversity assets as part of any development scheme.

*Other Environmental Considerations*

**22.11** New development should minimise the adverse impacts of pollution, including noise, light, air (including odour) and ground pollution, through its location, operation and design.

**22.12** The impact of existing sources of pollution should be taken into account when locating new development. New development sensitive to pollution will not be appropriate where existing sources of noise, light or air pollution cannot be satisfactorily mitigated. New development will not be appropriate where it would prejudice the viability of other important land uses by reasons of its sensitivity to pollution.

**22.13** In relation to drainage, proposals should have due regard to guidance contained within Policy EN5.2 of this document, proposals should ensure that surface water is managed within the site and not allowed to increase flood risk elsewhere in the locality.

**22.14** The provision of satisfactory arrangements for the storage of refuse and recyclable materials should be integral to the design of all new development. Facilities should be provided in easily accessible locations, having regard to relevant urban design considerations (i.e not having a detrimental impact upon the setting of a property or streetscene).

*Gateway Locations*

**22.15** Proposals which are located in key gateway locations should seek to be of a high standard of design and create an attractive, welcoming, entrance to the key places in the District. Proposals which do not positively contribute to such locations will not be considered appropriate.

## 23 Policy CS2 - Protection of Community Assets

### 23.1 Policy CS2.1 - Protection of Local Services

#### **Protection of Local Services**

##### *Provision of New Local Services*

Local services should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible local services should be located within, or adjoin, existing centres.

Where local services are provided as an integral part of a development they should wherever possible be within adaptable buildings which can be used for a range of uses.

##### *Protection of Existing Local Services*

The Council will support the retention of local services within neighbourhoods and communities where they retain a value to the community that they serve and are economically viable.

Proposals which involve the loss of buildings / uses which currently (or has previously) provided a local service to the community to alternative uses will be expected to demonstrate that the following issues have been understood and addressed:

- i. Through a robust and transparent marketing exercise it has been demonstrated that the retention of the existing use is no longer economically viable or feasible. This should involve an advertising period of at least one year, evidencing that the facilities has been advertised on at least 4 separate occasions at a realistic prices and a log of all enquires received; and
- ii. That, in relation to key service provision, that alternative appropriate provision exists with the locality and can be accessed by a range of transport, including public transport; and
- iii. That it has been demonstrated that the current / previous use no longer retains a social value for the local community.

##### *Provision of New Local Services*

**23.1** The Council recognise the role that local services, including shops and businesses, can play in ensuring that communities are sustainable in the long term. The ability to work and access services has a significant relationship with peoples quality of life.

**23.2** Recognising the importance, the Council will support proposals which seek to enhance the range of local services with the community, subject to any proposals satisfactorily meeting all other relevant policies within this Development Management DPD. Proposals which involve the delivery of key services within rural areas will be particularly supported by the Council.

**23.3** Proposals for key services should be located in accessible and central locations which can be accessed by the local community by cycling or walking, and where possible by public transport.

**23.4** In rural areas, the Council will support the diversification of local businesses to fulfil a wider range of services for their community. For instance the role of local pubs to provide a range of other important services such as for a post office or local grocery shop.

**23.5** Development proposals for new local services should seek to create a flexible and adaptable building which can be used for a range of purposes, this will ensure that the building can maximise its role in serving the local community and secure its long term future.

#### *Protection of Existing Services*

**23.6** Existing local services may be vulnerable to proposals for alternative uses and/or redevelopment. In such cases the Council will retain a policy presumption toward the protection of buildings / premises for an ongoing local service use which would benefit the local community both socially and economically.

**23.7** Proposals which seek alternative uses will be expected to demonstrate, through robust and transparent evidence, that the continuation of the existing / previous use as a local service is no longer economically viable and/or the building is no longer suitable for a continuation for such a use.

**23.8** The Council will resist the loss of local services where it is demonstrated that they are valued by the community that it serves. Only in exceptional circumstances would the Council permit the loss of any services which are valued by the community and in such circumstances that Council would expect that alternative provision is available in a alternative suitable, accessible location within the local community or, in rural areas in an adjoining settlement area which can be accessed by a range of transport methods.

## 24 Policy CS3 - Contributing to Sustainable Communities

### 24.1 Policy CS3.1 - The Council's approach to Developer Contributions

#### Contributing to Sustainable Communities

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

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

- Measures to directly mitigate its impact, either geographically or functionally, which will be secured through the use of planning obligations;
- Infrastructure, facilities and services required to support growth, which will be secured through an emerging Community Infrastructure Levy (CIL) for the District.

Planning obligations may be sought from any development, irrespective of type and size, that creates an impact that requires mitigation. Contributions through CIL will be required in accordance with appropriate regulations and guidance which will be set out within a separate DPD on the matter.

**24.1** Future development within the District will place pressure on the existing infrastructure and services such as schools, parks transport facilities, health facilities and education facilities much of which is at, or nearing capacity. In order to cope with the additional demand generated by development, this infrastructure will require improvement and, in some cases, the provision of additional infrastructure will be required.

**24.2** Without appropriate measures to mitigate impact and / or investment to enable the provision of infrastructure improvements, any additional demand will neither be sustainable or acceptable. New development will therefore provide or contribute towards the provision of the necessary infrastructure, to enable it to be provided in an appropriate manner to support growth in the District.

**24.3** Where significant local mitigation is required, the Council may pool obligations secured through a number of developments. Additionally contributions which are secured through future CIL charging may be pooled with funding from other sources to ensure that large scale improvements can be delivered.

**24.4** The infrastructure, facilities and services for which contributions may be required will include:

- Affordable Housing;
- Community Facilities;

- Education Facilities;
- Library Facilities;
- Cultural Facilities;
- Transport Infrastructure;
- Commuted payments for maintenance of existing facilities and facilities provided directly through new development;
- Sustainable transport improvements;
- Parks and Green Spaces improvements, including Biodiversity Management;
- Provision of new or improvement Recreational Facilities;
- Flood Risk Management measures;
- Improvements to broadband access, particularly in areas which have poor signal strength;
- Waste Facilities;
- Health and Social Care Facilities;
- Public Realm Provision;
- Public Art;
- Local Employment and Training Initiatives; and
- District Heating and other Sustainable Energy Infrastructure.

**24.5** The above does not represent an exhaustive list, other contributions may be sought depending upon the individual characteristics of a development proposal.

#### *The Community Infrastructure Levy (CIL)*

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

**24.7** CIL is championed by Central Government as a more effective and transparent way of securing financial contributions from development, providing a part replacement to the current S106 planning obligations system. CIL is designed to draw in substantial funding to bridge the funding gap associated with the provision of enabling infrastructure to serve new development whilst S106 agreements will focus on the direct mitigation measure required that enables the granting of planning permission.

**24.8** The concept of CIL as a standard charge for development, provided up front by local planning authorities, is seen as a fairer and transparent method of seeking financial contributions from developers and an opportunity for local authorities to clearly plan ahead for infrastructure improvements and deliver the aspirations of local communities.

**24.9** The CIL system will consist of two documents which form part of a Development Plan Document on CIL, this includes a Infrastructure Delivery Plan (IDP) and Charging Schedule, together with an associated evidence base which should provide a robust and comprehensive understanding of how the planning documents have been prepared.

**24.10** The Council is currently in the process of preparing a Development Plan Document in relation to CIL, which will be published for consultation in due course. The CIL DPD will include two pieces of work, an IDP Action Plan which will set out a series of priorities for which the CIL monies collected will be spent on, these priorities will be suggested through earlier public consultation on this topic area. The second element of the CIL DPD will be a charging schedule which will set a charging rate for development and will be dependent on the size, type and location of any development proposal.

## 25 Policy CS4 - Housing Requirements

### 25.1 Policy CS4.1 - Market Housing Requirements

#### **Market Housing Requirements**

The Council will support proposals for new market housing development provided that the following criteria are met:

- i. The scheme makes efficient use of land and resources including where possible the re-use of previously developed land and buildings;
- ii. The scheme has a minimum density of 30 dwellings per hectare unless exceptional circumstances are demonstrated;
- iii. The scheme meets the criteria in Policy EC6 relating to transport, accessibility, and connectivity;
- iv. The scheme integrates well with the surrounding area, particularly supporting the vitality and viability of existing settlements and positively impacting on nearby regeneration areas;
- v. The scheme provides an appropriate mix of dwelling types for the location according to evidence of local housing need;
- vi. The scheme provides an appropriate tenure mix and in particular on site affordable housing, or a financial contribution according to Policy CS4.2 and the Meeting Housing Needs SPD or successor documents;
- vii. The scheme meets the criteria in Policy CS1 relating to the design of new development;
- viii. The scheme meets the criteria in Policy EN4 relating to adapting and mitigating climate change;
- ix. The scheme meets the criteria in Policies EN5.1 and EN5.2 relating to flood risk, and surface water run-off and sustainable drainage;

Any proposals should also have due consideration of all other relevant policies within this Development Management DPD.



**25.1** The supply of new market housing in the district has been constrained by the global recession, and tight lending criteria continues to reduce the number of first time buyers able to enter the market. However demand for market housing is strong with the latest evidence highlighting that almost 4,000 households plan to buy a home and over 1,200 plan to move to private rented housing. There is also strong demand from concealed households in the district, with over 2,000 indicating they require market housing.

**25.2** Core Strategy Policy SC4 set out the Council's intention to maximise the opportunities offered by new housing development to redress imbalances in the local housing market, and to achieve housing that genuinely addresses identified housing needs. This means ensuring a wide choice of high quality market homes that address the impact of demographic change, such as the increase in older people, who may wish to down-size to more appropriate accommodation.

**25.3** New market housing developments that result in a net increase in dwellings are required to make an affordable housing contribution, according to Policy SC4.2.1. This is applied to proposal for new build, and the conversion of existing buildings.

**25.4** The Council is supportive of proposals to reuse empty homes and other buildings to create new market housing where this will address local housing need.

**25.5** New market housing should be sensitive to the local environment, heritage and neighbouring land uses of the area. It should also demonstrate good connectivity and permeability with the surrounding area.

**25.6** The Council recognises that the appropriate densities for development will vary according to the type and character of the surrounding built environment and the specific characteristics of the site, including its immediate context, constraints and the necessity of delivering an appropriate mix of housing types and sizes to address local housing need. However, new market housing should have a minimum density of 30 dwellings per hectare unless exceptional circumstances are demonstrated which provides sufficient justification for the lowering of density levels.

**25.7** The Council will encourage new market housing to incorporate Lifetime Homes Standards so that older people and those with accessibility issues can remain in their established community later in life.



## 25.2 Policy CS4.2 - Affordable Housing Requirements

### **Affordable Housing Requirements**

#### Affordable Housing Schemes

The Council will support proposals for affordable housing schemes provided the affordable dwellings:

- i. Meet the NPPF definition of affordable housing (see Glossary) and are affordable in perpetuity;
- ii. Provide a tenure mix of 50% social rented and 50% intermediate.
- iii. Provide appropriate unit types according to the most up to date evidence;
- iv. Are built to the Lifetime Homes Standard; and
- v. Address Policy CS4.1 criteria i. to v. and vii. to ix.

Proposals for affordable housing should be developed in consultation with the Strategic Housing Officer.

#### Affordable Housing Contributions from Market Housing Schemes

Market housing schemes whether new build, or the conversion of existing buildings must meet criteria i. to iv. above, and provide affordable housing on the following basis:

- 30% on site affordable housing where there is a net increase of 10 or more dwellings in rural locations, or 15 or more in urban locations;
- Up to 40% affordable housing from developments proposed on Greenfield sites (regardless of location);
- Up to 20% on site affordable housing where there is a net increase of 5 to 9 dwellings in rural locations, or 5 to 14 dwellings in urban locations;
- Up to 10% affordable housing equivalent as a commuted sum where there is a net increase of 1 to 4 dwellings in any location or where permission is sought to vary or remove restrictive occupancy conditions.

Where the affordable housing contribution cannot be provided, applicants must provide the Council with compelling and detailed evidence of the exceptional circumstances affecting viability as part of their Affordable Housing Statement which is required alongside any planning application for residential development.

Proposals which result in a net loss in existing affordable dwellings should provide as a minimum the equivalent number of new affordable housing dwellings on site within the development. If it can be justified that on site provision is not possible, then equivalent affordable dwellings should be provided on an alternative and sustainable site in an appropriate location (subject to all relevant policies within this and the Land Allocations DPD).

**25.8** Core Strategy Policy SC4 established the principle of ensuring a sufficient supply of affordable housing and an annual target of 60 new affordable dwellings. The need for affordable housing in the district remains acutely high, and the most up to date evidence reveals an annual shortfall of 339 affordable homes. There is also a high demand for affordable housing from both existing and concealed households, particularly in north Lancaster and Morecambe. However this demand is not being met with just 29 and 58 affordable dwellings completed in 2010/11 and 2011/12 respectively.

**25.9** Core Strategy Policy SC4 also established the principle of maximising the opportunities offered by the development of new housing. Given the extent of affordable housing need in the area, it is appropriate that all new market housing provides affordable housing. The Meeting Housing Needs SPD provides greater detail on how Core Strategy Policy SC4 will be implemented and delivered.

#### *Affordable Housing Schemes*

**25.10** Proposals for new affordable housing schemes will be assessed against the same criteria as new market housing.

**25.11** Affordable housing dwellings should meet the NPPF definition (see Glossary), and "low cost market" housing is not acceptable as an alternative to affordable housing. Affordable housing dwellings should be built to Code for Sustainable Homes Level 3 or higher. New affordable housing, including conversions where possible, should also be built to Lifetime Homes standards to enable people to remain in their home throughout their life instead of having to move to specialist accommodation.

#### *Affordable Housing Contributions from Market Housing Schemes*

New market housing developments that result in a net increase in dwellings are required to make an affordable housing contribution. This applies to all proposals whether for new build, or the conversion of existing buildings.

## 25.3 Policy CS4.3 - Gypsies & Travellers, and Travelling Showpeople

### **Gypsies & Travellers, and Travelling Showpeople**

Proposals for establishing Gypsy and Traveller and Travelling Showpeople sites will only be considered if:

- i. The intended occupants meet the clear definition of Gypsies and Travellers and Travelling Showpeople as defined in the Planning policy for traveller sites (CLG publication, March 2012); and
- ii. The site provides no more than 15 permanent residential Gypsy and Traveller pitches / 5 permanent Travelling Showpeople plots.

Proposals for permanent Gypsy and Traveller sites should be located within the urban area of Lancaster, Morecambe, Heysham or Carnforth. Sites located in other locations will only be considered if it can be demonstrated that appropriate sites cannot be provided within the urban areas.

Proposals should meet the following criteria:

- iii. The site must be within 1 mile of a motorway or Class A Road, with the road access onto the site being of sufficient quantity and size to enable access onto and off the site by heavy vehicles such as trailers or static caravans;
- iv. The site must be located within 1 mile (or 20 minutes walk) of public transport facilities and services in order to access GP and other health services, education, jobs and training and other services;
- v. The location will not cause significant nuisance or impact upon the amenity of neighbouring properties;
- vi. Proposals are well planned and include soft landscaping and play areas for children where suitable;

In order to ensure that the health and safety and quality of life of the intended occupants is protected, sites must meet the following criteria:

- vii. Avoid contaminated land;
- viii. Be on stable and level land suitable for caravans;
- ix. Make adequate provision for vehicular parking, turning areas and servicing;
- x. Provide a safe environment for the intended occupants;
- xi. Demonstrate that acceptable living conditions will be secured for future occupiers;
- xii. Be capable of providing adequate access to all emergency vehicles;
- xiii. Have access to sanitation facilities, a mains water supply and drainage or the applicant must demonstrate that they can be provided.

Proposals for sites in areas defined as Flood Zone 2 or 3 on the Environment Agency Flood Maps will not be considered.

Where there are potential issues (including proximity to tips, electricity pylons, industrial areas etc) individual risk assessments must be carried out.

Sites for Travelling Showpeople will be allowed to include mixed use yards, to accommodate both caravans and space for storage and equipment but must also meet all the above criteria.

Proposals for transit sites for Gypsy and Travellers will be considered provided they meet the above criteria; and the applicant must demonstrate that they can and will enforce a suitable time limit on how long pitches are occupied. Transit sites should provide no more than 5 pitches.

Proposals seeking to remove occupancy restrictions which would result in a loss of Gypsy and Traveller pitches and Travelling Showpeople plots will not be permitted unless alternative and improved provision is achieved that meets an identified need, with no net loss of pitches / plots.

Lancaster District has a number of privately run sites providing accommodation for gypsy and travellers. An assessment carried out in 2010 showed that through this private provision there were approximately 129 permanent pitches, and 2 transit pitches. There are also 19 social rented pitches provided by Lancashire County Council at the Mellishaw Park site.

Under the new national planning policy for traveller sites, the setting of targets for additional gypsy and traveller pitches and travelling showpeople plots requires the identification of 5 years' supply of specific 'deliverable' sites and at least a further 5 years' supply of specific 'developable' sites. The Council will therefore engage with the Gypsy and Traveller and Travelling Showpeople communities in Autumn 2012 to identify suitable sites for permanent and transit pitches, and plots.

## 25.4 Policy CS4.4 - Addressing Specific Community Needs

### **Addressing Specific Community Needs**

#### Accommodation for Older People

The Council will support proposals for care homes, sheltered housing and extra care housing provided they meet the genuine needs of older people, and where sites are well located for a primary bus route or other major bus route, and convenient for local services and facilities.

Proposals for sheltered housing and care homes should incorporate the Lifetime Homes Standards and be Wheelchair Accessible.

The Council will support proposals to convert or redevelop existing provision for older people that no longer meets contemporary standards for older people and / or addresses the current housing needs of older people.

Proposals for self contained accommodation for older people available to purchase on the open market will be required to provide on site affordable housing in accordance with Policy CS4. Where it is justified that on site affordable units are not appropriate then the Council will seek a commuted sum calculated in accordance with Policy CS4.1.

#### Accommodation for other Vulnerable Groups

The council will support proposals for new development that meets the proven needs of vulnerable people provided that the development:

- i. Will provide an appropriate standard of facilities, independence, support and/or care;
- ii. Will be accessible to public transport, shops, community facilities and social networks appropriate to the needs of the intended occupiers;
- iii. Will be affordable in the context of financial support available to the intended occupiers;
- iv. Will be accompanied by a care plan and needs risk assessment setting out the type and level of support; and
- v. Will facilitate move on accommodation where appropriate

Any proposals should have due consideration to all other relevant policies within this Development Management DPD and the Meeting Housing Needs SPD.

*Accommodation for Students*

Proposals for new student accommodation (purpose built and conversions of existing buildings) must meet the criteria set out in Appendix E of this Development Management DPD.

Proposals for new student accommodation (purpose built and conversions of existing buildings) should be easily capable of conversion into self contained units in the event of declining demand for student accommodation.

Proposals to convert an existing building to student accommodation will be subject to appropriate occupancy conditions to protect the accommodation from becoming an HMO.

Proposals to convert an existing building in a Conservation Area, or to re use a Listed Building or a building that affects the setting of Listed Building should meet the criteria of Policies EN3.1 and EN3.2.

Proposals to convert an existing building to student accommodation should address energy efficiency by meeting the criteria of Policy EN4.1.

**25.12** In order to develop truly sustainable communities, the Council will seek to ensure that all new development is as sustainable as possible, as set out in Core Strategy Policy SC1. This means ensuring that new development meets the full range of housing needs that exist across the district.

*Accommodation for Older people*

**25.13** Over the period 2008 to 2033 the 65 years plus age group is forecasted to grow by 62%, with a 138% increase in the 85 years plus age group. This ageing society poses a significant challenge as these households are more likely to have a need for support services, adaptations or specialist accommodation.

**25.14** The Council will support the development of extra care homes that combine independent living with the availability of support and nursing care. Where existing homes for older people no longer meet contemporary standards, conversion or redevelopment should be considered to provide extra care homes. The design of sheltered housing and care homes should incorporate the Lifetime Homes Standards and be Wheelchair Accessible.

*Accommodation for other Vulnerable Groups*

**25.15** Vulnerable groups are those who are likely to have additional housing needs and experience poorer outcomes if these needs are not met. These groups include the homeless, young people, people leaving care, teenage parents, refugees, ex-offenders, and those requiring support to live independently. They also include people fleeing domestic violence, with learning disabilities, with mental health needs, with alcohol and / or drug problems, and with physical disabilities and sensory impairments.

**25.16** The Welfare Reform Act 2012 will impact on the availability of accommodation to meet the needs of some vulnerable communities. This includes restricting Housing Benefit entitlement for social housing tenants whose accommodation is larger than they need, changes to Disability Living Allowance, and changes to Housing Benefit entitlement. Accommodation to meet the needs of vulnerable communities will also depend upon the availability of Supporting People funding.

#### *Accommodation for Students*

**25.17** Student numbers at both Lancaster University and the University of Cumbria (Lancaster Campus) have shown a steady increase over recent years. While development at Lancaster University has increased the capacity to house students on campus, accommodation off campus continues to be a popular choice for many students.

**25.18** The availability of on campus accommodation has meant that students have had a limited impact on the city centre of Lancaster. However the Council will encourage the city centre as a place for students to live, and will therefore ensure that their needs are addressed.

**25.19** Proposals for new student accommodation may reduce the demand for shared student housing in the south of Lancaster city. Over the longer term this may reduce pressure on the supply of low cost family housing that has traditionally been favoured by landlords for use as shared student housing.

**25.20** Lancaster District has a large number of conservation areas, ranging from the large Lancaster Conservation Area, to the smaller, discreet conservation areas such as Cannon Hill in Lancaster. The conversion of existing buildings in a conservation area to provide student accommodation should be sympathetic to the character of the existing, surrounding built form and wider setting. Lancaster also has a very high number of buildings which are recognised on the national list of buildings of special architectural or historic interest. Therefore student accommodation provided through the re-use of a Listed Building, or that affects the setting of Listed Building should be sympathetic to the character and features of the heritage asset both in terms of a high quality design and in the materials that are used. For policies relating to development affecting listed buildings or in conservation areas please refer to Policies EN3.1 and EN3.2.

**25.21** Student accommodation involving existing buildings should incorporate reasonable improvements to energy performance, in accordance with Policy EN4.1, SPG 12 Residential Design Code, and any successor document.



## 25.5 Policy CS4.5 - Residential Conversions

### **Residential Conversions**

#### General principles

The Council will support proposals for the conversion of existing buildings to residential use provided that the following criteria are met:

- i. The proposed use meets a local housing need;
- ii. There is justification for the loss of a larger dwelling(s);
- iii. The development will not result in a significant detrimental impact on the amenity of nearby residents and the character and appearance of the street scene;
- iv. The development complies with Policies EN2 and EN3 relating to development which affect the natural and historic environment;
- v. The development does not involve the loss of properties and land which has a recognised economic value,
- vi. The development complies with Policy EC2 relating to rural development and the rural economy; and Policy CS1 relating to the general design of development, and;
- vii. The development complies with Policy EN4.1 relating to the energy efficiency of existing buildings.

The Council will not permit the creation of 1 bed flats in Morecambe's West End because there is already a proliferation of such housing in this location.

Any proposal should ensure that due consideration is given to all other relevant policies within the Development Management DPD or accompanying documents.

Any proposal that results in a net increase in residential units is required to make an affordable housing contribution in accordance with Policy CS4.2.1.

#### Houses in Multiple Occupation, Hostels, and Bed & Breakfast establishments

Proposals for new Houses in Multiple Occupation (HMOs), hostels and bed and breakfast establishments should be purpose built and meets a specific and evidenced housing need.

Proposals to regularise the unauthorised use of such accommodation must demonstrate that the use has not resulted / will not result in an adverse impact on the surrounding area either on its own or in combination with other similar accommodation and that standards comply with the Council's HMO Standards.



### Reversions

Proposals to convert flats back into single dwellings will be supported provided that:

- viii. The loss of flats is outweighed by environmental, street scene, transport or parking benefits which could not be easily achieved without the reversion.

### Upper floors above Retail and Commercial units

Proposals to convert upper floors above retail and commercial units to provide accommodation will be supported provided that:

- ix. They include a separate private access, or do not remove separate upper floor accesses; and
- x. They comply with Policy CS1 relating to the design of development

**25.22** Core Strategy Policy SC4 sets out the objective to deliver at least 70% of all dwelling completions on Previously Developed Land (PDL) which includes the conversion of existing buildings. Therefore the Council is generally supportive of proposals to convert existing buildings into new dwellings that meet local housing need. However the Council will not permit the creation of 1 bed flats in Morecambe's West End due to the proliferation of this type of dwelling in this location.

**25.23** The loss of larger residential buildings should demonstrate that the accommodation in its existing form does not meet local housing need.

**25.24** Where there is a net increase in the number of dwellings as a result of the proposal then an affordable housing contribution is required in accordance with Policy CS4.2.1.

**25.25** All new dwellings created must provide enough usable living space; have basic amenities the best possible external environment; and make provision for ground floor storage, refuse collection and the parking of vehicles in accordance with Policy CS1.

**25.26** Conversions and change of use of existing buildings in a Conservation Area should be sympathetic to the character of the existing, surrounding built form and wider setting. Similarly, accommodation provided through the re-use of a Listed Building, or that affects the setting of Listed Building should be sympathetic to the character and features of the heritage asset both in terms of a high quality design and in the materials that are used. Please refer to Policies EN3.1 and EN3.2 for further details.

**25.27** Conversions and change of use of existing buildings should incorporate reasonable improvements to energy performance, in accordance with Policy EN4.1, SPG 12 Residential Design Code, and successor documents.

*Houses in Multiple Occupation, Hostels, and Bed & Breakfast establishments*

**25.28** Unauthorised and sub-standard adaptations of former hotels and guest houses in Morecambe's Town Centre and West End has led to the proliferation of houses in multiple occupation (HMOs), hostels, and bed and breakfast establishments. The Council will therefore seek to restrict the establishment of such accommodation.

**25.29** The preference is for such self contained accommodation to be purpose built and to meet a specific local housing need. Proposals for purpose built student accommodation and student accommodation provided through the conversion of existing buildings will be assessed against Policy CS4.4 and Appendix E.

*Reversions*

**25.30** There may be scenarios where larger houses previously converted into flats are subject to proposals to convert them back into one dwelling. Proposals must demonstrate that the accommodation in its existing form no longer meets the local housing need, and that the loss of high density accommodation will be outweighed by environmental, street scene, transport or parking benefits which otherwise could not be easily achieved without the reversion.

*Upper floors above retail and commercial units*

**25.31** There is a substantial amount of unused space above retail and commercial units in the district which is an inefficient use of buildings. In such scenarios upper floors can become neglected and this may lead to structural damage over the longer term.

*Use of Article 4 Directions*

**25.32** The Council has concerns around the proliferation of houses in multiple occupation (HMOs), hostels, and bed and breakfast establishments in certain parts of the district, particularly in the older parts of Morecambe's Town Centre and West End. This has led to an adverse effect on amenity and character in these areas.

**25.33** There may also be circumstances where proposals to turn upper floors above retail and commercial units into dwellings will have an adverse impact on the vitality of the district's town centres or will result in the severance of separate accesses to upper floors.

**25.34** The proliferation of student accommodation particularly in the south of Lancaster has reduced the amount of traditional low cost market housing available to families for purchase or rent.

**25.35** The Council will therefore investigate the potential to control such development by use of Article 4 Direction.

## 25.6 Policy CS4.6 - Addressing Rural Housing Needs

### **Addressing Rural Housing Needs**

#### *Housing Development in Sustainable Locations*

The Council will permit new residential development in Bolton-le-Sands, Caton and Brookhouse, Galgate, Halton, Hornby, Silverdale, Slyne-with-Hest, Wray, and other rural settlements provided proposals demonstrate the existence of at least 4 key services.

The Council will consider new residential development in rural settlements with fewer than 4 key services provided that proposals demonstrate:

- i. How they will enhance or maintain the vitality of the community within the settlement;
- ii. That a proven local housing need will be met;
- iii. That a high standard of design will be achieved appropriate to the location and the surrounding landscape; and
- iv. They have been developed in consultation with the parish council and other community groups where appropriate.

#### *Housing Development in Isolated Locations*

The Council will not support proposals for new dwellings in isolated locations that is not for rural enterprise workers unless proposals demonstrate that the proposal:

- v. Represents the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or
- vi. Re-uses redundant or disused buildings and leads to an enhancement to the immediate setting; or
- vii. Is of exceptional quality or innovative, i.e. is truly outstanding; will help to raise standards of design more generally in rural areas; reflects the highest standards in architecture; significantly enhances its immediate setting; and is sensitive to the defining characteristics of the local area.

Any proposals should also have due regard to all other relevant policies within this Development Management DPD.

#### *Housing Development for Rural Enterprise Workers*

The Council will not support proposals for housing development in isolated locations unless they specifically enable individuals working full time in rural enterprises to live at, or in the immediate vicinity of, their place of work. Proposals must be able to meet the criteria set out in Appendix D of this Development Management DPD. Where this criteria is successfully met then proposals must demonstrate:

- viii. That the need cannot be met by suitable existing dwellings, or directed to larger settlements that can reasonably be expected to meet this need;
- ix. That the development will be sited to minimise the impact on the rural area;
- x. That the development is appropriate to the area in terms of design, materials and landscaping, and make adequate provision for the disposal of sewage and waste water, and;
- xi. That the development meets other relevant criteria in Policy CS4.1

Where permission is granted the dwellings must be kept available for meeting this need for as long as it exists so will be subject to appropriate occupancy conditions.

#### Housing Development to support Upland Communities

The Council will support the creation of new dwellings in the upland areas of the District provided proposals;

- xii. Will meet the genuine housing need of an upland estate worker(s);
- xiii. Demonstrate that this need can only be effectively met in this location rather than an existing and more sustainable larger settlement;
- xiv. Demonstrate how they will maintain or enhance the vitality of the community; and
- xv. Re-use or convert existing buildings, and where it can be demonstrated this is not achievable, can demonstrate that a new build housing development will be well integrated into the location; and will not result in a significant impact on the character of the settlement, the amenities of residents, the local landscape or the natural environment.

All new housing development should be either affordable or low cost market housing, and will be subject to appropriate occupancy conditions and local connection criteria where appropriate. Existing dwellings vacated as a result of new development will also be subject to appropriate occupancy conditions and local connection criteria where appropriate.

#### Rural Exception Sites

The Council will support proposals for housing development on rural exception sites providing:

- xvi. Are for sites less than 0.4 hectares in size;
- xvii. Incorporate existing and unused buildings where appropriate;
- xviii. Do not result in the loss of open space with public amenity or recreational importance;
- xix. Do not have a significant impact on the character of the settlement, the amenity of residents, the visual amenity of the surrounding landscape or the natural environment;
- xx. Are well integrated into the settlement in terms of scale, accessibility, design, materials and landscaping;

- xxi. Have been developed in consultation with the parish council and other community groups where appropriate;
- xxii. Provide affordable housing in perpetuity that meets a local housing need that cannot be met elsewhere in the District; and
- xxiii. Dwellings are subject to a local connection criteria which will be apply to all subsequent occupiers.

All proposals for new residential development in rural locations should have due regard to all other relevant policies within this Development Management DPD, including Policy EN2.1 in particular.

#### *Housing Development in Sustainable Locations*

**25.36** Core Strategy Policy SC3 proposed that most new housing development in rural areas should be focused in sustainable locations, i.e. those settlements which retain key services such as basic shopping, schools, access to medical care and public transport. However, the high cost of rural housing, and the turnover of stock has meant that rural housing needs are not being met. To address this the Council will continue to direct new development to the rural settlements identified in the Core Strategy as well as other rural settlements that retain at least 4 key services. To effectively meet local housing needs across all rural areas in the District, proposals for new residential development in other rural settlements that retain fewer than 4 key services will also be considered. Such proposals must be able to demonstrate that the vitality of the community living there will be maintained or enhanced; that a proven local housing need will be met; that a high standard of design will be achieved appropriate to the location and the surrounding landscape; and that proposals have been developed in consultation with the parish council and other community groups where appropriate. To help meet rural housing needs, potential opportunities for new housing development are explored in more detail in the Land Allocations DPD.

#### *Housing Development in Isolated Locations*

**25.37** The Council will not support proposals for housing development in isolated locations that are not specifically for rural enterprise workers unless it can be demonstrated that the development represents the optimal viable use of a heritage asset or would be appropriate enabling to secure the future of heritage assets; re-uses redundant or disused buildings and leads to an enhancement to the immediate setting; or is of exceptional quality or innovative. Such proposals should also have due regard to all other relevant policies within this Development Management DPD.

#### *Housing Development for Rural Enterprise Workers*

**25.38** The Council will not support proposals for housing development in isolated locations unless they specifically enable individuals working full time in rural enterprises to live at, or in the immediate vicinity of, their place of work. Whether this requirement is essential in any particular case will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of any of the individuals involved. Such proposals will therefore require special justification for planning permission to be granted.

**25.39** Proposals for housing development for rural enterprise workers should first consider whether the need can be met by suitable existing dwellings, or directed to larger settlements that can reasonably be expected to meet this need. Where the need cannot be met in either way, then proposals will be considered against the criteria set out in Appendix D of this Development Management DPD. Where permission is granted the dwellings must be kept available for meeting this need for as long as it exists so will be subject to appropriate occupancy conditions.

*Housing Development to support Upland Communities*

**25.40** Upland communities can face certain challenges to their ongoing vitality. In Lancaster District there is an upland community located within the Abbeystead Estate which covers the majority of the parish of Over Wyresdale, and provides homes for around 75% of households. There is also an upland community located within the Kay Shuttleworth Estate, in the parish of Leck.

**25.41** The Council's preference is that new housing development that meets local housing needs should be directed to existing larger settlements that can reasonably be expected to meet these needs. However, the housing needs of estate workers, tenant farmers, or retiring farmers may not always be met in existing larger settlements. Similarly, the housing needs of teaching or nursing staff employed within the upland area may not always be met in existing larger settlements. All such proposals must be able to demonstrate that they will enhance or maintain the vitality of the community. Where the Council is satisfied this is the case, then proposals should first consider the re-use or conversion of existing buildings. If it can be demonstrated this is not possible, then new build housing development should be well integrated into the location; and not result in a significant impact on the character of the settlement, the amenities of residents, the local landscape or the natural environment.

**25.42** All new housing development should be either affordable or low cost market housing, and will be subject to appropriate occupancy conditions and local connection criteria where appropriate. Existing dwellings vacated as a result of new development will also be subject to appropriate occupancy conditions and local connection criteria where appropriate.

*Rural Exception Sites*

**25.43** Rural exception sites are small sites for affordable housing on land adjoining rural settlements where planning permission would not otherwise be granted. Such sites should be developed in consultation with the local community, and provide affordable housing in perpetuity that meets local housing need. New dwellings should be prioritised for households who are current residents or have an existing family connection or employment connection. All dwellings will therefore be subject to a local connection criteria which will be apply to all subsequent occupiers.

**25.44** It may be acceptable for exception sites to includes a very small proportion of market homes in order to ensure the scheme's viability.

**25.45** The Council's preference is that affordable housing schemes on rural exception sites incorporate existing buildings that are currently unused to ensure a positive contribution to the rural environment. Proposals should ensure that accommodation is well integrated



into the location in terms of scale, location design and materials. They should also consider other policies on landscape and nature conservation, particularly relevant within Areas of Outstanding Natural Beauty (AONB).

## 26 PENF1 - The Enforcement of Planning Controls

### The Enforcement of Planning Controls

Where a breach of Planning Control has taken place, the Council will take enforcement action where necessary which is proportionate to the breach, in accordance within Paragraph 207 of the National Planning Policy Framework.

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

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

Further guidance on planning enforcement matters is provided within the Council's '*Planning Enforcement Charter*' which was adopted in December 2011.

**26.1** Paragraph 207 of the National Planning Policy Framework suggests that effective enforcement is important as a means of maintaining public confidence in the planning system.

**26.2** National guidance recommends that local planning authorities should consider publishing a local enforcement plan to manage enforcement pro-actively, in a way suitable to the locality.

**26.3** Lancaster City Council adopted its own local enforcement plan, namely '*Planning Enforcement Charter*' in December 2011 and provides information regarding the role of enforcement within the planning system and general advice relating to breaches of Planning Control, the issue of expediency and the penalties for failing to comply with formal notices issued by the Council.

**26.4** Procedures for making complaints about a possible breach of planning control is contained within the Charter. Complainants will be asked to provide specific details regarding the location, nature and reason for making their complaint.

## 27 PENF2 - Enforcement Action Against Untidy Sites and Buildings

### **Enforcement Action against Untidy Sites and Buildings**

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

The Council's adopted local enforcement plan, The Planning Enforcement Charter (2011) contains further information regarding proactive, 'Targeted Action' within the District.



## 28 Appendix A - Background Documents

### **Background Documents for the Development Management DPD**

#### **General Reference**

National Planning Policy Framework (DCLG 2012)

The Planning System: General Principles (DCLG 2005)

Lancaster District Core Strategy (Lancaster City Council 2008)

Lancaster District Local Brownfield Study (Lambert Smith Hampton/Lancaster City Council 2009)

#### **Promoting and Enhancing the District's Economy**

##### **Policy EC1 - Town Centres and Retailing**

Points 3, 4, 5, 11 and 12 of the Core Planning Principles (Para 17) of the National Planning Policy Framework

Paragraphs 17, 23 to 26 and 67 of the National Planning Policy Framework (DCLG 2012)

Retail Study for Lancaster District 2006 - 2016 (White Young Green 2006)

Update to Retail Study (Lancaster Only) (White Young Green 2008)

Town Centres and Retailing Topic Paper (Lancaster City Council 2012)

##### **Policy EC2 - Rural Development and the Rural Economy**

Point 5 of the Core Planning Principles (Para 17) of the National Planning Framework

Paragraphs 28, 79 to 92 of the National Planning Policy Framework (DCLG 2012)

##### **Policy EC3 - Lancaster District's Visitor Economy**

Paragraph 28 of the National Planning Policy Framework (DCLG 2012)

Tourism Strategy for Morecambe, Lancaster and Lune Valley 2006 -2010 (LancasterCity Council. 2006)

Tourism Strategy Update (Lancaster City Council 2008)

##### **Policy EC4 - Employment Requirements**

Point 3 of the Core Planning Principles (Para 17) of the National Planning Policy Framework

Paragraphs 22, 37 and 158 of the National Planning Policy Framework (DCLG 2012)

Lancaster District Employment Land Study (Regeneris 2006)

Partial Employment Land Review for Lancaster District (Atkins 2008)

Employment and Economy Topic Paper (Lancaster City Council 2012)

Policy EC5 - Enhancing Energy Opportunities

Point 6 of the Core Planning Principles (Para 17) of the National Planning Policy Framework

Paragraphs 91, 93, 95 to 98, 142, 156 and 162 of the National Planning Policy Framework (DCLG 2012)

Taking forward the Deployment of Renewable Energy (Lancashire County Council/SQW 2011)

Planning Guidance for Renewable Energy (Lancashire County Council/SQW 2011)

Development New Renewable Energy and Recycling Industries for Lancaster and Morecambe (Lancaster & Morecambe Vision Board 2006)

Energy Generation and Energy Efficiency Topic Paper (Lancaster City Council 2012)

Policy EC6 - Transport Accessibility and Connectivity

Point 11 of the Core Planning Principles (Para 17) of the National Planning Policy Framework

Paragraphs 29 - 41, 58, 90, 143, 156 and 162 of the National Planning Policy Framework (DCLG 2012)

Local Transport Plan for Lancashire 2011 - 2021 (Lancashire County Council 2011)

Lancaster & Morecambe Vision Transport Strategy (Faber Maunsell 2008)

Lancaster District Cycling Strategy (Lancaster City Council 2002)

Transport and Connectivity Topic Paper (Lancaster City Council 2012)

Policy EC7 - Telecommunication and Broadband Connections

Paragraphs 42 - 46, 156 and 162 of the National Planning Policy Framework (DCLG 2012)

**Protecting and Enhancing the District's Natural and Built Environment**

Policy EN1 - Green Infrastructure

Points 7 and 12 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 69 to 78, 81, 89, 92, 99, 114, 116, 123, 143 and 171 of the National Planning Policy Framework (DCLG 2012)

Refresh to the Open Space, Sport and Recreation Facilities PPG17 Study (Lancaster City Council 2010)

PPG17 Study Area Analysis Report (Lancaster City Council 2010)

Green Infrastructure Topic Paper (Lancaster City Council 2012)

#### Policy EN2 - Biodiversity, Landscape and Woodland

Points 5, 7, 9 and 12 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 7, 9, 59, 61, 67, 81, 92, 97, 99, 109 to 125, 143 to 144 156, 157, 165 and 170 of the National Planning Policy Framework (DCLG 2012)

The Natural Choice: Securing the Value of Nature (DEFRA 2011)

Silverdale & Arnsdale Area of Outstanding Natural Beauty Statutory Management Plan (Silverdale & Arnsdale AONB Management Board 2009)

Landscape Strategy for Lancaster - Landscape Character Assessment (Lancashire County Council 2000)

Landscape Character Assessments for Lancaster District (Woolerton Dodwell 2011)

#### Policy EN3 - The Historic Environment

Point 10 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 9, 48, 55, 61, 65, 77, 80, 114, 115, 126 to 141, 143 to 144, 156 to 157 and 169 to 170 of the National Planning Policy Framework (DCLG 2012)

The Setting of Heritage Assets (English Heritage October 2011)

Historic Towns and Cities in England's Northwest (English Heritage / Northwest Regional Development Agency 2007)

Lancaster District Cultural Heritage Strategy (SQW 2011)

#### Policy EN4 - Adapting and Mitigating Climate Change

Points 6 and 7 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 93 to 100, 156 and 168 of the National Planning Policy Framework (DCLG 2012)

#### Policy EN5 - Integrated Water Management

Points 6, 7 and 9 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 94, 99 to 108, 156, 166, 192 of the National Planning Policy Framework (DCLG 2012)

Strategic Flood Risk Assessment for Lancaster District - Refresh (LancasterCity Council 2011)

River Basin Management Plan for the North West (Environment Agency 2009)

Catchment Flood Management Strategy for the River Lune - Summary Report (Environment Agency 2009)

Catchment Flood Management Strategy for the River Wyre - Summary Report (Environment Agency 2009)

Shoreline Management Plan 2: Great Orme's Head to Scotland (North West and North Wales Coastal Group 2011)

### **Creating Sustainable Communities**

#### **Policy CS1 - Design of Development**

Points 2 and 4 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 8, 9, 28, 55, 56 to 68, 96 to 97 and 125 of the National Planning Policy Framework (DCLG 2012)

#### **Policy CS2 - Protection of Community Assets**

Points 2 and 12 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 7, 23, 28, 42, 69 to 78 and 156 of the National Planning Policy Framework (DCLG 2012)

#### **Policy CS3 - Contributing to Successful Communities**

Paragraph 175 of the National Planning Policy Framework (DCLG 2012)

Community Infrastructure Levy: An Overview (DCLG 2011)

#### **Policy CS4 - Housing Requirements**

Points 3, 4, 6 and 11 of the Core Principles (Para 17) of the National Planning Policy Framework

Paragraphs 7, 16, 21, 47 to 55, 70, 89, 100, 158, 159 to 161, 173 to 174 and 177 of the National Planning Policy Framework (DCLG 2012)

Local Housing Needs and Demand Survey (David Couttie Associates 2011)

Lancaster District Rural Settlements Report (David Couttie Associates 2011)

Strategic Housing Land Availability Assessment (SHLAA) (Atkins 2009)

Housing Land Monitoring Report (LancasterCity Council 2012)

Housing Topic Paper (Lancaster City Council 2012)

## 29 Appendix B - Sequential Approach to Town Centre Development

**29.1** In the absence of any detailed guidance within the National Planning Policy Framework (NPPF) on any potential changes to the nature and scope of the Sequential Test for Town Centre Uses, the Council will continue to rely on the definition provided within Planning Policy Statement 4: Sustainable Economic Growth as set out in paragraphs 27.3 and 27.4 below.

**29.2** The Council expect that the information provided below will assist applicants in applying the Sequential Test to proposals in order to satisfy paragraph 24 of the NPPF. However, in the event of revised guidance on the approach to Sequential Testing then attention should be given to the most up-to-date and relevant documentation available.

**29.3** In applying guidance set out in Policy EC1.1 of this document the Council will expect proposals to clearly consider the principles of a sequential approach, particularly proposals for use which would be most suitable and appropriate within a town centre location. In considering such assessments applicants will be expected to apply a sequential test using the following criteria:

- a. Ensure that sites are assessed for their availability, suitability and viability;
- b. Ensure that all in-centre options have been thoroughly assessed before less central locations are considered;
- c. Ensure that where it has been demonstrated that there are no town centre sites to accommodate a proposed development, preference is given to edge of centre locations which are well connected to the centre by means of easy pedestrian access;
- d. Ensure that in considering sites in or on the edge of existing centres, developers and operators have demonstrated flexibility in terms of:
  1. Scale: Reducing the floorspace of their development
  2. Format: More innovative site layouts and store configuration such as multi-storey developments which smaller footprints;
  3. Car Parking Provision: Reduced or reconfigured car parking areas: and
  4. The scope for disaggregating specific parts of retail or leisure development, including those which are part of a group of retail or leisure units, onto separate, sequentially preferable, sites.

**29.4** In considering whether flexibility has been demonstrated in regard to the sequential approach, the Council will take into account any genuine difficulties which the applicant can clearly demonstrate are likely to occur in operating the proposed business from a sequentially preferable site. However, evidence which claims that the class of goods proposed to be sold cannot be sold from the town centre should not be accepted.

## 30 Appendix C - Car Parking Standards

**30.1** The Car Parking Standards set out in Appendix C are based on the standards set out in the Partial Review for the Regional Spatial Strategy, which still provide the most up-to-date and relevant guidance on this topic area.

**30.2** The Car Parking Standards outline in Table 30.1 apply to all new development and changes of use. The standards are maxima with the exception of cycles, mobility impaired and motorcycles which are minimum standards and are based on net floor area.

**30.3** Applicants will be expected to submit the attached Accessibility Questionnaire for all developments that require a full Transport Assessment. The Council will consider the reductions in parking levels on sites which demonstrate good accessibility by other modes.

**30.4** Parking levels for all development should be considered as part of a broader appraisal of accessibility to the site by all modes with the aim of increasing access by walking, cycling and public transport and *"giving priority to pedestrian and cycle movements, and have access to high quality public transport facilities"* in accordance Paragraph 35 of the National Planning Policy Framework.

**30.5** Both the Design and Access Statement and any Transport Assessment should consider wider access issues into the site, how walking and cycling links can be enhanced by good design and layout, existing on and off-street parking provision and usage in the vicinity of the development and where appropriate parking management measures.

**30.6** Travel Plans will be expected to reflect the latest good practice in developing an evidence base, setting targets and monitoring.

### Cycling and Motorcycles

**30.7** Provision for long stay parking (covered and secure) should be made in locations where users are likely to remain for more than 3 hours, such as an employment site with more than 30 staff. Other cycle and motorcycle parking should be secure (e.g. Sheffield Stands), clearly signed and close to the main entrance to the building.

- Cycle Parking should be based on 1 space per 10 car spaces;
- Motorcycle provision should be based on 1 space per 25 spaces;
- A minimum of 1 space should be provided for development with less than 10 spaces.

### Mobility Impaired

**30.8** Provision should be made on the basis of 1 per 10 car spaces unless the development can demonstrate the need for less. Where this is the case the lowest level of provision acceptable would be most relevant and up-to-date figure from the latest DfT guidance. A minimum of 1 mobility impaired space should be provided for smaller developments.

**30.9** Parent and Child spaces should form a proportion of the overall mobility impaired standard at retail and leisure uses.



**30.10** Covered, safe parking provision for mobility scooters should be made in new residential development where there is likely to be a high proportion of older or mobility impaired users.

#### Residential

**30.11** Garages will not be counted towards parking provision unless suitable evidence is provided. A creative approach should be taken to residential parking design building in principles from 'Manual for Streets' (2007) or successor documents to ensure that layouts are not car dominated. Provision should be made in family housing for secure provision for at least 2 cycles.

#### Mixed-Use Developments

**30.12** Provision should be based on the proportion of the different uses. The only exception to this would be where there are significantly different patterns of occupation by users (e.g. A school by day and leisure use in the evening in which case the standard for the use with the highest demand should be used.

#### Town Centre Uses

**30.13** New parking provision proposals should be assessed against the overall supply and management of private and public on and off-street parking within the existing centre.

#### Outline Permissions - Uses not Specified

**30.14** These will be considered on a case-by-case basis. Developers will be expected to provide a clear rationale for the number of spaces provided.

#### Design

**30.15** The design of parking should be of a high quality, incorporating clear pedestrian routes and good signage. Larger car parks should incorporate design features to break up large areas of open space. Drainage should be sustainable whenever possible and incorporate oil traps to prevent damage to surface water systems.

#### Coaches and Taxis

**30.16** Pick-up points for taxis should be provided at retail developments of over 2,500sqm and major leisure developments. Coach parking / drop off points should be provided as appropriate.

#### Operational Parking

**30.17** Requirements for operational parking and servicing should be set out separately in any submitted transport assessment

Land Use	Standard	Accessibility Reduction
<b>A1 Retail</b>		
Food	1:14m <sup>2</sup>	1:15 - 1:22m <sup>2</sup>
Non-Food	1:20m <sup>2</sup>	1:21 - 1:31m <sup>2</sup>
<b>A2 Financial / Professional</b>		
	1:30m <sup>2</sup>	1:31 - 1:48m <sup>2</sup>
<b>A3 Restaurants</b>		
	1:5m <sup>2</sup>	1:5 - 1.7.5m <sup>2</sup>
<b>A4 Drinking Premises</b>		
	1:5m <sup>2</sup>	1:5 - 1.7.5m <sup>2</sup>
<b>A5 Hot Food Takeaways</b>		
	1:8m <sup>2</sup>	1:8.5 - 1:12m <sup>2</sup>
<b>B1 Offices / Light Industry</b>		
Offices	1:30m <sup>2</sup>	1:31 - 1:48m <sup>2</sup>
Call Centres	1:30m <sup>2</sup>	1:31 - 1:48m <sup>2</sup>
Research and Development	1:30m <sup>2</sup>	1:31 - 1.48m <sup>2</sup>
Light Industry	1:30m <sup>2</sup>	1:31 - 1.48m <sup>2</sup>
Business Parks	1:30m <sup>2</sup>	1:31 - 1:48m <sup>2</sup>
<b>B2 General Industrial</b>		
	1:45m <sup>2</sup>	1:47 - 1:69m <sup>2</sup>
<b>B8 Storage and Distribution</b>		
	1:100m <sup>2</sup>	1:105 - 1:154m <sup>2</sup>
<b>C1 Hotels and Boarding Houses</b>		
	1 per bedroom inc. Staff	N/A
<b>C2 Residential Institutions</b>		
Nursing Homes	1 per 5 bedrooms	N/A
Residential Training Centres	1 per bedroom	N/A
Hospitals	1 per bed plus 4 per Consulting Room	Via Travel Plan
<b>C3 Residential</b>		
Sheltered	1 per 3 bedrooms	N/A



Land Use	Standard	Accessibility Reduction
1 Bedroom	1 Space	Via Travel Plan
2 - 3 Bedrooms	2 Spaces	Via Travel Plan
4+ Bedrooms	3 Spaces	Via Travel Plan
<b>D1 Non-Residential Institutions</b>		
Medical and Health Centres	1 per 2 Staff plus 4 per Consultation Room	Via Travel Plan
Creches / Nursery / Day Centres	1 per Member of Staff plus drop off zone	Via Travel Plan
Higher and Further Education	1 per 2 Staff plus 1 per 10 students	Via Travel Plan
Primary and Secondary Schools	2 per classroom	Via Travel Plan
Sixth Forms	1 per 2 staff plus 1 per 10 students	Via Travel Plan
Training and Conference Centres	1:35m <sup>2</sup>	1:37 - 1:54m <sup>2</sup>
<b>D2 Assembly and Leisure</b>		
Cinemas / Theatres / Concert Halls	1 per 5 seats	1:5 - 1:8 seats
Other Leisure Buildings	1:22m <sup>2</sup>	1:23 - 1:33m <sup>2</sup>
<b>Miscellaneous</b>		
Motor Car Showrooms	1:50m <sup>2</sup>	N/A
Petrol Filling Stations	1 Space plus relevant retail element with each pump counting as a parking space	N/A

Table 30.1 : Car Parking Standards for Lancaster District.

Accessibility Questionnaire

Location:.....

Application Reference:.....

Mode	Criteria	Variation	Possible Score	Actual Score
Walk	Quality of Provision for Pedestrians	<u>Good:</u> <ul style="list-style-type: none"> <li>• Footways greater than 2m wide;</li> <li>• Choice of access points to the site for pedestrians enabling travel from the site in three or more directions;</li> <li>• All pedestrian routes well maintained, with high quality surfaces, provision of street furniture and good quality lighting.</li> </ul>	3	
		<u>Moderate:</u> <ul style="list-style-type: none"> <li>• Footways defined (with kerbs) but of minimum 2m width;</li> <li>• At least two pedestrian accesses to the site giving access in different directions;</li> <li>• Footways maintained to a reasonable standard;</li> <li>• Street lighting present.</li> </ul>	2	
		<u>Poor:</u> <ul style="list-style-type: none"> <li>• No footways adjacent to the site;</li> <li>• Pedestrians immediately on to an area where traffic has priority;</li> <li>• Access available at one point;</li> <li>• Little or no street lighting</li> </ul>	0	
Cycle	Quality of provision for cyclists	<u>Good:</u> <ul style="list-style-type: none"> <li>• Cycle parking provided, including some which is sheltered and/or secure;</li> <li>• Dedicated facilities for cycles - including cycle lanes, advance stop lines within 100m from the site;</li> <li>• Good choice of access point to the site and excellent permeable giving route choices to, from and within the site;</li> </ul>	3	

Mode	Criteria	Variation	Possible Score	Actual Score
		<ul style="list-style-type: none"> <li>Part or all of the site available to pedestrians and cyclists with traffic movements restricted;</li> <li>Design and maintenance of surrounding area to high standards, sympathetic to needs of cyclists.</li> </ul>		
		<p><u>Moderate:</u></p> <ul style="list-style-type: none"> <li>Limited ability to park a bike;</li> <li>Shared space, but low traffic flows making this a satisfactory situation;</li> <li>Road surfaces of an adequate standard for cyclists;</li> <li>Some choices of accesses to the site - with reasonable permeability for cyclists giving at least two directions of access.</li> </ul>	2	
		<p><u>Poor:</u></p> <ul style="list-style-type: none"> <li>No parking facilities for cyclists on the site;</li> <li>All space shared with vehicular traffic;</li> <li>Access on to a busy street / road where traffic dominates;</li> <li>Only one practical access point for cyclists;</li> <li>Restrictions on movement caused by one-way streets.</li> </ul>	0	
Bus	Walking Distance to nearest bus stop from main entrance to building	<100m	3	
		<400m	2	
		>400m	0	
	Quality of Bus Stop (if within 800m walking distance)	<p><u>Good:</u></p> <ul style="list-style-type: none"> <li>Clearly marked stop with adequate space on footway;</li> <li>Raised kerbs to allow easier access to the bus;</li> </ul>	2	

Mode	Criteria	Variation	Possible Score	Actual Score
		<ul style="list-style-type: none"> <li>• Clear written information or real time information available;</li> <li>• Shelter and seating available in waiting area;</li> <li>• Well lit;</li> <li>• Other security measures (e.g. CCTV).</li> </ul>		
		<p><u>Moderate:</u></p> <ul style="list-style-type: none"> <li>• Clearly marked stop on footway providing adequate width;</li> <li>• Written information about services available;</li> <li>• Shelter and seating available;</li> <li>• Adequate lighting.</li> </ul>	1	
		<p><u>Poor:</u></p> <ul style="list-style-type: none"> <li>• Positioned on footway of 2m width or less;</li> <li>• Marked only by pole and flag;</li> <li>• Little or no information about services;</li> <li>• No sheltered waiting facilities;</li> <li>• Environment affected by volumes of traffic;</li> <li>• Little or no street lighting.</li> </ul>	0	
	Bus Frequency of Principal Service from nearest Bus Stop (if within 800m walking distance)	15 mins or less	4	
		30 mins or less	2	
		60 mins or less	1	
		>60 mins	0	
	Distance to nearest bus station / major interchange	<200m	5	
		<400m	3	
		<800m	1	
		>800m	0	
	Number of Bus Services stopping	6 or more	5	

Mode	Criteria	Variation	Possible Score	Actual Score	
	within 400m walking distance of main building entrance	2 to 5	3		
		1	1		
		0	0		
Train	Walking distance to nearest train station	<400m	4		
		<800m	3		
		<1,200m	2		
		>1,200m	0		
	Quality of nearest railway station (if within 1,200m walking distance of the site)	<u>Good:</u>	<ul style="list-style-type: none"> <li>• Extensive waiting areas on platforms, including enclosed and heated space;</li> <li>• Toilets;</li> <li>• Excellent information about services including real time information;</li> <li>• Ability to change platforms and make connecting trains to different destinations;</li> <li>• Ticket office / Ticket Machine;</li> <li>• Staff available at all times;</li> <li>• CCTV and other security measures to provide sense of personal security;</li> <li>• Retail facilities - refreshments and range of other shops;</li> <li>• Fully accessible with lifts and ramps;</li> <li>• Interchange to bus / taxi from immediate surroundings.</li> </ul>	3	
		<u>Moderate:</u>	<ul style="list-style-type: none"> <li>• Reasonable waiting areas on platforms and in enclosed spaces;</li> <li>• Toilets;</li> <li>• Good information about services including real time information;</li> <li>• Ticket office;</li> </ul>	2	

Mode	Criteria	Variation	Possible Score	Actual Score
		<ul style="list-style-type: none"> <li>Staff available;</li> <li>Some refreshments / newsagent;</li> <li>Lifts</li> <li>Taxi rank outside.</li> </ul>		
		<p><u>Poor:</u></p> <ul style="list-style-type: none"> <li>Limited waiting areas - not enclosed;</li> <li>No toilets;</li> <li>Information limited to timetable displays and recorded announcements;</li> <li>No facilities to purchase tickets;</li> <li>No staff present or only limited presence;</li> <li>Limited assistance for those with luggage or disabilities;</li> <li>No lifts - requirement to negotiate steps or stairs.</li> </ul>	0	
	Number of services per hour per direction (arrivals and departures) from nearest station (if within 1,200m walking distance of the site).	>10	5	
		5 to 10	3	
		3 to 4	2	
		1 to 2	1	
		0	0	

Table 30.2 : Accessibility Questionnaire

Notes:

1. Walking Distances are taken as the actual, 'on the ground', distances that people need to walk, taking account of footway and site layouts. These are not the direct 'crow fly' distances.
2. The questionnaire should be completed with information gathered through a site visit and not solely reliant on a desktop study of the site and surrounding area.
3. Smaller sites which have no main building entrance more than 50m walking distance from a pedestrian access to the site, the point from which the level of access is assessed should be the main building entrance closest to the centre of the site. For sites with main building entrances further than 50m walking distance from a pedestrian access, the site may need to be split into plots or individual land uses as part of the assessment.

4. The information used in the completion of the questionnaire should form part of the usual content of a Transport Assessment, therefore, adequate justification for the scoring should be clear within the document.
5. The completed questionnaire should be appended to the Transport Assessment.
6. On submission of the Transport Assessment, local highways authorities should undertake a review of the completed questionnaire and form an opinion of its accuracy.

## **31 Appendix D - Criteria for Housing Development for Rural Enterprise Workers**

### **Background**

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

### **Permanent agricultural dwellings**

**31.2** New permanent dwellings will only be allowed where they support existing agricultural activities on well-established agricultural units, providing:

- (i) there is a clearly established existing functional need (see paragraph 31.2 below);
- (ii) the need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement;
- (iii) the unit and the agricultural activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so (see paragraph 31.6 below);
- (iv) the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned; and
- (v) other planning requirements, such as access, or impact on the countryside, are satisfied.

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

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

**31.4** Where there are particular concerns around possible abuse, the Council will investigate the history of the holding to establish the recent pattern of use of land and buildings and whether, for example, any dwellings, or buildings suitable for conversion to dwellings, have recently been sold separately from the farmland concerned. Such a sale could constitute evidence of lack of agricultural need.

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

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

**31.7** New permanent dwellings cannot be justified on agricultural grounds unless the enterprise is economically viable. A financial test is necessary for this purpose, and to provide evidence of the size of dwelling which the unit can sustain. In applying this test (see paragraph 3.1(iii) above), the Council will adopt a realistic approach to the level of profitability, taking account of the nature of the enterprise concerned. The Council considers that some rural enterprises which aim to operate broadly on a subsistence basis, but which nonetheless provide wider benefits (e.g. in managing attractive landscapes or wildlife habitats), can be sustained on relatively low financial returns.

**31.8** Agricultural dwellings should be of a size commensurate with the established functional requirement, but should not exceed 100m<sup>2</sup>. Dwellings that are unusually large in relation to the agricultural needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long-term, will not be permitted. It is the requirements of the enterprise, rather than those of the owner or occupier, that are relevant in determining the size of dwelling that is appropriate to a particular holding.

**31.9** Planning permissions may also be subject to conditions that remove specific permitted development rights under part 1 of the Town and Country Planning (General Permitted Development) Order 1995 for development within the curtilage of a dwelling house.

**31.10** Agricultural dwellings should be sited so as to meet the identified functional need and to be well-related to existing farm buildings, or other dwellings.

### **Temporary agricultural dwellings**

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



- (i) clear evidence of a firm intention and ability to develop the enterprise concerned (significant investment in new farm buildings is often a good indication of intentions), and that the enterprise has not simply been devised and located on the site with the intent of justifying a dwelling;
- (ii) functional need (see paragraph 31.2);
- (iii) clear evidence that the proposed enterprise has been planned on a sound financial basis;
- (iv) the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned; and
- (v) other normal planning requirements, e.g. on siting and access, are satisfied.

**31.12** If permission for temporary accommodation is granted, permission for a permanent dwelling will not be given unless the criteria in paragraph 31.1 above are met. After three years, if there is no planning justification for a permanent dwelling, then the temporary dwelling must be removed. Temporary permissions will not be granted in locations where they would not permit a permanent dwelling. Successive extensions to a temporary permission will not be granted over a period of more than three years.

### **Forestry dwellings**

**31.13** The Council will apply the same criteria to applications for forestry dwellings as to those for agricultural dwellings. The Council also considers the other principles relating to agricultural dwellings to be equally relevant to forestry dwellings.

**31.14** Conventional methods of forestry management can involve the use of a peripatetic workforce, therefore new forestry dwellings may not always be justified, except perhaps to service intensive nursery production of trees.

### **Other occupational dwellings**

**31.15** There may also be instances where special justification exists for new isolated dwellings associated with other rural based enterprises. In these cases, the enterprise itself, including any development necessary for the operation of the enterprise, must be acceptable in planning terms and permitted in that rural location, regardless of the consideration of any proposed associated dwelling. The Council will apply the same assessment to applications for such new occupational dwellings as is applied to applications for agricultural and forestry workers' dwellings.

### **Occupancy conditions**

**31.16** Where the need to provide accommodation to enable rural enterprise workers to live at or near their place of work has been accepted as providing the special justification required for new, isolated residential development in the countryside, it will be necessary to ensure that the dwellings are kept available for meeting this need for as long as it exists.

Planning permission will therefore be subject to appropriate occupancy conditions. Occupancy conditions relating to a main farm building or equivalent will not be removed to allow the occupants to relocate to a new agricultural workers dwelling or equivalent.

**31.17** Changes in the scale and character of farming and forestry may affect the longer-term requirement for dwellings for which permission has been granted subject to an agricultural or forestry occupancy condition. Such dwellings, and others in the countryside with an occupancy condition attached, should not be kept vacant, nor should their present occupants be unnecessarily obliged to remain in occupation simply by virtue of planning conditions restricting occupancy which have outlived their usefulness.

### **Removal of occupancy conditions**

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

(i) The applicant can demonstrate there is no longer a long-term need for the dwelling on the particular enterprise on which the dwelling is located; and

(ii) The applicant can demonstrate that the dwelling has been marketed at a price which takes account of the occupancy condition in both the local the agricultural press; on a minimum of two occasions; over a period of at least one year; at a realistic price or rent; and that no reasonable offer has been refused.

## **32 Appendix E - Purpose Built and Converted Student Accommodation**

### **Background**

**32.1** This criteria has been prepared to ensure that standards of new student accommodation are high. This criteria relates to both purpose-built student accommodation and conversions to existing buildings to provide student accommodation.

### **Space Standards**

**32.2** Habitable rooms should be provided according to the following minimum space standards. Applicants should note that in order to accommodate all other requirements and to provide a circulation area which permits safe use these space standards should be increased accordingly.

**32.3** Each bedroom/study should be for occupation by one person and must be at least 10 m<sup>2</sup> (108 sq. ft.). Where a separate living room is provided which is not a kitchen or a kitchen dining room, the room should be at least 6.5 m<sup>2</sup> (70 sq.ft.)

**32.4** Common rooms should be provided in accordance with the following minimum floor areas:

Room	Size
Kitchen(s)	1.4 m2 (15 sq.ft.) per person
Dining room(s)	1.4 m2 (15 sq.ft.) per person
Combined kitchen/dining room(s)	2.3 m2 (25 sq.ft.) per person
Living room(s)	1.9 m2 (20 sq.ft.) per person [minimum area 9.3 m2 (100 sq.ft.)]
Combined living/dining room(s)	2.3 m2 (20 sq.ft.) per person
Combined kitchen/living room(s)	2.3 m2 (20 sq.ft.) per person

Table 32.1

### Storage, Preparation and Cooking of Food

**32.5** All self-contained units of accommodation should provide a suitably sized and located shared kitchen. The kitchen should have a suitable lay out and be suitably equipped to adequately enable those sharing the facilities to store, prepare and cook food. One shared kitchen facility must be available for every 5 occupants.

**32.6** A shared kitchen should provide the following, which must be supplied in sufficient quantity for the number of people sharing the facility:

- A sink comprising at least a single fixed impervious bowl with a drainer, properly located within a base unit and provided with an adequate supply of hot and cold running water. Immediately adjacent surfaces must be non-porous and reasonably smooth to facilitate cleaning;
- A cooker with an oven, a grill and four rings. Microwave ovens are only satisfactory as supplementary cooking appliances;
- Electrical sockets;
- A fixed work surface for the preparation of food which is readily cleanable (as a guide, 1000 x 500mm per person);
- Adequate food stores or cupboards;
- A refrigerator with adequate freezer compartment (or separate freezer);
- Adequate cupboard/drawer space for crockery, pots and pans; and
- Appropriate extractor fans.

**32.7** No shared kitchen facility should be more than one floor distant from the users of that facility, unless dining facilities are provided on the same floor or not more than one floor distance from the kitchen.

## Washing and Toilet Facilities

**32.8** All bathrooms should be suitably located and WC's provided at the rate of one separate WC for every five persons. All bathrooms should be situated not more than one floor distant from any of its users.

**32.9** Each bathroom and WC compartment should provide privacy, be accessed from a common area, and address the following requirements:

- All bathrooms and WCs should be adequately heated and ventilated;
- A wash hand basin must be provided for each WC;
- All baths, showers and wash hand basins must be equipped with taps providing a constant and adequate supply of hot and cold water; and
- The wash hand basins should be of adequate size for normal personal hygiene purposes including personal washing, cleaning of teeth and shaving, unless in a WC separate from a bathroom then a small hand rinse basin will suffice.

**32.10** Bathrooms should provide the following according to the number of people that will share them:

Number of people	Requirements
1-4	At least 1 bathroom (with shower) and 1 WC (may be combined).
5	Where reasonably practicable, 1 wash hand basin in each sleeping room, plus 1 bathroom with shower), and 1 separate WC with wash hand basin (WC can be contained within a second bathroom).
6-10	Where reasonably practicable, 1 wash hand basin required in each sleeping room, plus 2 bathrooms (both with showers), and 2 separate WCs with wash hand basins (one of the WCs can be contained within one of the bathrooms).
11-15	Where reasonably practicable, 1 wash hand basin required in each sleeping room plus 3 bathrooms (all with showers) and 3 separate WCs with wash hand basins (can be contained in 2 of the bathrooms).

Table 32.2

## Furnishings and Fittings

**32.11** Where furnishings and fittings are provided they should be of good standard and comply with current legislation. The following is suggested:

Living Room	Bedroom
3 piece suite or easy chairs for the number of occupants	Double or single bed with mattress
Curtains	Wardrobe
Carpet	Dressing table/chest of drawers
Small table/coffee table	Curtains
Dining table and chairs (unless provided elsewhere)	Carpet

Table 32.3

## Natural and Artificial Lighting

**32.12** All habitable rooms, including kitchens with dining/living space, should have an adequate level of natural lighting. This should be provided via a clear glazed window(s) and/or door(s). The glazed area should be equivalent to at least one-tenth of the floor area.

**32.13** All habitable rooms including kitchens with dining/living space, should be at ground floor level or higher, and not at basement level.

**32.14** All working kitchens, bathrooms and WC's should be provided with a window. Windows to bathrooms and WC's are to be glazed with obscure glass.

**32.15** Adequate electric lighting is to be provided to all habitable rooms, staircases, landings, passages, kitchens, bathrooms and WC's. On stairways, landings, corridors or passageways two-way switches should be provided where necessary to illuminate the direction of travel.

**32.16** Lighting to common staircases, landings, corridors or passageways may be controlled by time switches or other devices with a similar effect but these should be set to allow adequate time for traversing.

## Ventilation

**32.17** All habitable rooms, kitchens, bathrooms and WC's should have a minimum floor to ceiling height of 2.3m (7'6"). For rooms with a sloping ceiling (such as attics) there must be a minimum height of 2.3m over at least half the floor area.

**32.18** All habitable rooms, including kitchens with dining/living space, should be adequately ventilated. This is to be done directly to the outside by a window(s). The window(s) should be capable of being opened to an adequate extent (normally defined as being an open area equivalent to one twentieth the floor area). Some part of the opening should be at least 1.75m (5'9") above the floor level.

**32.19** All working kitchens, bathrooms and WC's should comply with the above requirements, or be fitted with mechanical ventilation providing a minimum of three air changes per hour operated from the lighting circuit of the room and having a 15 minute overrun.

**32.20** Suitable and sufficient permanent ventilation should always be provided and maintained in any room in which there is a gas heating appliance.

### **Space Heating**

**32.21** Each habitable room should be provided with a fixed heating appliance (capable of heating the room to a temperature of 18 degrees centigrade when the outside temperature is 1 degree centigrade) under the direct control of the occupants. This provision should be efficient, safely designed and be so sited and guarded as to minimise the risks to health and safety. Where practicable roof spaces, storage tanks and pipework together with hot water cylinders should be insulated.

### **Power and Water Supply**

**32.22** Each habitable room and kitchen should be provided with an electrical power supply. Each living and dining room should have at least two 13 amp sockets, kitchens four sockets and other habitable rooms two sockets.

**32.23** Each self-contained unit of accommodation should have an adequate piped supply of wholesome water. Cold water should normally be supplied direct from the rising main.

### **Drainage**

**32.24** The accommodation must be provided with an effective system, both above and below ground for the drainage of foul, waste and surface water.

### **Refuse Storage**

**32.25** Provision should be made for refuse storage containers located on a hard standing with suitable access. Where there is no external space, the provision should be made within the building. The number of refuse storage containers must be sufficient for the needs of the accommodation.

Health and Safety

**32.26** All habitable rooms should be provided on the ground floor or higher.

**32.27** Each self-contained unit should be provided within an environment that is safe and healthy for any potential occupier or visitor. The structure, associated outbuildings, gardens, yards, amenity space and means of access will be assessed using the Housing Health and Safety Rating System (HHSRS).

**32.28** All utilities (water, gas and electricity) installations within the building should be safe, in a proper working order and tested in accordance with regulation.

### **Access and Security**

**32.29** All external doors and frames must be secure and fitted with five-lever mortise deadlocks and provided with a door chain or viewer. All locks on final exit doors should be openable from the inside without the use of a key.

**32.30** All accessible windows shall be secure and fitted with window locks.

**32.31** Access to each self-contained unit should be via 'a single front door' from any common area, and each unit should contain the standard amenities for the exclusive use of all occupants (although occupants within the same unit may share these amenities).

### **Means of Escape and Other Fire Precautions**

**32.32** The accommodation must comply with current Building regulations. Further information on standards can be found in *Lacors:Housing – Fire Safety: Guidance on Fire Safety Provisions for certain types of existing Housing*.

### **External Areas**

**32.33** All external areas within the curtilage of the accommodation should be kept in a neat and tidy condition at all times.



# Development Management Policies and Land Allocations

Draft Local Plan for Lancaster District  
Part B Land Allocations DPD – Draft Preferred Option (Advanced draft)



**Shaping  
a better future**



**Shaping  
better development**



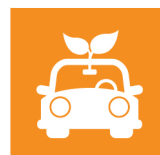
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a better economy**



**Shaping  
the urban future**



**Shaping  
a greener future**



**Shaping  
a sustainable future**



**Shaping  
the rural future**



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## 1 Glossary

This glossary provides terms and references which will be of use whilst reading this document. The following terms included here supplement and compliment the definitions found within Annex 2 of the National Planning Policy Framework (NPPF). It does not seek to replace terms described within the NPPF and should be read in conjunction with the NPPF.

**Adoption** - The point at which the final version of the document is agreed by council for planning.

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

**Air Quality Management Area (AQMA)** - Are areas which suffer from significant levels of air pollution, these are primarily found within town centre locations or industrial areas. To counter the issues of poor air quality, management plans are prepared by the local authority to address these issues and lower pollution levels. In Lancaster district there are three AQMA's at Lancaster Town Centre, Galgate and Central Carnforth where the main sources of air pollution arising from high levels of traffic and congestion.

**Amenity** - A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and their settings, or less tangible factors such as tranquillity can all be considered as an amenity asset.

**Annual Monitoring Report (AMR)** - Is a document produced on an annual basis to report on the preparation of local development documents and how successful the implementation of policies have been.

**Area Action Plan (AAP)** - Is a Development Plan Document which relates to a specific area or place. Lancaster City Council are currently preparing an AAP which relates to the regeneration of Central Morecambe.

**Area of Outstanding Natural Beauty (AONB)** - Are areas which have been designated and protected because of their landscape and environmental importance, there are town AONB's in the district at Arnside / Silverdale and the Forest of Bowland.

**Biodiversity** - The whole variety of life on Earth, biodiversity can relate to all species of plants and animals and the ecosystems and habitats that there are part of.

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

**Biological Heritage Site (BHS)** - Is a designation made by Lancashire County Council which identifies valuable local habitats such as ancient woodland, species of rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened plants and animals.

**BRE Environmental Assessment Method (BREEAM)** - a voluntary measurement rating for green buildings established by the Building Research Establishment (BRE).

**Brownfield** - Also known as Previously Developed Land (PDL). The regeneration of these site is recognised as a priority within the local plan system although this is challenged within the current economic climate.

**Caravan development** - Includes the creation / extension or adaptation of land which is used for the purposes of accommodating both static or touring caravans. This can also include development which is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.

**Civic space** - Are public spaces located in central and accessible locations which can help shape a sense of place and be a focal point for the community.

**Communities** - Are a group of socially interacting people, this interacting people, this interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that share the same common interest or values.

**Community Infrastructure Levy (CIL)** - Is a method of developers financially contributing toward improvements to physical infrastructure. This will supplement the financial sums requested from Section 106 which make development proposals achievable and deliverable. The levy will include an action plan which will set out prioritise on how money collected will be spent and a charging schedule setting out the charges for differing types of development in different places.

**Comparison shopping** - Relate to items not obtained on a frequent basis, these include footwear, household and recreational goods.

**Conservation area** - An area which has been designated for its special architectural and / or historical interest, the character or appearance of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of an areas as a whole.

**Convenience shopping** - Relate to everyday essential items, including confectionery, food, drinks, newspapers and magazines.

**Core Strategy** - This is a key document with the local planning system, the document sets out strategic policy guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in the summer of 2008.

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

**Development brief** - Document providing detailed information to guide developers on the type of development, design and layout constraints and other requirements for a particular site.

**Development Plan Documents (DPD)** - Are spatial planning documents which are prepared by the local authority. They sit below the Core Strategy in strategic importance but remain subject to public consultation and independent Inquiry. Both the Land Allocations and Development Management documents are classed as Development Plan Documents.

**Discounted market housing** - Homes sold at a discounted price with the level of discount differing from scheme to scheme depending on house prices in the different locations, and according to eligibility criteria agreed between the council and the developer.

**Economic development** - development which includes all those uses within use class B, public and community uses and main town centre uses (excluding housing development)

**Edge of centre** - A retail location that is well connected and up to 300 metres from the primary shopping area. For all other main town centre uses, a location within 300 metres of the a town centre boundary. For office development, this includes locations outside the town centre but within 500metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

**Enabling development** - Development that may be unacceptable in planning terms that produces public benefits that provide exceptional circumstances to justify it being carried out. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.

**Equalities Impact Assessment (EqIA)** - Is an assessment that understands the implications to health arising from the preparation of a development plan policy or allocation.

**Flood Risk Assessments (FRA)** - Are assessments which identify the risk to a site / premises from flooding, these assessments are required on proposals which are of particular size or in a particular location.

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

**Green infrastructure** - Are a network of environmental assets that can work to support sustainability and quality of life to a locality through social, economic and environmental benefits. This is elaborated further on through the Development Management DPD (Policy EN1).

**Greenfield** - Land that has not been previously developed; greenfield land is characterised by open countryside and agricultural land.

**Habitats Regulations Assessment (HRA)** - Sometimes referred to as 'Appropriate Assessment'. This assesses the impacts of development proposals / policies on Natura 2000 sites (these are Special Areas of Conservation and Special Protection Areas including RAMSAR sites). Each Development Plan Document is required to undertake such an assessment, including this Land Allocation DPD.



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

**Heritage asset** - Refers to all features in the historic environment which retain a heritage value, this can include buildings, settings geological features, parks and gardens, trees and landscapes.

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

**Infrastructure Delivery Plan (IDP)** - Deals with the need for new infrastructure, setting out current and future needs for projects such as new schools, road improvements, improvements to open space and improvements to utilities infrastructure such as water mains or sewers. The aim of the IDP is to give a clear indication of infrastructure pressures and how new development will have to assist in mitigating or alleviating these pressures.

**Key services** - In a rural context key services include a Post Office, basic shop, primary school and bus stop.

**Key workers** - Essential public sector workers such as nurses, teachers and social workers.

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

**Local Development Documents** - This is a collective terms for Development Plan Documents including the Core Strategy, Land Allocations DPD, Development Management DPD, Area Action Plans, Proposals Maps and Supplementary Planning Documents.

**Local Development Scheme (LDS)** - A document which sets out the council's programme and timescales for preparing and adopting Local Development Documents (excluding Supplementary Planning Documents).

**Local or neighbourhood centre** - These include a range of small shops which serve a local area or catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and laundrette. In rural areas, larger villages may perform the role of a local centre.

**Local services** - These are the range of services that help to enhance the sustainability of an area or settlement. In a rural context local services are those other than key services, and might include access to health care facilities (GP, pharmacy, prescription service), access to education (nursery, creche, primary or secondary school), local business (grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, public house, church hall) and access to sports facilities.

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

**Localism** - Is a term used by the current Government to encourage local people and communities to take more ownership of local issues. In terms of planning, playing a greater role in shaping the future of their own communities through the preparation of Neighbourhood Plans.

**Major development** - This consists of 10 or more dwellings or more than 1,000sqm of floorspace on one site. The full definition is provided in ' The town and Country Planning (General Development Procedure) Order 1995 (as amended).

**National Planning Policy Framework (NPPF)** - New national planning policy document prepared by central Government and adopted in March 2012. The framework establishes central government planning policy for the country replacing previous Planning Policy Statements and Planning Policy Guidance with a single planning document.

**Neighbourhood planning** - In light of the Localism agenda, neighbourhood plans can be prepared by local communities, particularly Parish Councils, which can promote and have a greater say on where development should be located in their communities.

**Night-time economy** - Activity which happen within town centre locations after 5pm (the end of the normal working day), such activities will be predominantly be leisure orientated and may involve uses such as restaurants, the Arts, bars and cafes.

**Planning Policy Guidance (PPG)** - Established previous national planning policy across a number of topic areas. These have gradually been superseded by Planning Policy Statements which themselves have now been superseded by the new National Planning Policy Framework for the country/

**Planning Policy Statements (PPS)** - As with Planning Policy Guidance, these documents provided guidance on particular planning topics or issues. They have now been replaced by the new National Planning Policy Framework for the district.

**Proposal Map** - This will accompany the Land Allocations DPD and will provide a visual aid to identify where land has been allocated for development, or where land has been protected because of its environment, social or economic value.

**Public realm** - Are areas of public space which can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in a urban or rural location.

**RAMSAR** - Is an international environmental designation which protects wetland habitat for its environmental importance and value.

**Regional Spatial Strategies (RSS)** - Prepared by the former Regional Government Agencies (in the case of this region 4NW or North West Regional Assembly). Regional Spatial Strategies provided planning guidance at a regional level and set a series of development targets for each local authority area. Following a change in Government in 2009 a decision was taken to abolish regional government agencies (including 4NW) and Regional Spatial Strategies - relying on a more local approach to planning through the local plan system. RSS documents at this time do still have very limited validity as the move to abolish them moves through the courts, this process is now reaching its conclusion. The evidence base work that underpinned the strategy will remain valid until the information it contains becomes out of date.

**Regionally Important Geological Sites (RIGS)** - These are locally designated site which are of importance for their geodiversity (geology and geomorphology).

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

**Settlement hierarchy** - This is set out in Policies SC2 & SC3 of the Lancaster District Core Strategy, settlements have been categorised in a hierarchy based on the range of services facilities and employment opportunities in the settlement.

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

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

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

**Strategic Housing Land Availability Assessment (SHLAA)** - A study intended to assess the overall potential for housing development in the area, including the identification of specific sites with a development potential over the next 15 years. This was produced by the council in 2009.

**Strategic Housing Market Assessment (SHMA)** - Is a study intended to review the existing housing market in an area, consider the nature of future need for market and affordable housing and to inform policy development. This was prepared by the council in 2008.

**Strategic Flood Risk Assessment (SFRA)** - Is an assessment that sets out the risks of flooding within the district, whether from rivers coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a

locality. Further assessment work may be required from proposals which are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA was originally prepared in 2007 and reviewed in 2012.

**Sustainability Appraisal (SA)** - The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process. The purpose of Sustainability Appraisal is to appraise the social, environmental and economic effects of the strategies and policies in the Local Development Documents from the outset of the preparation process. This will ensure that decisions are made that accord with sustainability principles.

**Sustainable development** - In broad terms this means development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The NPPF describes the three dimensions of sustainable development in more detail addressing economic development, social development and environmental development.

**Visitor accommodation** - Refers to the range of accommodation available to visitors to the district, this can include hotels, guest houses, bed and breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.

## 2 Introduction

### Background

2.1 The local planning system provides local guidance for planning within the district of Lancaster. Through a series of new planning policy documents the council is looking to revise and update its existing planning policy framework providing up to date information on the planning policies that will be used to determine planning applications and the areas of the district that will be allocated for development as well as those areas that will be protected. These documents will eventually replace the Lancaster District Local Plan, which was adopted by the council in April 2004.

2.2 The Core Strategy, the first document in this new framework, was adopted by the Council in July 2008. This sets out the vision and strategic planning policies to direct and guide development in the district until 2023. The Core Strategy document can be viewed at the Council Offices or via the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

2.3 The council is now looking to add to the detail of the Core Strategy through the preparation of further local planning policy documents. This includes the Development Management Policies Document which establishes the detailed policies that planning applications will be assessed against; the Land Allocations Document which will allocate land for future development needs as well as identifying those areas of economic, environmental and/or social importance which should be protected; and an Area Action Plan (AAP) for Morecambe which will provide a more detailed planning framework for the regeneration priority area of Morecambe.

2.4 Together with the Core Strategy these documents will establish the planning policy framework for the district for the next 15 years, providing increased certainty and guidance for developers and members of the public on both the location of development and the detailed design and sustainability principles that development must achieve. Together they will form the new Local Plan for the district.

2.5 This document relates to the preparation of the Land Allocations document. Separate policies are available for the Development Management document and Morecambe Area Action Plan. Whilst these documents are separate they are being prepared con-currently and there are overlaps between the site-specific policies contained in this Land Allocations DPD and the generic development policies contained in the Development Management DPD. When considering the impacts of development proposals documents should be read in conjunction.

### What is the Land Allocations Document?

2.6 Once adopted the Land Allocations document will identify the locations for housing, future employment, leisure and retail opportunities in the district. It will also identify the boundary of the main urban area as well as areas of environmental, recreation and historical importance which should be protected and enhanced. It is the document where lines get drawn on a map, providing certainty for residents as well as a clear direction for developers and investors on where future development will be directed.

**2.7** The Land Allocations document will, upon adoption, replace planning policies and allocations contained within the Strike-through Edition of the Lancaster District Local Plan, which was issued by the Council in September 2008.

**2.8** The Land Allocations document describes how the council will deliver its vision for strong and vibrant communities by making sure that the right development takes place in the right location at the right time, meeting the needs of the district whilst also respecting and enhancing the natural and built fabric which make the district unique.

**2.9** To help in the preparation of the Land Allocations document the council has prepared the following vision:

***'The council through the Land Allocations document will seek to create a framework for the delivery of strong and vibrant communities which enhances and protects the natural and built environment and supports sustainable growth within Lancaster district, ensuring that existing and future community needs are met'.***

**2.10** A series of objectives have been prepared to support this vision. Objectives were first suggested through the Combined Scoping stages in 2010. Since then the objectives have been refined by user groups and via the Sustainability Process. The objectives for the Land Allocations document are described below.

Identify and prioritise the sites necessary to meet the sustainable development needs of the district
Identify the natural and built assets which should be protected and enhanced
Identify the key design, environmental and infrastructure requirements for sites including the consideration of community safety issues
Ensure that new development is deliverable within an identified timescale

Table 2.1 Land Allocation Objectives

**2.11** Following earlier consultation on a 'Developing the Options' topic paper, which took place in the summer of 2011, the council have now prepared a more detailed framework for the Land Allocations document setting out clearly how the council propose, through the allocation of land, to meet the future development requirements in the district as well as identifying which sites and areas it believes should be protected and safeguarded from development.

**2.12** Whilst scope for revision of this document still exists, the council believe that this document addresses the key issues for the district and represents the best option to meet future development needs whilst at the same time ensuring that the districts rich and diverse environmental and historic assets are protected and where possible enhanced.



## 3 Relationship with the Core Strategy and Other Development Plan Documents

3.1 The suggested allocations and policies which are contained within this document will play an important role in delivering the wider visions and objectives for the district outlined in the adopted Lancaster District's Core Strategy.

### Core Strategy Vision

#### A sustainable self contained and varied group of communities comprising

- **Morecambe and Heysham** - A confident community with a regenerated living, working and leisure environment;
- **Lancaster** - A prosperous historic city with a thriving knowledge economy;
- **Carnforth** - A successful market town and service centre for North Lancashire and South Cumbria; and
- A conserved, enhanced and diversified **coast and countryside** with a network of vibrant rural communities.

**Which will lead the North West in its quality of life and environmental and design standards and within which sustainable housing, economic and retail development to meet local needs will be supported.**

3.2 The suggested policies in this document provide additional detail and guidance on how the Council will implement policies and advice contained within the Lancaster District Core Strategy through both the allocation of land for future development purposes and the identification of land which should be protected for its environmental, economic or social value. The two documents should therefore be read in conjunction with one another.

3.3 It should be clear that whilst the Core Strategy continues to provide a strategic direction to planning in the District circumstances have changed since the document was originally adopted in 2008, particularly in relation to the economy and the impacts that this has had on developer viability at both the local and national level. These changes have had a significant effect on the ability of the planning system to meet future development needs.

### The Partial Review of the Lancaster District Core Strategy

3.4 The Lancaster District Core Strategy was submitted for examination in 2007, and following independent examination in Spring 2008, was formally adopted by the Council in July 2008. The Core Strategy was prepared in very different economic circumstances to those which the whole country is experiencing now in 2012. The Core Strategy was prepared at a time when expectations on the use of previously development land (pdl) were viewed to be financially deliverable and a sustainable realistic proposition for growth. It was a time when developers could expect households to be able to borrow the finance needed to meet their housing requirements and in turn developers could readily borrow to fund development.

**3.5** The Core Strategy therefore anticipated the early redevelopment of many significant brownfield and regeneration sites such as Lancaster Moor North, and Luneside East. However, whilst progress is being made on the delivery of such sites, development viability is much more challenging and this has been reflected in the exceptionally low level of housing development completions that have been recorded in recent years, the lowest level of which were recorded in the 2010/2011 financial year with just 79 new dwellings completed.

**3.6** Following the adoption of the Core Strategy in 2008 a number of important elements of the local evidence base needed to be prepared in order to advance the preparation of both the Land Allocations DPD and the Development Management DPD, these include:

- Lancaster District Strategic Housing Land Availability Assessment (SHLAA). This was published in 2009 and identified the need for urban extensions to be considered to meet housing required in the latter years of the Core Strategy's 15 year period;
- Affordable Housing Viability Assessment. This was produced in 2010 and demonstrated that, over the 15 year plan period, the councils expectation for affordable housing proposals is supported by an assessment of local development viability; and
- Housing Needs and Demand Study. This was published in 2011 and demonstrated that there is much greater demand for market housing and the need for affordable housing that the Council is planning to deliver in the plan period. Thus, even if the Core Strategy objective of delivering 400 new homes per year was met this would only partially address demand and need.

**3.7** All the assessment work mentioned above can be found on the Council planning policy web pages at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

**3.8** To address changes in the economy and the associated challenges that such changes bring, the Council is seeking to re-visit some elements of the Lancaster District Core Strategy through the preparation of both the Land Allocations DPD and Development Management DPD, these elements include the following issues set out in paragraphs below.

**3.9** The changes in the economy, nationally and locally, have placed significant challenges on the delivery of brownfield land for development. Brownfield sites have not been coming forward at the volume and pace that it had been anticipated within the Core Strategy. Thus, whilst it was previously understood that decisions on the identification of urban extensions might not be something that would be required until much later in the plan period it is now felt that their early deliver will be unavoidable. Therefore the Council will have to consider the early phasing of delivering Urban Extension / Greenfield sites to address the acute housing requirements found in the District.

**3.10** The Core Strategy established a set of eight rural settlements through Policy SC3. These were those villages which were deemed to be sustainable because they incorporated 5 basic services (including a GP, Primary School, Food Shop, Post Office and Bus Stop) and included the following villages Bolton-le-Sands, Caton & Brookhouse, Halton, Hornby, Wray, Slyne-with-Hest, Silverdale and Galgate. These settlements were considered to be sustainable in the Core Strategy and development was encouraged to be directed to these locations. Evidence however indicates that few development proposals have come forward in these identified settlements to meet rural needs, whilst potential proposals that could meet



such needs has been put forward in other settlements which whilst not containing all the identified services of Policy SC3 still maintain a good level of service provision, or have good access to services in neighbouring settlements. The delivery of development to meet local needs in rural areas could therefore be enhanced by a more flexible approach that takes into account local services in a more informed and flexible manner.

**3.11** As already discussed, the Core Strategy seeks to deliver a policy of urban concentration, Policy SC2 of the Core Strategy states that such a policy approach would mean 90% of development would be achieved within Morecambe, Lancaster, Heysham and Carnforth. Consequently the rural areas, including the eight rural settlements mentioned above, would accommodate only 10% of the overall volume of development. Whilst this would of course deliver a very significant degree of urban concentration it does not necessarily reflect what the Council understand about the actual demand, and more particularly the need for housing in rural areas.

**3.12** Whilst the Council, through the preparation of the Land Allocations and Development Management DPD, are to revisit three elements of the Core Strategy set out above, there is no intention of reviewing any other aspects of the Core Strategy or reviewing the Core Strategy as a whole. The other policy approaches within the Core Strategy are built upon robust evidence base and have not been affected by changes in circumstances or economic conditions.

*How will the Partial Review of the Core Strategy affect the Land Allocations DPD?*

**3.13** Many of the implications of the Partial Review will be considered through the preparation of the Land Allocations document, particularly in relation to the suggested allocation of development on greenfield sites on the edge of the urban area of Lancaster, and in relation to the distribution of sites between the urban and rural areas of the district.

**3.14** The Land Allocations document is responsible for ensuring that sufficient deliverable sites are identified to meet the future development needs of the district. The viability of sites is a key consideration in assessing this.

**3.15** As described above challenged economic circumstances mean that the council is unable to identify a sufficient supply of deliverable housing sites to meet the council's longer term housing needs. Thus, whilst it was previously understood that decisions on the identification of urban extension sites would not be required until after 2023/24 it is now considered to be unavoidable that the phasing of urban extension/greenfield sites to meet the housing requirements of the Core Strategy will be required within the lifetime of the current plan.

**3.16** Following a review of all development opportunities in the district it is evident that the only deliverable option to meet the longer term development needs of the district are the three strategic extension sites of Grab Lane, Whinney Carr and Bailrigg.

**3.17** If additional housing is not provided at these sites then it will not be provided at all as there are no other deliverable sites remaining to accommodate the level of development required. All other possible housing options have already been accounted for in capacity and deliverability calculations. Further opportunities in the district are noted to be particularly

challenged either by natural constraints such as rivers, coasts or floodplains or physical constraints such as motorways, railways and canals or by other policy designations such as green belt policy.

### **Relationship with other Development Plan Documents**

#### *The Development Management document*

**3.18** In conjunction with preparation of the Land Allocations document the council has also prepared a draft Development Management document. This document includes policy provisions to encourage the delivery of high quality development which meets the future development needs of the district. The document also sets out a clear policy framework for ensuring that those assets important to the district, whether that be environmental, historical or townscape assets, are protected and where possible enhanced.

**3.19** In view of the review of key village settlements in the Core Strategy the document provides a more flexible approach to meeting development needs, supporting additional development in sustainable locations in both urban and rural locations.

**3.20** The Development Management document contains generic policies for the district applicable to all locations and all types of development. These supplement the site specific policies contained in the Land Allocations document, which sets out specific policies for sites tailored to the individual characteristics and constraints of sites. Both documents should be referred to when considered when assessing proposals.

#### *Morecambe Area Action Plan (AAP)*

**3.21** The council, through Policy ER2 of the Core Strategy, have identified the regeneration and enhancement of Morecambe as a regeneration priority area of sub-regional importance. To address this priority the council are in the process of preparing an Area Action Plan (AAP) which will address the issues of regeneration in Central Morecambe.

**3.22** The Area Action Plan will set out a strategy for future regeneration in Central Morecambe and, where necessary and appropriate, will identify land allocations and set policy content which will have specific relevance to this local area. Any proposals for Central Morecambe, within the defined boundaries of the Area Action Plan shown in the Land Allocations DPD will still be expected to have due consideration for all relevant policy within the Development Management DPD unless specific policies within the AAP direct otherwise.

#### *Lancashire Minerals and Waste Local Development Framework*

**3.23** Development plan policies prepared by Lancashire County Council as part of the Minerals and Waste Development Plan also forms part of the Development Plan for the district. Documents within the Lancashire Minerals and Waste Plan provide planning policy guidance for waste and mineral development across the county providing detailed planning policies as well as identifying land which is allocated for minerals and waste development.

**3.24** Lancashire County Council are presently in the process of reviewing the existing Minerals and Waste Local Plan for the county. The Minerals and Waste Core Strategy was adopted in February 2009. This document sets the long terms spatial vision for waste and mineral planning across the county and the strategic policies that will be used to deliver it.

**3.25** The county council are now looking to add to the detail of the Core Strategy preparing the Site Allocations and Development Management Policies document. This has already been subject to several stages of consultation and engagement and was submitted to the Secretary of State for examination in May 2011. The examination process is currently ongoing.

**3.26** The Site Allocations and Development Management Policies Document on adoption will have significant implications for the district with minerals and waste allocations in the district required to be shown on the proposals map prepared by the city council and the city council responsible for ensuring that the planning applications which it determines are consistent with the allocations and development management policies of the waste and minerals document.

**3.27** The city council will keep under review the preparation of the Minerals and Waste Site Allocations and Development Management Policies document and update its own policy documents accordingly.

## 4 Consultation Details

### How do I have my say?

**4.1** The preparation of new local planning policy documents is a significant exercise for the council having major implication for every resident in the district. When finalised the documents will be used to determine all future planning applications determining the detailed design and sustainability criteria that will be used to assess proposals as well setting out the distribution and location of new major proposals for residential, employment and retail development. It will also provide the framework that will be used to ensure that those assets, whether of recreational, environmental or historical importance, are identified and protected from future development.

**4.2** It is therefore really important that you let us know what you think.

**4.3** There are a variety of ways that you can get involved in this.

**1**

**If you have access to a computer we recommend you use our Objective consultation system which allows you to simply and effectively comment on a particular paragraph or policy within the document.**

**The council will also accept email and written comments on the document. These should be sent to the following address [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk) or**

**Lancaster City Council**

**Planning and Housing Policy Team**

**Regeneration and Policy Service**

**Lancaster Town Hall**

**Dalton Square**

**Lancaster**

**LA1 1QR**

**4.4** If you wish to be kept informed of the ongoing work by the Planning Policy Team you can do so via the Council website or via our Facebook pages 'Shaping a Better Future for Lancaster District'. Alternatively you can join our LDF Database, where we will seek to email your updates of progress being made. To join the Database please contact the Planning Policy Team on 01524 582383 or [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk).

## 5 Next Steps

**5.1** Following this consultation period the council will analyse and review all comments that have been received in terms of the implications that they have on the content of the Land Allocations DPD.

**5.2** In reviewing the scope, detail and nature of the comments received the council will then prepare a formal 'Publication' version of the Land Allocations DPD which will again be subject to public consultation. The Publication draft, along with any outstanding comments that have not been addressed within the refinement process will then be submitted to the Secretary of State for formal consideration.

**5.3** The aim of the local planning system is to ensure that there is local ownership and support by the majority for the documents that are published. This can only be achieved through engagement with the community and recognition that people's views and opinions must be taken into account in the preparation of plans and policies.

**5.4** In preparing this Land Allocations DPD the council will endeavour to recognise the views and opinions of all sections of the local community as far as possible. However, it is realistic that the competing and, in many cases, opposing views on approaches to planning policy will mean that the finalised document will not be satisfactory for all. The council in its role as local planning authority will work to ensure that in making decisions on policy or land allocations the most suitable and sustainable policy and allocations are prepared.

**5.5** Full public consultation will take place on the 'Publication' version of the Land Allocations DPD, interested parties will again be asked to comment on the finalised DPD. Following the completion of this consultation process the document, and all outstanding objections will be submitted to the Secretary of State for independent examination. This examination process will involve the appointment of an independent Planning Inspector who through hearing sessions will consider the content of the document and the comments received.

**5.6** The Planning Inspector will make a final and independent decision on the 'Soundness' of the document and whether it is appropriate for the document to be formally adopted by the council. Should the document be found sound by the Planning Inspector it will be then for the council to formally adopt the document for planning purposes. At this point the document will formally replace the guidance and policy currently found in the Lancaster District Local Plan.

**5.7** Set out below is a draft timetable for the production of the Land Allocations DPD. Whilst the council will seek to keep to the timescales set out below there may be issues and circumstances which dictate changes to this timetable. Any changes to timetabling can be found when visiting the planning policy pages at the council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

Task	Timescale
Consultation on a Draft DPD	August - October 2012
Consultation on a 'Publication' Version of the DPD	Spring 2013
Submission of the DPD to the Secretary of State	Late 2013
Anticipated Date for Public Inquiry into the DPD	Autumn 2013
Anticipated Date For the Adoption of the DPD	Spring 2014

Table 5.1 : Proposed Timescales for the Land Allocations DPD

**5.8** The council will ensure that interested parties are kept informed of the progress of the DPD via the council's website and via updates to the LDF Database.

## 6 Areas of Strategic Growth

**6.1** One of the main requirements of the Land Allocations document is the identification of a sufficient supply of deliverable sites to meet the district's future needs for housing, employment and retailing. Through a mix of development sites the Land Allocations document proposes a number of allocations through which the development needs of the district will be met.

**6.2** In undertaking this work the council has identified four key areas of growth across the district. These are those areas which contain a number of development opportunities which together have the potential to significantly contribute to meeting the development needs of the district and sustainability objectives of the Core Strategy.

**6.3** The following areas of growth have been identified:

- South Lancaster
- East Lancaster
- Central and West Lancaster
- South Heysham

**6.4** The next section provides information on the development sites located in each of these growth areas and the detailed planning policies that the council considers should be applied when considering proposals within them.



## 7 South Lancaster Introduction

7.1 Through its work on 'Developing the Options' the council has identified a number of development opportunities for growth in South Lancaster. Together these sites offer significant opportunity to meet the development needs of the district through a comprehensive and well planned approach, incorporating sensitively designed and mixed use development which complement and support each other and help deliver sustainable communities for the future.

7.2 The following development sites have been identified in this area:

- Land at Whinney Carr;
- Land at Bailrigg;
- Lancaster University Science Park; and
- Lancaster University

7.3 Detailed planning policies have been prepared for each of these sites, these are described in the next section.

7.4 Whilst supporting growth in this area the council recognises that development opportunities are currently restricted by capacity issues on the A6 transport corridor with this route already noted to be at capacity. Support for additional growth is therefore dependent on a strategic solution to this issue being delivered. Unless this is delivered the council will not support additional proposals for growth with any additional development unsustainable within the current highway network.

7.5 Opportunities to overcome this issue are under investigation with the council confident that through discussions with Lancashire County Council Highways a comprehensive approach to development a strategic solution can be delivered. Central to this approach is the delivery of a new road over the West Coast Mainline connecting the A6 and the A588. The delivery of this route would serve to reduce the load on the main A6 road dispersing movement and providing relief to the main transport corridor serving the City.

7.6 The council recognises that the delivery of this road is critical to future growth in South Lancaster, delivering a solution that facilitates growth as well as wider benefits for local amenity. The delivery of this road is however reliant on a comprehensive approach to development considering all allocated development sites in this area with each contributing to the delivery of a strategic solution to current highway capacity constraints.

7.7 In addition to the delivery of a strategic highway solution the council are aware that there are a number of standard issues applicable to each of the development sites. A generic policy applicable to each of the development sites suggested for allocation in South Lancaster has therefore been prepared, Policy SOUTH1. This details the key requirements that all key sites in South Lancaster will be required to meet.



## 8 Policy SOUTH1

### Policy SOUTH1 South Lancaster

In delivering future proposals for growth the city council will require all sites allocated in the Lancaster South area to address the following issues:

I. The delivery of a strategic solution to existing highway capacity constraints on the A6 transport corridor. Central to this will be the delivery of a new road connecting the A6 and the A588 (Ashton Road). The road will be required to meet the design and safety requirements of Lancashire County Council with all parties required to enter into a legal agreement to secure delivery;

II. The delivery of a sustainable transport package integrating development proposals with the surrounding network of public transport, cycle and pedestrian network, creating strong links through each of the sites, adjacent development proposals and the existing urban area;

III. The relationship of each of the sites with existing and planned adjacent development identifying how through design and access arrangements future development will enhance and complement each other and integrate with the surrounding area including existing residential areas;

IV. Cumulative issues relating to service and infrastructure provision. Future proposals will be required to address infrastructure issues including education and health care provision where identified as being necessary to support the level of development proposed. This will also include the provision of any utility infrastructure identified as being necessary to support development in this area; and

V. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency. The feasibility of district heating systems for this area should be investigated as part of future proposals for growth.

**8.1** South Lancaster has been identified as a potential area of growth in the district with opportunity to provide significant residential development as well as employment opportunities at the Lancaster University Science Park and Lancaster University.

**8.2** Whilst supporting growth in this area the council recognise that future opportunities are limited by the existing highway network corridor with additional capacity unavailable to support the level of development projected. Delivery is therefore dependent on a strategic solution being provided. Whilst the provision of sustainable transport measures provides some opportunities this alone is insufficient to deliver the capacity needed to support growth in this area.

**8.3** Through discussions with Lancashire County Council the council recognises that a strategic solution to highways issues is required with the delivery of a new road over the West Coast mainline connecting the A6 and the A588 identified as being critical to support future growth in South Lancaster.

**8.4** The delivery of this road is reliant on a comprehensive approach to delivery being agreed by all parties with each required to demonstrate how they will facilitate the delivery of a strategic solution to current highway constraints in this area.

**8.5** In delivering growth in this area the council will look to secure development that delivers truly sustainable communities with development required to demonstrate high levels of sustainability. The provision of sustainable transport measures and sustainable construction and design will be central to this.

**8.6** The presence of a number of development sites within this area is also viewed to provide a critical mass and mix of uses which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

## 9 Policy SL1 - Whinney Carr

### **Land at Whinney Carr, South Lancaster**

Land identified as Whinney Carr on the proposals map is allocated as a site for residential-led development. The council expect approximately 900 dwellings to be constructed on this site.

The council will prepare a Development Brief to guide the development of this site. Proposals should be prepared in the context of this brief and taken forward through a comprehensive masterplan for the whole site addressing issues of phasing and local infrastructure constraints as set out within the brief.

In preparing the Development Brief the council will require the following issues to be addressed:

- i. The managed and phased release of the site having regard to the required infrastructure to support the site;
- ii. The submission of a detailed design statement recognising the prominent and sensitive location of Whinney Carr as a gateway site on the southern entrance into Lancaster. Design and landscaping of the site should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for residents;
- iii. The relationship of the site with existing and planned adjacent developments, identifying how through design and access arrangements future development will enhance and integrate with the surrounding area including the existing residential area of Scotforth, the proposed Bailrigg site, Lancaster University and the proposed Lancaster University Science Park;
- iv. Proposals should seek to create a positive inter-relationship between new development and the Lancaster Canal;
- v. The Masterplan will need to address amenity issues resulting from the noise created from the West Coast Mainline, which runs through the centre of the site;
- vi. The Masterplan will be required to demonstrate how the site will contribute to the delivery of a green network corridor with opportunities for enhancing biodiversity, recreation and leisure use investigated;
- vii. No net loss in value of adjacent Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced with new planting and habitat creation. The Masterplan should also seek to deliver positive benefits to biodiversity through the creation of habitat within the site;

- viii. Any development proposals should encourage permeability with the existing settlement area of Lancaster, incorporating and encouraging the use of cycling and walking through good linkages, both within and out of the site;
- ix. The Masterplan should be accompanied by a suitable and appropriate landscaping plan, which should seek to retain existing natural features including the topography of the site, particular the retention of important trees and the creation of landscape buffers between the proposed development and the countryside to the South and the West of the site;
- x. Proposals, through their design and construction, should seek to address and mitigate against flood risk which exists in the South-West of the site in connection with Burrow Beck. Any proposals for the Whinney Carr site will be expected to be accompanied by Flood Risk Assessment which addresses issues of flooding impact and mitigation and is acceptable to the Environment Agency;
- xi. Approximately 40% of the residential units provided will be defined as 'affordable' and will be retained as affordable in perpetuity in partnership with registered providers; and
- xii. Other key infrastructure constraints highlighted within the Development Brief should be addressed and incorporated into the Masterplan, this should address infrastructure issues such as improved educational and healthcare facilities in the locality, the creation of a sustainable local centre, improvements to the public transport infrastructure and network, the provision of open space, particularly recreational space and an area for allotment provision, and the provision of any utility infrastructure identified as being necessary to support the development.

Any comprehensive masterplan which is submitted for this site will be expected to comply with guidance established with the Development Brief for the Whinney Carr site and all relevant policy contained with the Development Management DPD.

**9.1** Land at Whinney Carr in the South of Lancaster has been identified as a site for residential development and urban growth. The site covers an area of 37 hectares and has been identified as having an indicative capacity of approximately 900 dwellings.

#### *The Site and its Surroundings*

**9.2** The Whinney Carr site consists mainly of undulating farmland, divided by hedgerows and stone walls. The main topographical feature of the site is a rounded hill or drumlin in the centre of the site. The site is bounded to the east by Scotforth Road (A6) and to the west by Ashton Road (A588) and the Lancaster Canal. Ashford Road forms part of the northern boundary and provides an existing local link between the A6 and the A588. To the south, the countryside continues toward the village of Galgate. The West Coast Mainline dissects the site running north to south and serves to isolate the western section of the site from the main A6 road. Land to the east of the railway now benefits from planning permission for a food store.

**9.3** The site is located on the urban fringes of Lancaster and would form an urban extension to the suburb of Scotforth. The allocation site is approximately equidistant between Lancaster City Centre to the north and Lancaster University to the south, both approximately 2km - 2.5km from the Whinney Carr site. There is significant potential for further development in the South of Lancaster with Land at Bailrigg Lane allocated for further housing growth and Lancaster University Science Park allocated for high technology knowledge based industries. The council will expect all development proposals in the South of Lancaster to address cumulative issues and provide cumulative benefits to the wider South Lancaster area.

*Issues to be Addressed through Land Allocation*

**9.4** In allocating this site for development purposes the council recognises the potential that this site provides to helping meet the district's long term housing needs through a well planned, comprehensive development of the site. The council will expect Masterplan proposals to come forward for the entire Whinney Carr site recognising the interlinked issues that need to be addressed for the site to come forward, particularly in relating to access issues and the delivery of a link road between the A6 and A588. The council will not permit the piecemeal development of the Whinney Carr site and will only support proposals which deliver a phased approach to development based on a wider masterplan for the entire site.

**9.5** Occupying a prominent location on the entrance to Lancaster the council will look to secure development that positively adds to this area, particularly on the gateway site on land south of Lawson's Bridge which creates an attractive entrance into the city from the A6, the main southern approach to Lancaster. Development proposals should be of a high standard of design and construction and be sensitive to the edge of settlement location of this proposed site. The council will expect that any Masterplan submitted will be accompanied by a detailed landscaping plan which will set out how landscaping issues will be addressed, both within the site and the creation of appropriate buffer zones around the edge of the site. The Development Brief for the Whinney Carr site will provide further guidance on the council's approach to landscaping.

**9.6** The Allocation site should deliver a sustainable urban extension from the existing settlement area. The submitted Masterplan should demonstrate how the development will integrate with the existing urban fabric of Lancaster, encouraging permeability for walking and cycling to Scotforth, the city centre and to other adjacent development sites.

**9.7** The site is located on the urban fringes of Lancaster and would form an extension to the existing urban area. Together with the proposed Bailrigg allocation (Policy SL2) and Lancaster University Science Park (Policy SL3) the site represents significant growth in this area of the district. The council will expect all proposals in south Lancaster to address cumulative issues and provide cumulative benefits to the wider south Lancaster area.

**9.8** The submitted Masterplan will also be expected to address other key infrastructure issues as identified below:

- Providing a contribution toward to the provision of education facilities which will be located in a suitable and accessible location within the Whinney Carr allocation;

- Make provision for the necessary utility infrastructure required to support the development. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal;
- The creation of a local centre within the site which will assist in establishing the new development as a sustainable community, this local centre should include a range of community / commercial uses and should not be delivered purely as one retail unit;
- Recognising and addressing the issues of flood risk which exist to the South of the site in connection with Burrow Beck;
- Provision of open space to an appropriate scale and to address localised needs, this should include land which is set aside for allotment provision;
- Enhancements to the local public transport network and the delivery of a bus route, via the expected A6 - A588 link road, which can provide a circular route between Lancaster City Centre, the South of Lancaster and the University; and
- The proposal should seek to incorporate cycling and walking linkages within the site to encourage the use of sustainable and green modes of transport.

**9.9** In accordance with guidance provided both in the Development Management DPD and forthcoming 'Managing Housing Need' SPD that a significant proportion of the site will be delivered to meet local affordable housing needs. Accordingly the Council will expect that any submitted Masterplan should ensure that approximately 40% of the overall number of residential units provided on the site should be affordable in value and retained as affordable in perpetuity working in partnership with recognised social housing providers.

*Future Guidance for the Whinney Carr Site*

**9.10** Further detailed guidance on the requirements for this site will be provided through a Development Brief for the site. This will be a refresh of the previous design brief prepared for the Whinney Carr site. Through this the council will look to secure development that positively adds to the South of Lancaster. It will be expected that any Masterplan submitted for the site will be expected to address all key issues raised within the Development Brief.

**9.11** Furthermore, any submitted Masterplan should take into account all relevant policy guidance contained within the Development Management DPD and any relevant Supplementary Planning Documents prepared by the council.



## 10 Policy SL2 - Bailrigg Lane

### **Land off Bailrigg Lane, South Lancaster**

Land identified as Bailrigg on the proposals map is allocated as a site for mixed use development incorporating residential development and provision for university expansion at Lancaster University. The council will expect approximately 750 dwellings to be constructed on this site.

The council will prepare a Development Brief to guide the development of this site. Proposals should be prepared in the context of this brief and taken forward through a comprehensive masterplan for the whole site addressing issues of phasing and local infrastructure constraints as set out within the brief.

In preparing the Development Brief the council will require the following issues to be addressed:

- i. The managed and phased release of the site having regard to delivery of the required infrastructure to support the site;
- ii. Delivery of a secondary access road to the satisfaction of Lancashire County Council from the site to the existing residential area of Scotforth and Hala enhancing permeability and ensuring a secondary main access route for residents;
- iii. The relationship of the site with existing and planned adjacent developments identifying how through design and access arrangements future development will enhance and integrate with the surrounding area including the existing residential area of Scotforth, Bailrigg Village, Lancaster University and the Lancaster University Science Park;
- iv. Support the delivery of Lancaster University Science Park by contributing to the infrastructure needed to support this key economic project;
- v. Appropriate safeguarding to the satisfaction of National Grid from the overhead power lines which run across the site;
- vi. The submission of a detailed design statement recognising the site's prominent and sensitive location as a gateway site on the entrance into Lancaster. Design and landscaping of the site should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for residents;
- vii. No net loss in value of the Burrow Beck Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced with new planting and habitat creation. The Masterplan should also seek to deliver positive benefits to biodiversity through the creation of habitat within the site;

- viii. The protection and enhancement of identified greenspace systems running through the site identifying opportunities to secure recreation and wildlife improvements in these corridors;
- ix. The submission of a suitable and appropriate landscaping plan which retains and reinforces the existing landscape structure of the site, protecting the existing landscape pattern including existing tree planting and hedgerows and incorporating this where appropriate into future proposals;
- x. The protection in perpetuity of the allocated Key Urban Landscape (Policy GR5 Key Urban Landscapes) which runs through the eastern section of the site. Any future Masterplan will be expected to demonstrate how Key Urban Landscapes will be protected and incorporated into future design proposals;
- xi. Mitigation measures to address potential noise impacts from the M6 motorway;
- xii. Sensitive planting and landscape buffer around Bailrigg Village to help enhance the setting of the village and the potential impact of new development;
- xiii. Proposals, through their design and construction, should seek to address and mitigate against flood risk which exists along Burrow Beck. Any proposals for this site will be expected to be accompanied by a Flood Risk Assessment which addresses issues of flooding and mitigation to the satisfaction of the Environment Agency;
- xiv. Approximately 40% of the residential units provided will be 'affordable' and will be retained as affordable dwellings in perpetuity in partnership with a registered social landlord; and
- xv. Other key infrastructure constraints identified in the Development Brief should be addressed and incorporated into the Masterplan. This should address infrastructure issues such as improved education facilities and health care facilities required in the locality identified as being necessary to support the proposal, improvements to public transport infrastructure and network, the provision of open space particularly recreational space and an area for allotment provision and the provision of any utility infrastructure identified as being necessary to support the development.

Any comprehensive masterplan which is submitted to this site will be expected to comply with guidance established in the Development Brief for the Bailrigg site and all relevant policies contained in the Development Management DPD.

**10.1** Land at Bailrigg in south Lancaster has been identified as a site for residential development. The site covers an area of 32 hectares and has been identified as having an indicative capacity of approximately 750 dwellings.

#### *The Site and its Surroundings*

**10.2** Situated on undulating farmland to the south of Lancaster the site occupies a prominent location on the entrance to Lancaster and presently forms a green buffer between the residential area of Scotforth and Lancaster University and beyond. The site is bounded to the north by the existing residential area of Scotforth, the most southern suburb of Lancaster;



to the east by the M6 motorway which forms part of the strategic road network for the county and to the south by the village of Bailrigg, and, beyond that the campus of Lancaster University. The A6 runs along the western boundary of the site.

**10.3** The proposed Lancaster University Science Park is also located to the south of the site. The Science Park is identified as a potential employment allocation within this document (Policy SL4) and now benefits from planning permission for technology and knowledge based businesses. The council are working with delivery partners and Lancaster University to bring this site forward for development.

**10.4** Overhead power lines run across the site from east to west forming part of the national grid and transporting power from Heysham Nuclear Power Station to the main grid network which runs along the M6 motorway.

**10.5** The site is located on the urban fringes of Lancaster and would form an extension to the existing urban area. Together with the proposed Whinney Carr allocation (Policy SL1) and Lancaster University Science Park (Policy SL4) the site represents significant growth in this area of the district. The council will expect all proposals in south Lancaster to address cumulative issues and provide cumulative benefits to the wider south Lancaster area.

*Issues to be addressed through the Land Allocation process*

**10.6** In allocating this site for development the council recognises the potential that the site provides to helping meet the district's longer term housing needs through a well planned and sensitively designed development integrated with services and facilities in the existing residential area of Scotforth and Hala and employment opportunities at Lancaster University and the planned Lancaster University Science Park.

**10.7** Occupying a prominent location on the entrance of Lancaster the council will look to secure development that positively adds to this area of Lancaster meeting the future development needs of the district through well planned, high quality designed proposals which sensitively relate to the landscape quality of the area and address current infrastructure constraints. Development proposals should be of a high standard of design and construction and be sensitive to the sites location on the edge of the urban area. The council will expect any Masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed, both on the site and through appropriate buffers between neighbouring areas.

**10.8** With its links to the University and the planned Lancaster University Science Park the extension of this area of Lancaster offers opportunity to create a new sustainable community with close links to employment opportunities. In taking forward proposals for this site development will be required to demonstrate how it will deliver strong links with both the University and the Science Park, strengthening and enhancing the relationship of these assets with the rest of Lancaster district and encouraging enhanced sustainable transport links. Opportunity to accommodate additional development at the university is also provided in the northern part of the site should a need for growth be demonstrated.

**10.9** The submitted Masterplan will also be expected to address other key infrastructure issues as described below:

- Providing a contribution toward to the provision of education and health care facilities where a need is identified;
- Make provision for the necessary utility infrastructure required to support the development. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal;
- Recognising and addressing the issues of flood risk which exist to the north of the site in connection with Burrow Beck;
- Provision of open space to an appropriate scale and quality to address localised needs, this should include land which is set aside for allotment provision;
- Enhancements to the local public transport network and the delivery of a bus route connecting the site with the adjacent residential area of Scotforth and Hala, Lancaster City Centre and Lancaster University; and
- The proposal should seek to incorporate cycling and walking linkages within the site to encourage the use of sustainable and green modes of transport.

**10.10** In accordance with guidance provided both in the Development Management DPD and forthcoming 'Managing Housing Need' SPD that a significant proportion of the site will be delivered to meet local affordable housing needs. Accordingly the Council will expect that any submitted Masterplan should ensure that approximately 40% of the overall number of residential units provided on-site should be affordable in value and retained as affordable in perpetuity working in partnership with recognised social housing providers.

#### *Future Guidance for the Bailrigg Site*

**10.11** Detailed guidance on the requirements for this site will be provided in a Development Brief. Through this the council will look to secure development that positively adds to this area of Lancaster creating a sustainable urban extension through incorporating high quality design, sensitive landscaping and sustainable transport provision. A comprehensive masterplan detailing how the requirements of the Development Brief will be met will be a requirement for any future planning application for this site.

**10.12** Any submitted Masterplan will also be required to take account of all relevant policy guidance contained within the Development Management DPD and any relevant Supplementary Planning Documents.

## 11 Policy SL3 - Lancaster University Science Park

### Lancaster University Science Park, South Lancaster

In accordance with Policy ER1 of the Lancaster District Core Strategy the council will support the development of a high quality science park with strong linkages to the adjoining Lancaster University and adjacent Bailrigg Strategic Site (Policy SL2). The Science Park should seek to encourage growth in high technology and research and development businesses in a campus setting which visually integrates to its surroundings.

Development proposals for this site should be prepared in a comprehensive nature, through the preparation of a Masterplan for the whole Science Park site which should address the following issues:

- i. Provide good integration into the surrounding landscape, with a high standard of landscaping throughout, consistent with the adjacent University Campus and adjacent Bailrigg allocation;
- ii. The creation of an attractive entrance point to the Science Park from the A6, along with appropriate landscaping along the A6 frontage;
- iii. The creation of strong landscaping buffer between the Science Park and Bailrigg Village;
- iv. The distinctive use of high quality design and materials;
- v. The setting back of buildings from the A6 frontage by approximately 30 metres;
- vi. The protection and enhance of the course of Burrow Beck as a wildlife corridor with new planting and habitat creation;
- vii. Assessment of flood risk associated with any increased surface run-off resulting from the development;
- viii. The retention of Bailrigg Lane as a cycle/pedestrian route;
- ix. The integration of the development with the surrounding network of public transport, cycling and pedestrian linkages, with the creation of strong linkages between the Science Park, the University Campus and the adjacent Bailrigg allocation;
- x. A clear demonstration of how maximum use can be made of public transport to the site through the preparation of a Travel Plan; and
- xi. The avoidance of large areas of hardstanding and car parking, and the screening of car parking areas when viewed off-site.

The proposals for Lancaster University Science Park should pay due consideration to other relevant Local Planning Policy, including a Development Brief which was prepared for the Park in 2002 and other relevant policies contained within the Development Management DPD.

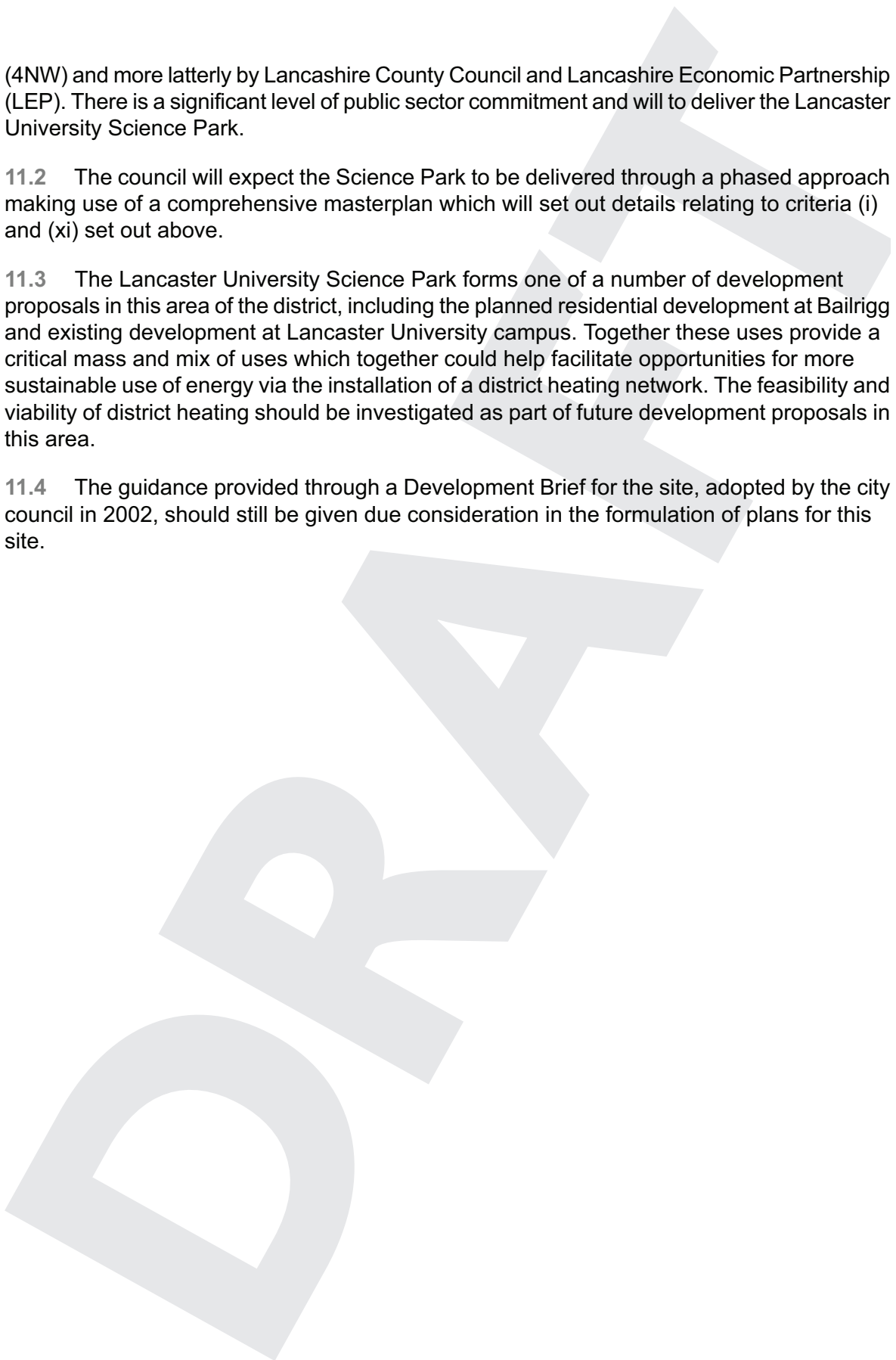
**11.1** The delivery of a high technology, campus based Science Park on land included as part of the Lancaster University campus has been a long standing aspiration of the city council. The proposal to create a Science Park of regional importance to the North West has been recognised at a regional level, formerly by the North West Regional Assembly

(4NW) and more latterly by Lancashire County Council and Lancashire Economic Partnership (LEP). There is a significant level of public sector commitment and will to deliver the Lancaster University Science Park.

**11.2** The council will expect the Science Park to be delivered through a phased approach making use of a comprehensive masterplan which will set out details relating to criteria (i) and (xi) set out above.

**11.3** The Lancaster University Science Park forms one of a number of development proposals in this area of the district, including the planned residential development at Bailrigg and existing development at Lancaster University campus. Together these uses provide a critical mass and mix of uses which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

**11.4** The guidance provided through a Development Brief for the site, adopted by the city council in 2002, should still be given due consideration in the formulation of plans for this site.



## 12 Policy SL4: Lancaster University

### Lancaster University Campus

Built development associated with the expansion of the University of Lancaster will be confined to the developable area identified on the Proposals Map as Lancaster University Campus.

The campus boundary includes the adjacent Lancaster University Science Park. This is subject to the separate policy considerations described in policy SL3 'Lancaster University Science Park'.

Development outside of the developable area will be restricted to outdoor sports facilities and small scale ancillary developments where a need for the additional development is evidenced which is unable to be accommodated within the existing developed area boundary, and where this would not result in the loss of residential amenity by encouraging parking off-campus.

Future development proposals should be taken forward through a master planned approach in consultation with the local community. Opportunities to improve linkages with local businesses should be encouraged as part of this process.

**12.1** Since its establishment in the 1960's Lancaster University has continued to grow both in size and reputation and is regularly identified as one of the top ten universities in the country scoring highly for its student offer, research and teaching facilities. In 2011 8,780 undergraduate and 2,264 postgraduate students were registered at the University.

**12.2** The importance of the University to the local economy is identified in Policy ER1 'Higher and Further Education' of the Core Strategy. Together with the University of Cumbria the policy seeks to maximise the benefits to Lancaster district from growth in the higher education sector recognising the benefits that it provides in terms of employment and wider investment into the local economy. The continued development of the University is therefore supported and the city council will look to work with the University to support future proposals for growth.

**12.3** The University has undergone significant growth in recent years with a new south west campus developed, additional teaching and research facilities and more recently a new state of the art sports centre. Together these facilities have served to further improve the student offer available as well as create additional employment opportunities.

**12.4** The council supports proposals for growth at the University prepared via a Masterplan process which provides a long term vision and strategy for future expansion at the University. The council welcomes the opportunity to be involved in this process and will look to work with the university in developing this masterplan.

**12.5** In considering future proposals for growth the council will continue to require the adoption of innovative design reflective of the current high quality and innovative design that already exists on the campus. In developing this the council will require sustainable construction and design aimed at minimising energy use and maximising energy efficiency. The opportunity for district heating on site, in conjunction with planned adjacent development at the Lancaster University Campus Science Park and the proposed strategic site allocation at Bailrigg and Whinney Carr should be investigated.

**12.6** The University forms one of a number of development proposals in this area of the district, including the planned residential development at Bailrigg and Whinney Carr and the proposed Lancaster University Science Park. Together these uses provide a critical mass and mix of uses which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

**12.7** Whilst supporting further expansion proposals the city council recognises that the continued development of the site must be balanced with the need to accommodate additional development within what is a prominent, high profile landscape in a sensitive location. It is this setting which provides the University with its unique selling point and which delivers an iconic entrance into the City. The continued protection of this setting remains a priority for the council.

**12.8** For this reason the council will only support development within the developable campus boundary identified on the Proposals Map. In exceptional circumstances the council may allow development outside of this area for outdoor sports facilities and small scale ancillary development where a proven need is evidenced and where it is shown that this can not be met within the existing built up area subject to residential amenity and not encouraging off campus parking.

**12.9** In considering future proposals for growth it may be that alternative locations outside of the campus may be considered appropriate, including locations in central Lancaster and Morecambe. In considering such proposals the city council will give consideration as to whether the benefits of growth outside of the campus outweigh the extent to which the use would be more appropriately located on campus.

## 13 East Lancaster Introduction

**13.1** A number of development opportunities for residential development exist across East Lancaster. Several of these sites already benefit from planning permission with residential development already approved at Lancaster Moor Hospital and Nightingale Hall Farm.

**13.2** In addition to these sites the council has also been made aware of opportunities for growth at Grab Lane, Lancaster Abattoir and underused land at Lancaster Leisure Park and at Ridge Lea Hospital.

**13.3** Together these sites offer significant opportunity to contribute to meeting the future residential needs of the district with potential for approximately 1,200 new dwellings in this area.

**13.4** Importantly the sites are all located within an attractive area of the district with the area providing the setting for a number of heritage and cultural assets as well as occupying a prominent location on the eastern skyline of Lancaster. In delivering growth in this area the council will look to secure development that positively adds to this area of the City, delivering well planned, high quality design proposals which sensitively relate to the landscape and heritage as well as address current infrastructure constraints.

**13.5** The following development sites have been identified in this area:

- Land at Grab Lane;
- Lancaster Moor Hospital;
- Nightingale Hall Farm;
- Lancaster Leisure Park and Abattoir; and
- Ridge Lea Hospital

**13.6** The council has prepared detailed planning policies for each of these sites.

**13.7** These are supplemented by a generic policy for East Lancaster applicable to all sites allocated within this area, Policy EAST1 East Lancaster.



## 14 Policy EAST1

### Policy EAST1 East Lancaster

In delivering future proposals for growth the city council will require all sites allocated in the Lancaster East area to address the following issues:

- i. Cumulative issues relating to service and infrastructure provision. Future proposals will be required to address infrastructure issues including education and health care provision identified as being necessary to support the level of development proposed. This will also include the provision of any utility infrastructure identified as being necessary to support development in this area;
- ii. East Lancaster is home to a number of significant heritage assets which together provide an important role in defining the character of this area. Future proposals will need to demonstrate how they contribute to the character of this area securing development which complements and enhances these heritage assets. The council will look to secure a contribution towards the protection and enhancement of these assets from all new development located within this area;
- iii. The delivery of a sustainable transport package integrating development proposals with the surrounding network of public transport, cycle and pedestrian network, creating strong links through each of the sites, adjacent development proposals and the existing urban area;
- iv. Contributions from the development towards improvements to public transport access in the area with improved linkages between this area, adjacent development sites and the city centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- v. The relationship of each of the sites with existing and planned adjacent development identifying how through design and access arrangements future development will enhance and complement each other and integrate with the surrounding area including existing residential areas; and
- vi. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency. The feasibility of district heating systems for this area should be investigated as part of future proposals for growth.

**14.1** As already identified East Lancaster is home to a number of important heritage assets with these defining the character and setting of this area of the district. These include the Grade II Listed Lancaster Moor Hospital Annex building, Ashton Memorial and Williamsons Park as well as the local heritage asset of RidgeLeaHospital. Together these provide an important snapshot of Lancaster's past as well as provide a future role in defining the character



and setting for this area of the district, for many people they form their first view of the City from the M6 motorway. The continued protection and enhancement of these assets and their wider setting are identified as key priorities for this area of the district.

**14.2** The council recognises that together these sites also offer opportunity to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions to improved public transport and education provision together with any other identified infrastructure and service needs identified.

**14.3** The presence of a number of development sites within this area also provides a critical mass which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

## 15 Policy EL1 - Grab Lane

### Land at Grab Lane, East Lancaster

Land identified as Grab Lane on the proposals map is allocated as a site for residential development. The council will expect approximately 450 dwellings to be constructed on this site.

The council will prepare a Development Brief to guide the development of this site. Proposals should be prepared in the context of the Brief and taken forward through a comprehensive Masterplan for the whole site addressing issues of phasing and local infrastructure constraints.

In preparing the Development Brief the council will require the following issues to be addressed:

- i. The managed and phased release of the site having regard to delivery on other residential sites within the main urban area of the district;
- ii. The setting of the site in relation to the Listed Ashton Memorial and Williamson Park. Proposals will need to demonstrate through appropriate design and layout that they will not have an unacceptable impact on the setting of this heritage asset and its role in defining the character of this area of Lancaster. Where appropriate contributions to the protection and maintenance of Ashton Memorial will be sought;
- iii. The submission of a detailed design statement recognising the site's prominent and sensitive location as a gateway site on the eastern skyline of Lancaster. Design and landscaping of the site should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for residents;
- iv. Contribute to the delivery of a green network corridor across allocated East Lancaster sites with opportunities for enhancing biodiversity, recreation and leisure use investigated;
- v. No net loss in value of the adjacent Lancaster Moor Hospital Grassland Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced. The Masterplan should also seek to deliver positive benefits to biodiversity through the creation of habitat within the site;
- vi. Mitigation measures to address potential noise impacts from the M6 motorway;
- vii. The submission of a suitable and appropriate landscaping plan which retains and reinforces the existing landscape structure of the site, protecting existing landscape pattern including tree planting and incorporating this where appropriate into future proposals;
- viii. The protection in perpetuity of the allocated Key Urban Landscape which runs through the eastern section of the site. Any future Masterplan will be expected to demonstrate how Key Urban Landscapes will be protected and incorporated into future design proposals;

- ix. Proposals through design and construction should seek to address and mitigate against flood risk on site associated with surface water flooding. Any proposal for this site will be expected to be accompanied by a Flood Risk Assessment which addresses issues of flooding and mitigation to the satisfaction of the Environment Agency;
- x. Approximately 40% of the residential units provided will be 'affordable' and will be retained as affordable dwellings in perpetuity in partnership with a registered social landlord; and
- xi. Other key infrastructure constraints identified in the Development Brief should be addressed and incorporated into the Masterplan. This should address infrastructure issues such as improved education and health care facilities required in the locality as identified as being necessary to support the proposal, improvements to public transport infrastructure and network, the provision of open space particularly recreational space and an area for allotment provision and the provision of any utility infrastructure identified as being necessary to support the development.

Any comprehensive Masterplan which is submitted to this site will be expected to comply with guidance established in the Development Brief for the site and all relevant policies contained in the Development Management DPD.

**15.1** Land at Grab Lane in east Lancaster has been identified as a site for residential development. The site covers an area of 20 hectares and has been identified as having an indicative capacity of 450 dwellings.

#### *The Site and its Surroundings*

**15.2** The Grab Lane site is located to the east of Lancaster, approximately one mile from the city centre. The site is currently used for agriculture and forms an important backdrop for the setting of the grade I Listed Ashton Memorial and Williamson Park area. The significance of this view in defining the character of this area of the district is well recognised and is something that the council will look to protect.

**15.3** The site is separated in two parts by Grab Lane which runs through the middle of the site connecting Quernmore Road in the north to Wyresdale Road in the south. The M6 motorway forms the eastern boundary of the site. The western boundary is formed by existing areas of greenspace including a Biological Heritage Site (BHS) before leading to Fenham Car Lane and then rising steeply to Williamsons Park and Ashton Memorial. The existing residential development at Standen Gate forms the north western boundary of the site.

#### *Issues to be addressed through the Land Allocations process*

**15.4** Occupying a prominent location on the entrance of Lancaster the council will look to secure development that positively adds to this area of Lancaster meeting the future development needs of the district through well planned, high quality designed proposals which sensitively relate to the landscape and heritage of the area and address current infrastructure constraints.

**15.5** In allocating this site for development the council will require proposals to demonstrate how, through well planned and high quality designed proposals, future development will complement and enhance the setting of Ashton Memorial, demonstrating how proposals sensitively relate to the landscape character of the area and the setting of this important heritage asset. The relationship of the site with the adjacent BHS will also need to be addressed. Development proposals should be of a high standard of design and construction and be sensitive to the sites location on the edge of the urban area. The council will expect any Masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed, both on-site and through appropriate buffers with neighbouring areas.

**15.6** The site is located in the North East Lancaster Regeneration Priority Area, defined in Policy ER2 of the Core Strategy and allocated in Policy RPA1 of this document. Within this area the council will require a contribution towards the protection and enhancement of identified heritage assets including Lancaster Moor Hospital, Ridge Lea Hospital, Ashton Memorial and Williamson Park. These assets provide an important role in defining the character of this area and for many people form their first view of the city from the M6 motorway. The continued protection of these assets and their wider setting are identified as key priorities for this area of the district.

**15.7** Development in this area offers opportunity to add to this heritage through both facilitating the protection and enhancement of existing assets and through incorporating their own high standard of quality design.

**15.8** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunities to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements.

**15.9** The submitted Masterplan will also be expected to address other key infrastructure issues as described below:

- Providing a contribution towards the provision of education and health care facilities where a need is identified;
- Make provision for the necessary utility infrastructure required to support the development. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal;
- Recognising and addressing the issues of flood risk which exist to the west of the site;
- Provision of open space to an appropriate scale and quality to address localised needs, this should include land which is set aside for allotment provision;

- Enhancements to the local public transport network and the delivery of a bus route connecting the site with the adjacent residential areas and Lancaster City Centre; and
- The proposal should seek to incorporate cycling and walking linkages within the site to encourage the use of sustainable and green modes of transport.

**15.10** In accordance with guidance provided both in the Development Management DPD and forthcoming 'Managing Housing Need' SPD that a significant proportion of the site will be delivered to meet local affordable housing needs. Accordingly the Council will expect that any submitted Masterplan should ensure that approximately 40% of the overall number of residential units provided on-site should be affordable in value and retained as affordable in perpetuity working in partnership with recognised social housing providers.

*Future Guidance for the Grab Lane Site*

**15.11** Detailed guidance on the requirements for this site will be provided in a Development Brief. Through this the council will look to secure development that positively adds to this area of Lancaster creating a sustainable urban extension through incorporating high quality design, sensitive landscaping and sustainable transport provision. A comprehensive masterplan detailing how the requirements of the Development Brief will be met will be a requirement for any future planning application for this site.

**15.12** Any submitted Masterplan will also be required to take account of all relevant policy guidance contained within the Development Management DPD and any relevant Supplementary Planning Documents.

## 16 Policy EL2 - Lancaster Moor Hospital

### Lancaster Moor Hospital, East Lancaster

Land identified as Lancaster Moor Hospital on the proposals map is to be allocated for residential development for up to a maximum of 440 dwellings. The council will require future proposals to be taken forward through a conservation led approach focused on:

- i. The retention and sensitive reuse of the most significant historic buildings on the site as defined by the council including the protection and retention of the (former) cricket pitch as an area of open space and the retention and restoration of the cricket pavilion;
- ii. High quality design and use of materials which respect the character and setting of historic assets on site and reuse of materials within the development, especially the reuse of natural stone; and
- iii. The retention and reinforcement of the existing landscape structure, including protected trees, protecting the existing landscape pattern and incorporating this where appropriate into future proposals.

In delivering the redevelopment and regeneration of this site the council will also look to secure:

- v. Acceptable access arrangements with appropriate highway safety measures from Quernmore Road;
- vi. Mitigation measures to address potential noise impacts from the M6 motorway;
- vii. The provision of appropriate public open space on-site with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- viii. The provision of affordable housing on-site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- ix. Contributions towards education and health care improvements required to accommodate the level of growth projected from site allocations across East Lancaster and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**16.1** Whilst large areas of the old Grade II\* Listed Lancaster Moor Hospital site have been re-developed the Grade II Listed Annexe building and its surrounding curtilage to the north of Quernmore Road, remain undeveloped and currently lie vacant. Completed in 1882 as an extension to Lancashire County Lunatic asylum the Grade II Listed Annexe, designed by A. W Kershaw, occupies a prominent location on the East Lancaster skyline, being highly



visible from the M6 motorway. Together with the surrounding areas of open space and wooded slopes the historic buildings play an important role in defining the character of this area of Lancaster.

**16.2** The site is home to 8 stand alone buildings, including the main Annexe building. The main Annexe building is of gothic design constructed of coursed red sandstone and ashlar dressing. The building consists of a square central block, a 6 storey tower and several wing buildings which radiate north and south from the main structure. A number of twentieth century extensions to the main building are noted to have degraded the architectural character of the Annexe.

**16.3** The other buildings on site are located mainly to the north of the original hospital building and would have housed specialist clinics, staff offices and nurses accommodation. These include Campbell House, Cassidy House, De Vitre House, Langdale House, Gaskell House, Hornby House and Woodlands View. Whilst several of the additional buildings are curtilage listed only Campbell House constructed in 1909 is earmarked for retention. The continued protection of this building is therefore identified as a priority.

**16.4** Whilst not seeking to retain the other buildings the council will look to secure the reuse of materials within the development, especially the reuse of natural stone.

**16.5** The Hospital complex is set in attractive grounds incorporating extensive areas of woodland as well as a number of sport facilities and playing pitches. All serve to contribute towards the character of this site providing an important setting for the Annexe and accompanying historic features including the boundary walls, gates and railings. Boundary walls, gates and railings are listed along the Quernmore Road frontage. Together they make a significant contribution to the character of this part of the City. The council through this policy will look to protect this wider setting with future proposals required to respect and where possible incorporate these features into any proposals. Any new development in the grounds of the site will need to be sensitively integrated with these features. The retention and reinforcement of existing landscape structure including protected trees will also be important. Opportunities for successional tree planting should be investigated as part of this.

**16.6** The site was obtained by English Partnerships (now the Homes and Community Agency). Outline permission and Listed building consent for the conversion of the Grade II Listed Victorian Hospital for residential use was approved in June 2008. The permission allowed for the residential use (up to 440 dwellings) involving the residential conversion of the Annexe and Campbell House, demolition of a number of existing buildings in the grounds of the Annexe and associated access and landscaping.

**16.7** Whilst the council has worked with the Homes and Communities Agency to bring this site forward wider economic conditions have impacted on the site's deliverability with the site continuing to lie empty. The site remains one of the council's regeneration priorities with both the city council and the Homes and Communities Agency committed to bringing the site forward for development.

**16.8** Any future proposals for this site should be made in accordance with the above policy taking into account the site's prominent location and historic importance. The city council in bringing this site forward for development will look to protect these assets together with their wider setting. Proposals for development that impact either directly or indirectly on these assets will not be supported.

**16.9** In planning for the wider needs of the district and in order to secure the continued protection of this historic asset the council may, where appropriate, support the provision of additional development on this site. This is subject to the above criteria being met and evidence that the additional development is required to support and enable the restoration and reuse of this important historic asset. Any additional development will need to be in keeping with the character and setting of the identified historic assets of this site.

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## 17 Policy EL3 - Nightingale Hall Farm

### Land at Nightingale Hall Farm, East Lancaster

Land identified as Nightingale Hall Farm, East Lancaster on the proposals map is to be allocated for residential development. The site is expected to accommodate up to 164 dwellings. In taking forward proposals for this site the council will require:

- i. Acceptable access arrangements with appropriate highway safety measures from Quernmore Road;
- ii. The provision of appropriate public open space within the residential development with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- iii. High quality design and use of materials which respect the character and setting of the site and its location in the North East Lancaster Regeneration Priority Area (Policy RPA1);
- iv. Sensitive design on the boundaries of the site respecting the sites role in defining views from the west of the city and its proximity to other sensitive uses;
- v. That issues relating to ground contamination are fully investigated prior to commencement of any development on site and that suitable remediation measures are adopted;
- vi. The provision of affordable housing on-site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- vii. Contributions towards education and health care improvements required to accommodate the level of growth projected from site allocations across East Lancaster and the provision of any utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**17.1** The site was granted planning permission for residential development for 164 dwellings in 2007. An application to extend the time limit for this approval was granted in February 2011. Both approvals recognise the opportunity that the redevelopment of this site provides to secure environmental and amenity improvements for this area of the district.

**17.2** The previous use of the site as an animal rendering plant has in the past resulted in complaints regarding odour pollution and traffic impacts associated with heavy goods vehicle movements through this area of the City. Redevelopment for alternative uses is therefore supported with residential use viewed to be the most appropriate.

**17.3** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunity to contribute to improved service and infrastructure provision in East

Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

**17.4** Development in this area offers opportunity to add to the local heritage through both facilitating the protection and enhancement of existing historic assets and through incorporating their own standard of high design. Such design should be in keeping with the vernacular of the area and respect the site's location adjacent to a number of heritage assets.

## 18 Policy EL4 - Ridge Lea Hospital

### Ridge Lea Hospital, East Lancaster

Land identified as Ridge Lea Hospital in East Lancaster on the proposals map is to be allocated for residential development. The site is expected to accommodate around 50 dwellings through the conversion of the hospital building.

Development proposals for this site will be taken forward through a conservation led approach focused on the conversion and re-use of the main hospital building. In taking forward proposals the council will require:

- i. The retention and sensitive reuse of the main hospital building;
- ii. High quality design and use of materials which respect the character and setting of this local heritage asset and its location in the East Lancaster Regeneration Priority Area (Policy RPA1);
- iii. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- iv. The retention and reinforcement of the existing landscape structure of the site, including the protection of the surrounding woodland area and tree pattern; and
- v. Sensitive design on the boundaries of the site respecting the site's role in defining views from the west of the city and its proximity to other sensitive uses.

In delivering the redevelopment and regeneration of this site the council will also look to secure:

- vi. The provision of appropriate public open space within the residential development with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- vii. The provision of affordable housing on-site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- viii. Contributions towards education and health care improvements required to accommodate the level of growth projected from site allocations across East Lancaster and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**18.1** Ridge Lea Hospital was constructed in 1916 as an annex to the main Lancaster Moor Hospital providing treatment and accommodation for paying woman patients. The building still operates as a hospital and is now run by Lancashire Care NHS Foundation Trust providing inpatient services for adults aged 16 to 65.

**18.2** A review of health care and asset provision by the Foundation Trust means that from 2016 this building will no longer be required with patient treatment and care being moved to alternative facilities in the county.

**18.3** The hospital consists of a mix of single, two and three storey blocks and is constructed of traditional stone construction with slate pitch roofs. The building forms a T shaped structure with short projecting wings with shaped gables and two-storey bays.

**18.4** As with many buildings in this area of the district the hospital occupies a prominent location on the eastern skyline and whilst not Listed is viewed to be of architectural merit and significance to warrant its identification as a local heritage asset. The continued protection of this asset is therefore viewed to be a priority and the council will not support proposals which impact on this asset or its setting. In view of this only the sensitive conversion and reuse of this building is supported.

**18.5** Future proposals for this site should be developed in dialogue with the council's Conservation Officers respecting the character of this building and the character of the wider North East Lancaster Regeneration Priority Area.

**18.6** In planning for the wider needs of the district and in order to secure the continued protection of this historic asset the council may, where appropriate, support the provision of additional development on this site. This is subject to the above criteria being met and evidence that the additional development is required to support and enable the restoration and reuse of this important historic asset. Any additional development will need to be in keeping with the character and setting of the identified historic assets of this site.

**18.7** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunity to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

## 19 Policy EL5 - Land off Wyresdale Road

### Land off Wyresdale Road, East Lancaster

Land off Wyresdale Road, comprising land at Lancaster Leisure Park and the adjacent Abattoir, is identified on the proposals map for residential development. The site is expected to accommodate up to 107 dwellings. In taking forward proposals for this site the council will require:

- i. The provision of appropriate public open space within the residential development with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- ii. High quality design and use of materials which respects the character and setting of the site and its location in the North East Lancaster Regeneration Priority Area (Policy RPA1). This includes improved frontage onto Wyresdale Road with development required to face onto this important access route. This should include consideration of the site's relationship with the strategic site allocation of Grab Lane;
- iii. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures adopted;
- iv. The provision of boundary landscaping to protect and enhance the amenity of residents;
- v. Mitigation measures to address potential noise impacts from the M6 motorway;
- vi. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- vii. Contributions towards education and health care improvements required to accommodate the level of growth projected from all sites allocated across East Lancaster and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**19.1** The site includes the existing Lancaster abattoir site and an underused car parking area attached to Lancaster Leisure Park. Proposals for the redevelopment of this area, combining the two sites, has been suggested. Redevelopment for residential use is viewed to be appropriate with the development of this site offering opportunity to improve the frontage of this site and utilise opportunity for residential development on previously developed sites.

**19.2** In taking forward this site the council will require careful consideration to be given to the site's relationship with the neighbouring leisure park and cattle market. Future proposals will need to respect these uses and ensure that their continued operation is not impacted by this site's redevelopment for housing. Appropriate boundary landscaping will be required to protect and enhance the amenity of residents.

**19.3** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunity to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

**19.4** Development in this area offers opportunity to add to local heritage through both facilitating the protection and enhancement of existing historic assets and through incorporating their own standard of high design. Such design should be in keeping with the vernacular of the area and respect the sites location adjacent to a number of heritage assets.

## 20 Central and West Lancaster Introduction

**20.1** The council have identified a number of development opportunities across the central and western areas of the City. This includes retail led regeneration at Lancaster Canal Corridor, heritage led regeneration at Lancaster Castle and Quay and mixed use regeneration proposals along the quay at Luneside including residential, employment and recreation opportunities.

**20.2** Together these proposals offer opportunity to regenerate and rejuvenate key brownfield sites across the city centre providing for a mix of development uses and contributing to the wider regeneration and economic growth of the City. Detailed planning policies have been prepared for each of the key sites:

- Lancaster Canal Corridor;
- Lancaster Castle and Quay;
- Luneside East and West;
- Luneside Employment Estate; and
- Willow Lane/Coronation Field Opportunity Area.

**20.3** As with the other identified areas of strategic growth the council recognises that whilst there are the obvious benefits from development the concentration of development within a particular area can also serve to exacerbate existing constraints particularly in relation to service and infrastructure provision. This is especially relevant in relation to transport provision with development in this area all served by the central gyratory system. Proposals will need to demonstrate how they address such cumulative issues providing evidence of how any impacts will be reduced and mitigated and benefits enhanced. The incorporation of sustainable transport systems will be key to this.

## 21 Policy CWL1: Lancaster Canal Corridor

### Lancaster Canal Corridor North, Central Lancaster

Land at Lancaster Canal Corridor North has been identified within the Land Allocations DPD for its opportunity to provide comprehensive regeneration of a central location and significantly improve the retail offer of Lancaster. The delivery of a retail-led regeneration scheme will assist in maintaining Lancaster's role as a sub-regional city centre, as established in Policy ER4 of the Lancaster Core Strategy, meeting the retail needs of the city and also communities in both North Lancashire and Southern Cumbria.

Any proposals should be brought forward through a comprehensive masterplan for the area and, whilst primarily retail led, should consider an appropriate range of uses which will compliment the existing city centre and form part of a sustainable extension to Lancaster City Centre.

Development Proposals for the Lancaster Canal Corridor North site should have due regard to the following considerations:

- i. To provide a seamless integration between the proposal and the existing city centre;
- ii. To ensure sensitive integration of new buildings, incorporating the existing historic fabric and retaining buildings which are of historic value and importance;
- iii. Development proposals should be of a high standard of design, which is sympathetic and appropriate to the local area, making use of local design styles, local materials and where possible re-use of stone and architectural features from cleared buildings. The implications of the roofscape should also be considered having regard to its potential impact on key views;
- iv. Sufficient and acceptable provision is made for car and cycle parking;
- v. That the proposal incorporates appropriate linkages to the existing highways network and addresses the issues of potential traffic congestion on the city centre one-way system;
- vi. Utilisation of the site's frontage along the canal with innovative design and improved public realm incorporated into design proposals;
- vii. Future development will need to ensure that biodiversity resources on site are protected and where possible measures to deliver enhancement are secured;
- viii. Connectivity between the site and the city centre with safe and suitable pedestrian crossing across the A6; and
- ix. The proposal seeks to encourage the use of green travel through sympathetic environment for cycling and walking.

The Council has prepared a Development Brief for the Canal Corridor North area, which was formally adopted by the Council in 2004. This brief remains relevant to any future proposal and remains a material consideration.



**21.1** The Council will continue to promote the land identified as 'Lancaster Canal Corridor North' for the potential expansion of the existing town centre in Lancaster, encouraging growth in the retail draw of the city and maintaining and enhancing Lancaster's role as a sub-regional city centre and the main comparison shopping centre within the District, as suggested in Policy ER4 of the Lancaster District Core Strategy, adopted in 2008.

**21.2** The regeneration of this central location will expand the boundaries and size of Lancaster Town Centre. To ensure that the viability and vitality of the existing central area of the town, including Penny Street, Market Street and Cheapside, the proposal should integrate the development through high standards of accessibility and enhancements to public realm, both within the Canal Corridor north site and other key locations within the town centre.

**21.3** The Canal Corridor site involves the regeneration of land and buildings to the east of the town centre. This includes a number of historic local buildings which should be retained through the regeneration process. Lancaster City Council has undertaken a heritage assessment of the historical assets found at the Canal Corridor North site. The assessment sets out the importance of individual buildings. The findings and recommendations of this assessment work will be a material consideration for any regeneration scheme proposed for the Canal Corridor North site.

**21.4** Through dialogue with both the council and English Heritage applicants are expected to retain the most important aspects of the historic environment within the scheme, enhancing the character and uniqueness of the proposal. Any development proposals should have due regard to the guidance and policy set out within Policy EN3 of the Development Management DPD.

**21.5** Lancaster city centre is accessed through the one-way system which, particularly at peak times can be heavily congested creating poor accessibility to key services, increased levels of air pollution and barriers to movement by pedestrians and cyclists. The regeneration of the Canal Corridor north site provides an excellent opportunity to address some of these accessibility issues within the town centre. Regeneration proposals for the site should look to improve vehicular access to the site from the A683 Caton Road / Junction 34 of the M6 to the east via appropriate and suitable changes to the local highway network and the creation of interceptor car parking to ease vehicular movements across the city centre. Proposals will also be required to improve linkages into the town from the east of the city for pedestrians and cyclists.

**21.6** In 2004 the Council prepared a Development Brief for the Lancaster Canal Corridor north site which contains further guidance on this site. Whilst this was prepared under the previous planning period (within the Lancaster District Local Plan) much of this guidance remains valid and should be given due consideration within preparation of proposals for Canal Corridor north site. The Development Brief is available on the Councils web pages at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy)

## 22 Policy CWL2: Lancaster Castle and Lancaster Quay

### **Lancaster Castle & Lancaster Quay**

The Council will support the appropriate regeneration and re-use of the Grade I Listed and nationally significant Lancaster Castle and associated buildings where it delivers the actions and aspirations of the Council's Cultural Heritage Strategy.

#### *Lancaster Castle*

The conservation-led regeneration of the Grade I Listed Lancaster Castle for a range of uses appropriate and sympathetic to its historical importance and strategic location within Lancaster District will be encouraged where:

- i. Development proposals retain and protect the intrinsic qualities of the Castle which include its historic fabric and layout;
- ii. Proposals incorporate high quality design and use of materials which respect the character and setting of historic assets on site;
- iii. Proposals are accompanied by a viable Conservation Strategy for the ongoing maintenance of the Grade I Listed Building;
- iv. Proposals make a significant and positive contribution to enhancing the attractiveness of the City of Lancaster as a visitor centre and visitor destination in accordance with the Council's Cultural Heritage Strategy;
- v. Proposals provide strong linkages to create seamless integration between the proposal, the existing City centre and Quay Meadows;
- vi. Proposals do not have an adverse impact on traffic and highway management in the City centre, or the amenity and operation of neighbouring residents and businesses;
- vii. Proposals utilise the areas sustainable location in relation to the railway station and bus station; and
- viii. Proposals preserve and enhance the character and appearance of Lancaster Conservation Area.

The Council would expect that proposals for the regeneration of Lancaster Castle will be prepared utilising the experience of both officers of the City Council and representative from English Heritage.

*Lancaster Quay*

The Council will support development proposals for visitor facilities and seek to protect existing visitor facilities at Lancaster Castle and Lancaster Quay to encourage a greater visitor and leisure offer for Lancaster and enhance the attractiveness of the City as a visitor centre where demonstrated to be appropriate to its location in Lancaster Conservation Area and where relevant Listed Building status.

*New Quay Meadows And Vicarage Field*

New Quay Meadows and Vicarage Field will be maintained as a flagship area of greenspace in the City.

Proposals should also have due regard to all relevant planning policies within the Development Management DPD.

**22.1** Lancaster is widely recognised as a city with exceptional cultural heritage with its historic buildings and streetscape attracting large numbers of visitors each year. The Castle, Priory and surrounding Quay area are at the heart of this heritage, providing a focus for visitors and residents keen to explore the historic past of the city.

**22.2** Until recently these assets have been underused, with the Castle in use as a prison and closed to the public and the surrounding quay area poorly integrated with the rest of the city offering little to the visitor economy. The city council is keen to address this, encouraging proposals which rejuvenate the historic core of the city and strengthen its position as a quality destination for both visitors and residents of the district.

**22.3** The closure of HM prison at the castle offers opportunity to address this, with the castle now available for consideration as part of proposals for heritage led regeneration. In taking forward future opportunities the council will look to secure proposals in line with the above policy and the recommendations of its 'Cultural Heritage Strategy'. Published in 2011 the strategy calls for the expansion of the visitor experience at Lancaster Castle identifying this as a transformational project for the city.

**22.4** Proposals should be taken forward through a conservation led approach focused on the historical importance of the Castle and its strategic location within the urban fabric of the city. Opportunities to support wider heritage led regeneration proposals in this area including the council's Square Routes regeneration project should be investigated. This includes proposals to improve public realm and accessibility both within this area and the wider city centre.

**22.5** The council will also look to support improvements and investment to the wider Castle Precinct and Quay area including the Priory, Church Yard and Amphitheatre. Investment in these assets offers opportunity to regenerate this area of the City, utilising their historic past and capitalising on their proximity to each other and the wider City Centre. The council will look to support development that complements this heritage resource and secures improved visitor related development in these areas.

**22.6** In developing proposals for this area the council has identified a new City Park area at New Quay Meadows and Vicarage Field . Proposals should look to retain and maintain this area of open space with opportunities for enhancement supported. Future proposals will need to be consistent with the designation of Vicarage Field as a Scheduled Ancient Monument with disturbance in this area kept to a minimum including the provision of new paths and tree planting.

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## 23 Policy CWL3: Luneside

### **Land at Luneside, West Lancaster**

The council will support proposals for the regeneration and redevelopment of areas identified as Luneside East and Luneside West on the proposals map for a residential led mixed use development incorporating employment (excluding B8 Storage and Distribution) and commercial use.

In taking forward proposals the council will require development to be taken forward through a comprehensive approach for each site addressing:

- i. The retention and utilisation of existing buildings on site, incorporating the sites historic and industrial past into future design proposals;
- ii. High quality design and use of materials which respect the character and setting of the site;
- iii. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- iv. Integration with surrounding areas complementing neighbouring land uses and creating new linkages between development sites and the city centre;
- v. The integration of the development with the surrounding network of cycling and pedestrian linkages, with strong linkages between the sites, adjacent development opportunities and the city centre;
- vi. Delivery of an appropriate mix of uses through each of the sites to achieve a balanced community and to ensure that different uses integrate properly with each other;
- vii. Satisfactory remediation of contamination on both sites;
- viii. Contributions from both sites towards improvements to public transport access with improved linkages between this area, adjacent development opportunities and the city centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- ix. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- x. The preparation of a Flood Risk Assessment detailing how through design and construction flood risk has been addressed and mitigated to acceptable levels to the satisfaction of the Environment Agency.

In addition to the criteria below the council will also require the following specific issues to be addressed for each site.

#### Luneside East

- i. The utilisation of the sites location on the quayside securing waterfront regeneration and active frontage along the quay area;
- ii. Provision of on site open space within the site with linkages to the River Lune Green Corridor and Giant Axe field;
- iii. Employment uses on site to be restricted to B1 uses only; and
- iv. Opportunities for reduced car use on site to be fully explored and adopted, reflecting the sites proximity to the city centre and sustainable transport opportunities at the train and bus station.

#### Luneside West

- i. The creation of a landscape buffer between the site and the adjacent Lune Industrial Estate employment site; and
- ii. Provision of on site open space within the site with linkages to the River Lune Green Corridor.

Any development proposals for development on either site should also have due regard to all relevant policies contained with the Development Management DPD.

**23.1** Located on the south banks of the river Lune on St. Georges Quay the two sites of Luneside East and Luneside West form one of the council's regeneration priority areas for the district. Both sites are in need of regeneration and offer potential to meet the development needs of the district, utilising previously developed land and delivering development in a sustainable and accessible location.

**23.2** The sites have a long history of industrial use having previously been the main centre for employment and manufacturing in the city. Previous industrial uses continue to dominate the site with mill buildings and former warehouses evidence of the areas industrial past. Contamination is also noted to be an issue.

**23.3** Whilst currently derelict and vacant the sites proximity to the city centre, the Castle and the successfully regenerated St. George's Quay make them attractive sites for redevelopment. Their redevelopment, particularly in relation to the redevelopment of Luneside East, is also viewed to offer potential to help regenerate wider areas of deprivation to the west, connecting the vibrant city centre to underachieving and disadvantaged areas to the west.

**23.4** Importantly both sites now benefit from planning permission for mixed use development. Luneside East was originally granted planning permission for a mixed use development incorporating housing, offices, local shops and open space in 2002. The site is identified as one of the districts key regeneration projects. Whilst the banking crisis in 2008

impacted on the delivery of this site the council have continued to work hard to bring the site forward securing funding to tackle remediation on site and ensure that it is ready for development helping kickstart regeneration in this area of the city.

**23.5** Moving along the quay the former Forbo Kingfisher factory on the Luneside West site was granted planning permission for a mixed use development on appeal in 2006. Again this site has been impacted by the banking crisis with delivery on site being affected by wider market conditions. This site is in private ownership. The regeneration of this site remains critical to the wider regeneration of this area and the council will continue to support proposals for this site which complement development on its own regeneration site at Luneside East.

**23.6** In their present condition both sites act as an eyesore for residents and visitors, creating a negative perception of the city. The continued regeneration of this area of the city is therefore supported with proposals offering opportunity to capitalise on the areas historic past, utilising where possible existing buildings on site, and achieving high quality design which adds to and complements the sites location on the quayside and gateway into this area of the city.

## 24 Policy CWL4: Lune Industrial Estate

### **Lune Industrial Estate, Lancaster**

The Council will seek the retention of B1 and B2 uses at Lune Industrial Estate, recognising that the site provides important opportunities for general employment use (B2) in the Lancaster area and in the wider economy.

Following the expected completion of the M6 - Heysham link road, greater accessibility will be created to general employment areas on the Heysham Peninsula, with more efficient linkages between these employment sites and Lancaster. At this point the Council will consider the diversification of uses on the Lune Industrial Estate, including a mixed-development of commercial (including visitor facilities), residential and recreational uses.

Such proposals should be brought forward through a comprehensive masterplan for the whole site having regard to the following criteria:

- i. That the proposal seeks to address issues relating to road infrastructure and accessibility between the site and the town centre, ensuring that issues of traffic congestion are fully explored. The proposed uses should not have an adverse impact on highway safety in the locality or increase heavy good vehicle use;
- ii. Strong linkages are made between the site and the town centre, encouraging walking and cycling;
- iii. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures are adopted;
- iv. The proposed uses and design do not have an adverse impact on the residential amenity of neighbouring residential properties;
- v. Proposals should be of a high standard of design, which is sympathetic and appropriate to the local area and in accordance with Policy CS1 of the Development Management DPD;
- vi. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- vii. Proposals should appropriately take into account the issues of flood risk on the site through planning, construction and ongoing management of the site; and
- viii. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any utility infrastructure identified as being necessary to support the development.

Proposals should have due regard to all relevant policies within the Development Management DPD.



**24.1** The opportunities that are provided from the Lune Industrial Estate are recognised to be important, being one of the only estates in Lancaster (along with the Caton Road Industrial Estate) which offers opportunities for both general and heavy industrial B2 uses, with the majority of employment land in the Lancaster area allocated for office B1 uses.

**24.2** Land at Lune Industrial Estate plays an important role in the employment land portfolio for the district providing variety in size, location and nature. The site should be retained for employment generating purposes for at least the early stages of this plan period.

**24.3** However, the Council does recognise that the long term suitability of this site for employment uses may require further consideration and action. The site has significant access issues from the city centre one-way system, which suffers from significant traffic congestion at peak times. The site is also located in a predominantly residential area, with an adjoining site (Luneside West) having permission for residential development, this has yet to commence.

**24.4** Whilst at this stage there are few alternative sites for general industrial uses in the Lancaster area, it is anticipated that upon completion of the M6 - Heysham link road accessibility from Lancaster to employment sites on the Heysham Peninsula will be improved significantly, and reasonable alternative provision will be available for de-canting of businesses from the Lune Industrial Estate to alternative appropriate locations such as Heysham Industrial Estate, Lancaster West Business Park or Major Industrial Estate.

**24.5** Upon completion of the M6 - Heysham link road the Council will consider the diversification of uses on the Lune Industrial Estate to deliver a mixed use development which comprises a range of uses including residential, employment, commercial and recreational uses which satisfy criteria (i) - (v) above and any other relevant policies within the Development Management DPD.

## 25 Policy CWL5: Willow Lane/Coronation Field

### **Willow Lane / Coronation Field Opportunity Area, West Lancaster**

Land identified as Willow Lane/Coronation Field Opportunity Area on the Proposals Map is identified as an area for recreation and open space improvement. The council will support proposals that enhance and regenerate the quality and quantity of recreation and open space provision in this area.

Exceptionally the council may support proposals for enabling development on this site only where the proposal is required to support quantitative and qualitative improvements to recreation and open space on the site and where recreation and open space remain the main use on this site.

**25.1** Land at Willow Lane/Coronation Field in Lancaster is identified as an opportunity area for recreation and open space improvement on the Proposals Map. Located to the west of Lancaster the site provides an important area of open space in what is otherwise a densely developed residential and employment areas. The continued protection of this area for recreation and amenity use if therefore supported.

**25.2** The site has a long history of recreational use being currently used as playing pitches and children's play area and in the past as a cricket ground. Whilst the eastern part of the site remains in active use as sports pitches and play area, and is identified as an area of active recreation in the council's 'PPG17 Recreation and Open Space, Sport and Recreation facilities Study', the larger element of the site remains in private ownership.

**25.3** Policy SC8 'Recreation and Open Space' of the Core Strategy identifies the area as an opportunity area for qualitative and quantitative improvements for recreation. The allocation of the site for recreation and open space improvement in the Land Allocations document implements this policy requirement.

**25.4** In considering proposals the council will look to support development which enhances existing recreation and open space provision for local residents, improving the quality of existing assets and providing new recreational facilities where appropriate. Opportunities to retain and enhance biodiversity and landscape value in this area should also be assessed.

**25.5** In planning for the wider needs of the district and in order to secure enhancements to existing recreational resources the council may, where appropriate, support an element of enabling development on this site on land presently not identified as being in active recreation use. This is subject to the development supporting enhanced recreation and open space provision on the site and that the additional development proposed is required to support these improvements. Any additional development will need to be of a design and layout compatible with the continued use of the site for recreation and amenity use and would not restrict the accessibility of the site for local residents.

**25.6** Prior to the sites current uses the land was previously known as Willow Lane Landfill with inert household and industrial waste disposed of here. Past uses may mean that contamination could be an issue for this site. This will need to be investigated as part of any proposals for the site with possible remediation measures required.

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## 26 Heysham Energy Coast Introduction

**26.1** The area identified as Heysham Energy Coast on the proposals map has been identified as an area of strategic growth by the council. This recognises the significant opportunities for growth exist with future investment capitalising on the opportunities presented by the proposed construction of the Heysham M6 link and the improved access that this will provide for this area of the district.

**26.2** The area is already home to two key economic assets, Heysham Port and Heysham Nuclear Power Station. Both play a critical role in the local economy providing local investment and employment. The continued growth of these assets is supported by the council.

**26.3** In addition to these assets the area is also emerging as a key component of wider regional energy coast proposals. This seeks to develop Lancashire and Cumbria's strategic coastal areas by increasing energy and environmental technology sectors, capitalising on existing nuclear provision as well as opportunities for further investment in onshore and offshore renewable and low carbon energy technologies.

**26.4** Through the identification of the Heysham Energy Coast the council has sought to recognise the opportunities that this area provides to develop the district's own energy economy and secure wider investment in the district. The energy coast is identified as a council priority for economic regeneration.

**26.5** Complementing energy and port related investment the area is also home to a number of existing employment allocations, the continued allocation of these sites is supported through the Local Plan process with their importance and attractiveness for investment anticipated to increase following construction of the new link road.

**26.6** Whilst identified as an area for economic investment and growth the area is also home to a significant ecological and recreation resource at South Heysham Nature Reserves. Parts of this area is already established as part of Heysham Nature Reserve and is currently managed by the Lancashire Wildlife Trust. The council will look to support proposals that enhance wildlife and recreation opportunities in this area compatible with its identification as a local nature reserve.

**26.7** The area is also home to the significant brownfield site at the former Pontins Holiday Camp located to the south of Heysham with this providing further opportunities for growth in this area of the district.

**26.8** Detailed planning policies have been prepared for each of the key sites:

- Heysham Port
- Heysham Nuclear Power Station
- Heysham Energy Coast
- Former Pontins Site

- South Heysham Nature Reserves

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## 27 Policy HEY1: Heysham Energy Coast

### Heysham Energy Coast

Land identified as Heysham Energy Coast on the Proposals Map is identified as an area where the council anticipates further energy investment and energy related development.

Proposals that offer opportunity to contribute to the council's energy coast will be supported, subject to the satisfaction of other Development Plan policies within the Development Management document and other relevant documentation.

Future proposals within this area will need to ensure that they protect coastal waters in line with the areas designation as part of the Natura 2000 designated site network.

**27.1** Land along the coastline of Heysham has been identified as part of the council's energy coast. The identification recognises the exceptional opportunity that this area provides to develop the district's energy economy and secure wider investment in the district. The energy coast is an identified council priority for economic regeneration. This policy aims to implement this priority.

**27.2** The combination of existing nuclear energy investment together with potential for further expansion in renewable energy both on and offshore mean that this area is well placed to meet future energy needs. The identification of the energy coast recognises the huge potential of this area to contribute not only to the district's own energy needs but also the wider energy needs of the country.

**27.3** The proposed upgrade to the national grid provides further support for the identification of this area as a focus for energy investment. Investment in this critical component of infrastructure will help facilitate further investment in this area supporting the development of additional energy opportunities.

**27.4** Through the energy coast the city council will look to support proposals that contribute to the economic growth of the district within this sector, supporting job creation and the development of local supply chains.

**27.5** Whilst the council is supportive of additional energy related development this must be set in the context of wider development plan policies, especially those relating to residential amenity and landscape impacts. Proposals likely to generate significant local environmental and social impacts will not be supported, unless outweighed by the wider environmental, economic and social benefits. In considering proposals the council will require applicants to demonstrate how potential impacts have been addressed and where through appropriate siting, design and mitigation measures impacts have been reduced.

**27.6** South Heysham Nature Reserves (Policy GR6) area is located within the Heysham Energy Coast. As identified above energy related proposals in this area will be considered favourably where an overriding need for the development in that location is demonstrated and where mitigation and compensatory measures are provided sufficient to outweigh any residual harm that remains. Where proposals relate to designated Biological Heritage Sites (BHS) the council will seek to secure no net loss of the BHS requiring evidence of how the BHS will be protected and enhanced as part of any future proposal.

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## 28 Policy HEY2: Nuclear Energy

### **Management of Nuclear New Build and Existing Nuclear Facilities**

#### *Nuclear New Build*

The construction of a new nuclear power station on the nominated site at Heysham Nuclear Power Station will be supported provided that:

- i. It can be demonstrated that the development proposal sufficiently mitigates for the inevitable environmental effects;
- ii. It can be demonstrated that the proposal has adequately accounted for and mitigated against where necessary the combined local impacts of a new build power station and the decommissioning taking place on the nuclear site at the same time;
- iii. That the socio-economic impact of housing a large construction workforce in the Heysham area is mitigated to avoid any negative legacy;
- iv. Opportunities for education and learning as part of any future development are promoted;
- v. Opportunities to encourage sustainable transport use are encouraged during construction and operation, this should be demonstrated via a Travel Plan detailing the measures provided to maximise sustainable transport use;
- vi. That surrounding uses and occupiers are not adversely impacted on as a result of development proposals; and
- vii. There is appropriate upgrading of the local transport network required to mitigate local impacts.

Through the Land Allocations document the Council will seek to safeguard and protect the nominated site for the proposed Heysham 3 Nuclear Reactor from inappropriate development which would constrain future development of the facility.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

In considering future proposals the council will seek to investigate opportunities for district heating utilising the excess heat produced from the site and the opportunities that this provides for the wider community.

#### *Management of Existing Nuclear Facilities*

Lancaster City Council will have regard to the safeguarding of the existing facilities at Heysham Power Station from inappropriate development, in line with Government Policy the council will consult and take into account of the advice of the Office of Nuclear Regulation (ONR) prior to determining planning applications.



**28.1** The potential for the development of a third nuclear power station at the Heysham Power Station site has been recognised by Government and referred to in the Department of Energy & Climate Change document '*Revised Draft National Policy Statement for Nuclear Power*'. The site is among 9 sites across the country which have been short-listed as potential locations for new nuclear power stations.

**28.2** The council recognise the economic benefits that a further nuclear reactor could provide to the local economy, in particular the creation of jobs that would be created through both the construction and operation phases of development. Therefore the council in principle would support the development of a new nuclear reactor on the Heysham site.

**28.3** The decisions over whether any growth will take place at Heysham will not be taken at a local level, it will be for the Government to decide at a national level which of the nominated sites should come forward for growth. However, whilst the decisions will be made nationally the implications of such decisions will have to be managed at a local level through the local planning authority, in particular:

- The accommodation of workers through the construction phases of development;
- The accommodation of workers in the long term through the operational phase of the development; and
- Management of the economic growth that any expansion of facilities at Heysham Power Station will bring.

**28.4** Land has already been identified (nominated) for the potential siting of a further nuclear power station on the Heysham site, this was done through the Department of Energy and Climate Change document '*Revised Draft National Policy Statement for Nuclear Power*'. Whilst the council recognise the uncertainties of the proposal it is also recognised the strategic importance that a new power station would bring both nationally in terms of energy generation and locally to the economy. Therefore the council will seek to safeguard the extent of the nominated site within the Land Allocations document to ensure that inappropriate development does not result in constraint in delivery of future power station at the Heysham site.

**28.5** Should the expansion of Heysham Power Station be encouraged by the Government it is not anticipated that such a facility will be operation within this plan period up to 2023. However, it would be expected that planning and construction phases could well take place within that time. Should the Government's position become clearer on this matter the council will look at the preparation of a supplementary planning document (SPD) on this issue which will provide greater detail on how the council will deal with the implications of any nuclear new build at Heysham Power Station.

**28.6** Development proposals on sites which are either within, or directly adjacent to the nominated site for a third nuclear reactor will be considered against the implications on both the future delivery of the nuclear new build and on the appropriateness of the use.

*Safeguarding Existing Nuclear Facilities from Inappropriate Development*

**28.7** To ensure that no inappropriate development takes place in the vicinity of the existing Heysham Power Station site the council will ensure that it consults with the Office for Nuclear Regulation (ONR) and take account of its advice prior to determining planning applications. The consultation area is identified on the Proposals Map with form part of the Land Allocations DPD. The ONRs planning advice will take into account the nature of development (commercial, industrial or residential), the size in terms of the population involved, and proximity to the nuclear installation. Such constraints are intended to ensure that residential, industrial and commercial development are managed in such a way to attempt to preserve and maintain the general characteristics of the site similar to these that existed at the time of licensing throughout the entire life cycle of the nuclear installation. Further details can be found at the following website: <http://www.hse.uk/landuseplanning/nuclear.htm>

## 29 Policy HEY3 - Heysham Port

### The Port of Heysham

The council recognises the benefits that are brought to the local economy through the Port of Heysham and the Port related facilities that surround it. Through the Land Allocations document the council will seek to support the widening of facilities at the Port to encourage future growth and expansion. To facilitate such growth the council will support the expansion of the Port, to incorporate land at the former Port of Heysham Industrial Estate, provided that the following criteria are met:

- i. That the existing businesses which occupy the former Port of Heysham Industrial Estate are found appropriate and suitable accommodation at a location appropriate to their business needs; and
- ii. That the proposed uses are ancillary to the operation of the wider Port facility at Heysham.

The council will support the diversification of uses on the Port site, supporting the Port in becoming a base for providing assistance to energy projects, particularly off-shore renewable energy projects.

In considering proposals the feasibility of introducing or connecting to future adjacent district heating should be investigated.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

**29.1** The Port of Heysham contributes heavily to the District's local economy, generating jobs and investment in the local area. It also delivers trade and visitor links with Ireland and the Isle of Man. The council recognise the benefits that this facility provides and will seek to encourage and secure future growth at the Port to provide both direct and in-direct benefits within the locality.

**29.2** To assist in growth at the Port, expansion of the Port facility is required and, due to the constrained nature of its surroundings this will require significant remodelling work in the local area and the expansion of the Port facility onto land which is currently occupied by businesses at the Port of Heysham Industrial Estate.

**29.3** The council will support the expansion of the Port in widening its operational area to incorporate the land at the Port of Heysham Industrial Estate, provided that sufficient and appropriate provision is made for the de-canting of existing businesses on the estate to alternative premises.

**29.4** In de-canting existing businesses, the council will expect that alternative provision is made in a location suitable to the needs of the business. Proposals for operational use of this land for Port related facilities will not be permitted until all businesses have been

successfully de-canted to alternative locations in the immediate locality. It is anticipated that alternative locations should include sites at both Major Industrial Estate and Lancaster West Business Park, both are in close proximity of the Port of Heysham Industrial and highly accessible from the A683.

**29.5** The council will support the diversification of uses at Heysham Port, and will encourage growth in the Port as a base for support for off-shore renewable energy projects and other energy projects that occur in the Irish Sea / Morecambe Bay area.

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## 30 Policy HEY4: Former Pontins Holiday Camp

### Land at the Former Pontins Holiday Camp, Overton

The council will support proposals for residential, employment and/or tourism led regeneration of this former holiday camp. In considering proposals the priority will be for the implementation of the existing planning consent for the delivery of a specialist retirement village.

Only where this is shown not be viable will the Council consider alternative proposals for the site, with wider residential development, employment and/or tourism development to be considered. In considering such proposals the council will require evidence that the proposed use is compatible with the existing specialist residential uses on site and that measures have been taken to enhance the highway network and accessibility to the site by sustainable transport modes, such as public transport, walking and cycling.

Any development proposals for this site should also have due regard to the potential for further nuclear power plants at Heysham and to all relevant policies contained with the Development Management DPD.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

**30.1** Situated to the south of Heysham the former Pontins Holiday Camp has remained largely vacant since the closure of the holiday camp in 1994. The whole site extends to approximately 23 hectares and occupies a prominent location overlooking Morecambe Bay.

**30.2** The site has a complex history with planning approval for a 626 dwelling retirement village granted on appeal in 2002. Like a number of sites across the district delivery of this site has been impacted by the economic downturn with just 42 dwellings being completed. The site is now in the hands of an administrator and no development has taken place since 2010.

**30.3** The council would not normally support development in a remote location such as this, which is outside of any defined settlement and remote from services and infrastructure. The site's existing consent for 626 dwellings was granted on appeal. In approving the site the Inspector considered that the regeneration benefits of bringing a large brownfield site back into use and the specialist nature of the housing provided sufficient justification to support the proposal. The unique nature of this site is recognised by the council.

**30.4** In taking forward future proposals for this site the council will seek to prioritise the implementation of the existing consent. This offers opportunity to regenerate the large brownfield site as well as secure much needed specialist housing for the retirement community, a sector of the housing market which is anticipated to expand in future years.

As in the existing proposal this should be complemented by measures designed to enhance the accessibility and overall sustainability of the site, sufficient to address and mitigate against the site's remote location.

**30.5** Only where continuation of this use is shown to be unviable will the council consider alternative proposals for development. In assessing the viability of the existing consent the council will require an open book exercise with evidence of viability and evidence of marketing activity.

**30.6** In considering alternative proposals the council will consider potential for residential, employment and/or tourism use. All uses would need to demonstrate how the accessibility and overall sustainability of the site have been enhanced to a level sufficient to overcome and address its remote location. This will include measures to improve the frequency and quality of public transport provision and facilitate opportunities for pedestrian and cycling connectivity. Opportunities for the provision of other key local services on site should also be investigated where proposals for residential development are proposed.

**30.7** The site falls within the consultation zone for the Office of Nuclear Regulation (ONR). The ONR will need to be consulted as part of any future proposals for this site with their advice informing the council's determination. In considering the implications of Heysham Power Station the council would not support the development of permanent residential caravans on this site with occupation restricted to tourism use.

**30.8** 46 residential units and some supporting facilities within the retirement village, including a leisure centre, have already been constructed with a number of dwellings already occupied. The compatibility of future uses with the already constructed element of the retirement village will need to be considered. Where alternative proposals are brought forward they will need to demonstrate how through sensitive planning and design they support the continued operation of a smaller scale retirement village, facilitating the continued operation of this development and its residents.

## 31 Policy HEY5: South Heysham Nature Reserves

### South Heysham Nature Reserves

Land identified as South Heysham Nature Reserves on the proposals map is allocated as a local nature reserve.

Within this area the council will support proposals that enhance wildlife and recreation opportunities compatible with the areas allocation as a local nature reserve.

**31.1** The Local Plan identifies land at south Heysham as South Heysham Nature Reserves. In identifying several parcels of land the council hopes to secure environmental improvements in this area transforming large areas of derelict and underused land into an attractive haven for wildlife and recreation.

**31.2** Parts of the site are already established as part of Heysham Nature Reserve. Run by the Lancashire Wildlife Trust the area consists of a wide variety of habitats including open water, reedbed, marsh gorse, hawthorn scrub, acid and neutral grasslands, heath and tree and shrub plantations. The area is also home to a variety of butterflies, moths and dragon flies with 21 species of butterfly, over 200 species of moths and 14 species of dragonflies and damselflies recorded.

**31.3** Large numbers of migrant birds also occur on the reserve. This includes many common bird species as well as rarer species such as the Wryneck, Yellow Warblers and Night Heron.

**31.4** The council will support the continued protection of this area for nature conservation and where appropriate recreation opportunities with opportunity for further expansion into the additional areas identified on the proposals map. In considering proposals the council will support opportunities for a wide range of environmental management improvements including new habitat creation and additional tree planting where appropriate.

**31.5** Such improvements offer opportunity to not only secure wildlife and habitat benefits but it will also help create a more attractive setting for existing residents and the employment growth envisaged at a number of the surrounding employment sites. Proposals for growth on adjacent employment sites, including Heysham Power Station and Heysham Port, should demonstrate how they support environmental improvements in this area with contributions to the development and management of the South Heysham Nature Reserves supported.

**31.6** The South Heysham Nature Reserves area is located within the council's identified Heysham Energy Coast. Energy related proposals in this area will be considered favourably where an overriding need for the development in that location is demonstrated and where mitigation and compensatory measures are provided sufficient to outweigh any residual harm that remains. Where proposals relate to designated Biological Heritage Sites (BHS) the council will seek to secure no net loss of the BHS requiring evidence of how the BHS will be protected and enhanced as part of any future proposal.



## 32 Housing Introduction

### Housing requirement

**32.1** Ensuring that housing is provided in appropriate locations is one of the main roles of the UK's planning system. Local authorities are required to plan for and identify a continuous supply of housing that is appropriate to the specific needs, characteristics and requirements of local communities.

**32.2** Through the Land Allocations document the council will identify how it plans to meet the housing requirement for the district to 2023, identifying the specific sites that it proposes should be allocated for residential development in line with the policy requirements of Policy SC4 'Meeting the Districts Housing Requirement' of the Core Strategy.

**32.3** Potential sites have been identified from the following sources:

- Sites with planning permission;
- Existing Local Plan allocations;
- Sites submitted through the Council's Strategic Housing Land Availability Assessment (SHLAA) process (2008);
- Sites submitted through the 2011 Call for Sites process;
- Sites submitted through the Developing the Options consultation; and
- Sites identified through other evidence base sources.

**32.4** Using this information the council has undertaken an assessment of site delivery investigating the suitability, availability and achievability of sites for housing. The assessment takes account of a wide range of factors including:

- A review of the planning history of the site;
- The landowners aspirations for the site (where known);
- Current ownership information including information on leaseholds and tenancies;
- Developer interest in sites;
- Assessment of key constraints including flood risk, environmental, historic and highway constraints;
- Discussions with key utility and infrastructure providers;
- Discussions with agents and landowners on individual deliverability and wider market trends;



- Site visits;
- Development densities utilising information from SHLAA with updates provided where known;
- Discussions with Development Management colleagues.

**32.5** Only those sites identified as being deliverable are included as part of the council's longer term housing land supply. Using this information the council has suggested allocating sites identified in the housing land supply above 1 hectare in the urban area and 0.4 hectares in the rural area.

**32.6** The next section describes how through these suggested allocations the council will meet the housing requirement of the district as described in Policy SC4 of the Core Strategy. Detailed planning policies are also provided for a number of the key residential sites.

### 33 Policy RES1 - Meeting the District's Residential Needs

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### Meeting the District's Housing Requirements

The following sites, identified on the Proposals Map, are suggested for allocation for housing development <sup>(i)</sup>.

In delivering development at these sites the council will require the applicant to demonstrate that the necessary infrastructure required to support proposals will be delivered, this includes appropriate community infrastructure where a need is identified.

Site Reference	Site Name	Settlement	Site Area	Status	Indicative Number of Dwellings	Indicative Phasing		
						2012/13 - 2016/17	2017/18 - 2021/22	2022/23 - 2023/24
SHLAA_405	Lancaster Moor North Hospital	Lancaster		Brownfield	440	70	175	70
SHLAA_412	Nightingale Hall Farm	Lancaster		Brownfield	164	65	35	
SHLAA_316	Wheatfield Street	Lancaster		Brownfield	62	62		
SHLAA_287	Lancaster Leisure Park, Wyresdale Road	Lancaster		Brownfield	107	70	37	
ES_13	Ridge Lea Hospital	Lancaster		Brownfield	50			50
SHLAA_382	Land at Royal Albert Fields, Ashton Road	Lancaster		Greenfield	15		15	
SHLAA_312	Albion Mills	Lancaster		Brownfield	24	24		
SHLAA_368	Riverview Hostel and Day Centre	Lancaster		Brownfield	30	15	15	
SHLAA_839	Heysham Road Depot	Heysham		Brownfield	43	43		
SHLAA_1030	Mossgate <sup>(ii)</sup>	Morecambe		Greenfield	212	212		
SHLAA_334	Regents Road Bridge, Westgate, Morecambe	Morecambe		Brownfield	66		66	
SHLAA_299	Trumacar Lane	Heysham		Greenfield	40		40	
SHLAA_283	Keer Bridge	Carnforth		Brownfield	30		30	
SHLAA_413	Lundsfield Quarry	Carnforth		Brownfield	200	100	100	
	Halton Arm Training Camp	Halton		Brownfield	35			35
SHLAA_290	Coastal Road	Bolton-le-Sands		Greenfield	77	60	17	
SHLAA_322	Land off Acorn Close	Bolton-le-Sands		Greenfield	2	2		
New_1	Railway Crossing, St. Michaels Lane	Bolton-le-Sands		Greenfield	23	23		

i Several of the sites remain the subject of further investigation with this work currently ongoing. The results from this work will inform the final allocation of sites

ii The Mossgate Site is currently being built out with 167 dwellings still to be completed. The potential for a rail halt to serve the site was identified as part of original proposals for this site. There remains a long term aspiration to deliver this. The Council will continue to look to protect the potential for the rail halt at this location with development which could prejudice its delivery not supported.

Site Reference	Site Name	Settlement	Site Area	Status	Indicative Number of Dwellings	Indicative Phasing		
						2012/13 - 2016/17	2017/18 - 2021/22	2022/23 - 2023/24
SHLAA_1028	Moor Platt	Caton		Brownfield	36	36		
	Cove House, Silverdale	Silverdale		Greenfield	14	14		
	Whinney Fold	Silverdale		Greenfield	7		7	
	Cove Drive	Silverdale		Greenfield	20		20	
	Ellel House	Galgate		Brownfield	13	13		
SHLAA_360	Ashley House	Galgate		Greenfield	30			30
SHLAA_390	Land behind Hornby Primary School	Hornby		Greenfield	25		25	
SHLAA_388	Land adjacent to Royal Oak Meadow	Hornby		Greenfield	20		10	10

Table 33.1 Housing Allocations

### **Housing Requirement**

**33.1** The local housing requirement for the district is established in Policy SC4 'Meeting the District's Housing Requirement' of the Core Strategy. The requirement aligns with that previously identified in the Regional Spatial Strategy for the North West and states that in planning for the future needs of the district the council will look to deliver a sufficient supply of deliverable housing sites to meet future development needs. This is defined in Policy SC4 as an average annual requirement of 400 dwellings per annum.

**33.2** The NPPF continues the requirement for local authorities to plan for and identify a continuous delivery of housing for at least 15 years following the adoption of planning policy documents. For Lancaster District this is defined as the first full 15 years following the adoption of the Core Strategy, 2009/10 to 2023/24, equivalent to 6,000 new dwellings.

**33.3** This period has already commenced with three years, 2009/10 - 2011/12, already completed. During this period just 299 dwellings were completed, 901 dwellings below the 1,200 dwelling requirement.

**33.4** The low level of completions in recent years is in sharp contrast to previous annual completion rates. Past completions have been more reflective of the 400 per annum dwelling requirement of the Core Strategy, with an average of 390 dwellings completed per annum since 1991/1992 (table 10.2)

Year	Number of Dwellings
Apr91-Mar92	474
Apr92-Mar93	410
Apr93-Mar94	349
Apr94-Mar95	682
Apr95-Mar96	671
Apr96-Mar97	539
Apr97-Mar98	470
Apr98-Mar99	462
Apr99-Mar00	401
Apr00-Mar01	412
Apr01-Mar02	436
Apr02-Mar03	568
Apr03-Mar04	556
Apr04-Mar05	348
Apr05-Mar06	253
Apr06-Mar07	182
Apr07-Mar08	350
Apr08-Mar09	330
Apr09-Mar10	121
Apr10-Mar11	79
Apr 11-Mar12	95

Table 33.2 **Housing Completions, 1991/1992 - 2011/2012**

**33.5** In delivering and managing future supply the council must be mindful of wider economic circumstances and the impact that this has had on completion rates since 2008. It should also be noted that prior to the downturn completion rates across the district had been artificially controlled by the city council via the implementation of its Supplementary Planning Guidance 16 (SPG16) 'The Phasing of New Residential Development'. This sought to manage completions in line with a lower housing requirement described in the then Regional Planning Guidance for the North West. Had this not been in place the council would have experienced higher levels of completions in the period 2003/04 to 2006/07.

**33.6** Lower level of completions at the start of the plan period mean that the council commences the preparation of the Land Allocations document with an undersupply of 901 dwellings, increased to 1,282 dwellings if undersupply from the longer Regional Strategy plan period from 2003/04 is included.

**33.7** Under normal economic conditions this deficit would have been expected to have been made up during the latter stages of the plan period, with supply required to meet both the 400 per annum housing requirement and the deficit from previous years. In relation to undersupply from 2009/10 this would be equivalent to an additional 69 dwellings per annum for the remaining 13 years of the plan period. This is increased to an additional 99 dwellings per annum if the deficit from the start of the Regional Strategy plan period 2003/04 to 2008/09 is included.

**33.8** Such assumptions are however based on very different circumstances to those where the council finds itself in preparing the Land Allocations document. It assumes more buoyant economic circumstances with high expectations of delivery and viability. This is clearly no longer the case. Development viability is much more challenged with developers and individual borrowers facing difficulty in accessing the funding required to fund development and ultimately purchase property.

**33.9** Even assuming an optimistic recovery in the housing market it is considered unrealistic to expect the housing market to recover to such an extent whereby it could provide 400 dwellings per annum and accommodate additional development to meet earlier periods of deficit.

**33.10** For this reason the council has sought to develop a viability informed view of delivery focused on achievability. This approach is based on a realistic expectation of delivery recognising the deliverability of individual sites and their relationship with the wider infrastructure and environmental capacities of the district as well as the council's own regeneration priorities. Delivery in excess of this is not viewed to be achievable or sustainable. For this reason the Land Allocations document plans for the delivery of supply from the date of adoption of the document, assumed to be 2012/2013 and equivalent to **4,800 dwellings**.

**33.11** Policy RES1 sets out those sites over 1 hectare in the urban area and over 0.4 hectares in the rural area that are allocated on the Proposals map for housing. These are those sites where the council will require the majority of the 4,800 housing requirement to be delivered and where sites will be protected for residential use.

**33.12** A housing trajectory detailing these sites and their anticipated phasing is contained in appendix B. This will be updated annually as part of the council's housing land monitoring process. Additional supply on sites below the dwelling threshold are also included as is supply from sites allocated as mixed use development sites, individual allocations within identified areas of strategic growth and sites located within the Morecambe Area Action Plan boundary.

### **Allocation of sites**

**33.13** The allocation of sites in Policy RES1 has been informed by the following considerations:

- An assessment of the sites' suitability, achievability and availability for development. This is defined in more detail in Housing Topic Paper which supports this document and takes account of factors including environmental and landscape sensitivities; wider sustainability considerations such as distances to key services, accessibility, flood risk, contamination and air and noise pollution; community infrastructure including education provision, health care provision, local and strategic highway capacity and other key utility provision;
- Evidence of a need for additional housing within that locality;
- A sequential approach aimed at focusing development where it will support the vitality of existing settlements, regenerate areas of need, ensure the efficient use of land and minimise the need for travel. Within this the council would look to direct development

firstly to previously used land and buildings within existing settlements and then secondly to those sites where an identified need for housing is identified and where the sites are well located in relation to housing, jobs, services and infrastructure; and

- A need to phase development to manage housing delivery.

**33.14** Whilst the council recognises that the number of dwellings to be delivered on individual sites will be determined through detailed consideration when a planning application is submitted, it is still necessary to estimate the capacity of sites. The capacity figures included in policy RES1 provide indicative figures based on an assessment of each site's ability to accommodate development. The capacities reflect those identified in the council's Strategic Housing Land Availability Assessment (SHLAA) which assessed capacity based on the location of the site. Whilst an average density of 30 dwellings per hectare is sought, higher densities are envisaged in town centres and locations with good public transport links and lower densities in the more rural areas and where environmental constraints exist. The Housing Topic Paper explains in more detail how individual capacity figures have been determined. The council would not support significant variance either above or below these figures unless justified by need.

### **Delivery**

**33.15** In managing future housing delivery the council will look to secure the delivery of allocated sites in line within the indicative phasing identified in policy RES1. The phasing has been informed by the following considerations:

- Infrastructure capacity - how much development can be accommodated within existing infrastructure limits and whether there is a need to secure improvements and investment to accommodate the development;
- Siting and sustainability issues - the need to ensure that mitigation measures are in place to minimise the impact of development on the surrounding landscape, environment and historic environment;
- Constraints - the degree to which sites are constrained and the extent to which measures can be put in place to overcome any constraints and bring the site forward for development; and
- Availability - whether sites are available for development and not impacted by tenancy or other ownership issues which could delay delivery.

**33.16** The phasing allows the council to co-ordinate development with the required infrastructure needed to support it as well as manage and mitigate against any wider impacts which may result from the development. It also provides the main mechanism for implementing the council's sequential approach, directing development in the first instance to previously developed sites where they support the vitality of existing communities, regenerate areas of need as defined elsewhere in the Core Strategy and minimises the need to travel.

**33.17** A number of sites are identified as being key to this approach. These are subject to specific policies recognising their importance in the delivery of the council's spatial framework for the district and are identified as:

- Lancaster Moor Hospital, Lancaster (Policy EL2);

- Land at Nightingale Hall Farm, Lancaster (EL3);
- Ridge Lea Hospital, Lancaster (EL4);
- Land at Wyresdale Road, Lancaster (EL5);
- Land at Lundsfield Quarry, Carnforth (RES2); and
- Land at Keer Bridge, Carnforth (RES3).

**33.18** As identified above further residential supply is also envisaged from a number other development sites including the identified Development Opportunity Sites of Luneside East, Luneside West, the Former Pontins Holiday Camp and Halton Mills. These are covered by specific policy allocations elsewhere in the document.

**33.19** Additional supply is also envisaged from sites allocated in the council's Morecambe Area Action Plan. This carries the same weight as those sites allocated in the Land Allocations DPD. Whilst not allocated via the Land Allocations DPD sites allocated in the AAP will contribute to the council's overall housing requirement

**33.20** The council is also aware, through its work on future housing supply, of opportunities for additional development in a number of villages across the district. Together these villages provide opportunities for rural communities to meet their housing needs through a sustainable distribution of growth across the district. Opportunities for additional development in these villages will be explored in partnership with the parish council for these communities and other relevant neighbourhood groups. Through this process the council is confident that additional development to meet identified rural needs will be delivered. This is addressed further under the 'Meeting Rural Needs' policy within this document.

**33.21** In meeting future delivery the council has sought to minimise the release of greenfield sites within its allocations. The exception to this are the three strategic sites of Whinney Carr (STR1), Bailrigg Lane (STR2) and Grab Lane (STR4). These sites are subject to separate policy allocations within this document detailing the specific requirements for these sites.

**33.22** In managing future housing land supply the council will look to secure the delivery of allocated sites in line with the phasing identified above. Failure to do so would undermine the the deliver of the council's spatial framework and regeneration priorities.

**33.23** Proposals for non-residential uses in any of the sites identified within Policy RES1 will not be supported.

### **Monitoring**

**33.24** Delivery of the Land Allocations document will be undertaken as part of the preparation of the Annual Housing Land Monitoring Report. The document provides information on new housing completions, new housing approvals and updates information on where future housing delivery is projected to come from through the council's housing trajectory. The report is prepared annually with a base date of the 1st April.



## 34 Policy RES2: Lundsfield Quarry

### Land at Lundsfield Quarry, Carnforth

Land at Lundsfield Quarry, Carnforth is to be allocated for residential development. The site is expected to accommodate up to 200 dwellings. In taking forward proposals for this site the council will require:

- i. The integration of the development with the surrounding network of cycling and pedestrian linkages, with the creation of strong linkages between this site, adjacent development and Carnforth town centre;
- ii. The delivery of a new bridge crossing across the canal linking this site with land to the north of the canal. Where this can not be provided the council will require evidence of how accessibility of the site will be enhanced and improved connectivity provided;
- iii. Improved connectivity between this site, the town centre and surrounding residential areas including the Highfield Estate. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- iv. The sensitive design on land adjacent to Carnforth Rangers Football ground ensuring the continued viability of the club, protecting it from inappropriate encroachment and overlooking. The compatibility of the two uses will need to be demonstrated;
- v. The provision of acceptable and safe access arrangements from Kellet Road;
- vi. No net loss in value of the Biological Heritage Sites (BHS) and Geological Heritage Site (GHS) with evidence of how the remaining BHS and GHS area can be protected and enhanced. Proposals should demonstrate how they will deliver positive benefits to biodiversity through the creation of habitat within the site;
- vii. The provision of appropriate public open space within the residential development;
- viii. High quality design and use of materials which respects the character and setting of the site and its location;
- ix. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures are adopted;
- x. Utilisation of the site's frontage along the canal and its marina with innovative design and improved public realm regenerating this area of the town;
- xi. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- xii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- xiii. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**34.1** The former Lundsfield Quarry site is allocated for housing. The site was previously home to a concrete works and a marina for the canal. Both uses have now ceased and the site has remained largely vacant and unused for many years. Redevelopment of this site is therefore supported with this offering opportunity to regenerate and bring back into use a large brownfield site, provide much needed housing, secure wider environmental and amenity improvements and deliver enhanced connectivity across Carnforth.

**34.2** The redevelopment of the site for housing has been supported by the council in the past having previously been identified as a housing opportunity site in the old Local Plan and more recently through the planning application process. A planning application for residential development for 200 dwellings was approved by the council in 2012, subject to the signing of a Section 106 Agreement.

**34.3** In continuing to support the delivery of this site the council will look to secure development which utilises the site's central location providing increased connectivity between the site, the town centre and adjacent residential areas. Whilst centrally located the site suffers from poor accessibility with limited connectivity between the site, the town centre and neighbouring areas. The council has in the past sought to address this through the requirement for a new canal crossing. The delivery of this remains a priority and the council will continue to encourage the delivery of this under future proposals. Where this is proven to be undeliverable the council will require evidence of how the accessibility of the site will be enhanced and improved connectivity delivered across all means of transport.

**34.4** In delivering improved connectivity the council will require the provision of improved linkages into the Highfield Estate. This estate is located to the east of Carnforth and is noted to suffer from poor connectivity with the main town centre. The redevelopment of the Lundsfield Quarry site offers opportunity to address this.

**34.5** In taking forward future proposals the council will look to secure imaginative design utilising the site's location on the canal-side and enhancing public realm in this area of Carnforth. The provision of new open space on the site will be required. This should be delivered in line with the standards specified in forthcoming open space guidance prepared by the city council.

**34.6** The allocation includes part of the Lundsfield Quarry North Biological Heritage Site. Whilst the council looks to protect and enhance existing BHS resources it is recognised that redevelopment of this site offers opportunity to secure wider improvements to the remaining BHS area resulting in an overall net gain of biodiversity value. In delivering this future proposals will need to demonstrate how the Biological Heritage Site and other nearby BHS areas will be enhanced and managed. This should ensure that there is no net loss in biodiversity value and that appropriate safeguards are included to secure the future protection of this resource.

**34.7** In taking forward the allocation of this site the council has excluded Carnforth Football Club from the allocated site. Whilst excluded the council recognises that the site could in the future be redeveloped for housing in conjunction with this allocation. This is however subject to an alternative site being identified to secure the clubs relocation. At the time of

preparing the Land Allocations document the council was unaware of any such opportunities and as such continues to identify the site as part of its open space provision under Policy REC1 of this document.

**34.8** Until an alternative location is identified the council will look to protect the football club. Future proposals for this site will therefore need to demonstrate the sensitive planning of development in proximity to the football club. This will include the need to ensure that the club does not suffer from increased overlooking, traffic flows or encroachment, all of which could serve to undermine the continued viability of the football club.

**34.9** Proposals should also look to deliver the infrastructure needed to address the individual and cumulative impacts associated with the development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

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## 35 Policy RES3: Keer Bridge

### Land at Keer Bridge, Warton Road, Carnforth

Land at Keer Bridge, off Warton Road, Carnforth is to be allocated for residential development. The site is expected to accommodate up to 30 dwellings. In taking forward future proposals the council will require:

- i. The sensitive integration of the development with the surrounding area taking into account the site's rural location and proximity to sensitive uses including the location of listed buildings on site;
- ii. The incorporation of cycle and pedestrian links with good linkages to the existing network including adjacent public rights of way;
- iii. Acceptable access arrangements with appropriate highway safety measures from Warton Road;
- iv. Contributions from the development towards improvements to public transport access in the area with improved linkages between this area and the town centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- v. Incorporation and enhancement of existing Public Rights of Way routes through the site;
- vi. Proposals to demonstrate that air quality within the Carnforth Air Quality Management Area will not be impacted by the proposed development and that adequate measures are put in place to protect future residents;
- vii. The preparation of a Flood Risk Assessment detailing how through design and construction flood risk to the north east of the site has been addressed and mitigated to acceptable levels to the satisfaction of the Environment Agency;
- viii. The provision of appropriate open space within the residential development with opportunities to link into the adjacent BHS and river corridor and potential for enhancing biodiversity, recreation and leisure uses investigated. Proposals should seek to deliver positive benefits to biodiversity through the creation of habitat within the site;
- ix. Development respects and reflects the location of the site adjacent to the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB);
- x. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures adopted;

- xi. High quality design and use of materials which respect the character and setting of the site and its location;
- xii. Sustainable construction aimed at minimising energy use and maximising energy efficiency;
- xiii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- xiv. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**35.1** Land at Keer Bridge has been identified as being deliverable for housing in the Land Allocations document. Located to the north of Carnforth the site is currently used for employment purposes, having previously been allocated for employment as part of the larger Warton Road employment site in the old Local Plan.

**35.2** The council is aware that the site has struggled to attract new businesses with the owners struggling to lease vacant units and land. This is supported by the council's own evidence base work which identified Keer Bridge as one of the council's worst performing employment sites. The council's partial employment land review prepared in 2008 recommended that the redevelopment of this site for alternative uses be investigated.

**35.3** The council supports the recommendations of the study and considers that there are more suitable and attractive employment sites available to accommodate Carnforth's continued employment needs, including land to the south of the railway at the larger Warton Road employment allocation.

**35.4** The Keer Bridge site is surrounded by housing to the north west, west and south west, a bowling green and playing fields to the north and open countryside and farmland to the north east, east and south east. The River Keer provides a natural boundary to the site to the south and east. The site is also home to a grade II Listed building, located at the entrance of the site. Redevelopment of the site for housing is considered to be more compatible with these surrounding uses, offering opportunity to improve the local environment and wider neighbourhood amenity.

**35.5** In taking forward proposals at this site the council will require development to be in keeping with the rural nature of this area, respecting the site's location outside of the main urban area of Carnforth and its location adjacent to important environmental and historic assets. High density development of this site would not be appropriate and is not viewed to be in keeping with the character of this area.

**35.6** The site's proximity to the River Keer means that some areas of the site are identified as being at a high risk of flooding. The council will require the submission of a Flood Risk Assessment for this site detailing how flood risk has been addressed and mitigated against. The council will also require evidence that there will be no increase in flooding elsewhere as a result of development proposals on this site.

**35.7** Proposals should also look to deliver the infrastructure needed to address the individual and cumulative impacts associated with the development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

## **36 Policy EMP1: Meeting the District's Employment Requirements**

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## Meeting the District's Employment Requirements

### *Allocated Employment Sites*

Development proposals for B1, B2 and B8 uses will be supported in principle within the established Employment Areas identified in Table 36.1 below subject to complying with the relevant policies set out within the Development Management DPD.

White Lund Industrial Estate	Caton Road Industrial Estate, Lancaster
Major Industrial Estate, Heysham	Lune Industrial Estate, Lancaster*
Heysham Industrial Estate	Lancaster West Business Park
Royd Mill, Heysham	Kellet Road Industrial Estate
White Cross Business Park, Lancaster*	Carnforth Levels
Land at Warton Road, Carnforth	Land at Scotland Road, Carnforth
Carnforth Business Park*	

Table 36.1 : **General Employment Sites**

Development will be supported for B1 uses at Lancaster Business Park, Lancaster to maintain a high quality Business Park on land adjacent to Junction 34 of the M6. Proposals which involve alternative uses, including alternative 'B' type uses, will not be supported by the council.

### *Rural Employment Sites*

The employment areas identified in Table 36.2 below will be protected for their value and contribution to the wider rural economy of the District. Development proposals for B1, B2 and B8 uses will be supported by the council in principle provided that proposals meet the relevant policies set out within the Development Management DPD.

Cowan Bridge Industrial Estate	Claughton Brickworks
Halton Mills, Halton	Hornby Industrial Estate
Glasson Industrial Area, Glasson Dock	Galgate Silk Mill, Galgate
Willow Mill, Willow Lane, Caton	

Table 36.2 : **Rural Employment Sites**



*Non-Allocated Employment Areas*

On unallocated employment sites proposals which seek an alternative use will be assessed against the requirements of Policy EC4.1 of the Development Management document.

*Other Policy Areas*

Specific land allocation policies are provided for the following sites:

- Lune Industrial Estate (EMP2)
- White Lund Industrial Estate (EMP3)

\*Proposals for B8 Uses will not be supported at Lune Industrial Estate or White Cross Business Park given the significant constraints to the local highway network in central Lancaster. Proposals for Heavy Industrial B2 Uses or B8 uses at Carnforth Business Park will also not be supported to maintain the rural character of the locality.

**36.1** There are a number of locations in the district which have been allocated for employment generating purposes, including for B1 (Office / Business), B2 (General Industrial) and B8 (Storage and Distribution). These sites are highlighted in tables 36.1 and 36.2 above.

**36.2** It is important for the district's local economy that the council ensures that there is a suitable portfolio of employment sites that provide variety and choice for local business and encourage growth and investment in the economy. A suitable portfolio should seek to identify sites which provide variety in terms of their potential use, size, availability and their geographical location in the district.

**36.3** The council will seek to maintain a suitable portfolio of sites whilst ensuring that all sites allocated can be maintained in employment operating uses for the foreseeable future and have not been allocated without any reasonable expectation that they can be retained for such a purpose.

**36.4** The council will seek to protect land within designated employment areas for employment generating uses. Whilst the sites identified and allocated within Policy EMP1 of this document will be protected for 'B' use classes, the council will seek to set a policy presumption against proposals which would involve the loss of employment generating uses or opportunities from a site, unless it can be demonstrated that an ongoing employment use will no longer be viable. This approach is set out in Policy EC1.1 of the Development Management DPD.

**36.5** Whilst the council recognises that some uses, such as retail, may offer the opportunity to deliver a degree of employment in the locality, the council will not support the principle of development of such uses within allocated employment areas. Such uses should be directed towards town centre locations.

**36.6** Proposals which involve uses that are not primary employment uses will not be permitted in designated employment areas unless where exceptional circumstances are demonstrated. Any exceptional circumstances will be expected to demonstrate that any such uses will be both ancillary and beneficial toward the wider employment generating use within the site / premises.

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## 37 Policy EMP2: White Lund Employment Area

### White Lund Industrial Estate

The council will support proposals for a range of employment uses on the White Lund Employment Site including B1, B2 and B8 uses subject to the acceptability of other relevant policies with the Development Management DPD.

Within the White Lund Estate proposals for uses other than those falling within 'B' use classes and those sui-generis uses of an employment nature will not be permitted unless it can be demonstrated that:

- i. No alternative locations exist for such proposals outside of designated employment areas; and
- ii. The retail use proposed is ancillary to the employment use of the individual building with any retail use being no greater than 20% of the overall floorspace of the building.

Any development proposals which satisfy the requirements of criterion (i) and (ii) will be expected to pay due regard to relevant policies within the Development Management DPD.

**37.1** White Lund Industrial Estate is the largest employment area within the district and is strategically placed, equidistant between both Lancaster and Morecambe. It is expected that this strategic location will be enhanced further in the future with the creation of a road link to Junction 34 of the M6. Such a road link is expected to enhance accessibility to this area from the strategic road network.

**37.2** The estate, whilst still supporting a significant proportion of employment generating uses, has seen an infiltration of quasi-retail uses through the last plan-period, including counter uses. The council recognises the threat from such retail uses to the ongoing viability and continuity of the estate for employment generating purposes which should primarily be for B1, B2 and B8 uses.

**37.3** Therefore, via Policy EMP3 the council will seek to restrict the opportunities for retail development at the White Lund Industrial Estate, only permitting such uses where it has been demonstrated by the applicant that there are no alternative locations for the proposals outside of allocated employment areas and that the proposed retail uses would be ancillary to the employment use of the building.

## 38 Policy OPP1: Bulk Road and Lawsons Quay

### Land at Bulk Road / Lawson's Quay, Central Lancaster

The council will support the commercial led regeneration of the site. Proposals should compliment the ongoing regeneration of the neighbouring of Lancaster Canal Corridor North site (Policy CWL1), which has been allocated for a retail-led regeneration scheme forming part of a city centre extension.

Proposed uses at the Bulk Road / Lawson's Quay site should not include uses which could be located on sequentially preferable sites within the town centre.

Proposals for this site will be expected to address the following issues:

- i. Proposals should seek to ensure that no adverse impact is created on the surrounding road network, local amenity and highway safety. Proposals which involve significant traffic generation into the site will have to demonstrate that it will not have any adverse impact on the traffic movements in the central Lancaster area;
- ii. That any proposed uses on the site for employment or commercial purposes do not impact on local residential amenity on Bulk Road in terms of noise, smell, light or air pollution; and
- iii. Appropriate linkages are generated from the site to the city centre, encouraging access to the site by cycling and walking.

Any development proposals for this site should also have due regard to all relevant policies contained with the Development Management DPD.

**38.1** The council has allocated the land at Bulk Road / Lawson's Quay as a development opportunity site. The allocation seeks to improve the eastern gateway to the city centre addressing issues of long term vacancy and dereliction on this site.

**38.2** The council will support the development of the site for a range of commercial opportunities, including office/business uses, leisure uses and some types of retail uses provided they do not seek to conflict from the wider aims of the council to deliver retail regeneration to the centre of Lancaster at land defined within Lancaster Canal Corridor North (see Policy CWL1). It should be demonstrated that any retail uses proposed for this site will be compliment and support the retail offer in the city centre, both in terms of the existing offer and proposed offer via the Canal Corridor North scheme.

**38.3** Support will not be given for proposals which would seek to undermine the redevelopment and regeneration of the Lancaster Canal Corridor North site. Proposals which involve the development of A1 retail units which would be more appropriately located within the proposed city centre boundaries of Lancaster will not be supported at this site. Neither

would the council support proposals for a foodstore or supermarket on the site, unless it is demonstrated by the applicant that there is a retail need for such a use in this location and that no sequentially preferable sites exist or are proposed within the locality.

**38.4** Access to the site is gained from Skerton Bridge, Caton Road and the Lancaster one-way system all of which suffer from serious congestion, any proposal will therefore be expected to set out clearly how traffic to and from the site will be managed to ensure that there will be no unacceptable impact on traffic flow on the local highway network and that highway safety is not compromised. Any proposals for the Bulk Road / Lawson's Quay site should ensure safe access from the city centre for pedestrians and cyclists.

**38.5** Any proposed uses on the site should not have a detrimental impact on the amenity enjoyed by nearby residents on Bulk Road. Uses should not affect local amenity in terms of light, noise, or air pollution.

## 39 Policy OPP2: Former TDG Site

### **Former TDG Site, Warton Road, Carnforth**

The Council will support the regeneration and redevelopment of the former TDG Site, Warton Road, Carnforth for a mixture of uses which should be appropriate and suitable for the unique position of this site. Potential uses could include elements of employment (excluding B8 Storage and Distribution uses), commercial, residential and recreational uses.

Any proposals which come forward should be comprehensive and consider the entire site through a masterplanning exercise having due regard to the following issues:

- i. Proposals should seek to ensure that no adverse impact is created on the surrounding road network, Carnforth Air Quality Management Area, local amenity in Carnforth Town Centre and highway safety, particularly in relation to any generation of HGV traffic;
- ii. That sufficient and appropriate mitigation is provided to protect any potential residential development or commercial uses on this site from the impacts associated with the sites proximity to the West Coast mainline and other associated rail infrastructure;
- iii. Future proposals should demonstrate a high standard and quality of design respecting the character and setting of the site and its location as a gateway to the Arnside and Silverdale AONB;
- iv. That any proposed uses of the site for employment or commercial purposes do not impact on local residential amenity in terms of noise, smell, light or air pollution;
- v. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site; and
- vi. Appropriate linkages are generated from the site to the town centre, encouraging access to the site by cycling and walking.

Any development proposals for this site should also have due regard to all relevant policies contained with the Development Management DPD.

**39.1** The site of the former TDG depot on Warton Road, Carnforth has been a long term employment allocation within the local planning system. However, with the re-location of TDG to alternative locations both within the District and wider across the North West area the opportunity now exists to diversify the opportunities for the future use of this site.

**39.2** The site's previous use for storage and distribution B8 uses created significant problems on the local highways network, creating high levels of HGV traffic movement within Carnforth Town Centre, impacting on the town centre's amenity and safety for residents and visitors and air quality in the town. Carnforth is one of three Air Quality Management Areas identified within the district.

**39.3** As identified above previous storage and distribution uses and their associated transport movements have negatively impacted on the town centre and quality of life for residents and visitors. The council would not seek to support future use of the site for B8 purposes or any other uses which would generate significant numbers of HGV trips to the site.

**39.4** In taking forward future proposals the Council will encourage the diversification of the site allowing for the consideration of a wide range of uses, including residential, employment or commercial uses which are suitable and appropriate to this location.

**39.5** The Council will expect any development proposal to come forward as part of comprehensive masterplan for the site which should also address issues of phasing. The Council will not support the piecemeal regeneration of this site for individual, isolated development proposals.

**39.6** Any Masterplan submitted for this site will be expected to consider the impacts that the proposed uses will have on the local highway network and the issues around accessing the site. The constrained nature of the site suggests that only one access point will be available for future development. In taking forward proposals consideration will need to be given to the capacity of the local highway network and to highway safety. Given the site's central location within Carnforth it is expected that any Masterplan should seek to encourage the use of cycling and pedestrian access to Carnforth Town Centre.

**39.7** As the site is surrounded by rail infrastructure and in particular the busy West Coast Mainline, any proposals will need to address and mitigate the impact that such uses will have on the amenity of the proposal, particular any sensitive development such as residential use. The Council will expect proposals to incorporate mitigation measures to ensure that the amenity of any elements of residential development are suitability protected from surrounding uses.

## 40 Policy OPP3: Galgate Mill

### Galgate Mill, Galgate

The council will support proposals for the regeneration and redevelopment of land identified on the Proposals Map as Galgate Mill. Proposals which support the preservation and regeneration of the site will be supported where demonstrated to be consistent with the sites rural location and concentration of Listed buildings on and adjacent to the site.

In considering future proposals the council will require a conservation led approach focused on:

- i. The retention and sensitive reuse and repair of the Mill Buildings and those surrounding curtilage buildings identified as being of historic importance;
- ii. The protection of local amenity in surrounding residential areas;
- iii. High quality design and use of materials which respect the character and setting of historic assets on site;
- iv. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- v. The integration of the development with the surrounding network of cycling and pedestrian linkages;
- vi. Contributions from the development towards improvements to public transport access in the area with improved linkages between this site and Lancaster City Centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- vii. The retention and provision of sufficient parking on-site to accommodate the mix of uses proposed without impacting on the operation of existing businesses or the setting of the Listed building;
- viii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document;
- ix. The provision of open space on site;
- x. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any utility infrastructure identified as being necessary to support the development; and
- xi. The provision of acceptable and safe traffic arrangements for Chapel Lane.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**40.1** The Grade II Listed Silk Mill was erected in 1852 and unusually for this area the building is constructed of brick. The main mill building stands at five storeys and provides a dominant and attractive landmark for Galgate.



**40.2** The main mill building has since been converted for employment use and is now in use as light industrial units. Whilst a number of small businesses trade from the mill a large area of the site remains vacant and available for development. Opportunity to utilise and bring back into use this important historic asset and tidy up the site will be supported by the council.

**40.3** In considering future proposals the council will look to support and protect the continued operation of the mill for employment purposes whilst clearing its curtilage to restore its setting. The mill plays an important role in the district's employment land supply, providing small units suitable for start up businesses and other rural enterprises. Proposals which would result in the loss of employment space on this site will not be supported, unless appropriate alternative provision can be achieved and the curtilage of the mill cleared to respect its Listed status and the adjacent Ellel house.

**40.4** The council will support the wider diversification of the site encouraging residential use on the upper floors of the mill building where it is demonstrated to be unsuitable for employment development and where residential development is shown to be compatible with wider employment uses within the building.

## 41 Policy OPP4: Halton Mills

### Land at Halton Mills, Halton

Land identified as Halton Mills on the Proposals Map is to be allocated as a development opportunity site suitable for a mixed use development incorporating residential and employment uses.

In considering future proposals the council will require the following:

- i. The provision of a mix of uses including residential and employment development. Additional residential development in excess of that already approved will not be supported;
- ii. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures are adopted;
- iii. The integration of the development with the surrounding network of cycling and pedestrian linkages;
- iv. Contributions from the development towards improvements to public transport access in the area with improved linkages between this area and the city centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- v. The provision of acceptable and safe access arrangements;
- vi. The protection of existing public rights of way through the site;
- vii. The provision of appropriate levels and type public open space within the residential development with opportunities to contribute to a green network corridor along the river Lune and potential for enhancing biodiversity, recreation and leisure uses investigated;
- viii. No net loss in value of the adjacent Biological Heritage Site (BHS) with evidence of how the BHS will be protected and enhanced;
- ix. High quality design and use of materials which respect the character and setting of the site in relation to its rural location and high quality environment;
- x. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- xi. Proposals through design and construction should seek to address and mitigate flood risk from on the site from the river Lune. Any future proposals must be accompanied by a Flood Risk Assessment which addresses issues of flooding and mitigation to the satisfaction of the Environment Agency;

- i. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any utility infrastructure identified as being necessary to support the development; and
- ii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**41.1** Located in the village of Halton, Halton Mills is an old industrial area located on the banks of the River Lune. The site has a history of employment uses including those relating to the mill industry and then more recently as part of a chemical works practice. The continued use of the site for employment related development remains a priority with the site offering excellent opportunity to add to the employment mix of the district as well as meet rural employment needs.

**41.2** Planning permission for the comprehensive redevelopment of this site was granted in 2002. The approval sought to create a new mixed use development incorporating residential and employment uses. Residential development on site has already commenced with 24 units completed and several more units under construction. As with several other sites across the district the site has been affected by the downturn in the construction industry with construction on site halted. The site is now in the hands of an administrator.

**41.3** In considering proposals the council will look to secure development that achieves a mix of uses including residential and employment uses, creating a high quality development reflective of the site's rural setting and prominent location on the River Lune. Proposals should be taken forward through a comprehensive approach working in partnership with the local community and Parish Council.

**41.4** Future proposals will need to demonstrate how through sensitive design the development adds to the environmental quality of the area securing environmental improvements and protecting the wider residential amenity of Halton. The relationship of the site with the adjacent Biological Heritage Site will need to be considered.

## 42 Policy OPP5: Meeting Rural Needs

### Meeting Rural Needs - Development Opportunities

The Council is aware of potential for additional development in the following villages:

- Middleton;
- Nether Kellet;
- Over Kellet;
- Overton; and
- Warton

Opportunities for additional development in these villages will be explored in partnership with the Parish Council for these communities and other relevant neighbourhood groups.

Through its work on future housing supply the council is aware of additional opportunities for growth across a number of villages in the district. Whilst not identified in Policy SC3 of the Core Strategy the villages identified above represent sustainable locations where the council would look to identify additional development opportunities sufficient to meet local needs.

Opportunities for additional development in these villages will be explored in partnership with the Parish Council for these communities and other relevant neighbourhood groups. Through this process the council is confident that additional development to meet identified rural needs will be delivered.

In considering future proposals in these villages the council will require development to demonstrate a high standard of design appropriate to the rural location of the development and the surrounding landscape. Proposals will also need to demonstrate how they meet a local need for housing in that locality.

## 43 Policy EDC1: University of Cumbria

### University of Cumbria Campus, Lancaster

Built development associated with the expansion of the University of Cumbria will be confined to the area identified on the Proposals Map as the University of Cumbria Campus.

Development outside of this area will be restricted to outdoor sports facilities and small scale ancillary developments where a need for the additional development is evidenced where this is unable to be accommodated within the existing boundary area, and where this would not result in the loss of residential amenity or encouraging parking off-campus.

Future development proposals should be taken forward through a master planned approach in consultation with the local community. Opportunities to improve linkages with local businesses should be encouraged as part of this process.

**43.1** The University of Cumbria was established in 2007 following the merger of St. Martin's College, the Cumbria Institute of Arts and the Cumbrian campuses of the University of Central Lancashire. The University is based on a 'distributed learning network' with teaching taking place at a number of facilities across the country. In Lancaster the main campus buildings are located on the former St. Martins College campus site. This was established in the 1960s on the former army barracks at Bowerham Road.

**43.2** Like Lancaster University the University of Cumbria campus in Lancaster plays a major role in providing employment and investment into the local economy. Its importance to the local economy is recognised in Policy ER1 'Higher and Further Education' of the Core Strategy. Together with Lancaster University the policy seeks to maximise the benefits to Lancaster district from growth in higher education. For the University of Cumbria the policy calls for a master planned approach to development, involving local communities.

**43.3** Since its establishment the University of Cumbria has continued to grow with significant investment in new campus buildings and facilities over recent years. The further development of the site is however constrained by its site boundaries and its location within a residential area and area of key urban landscape. This landscape provides a visual setting for the college and provides recreational facilities for students and staff. It also makes an important contribution to the appearance of what is otherwise a densely developed part of the city, particularly on the western slopes falling to Bowerham Road. Further expansion into this area is viewed as being inappropriate and will not be supported by the city council.

**43.4** For this reason the council will only support development within the built-up campus boundary identified on the Proposals Map. In exceptional circumstances the council may allow development outside of this area for outdoor sports facilities and small scale ancillary development where a proven need is evidenced and where it is shown that this can not be met within the existing built up area subject to residential amenity and not encouraging off campus parking.

**43.5** In considering future proposals for growth it may be that alternative locations outside of the campus may be considered appropriate, including locations in central Lancaster and Morecambe. In considering such proposals the City Council will give consideration as to whether the benefits of growth outside of the campus outweigh the extent to which the use would be more appropriately located on campus.

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## 44 Policy EDC2: Lancaster and Morecambe College

### **Lancaster & Morecambe College, Morecambe Road**

Built development associated with the expansion of Lancaster and Morecambe College will be confined to the area identified on the Proposals Map as Lancaster and Morecambe College.

Future development proposals should be taken forward through a master planned approach in consultation with the local community. Opportunities to improve linkages with local businesses should be encouraged as part of this process.

**44.1** Lancaster and Morecambe College is the district's main college of further education, providing a range of full and part time courses. The college campus also provides a wide range of additional on-site facilities such as a sports centre, hairdressing salon, beauty salon, dog grooming parlour and restaurant. The recently completed £1.5million development for the creation of a new fitness suite and synthetic pitches further improves the range of services available. Facilities are open to students, staff and members of the public.

**44.2** Located on Torrisholme Road the site benefits from excellent transport links being close to both the primary bus route and the Lancaster to Morecambe cycle way. Both provide excellent accessibility to the main urban areas of Lancaster and Morecambe.

**44.3** Like the University of Lancaster and University of Cumbria the importance of Lancaster and Morecambe College to the local economy is identified in Policy ER1 'Higher and Further Education' of the Core Strategy. The policy seeks to maximise the benefits to Lancaster district from growth in both higher and further education recognising the benefits that these provide in terms of local employment and investment in the wider economy. The continued development of the college is therefore supported and the city council will look to work with the college to support further proposals for growth.

**44.4** In taking forward future proposals the city council will look for a master planned approach to development, prepared in conjunction with the local community.

**44.5** Whilst supporting additional development at this site the council will look to protect the surrounding area of urban greenspace which surrounds the college campus. This space not only provides an important recreation resource it also provides a clear separation between the urban areas of Lancaster and Morecambe. The city council will look to protect this area of open space. The existing sports pitches will also be protected with these providing an important recreational resource for the local area.

**44.6** Proposals for the site should be taken forward through a master planned approach in conjunction with the local community.

## 45 Policy EDC3: Land at Barton Road

### **Land at Barton Road, Lancaster**

Land identified as Barton Road, Lancaster on the Proposals Map is reserved for education purposes.

Development for alternative uses will not be supported unless agreed in writing with Lancashire County Council.

**45.1** Land at Barton Road in Lancaster is reserved for education purposes. The site was reserved for a new secondary school in the old Local Plan (2004) for the district. Whilst the site is no longer required for a secondary school the County Council has advised that this site may be needed for a new primary school with increases in the number of houses expected in this area likely to generate the need for a new school.

**45.2** Proposals for a new school on this site will need to be assessed against other relevant policies in the Development Management document, having regard to design, access, amenity and other environmental considerations.



## 46 Policy REC1: Protection and Enhancement of areas of Open Space, Sports and Recreation

### Protection and Enhancement of Open Space, Sports and Recreational Spaces

Areas identified on the Proposals Map as active recreation and/or amenity areas will be protected from development in line with the requirements of Policy EN1.1 and EN1.2 of the Development Management document.

Exceptionally the council may support proposals for alternative uses only where there is clear justification for the proposed development and:

- i. where the recreation or amenity space can be best retained and enhanced through the redevelopment of a small part of the site; or
- ii. It can be evidenced that the space is surplus to requirements as identified in the council's PPG17 Recreation and Open Space, Sport and Recreation Facilities Study and cannot be converted to another form of open space that is lacking within the area; or
- iii. Alternative provision of equivalent community benefit is made available in the immediate vicinity of the proposal.

**46.1** The provision of high quality recreation and amenity space are essential to the creation of sustainable communities, helping people stay active and improving people's quality of life and well being.

**46.2** Through the Land Allocations process the council has sought to implement the findings of its PPG17 Recreation and Open Space, Sport and Recreation Facilities Study. Published in 2007 and refreshed in 2010 the study includes an assessment of local needs and existing open space, sport and recreation provision and provides a complete audit of all open space, sport and recreation facilities across the district. These spaces will be protected from development and proposals for enhancement and maintenance supported.

**46.3** The Allocations document distinguishes recreation and open spaces into 3 categories:

- Active Recreation
- Amenity areas
- Allotment provision (this is covered by policy REC2 of this document)

**46.4** Active recreation is defined as those spaces providing opportunity for recreation and sports activities and includes facilities for children and young people such as skateparks and outdoor sport facilities for formal sports participation including outdoor sports pitches, tennis courts, bowling greens, golf courses, athletic pitches and playing fields including school playing fields.

**46.5** Amenity spaces by contrast are those areas of open space which offer wider amenity benefits for the local community and includes areas identified as parks and gardens; areas of informal recreation green spaces and village greens; areas of natural and semi-natural greenspaces which includes areas of publicly accessible woodlands, scrublands, grasslands, wetlands and wasteland and cemeteries and churchyards.

**46.6** It is recognised that some spaces can have a dual role providing an active recreation resource and amenity resource. Spaces which provide both roles are highlighted on the Proposals Map.

**46.7** The importance of both types of spaces to the local community and wider district mean that they will be protected from development. The council will not support proposals which would result in a loss of these spaces or which would undermine the continued vitality and functionality of these spaces. Only in exceptional circumstances will the council support proposals for alternative uses.

## 47 Policy REC2: Allotment Provision

### Allotment Provision

Areas identified on the Proposals Map as allotments will be protected from loss to future development.

Exceptionally the council may permit proposals for alternative uses only where there is clear justification for the proposed development and:

- i. Where allotment provision can be best retained and enhanced through the redevelopment of a small part of the site; or
- ii. It can be demonstrated that there is no demand for the allotment space; or
- iii. It can be evidenced that the allotment space is surplus to requirements; or
- iv. Alternative provision of equivalent community benefit is made available in the immediate vicinity of the proposal.

The Council will support the provision of new allotment facilities and other food growing spaces where opportunities arise and where a clear need is demonstrated.

**47.1** Allotment provision has been identified as a separate allocation within this document. Through the preparation of the Land Allocations document the council recognises the important role that allotments provide to the local community and their wider role in enhancing the biodiversity and environmental quality of the district. For this reason existing allotment provision will be protected and where possible enhanced. Development proposals which would negatively impact, either directly or indirectly, on the continued operation of allotments will not be supported.

**47.2** The importance of allotments to the local community and wider district means that they will be protected from development. The council will not support proposals which would result in a loss of these spaces or which would undermine their continued vitality. Only in exceptional circumstances will the council support proposals for alternative uses.

**47.3** It is recognised that there is an outstanding need for new allotment provision across the district, with existing sites subject to long waiting lists. The provision of new allotment provision is supported and the council will look to encourage proposals which seek to provide new provision in the district. Innovative approaches to the provision of new allotments including opportunities to link in with schools and other educational establishments are supported.

## 48 Policy DES1: Designations to Protect the Natural and Historic Environment

### Designations to Protect the Natural and Historic Environment

#### Natural Environment

Sites identified as International, National, County and Local Nature Designations are identified on the proposals map. These include Sites of Special Scientific Interest (SSSIs), Special Areas of Conservation (SAC), Special Protection Areas (SPA), RAMSAR sites, Areas of Outstanding Natural Beauty (AONB), Biological Heritage Sites (BHS), Geological Heritage Sites and Local Nature Reserves.

Developments within or adjacent to these locations will be subject to the requirements of Policy EN2.1 'Protection of Biodiversity' and Policy EN2.2 'Development in Protected Landscapes' of the Development Management Document.

#### Historic Environment

Conservation Areas and Scheduled Ancient Monuments are identified on the proposals map.

Proposals located within or adjacent to conservation areas will be assessed against the requirements of Policy EN3.2 of the Development Management Document.

Proposals affecting Scheduled Ancient Monuments will be assessed against the requirements of Policy EN3.5 of the Development Management Document.

**48.1** Lancaster district benefits from a high quality and diverse natural environment with many of its assets protected by national and international designations. These include:

- 4 Natura 2000 sites – these are sites of international importance and include Morecambe Bay (Special Area of Conservation, Special Protection Area (SPA) and RAMSAR site); Morecambe Bay Pavements (SAC) which includes 5 sites in the Silverdale area including Leighton Moss RAMSAR site and Gait Barrows National Nature Reserve); Bowland Fells (SPA) and Calf Hill/Crag Wood near Caton (SAC);
- 2 Areas of Outstanding Natural Beauty (AONB) – the Arnside and Silverdale AONB and the Forest of Bowland AONB;
- 27 Sites of Special Scientific Interest (SSSIs) covering 385 sq km of the district including Cockerham Marsh, Eaves Wood in Silverdale, the Lune Estuary and Warton Crag;
- 277 Biological Heritage Sites including the Crook O'Lune Wood, Trowbarrow Quarry and Leapers Wood in Over Kellet;

- 35 Regionally Important Geological Sites including Meeting House Bog at Abbeystead and Leck Fell Limestone Pavements; and
- 8 Local Nature Reserves including the new nature reserve at Fairfield Millennium Orchard.

**48.2** Together these provide the district with a rich and diverse environmental capital distinguishing it from many of the more urbanised authorities of Lancashire and providing residents and visitors with a strong sense of place and a good quality of life.

**48.3** In the future this list may also include the Yorkshire Dales National Park. Planned extensions to the Yorkshire Dales National Park will see the boundary of the park extended to include land within Lancaster District. If the extension is confirmed this will see the inclusion of Leck Fell within the park boundary. Whilst continuing to form part of Lancaster district the areas inclusion in the National Park will mean that future proposals for development in this area will be determined by the Yorkshire Dales National Park Authority in line with policies contained within the Yorkshire Dales National Park Local Development Framework.

**48.4** The rich diversity of the natural environment is complemented by a high quality built environment, This includes 1,345 listed buildings (25 grade I, 66 grade II\* and 1,245 grade II), 37 Conservation Areas, 37 Scheduled Ancient Monuments and 3 Registered Parks and Gardens. The number of listed buildings within the district is comparable to the cities of Liverpool and Manchester.

## 49 Policy GR1: Green Belt

### **The North Lancashire Green Belt**

The North Lancashire Green Belt and its boundaries are identified on the proposals map. Development in the Green Belt will be assessed against the policy requirements of Policy EC2.5 'Development in the Green Belt' of the Development Management Document.

**49.1** Land between Carnforth and the northern edge of Lancaster and Morecambe was first designated as Green Belt in 1991 in the North Lancashire Green Belt Local Plan. In total it covers an area of 1,730 hectares.

**49.2** Its main purpose in the district is to prevent the built up areas of Lancaster, Morecambe and Carnforth from merging together into one urban area, losing their separate identities and absorbing the villages of Bolton-le-Sands, Hest Bank and Slyne. These settlements are excluded from the Green Belt. The Green Belt covers a relatively small area and in places is only 0.3 kilometres wide and as such it is particularly vulnerable to the effects of small-scale incursions.

**49.3** The council will look to protect the green belt from inappropriate development with new development only supported where justified by the very special circumstances outlined in the policy.

## 50 Policy GR2: Countryside Area

### **Countryside Areas**

Within the areas identified as countryside on the proposals map the council will support proposals for new development and change of use in line with the requirements of Policy EC2 of the Development Management Document.

**50.1** The district continues to benefit from a diverse countryside consisting of range of landscape character types and communities including areas of the Lune Valley, the Bowland Fells, land around Morecambe Bay and Lune Estuary, the Arnside and Silverdale AONB and large areas of high quality agricultural land.

**50.2** As most of the district's development needs can be met within the main urban areas of Lancaster, Morecambe and Heysham and Carnforth as well as other identified rural settlements the council does not envisage the need for substantial development in the open countryside.

**50.3** It is however recognised that in planning for sustainable economic growth and rural diversification some additional development may be appropriate and can help to support the vitality and viability of rural communities. Such development will need to meet the requirements of Policy EC2 of the Development Management Document.

## 51 Policy GR3: Green Space Networks

### Green Space Networks

The following areas are identified as key greenspace networks on the proposals map and will be protected from inappropriate development:

- Morecambe and Heysham Promenade and Coastline;
- The chain of open spaces surrounding Lancaster City Centre;
- The River Lune corridor from Marsh Point to Glasson Dock;
- The chain of open space along the Burrow Beck valley;
- The Lancaster Canal through both Lancaster and Carnforth;
- Lancaster University campus and eastern fringes of Lancaster; and
- The Lancaster-Morecambe cycle track and the Morecambe railway triangle.

These are supported and connected by identified greenspace corridors which provide opportunity for recreational use and opportunities for wildlife migration.

Future proposals adjacent to or affecting the identified networks should demonstrate how they provide opportunity to link into the greenspace network providing wildlife and recreation links and wider environmental improvements.

Where appropriate the council will seek to strengthen these networks through the planting of new woodland, landscaping and access improvements.

**51.1** Policy SC8 'Recreation and Open Space' of the Core Strategy identifies a series of greenspace networks and recreational open space systems. These linear spaces link areas of existing development to the countryside as well as provide opportunities to link into existing areas of open space and recreational areas. Together they enable people and wildlife to move freely between areas, enhancing recreational opportunities and wildlife migration.

**51.2** In identifying the above greenspace systems the council has sought to identify those networks and spaces which provide opportunities for recreational use and opportunities for wildlife migration. These spaces run through the heart of the existing built up area of Lancaster and Morecambe providing much needed recreation and wildlife routes and opportunities in what are often densely populated areas.

**51.3** Future development proposals should demonstrate how they have taken into account the location of these networks, and where appropriate, provided opportunities to link into and expand the recreational and biodiversity resource of the network.

**51.4** Proposals that would impact directly or indirectly on the linear nature of these routes and their role in providing a recreational and/or biodiversity resource will not be supported.



**51.5** The Morecambe and Heysham Promenade area runs through the Morecambe Regeneration Priority Area. This area is identified as an 'Informal Recreation Area' in the Morecambe Area Action Plan. Proposals relating to this area will therefore be addressed in the Morecambe Area Action Plan.

**51.6** Outside of the identified green space networks the council recognises that there remains notable areas of open space deficiency across the district. These are identified in Policy SC8 of the Core Strategy and include the following areas:

- Central Morecambe;
- Central Lancaster;
- The West End of Morecambe;
- The Westgate area;
- The Marsh area of Lancaster; and
- Carnforth

**51.7** The Council will support proposals that seek to provide new or improved areas of open space in these areas. Opportunity to secure such improvements as part of the planning process are identified in Policy EN1.2 'Open Space, Sports and Recreation Facilities' of the Development Management document.

## 52 Policy GR4 - Nature Improvement Area

### Nature Improvement Area

Morecambe Bay Limestones and Wetlands is identified as a Nature Improvement Area on the Proposals Map.

Within this area the council will support proposals compatible with the areas status as a Nature Improvement Area supporting proposals that:

- I. Deliver sustainable growth linked to the natural environment;
- II. Enhance and restore priority limestone and wetland habitats;
- III. Support the development of a network of local ecological systems promoting wildlife corridors and wildlife migration; and
- IV. Provide local community benefits encouraging education, lifelong learning and sustainable access.

**52.1** Morecambe Bay Limestones and Wetlands was identified as one of 12 Nature Improvement Areas in England. These are identified as large discrete areas where through a local partnership a step change in nature conservation will be delivered.

**52.2** Morecambe Bay is identified as an internationally significant area for wildlife with its unique limestone and wetland habitats supporting a variety of flora and fauna. The areas identification as a Natural Improvement Area aims to protect and enhance this biodiversity providing a partnership through which a variety of nature conservation projects will be delivered.

**52.3** Lancaster City Council has a central role in this partnership and will work alongside other partners to deliver the following objectives:

- Work with local communities and businesses to promote the growth of a sustainable low carbon economy linked to the natural environment;
- Work closely with land managers to enhance and restore priority limestone and wetland habitat, creating a robust network of high quality sites that deliver a range of ecosystem services
- Within sustainable land management systems, buffer, connect and create 'stepping stones' between high quality sites to allow development of a coherent ecological network that is resilient to climate change
- Leave a legacy for future enhancements to the natural environment through improved and effective integration with the planning system and sharing lessons learnt

- Connect people with nature by involving local communities in shaping habitat restoration schemes and providing a series of inspiring opportunities for people to experience and get involved with the natural world.

**52.4** Proposals compatible with these objectives will be supported by the council.

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## 53 Policy GR5 - Key Urban Landscapes

### Key Urban Landscapes

Key urban landscapes identified on the Proposals Map will be conserved and important natural features safeguarded.

Within these areas the council will only support development that preserves the open nature of the area and the character and appearance of its surroundings.

**53.1** The district continues to contain a number of important areas of open space which due to their location and character provide an important role in defining the character of the urban area and the wider setting for a number of important heritage assets.

**53.2** These range from the elevated land to the east of Lancaster, areas of open coastline between Morecambe and Heysham and areas of open land in the urban area including land around the Castle and Priory, Ryelands Park, Williamson's Park and land adjacent to the University of Cumbria campus. These areas contain a range of land uses including areas of formal urban open space, areas of informal open space and farmland.

**53.3** Within identified key urban landscapes the council will look to support development that protects the open nature, character and appearance of the area and safeguards those natural features identified of local importance.

**53.4** Several Key Urban Landscapes are located within Strategic Site allocations. Within these areas the council will require future proposals to demonstrate how Key Urban Landscapes have been included and considered as part of future development proposals with evidence of how their future protection and management has been secured.

## 54 Policy RET1: Town Centres and Retail

### Town Centres and Retailing

As part of the Proposals Map, the Council has identified Town Centre boundaries for both Lancaster and Carnforth. Issues relating the Town Centre boundary for Morecambe will be addressed through the Morecambe Area Action Plan.

In accordance with Policy EC1.1 of the Development Management DPD, the Council will support the development of town centre uses within this defined town centre area, including for retail, leisure and other commercial purposes. The Council's support will be subject to compliance with all other relevant policies within the Development Management DPD and any other relevant plans, policies or strategies.

Proposals which seek to develop town centre uses outside of these defined town centre locations will be expected to demonstrate that a sequential approach has been taken in identifying the site and that no alternative and suitable sites exist within a central location, in accordance with Policy EC1.1 of the Development Management DPD.

**54.1** The town centre of any settlement represents the heart of the local community, home to the vast majority of services and where accessibility is at its greatest. Accordingly the Council has identified and defined the town centre boundaries for both Carnforth and Lancaster to assist in recognising the locations for town centre uses. The town centre boundaries for Morecambe will be established and defined within the Morecambe Area Action Plan which addresses regeneration issues for Central Morecambe.

**54.2** In accordance with Policy EC1.1 of the Development Management DPD the Council supports proposals within the town centre boundaries for town centre uses. This could include retail, food and drink, office, other appropriate commercial uses for a town centre location and residential development on upper floors. The Council will not permit proposals which would harm the viability and vitality of the overall town centre.

**54.3** Proposals for town centre uses which are located on sites outside of the defined town centre boundaries will be expected to use the sequential test, described in Policy EC1.1 of the Development Management document, to demonstrate that no alternative sites exist in more central and sustainable locations.

## 55 Policy RPA1: Regeneration Priority Areas

### Regeneration Priority Areas

In accordance with Policy ER2 'Regeneration Priority Areas' of the Core Strategy, the council has identified a series of Regeneration Priority Areas (RPAs) throughout the District.

Regeneration Priority Areas are allocated on the Proposals Map and include the following areas:

Sub-regional Regeneration Priority Area of:

- Central Morecambe;

Local Regeneration Priority Areas of:

- Central Lancaster
- Caton Road, Lancaster
- Luneside, Lancaster
- North East Lancaster
- White Lund
- South Heysham
- Carnforth

The Council will support proposals which assist in achieving the regeneration aims of each locality subject to other relevant planning policies within the Land Allocations DPD, Development Management DPD, Morecambe Area Action Plan or other relevant plans, policies or strategies.

**55.1** Policy ER2 'Regeneration Priority Areas' of the Core Strategy identifies 8 regeneration priority areas across the district. These are identified as those areas in need of physical, economic, social, environmental or spatial regeneration and include areas with concentrations of underused and previously developed land, areas with poor environmental conditions, areas where there is evidence of major changes occurring during the plan period, areas where regeneration would have major benefits for the district, areas where public intervention may be necessary to facilitate change and areas noted to be subject to development pressure.

**55.2** Together the identified Regeneration Priority Areas offer opportunity to deliver significant change in the district, facilitating much needed investment and leading to environmental and social improvements for residents and visitors.

**55.3** The council, working in partnership with key delivery partners and stakeholders will look to secure these benefits, encouraging development which assists in delivering the regeneration aims of each locality and resisting development which would undermine regeneration priorities.

**55.4** Where relevant proposals should also demonstrate how they will contribute to wider regeneration schemes in operation within their locality, for example the 'Square Routes' project in Central Lancaster and the public realm works associated with the Morecambe Area Action Plan.

**55.5** In considering proposals the reasons for their designation as a Regeneration Priority Area should be considered. These are established in the Core Strategy with updated information provided below.

### **Morecambe sub-regional Regeneration Priority Area**

**55.6** The area identified as Central Morecambe on the proposals map is identified as a regeneration priority area of sub-regional importance. Within this area the council will encourage proposals which deliver key infrastructure and projects that contribute to the regeneration of Central Morecambe as identified in the Morecambe Area Action Plan (MAAP).

**55.7** The MAAP is a separate planning policy document being prepared specifically for this regeneration priority area. The MAAP sets out the framework for the development, conservation and change needed to secure lasting regeneration gains for the town. Proposals located within this area will be assessed against the policies and guidance contained in the MAAP.

### **Local Regeneration Priority Areas**

#### *Central Lancaster*

**55.8** Land identified as Central Lancaster on the proposals map is identified as a local regeneration priority area with future proposals required to strengthen the centre as a shopping centre, enhancing historic assets, improving permeability and strengthening the centres position as a quality destination for visitors and residents of the district.

**55.9** In line with the principles outlined in the Core Strategy the council will require design led proposals that complement the historic fabric of the city utilising its cultural assets and townscape and enhancing the retail and visitor offer of the centre.

#### *Caton Road*

**55.10** The identification of Caton Road on the proposals map as a local regeneration priority area recognises the role of this area in creating a gateway and transport corridor to the city centre. Within this area the council will support proposals that deliver improved transport access, encouraging sustainable modes of transport including the delivery of a new park and ride scheme off Caton Road.

#### *Luneside*

**55.11** Land identified as Luneside on the proposals map is identified as local regeneration priority area. The allocation recognises the opportunities that exist in this area to regenerate large areas of underused and derelict land to create a new mixed use area incorporating employment, residential, commercial and recreation opportunities.

**55.12** Within this area the council will support proposals that deliver mixed use development which complements neighbouring land uses and delivers balanced communities connecting the city centre to underachieving and disadvantaged areas to the west.

*North East Lancaster*

**55.13** This area of the district is identified as a local regeneration priority area on the proposals map. The allocation recognises the opportunity that exists in this area to utilise a number of vacant and derelict sites to create high quality development which recognises the areas role in defining the character and setting of the city of Lancaster in this area.

**55.14** Proposals in this area should recognise the areas role in defining the character of the city as well as its role in defining the setting of several historic assets.

*White Lund*

**55.15** Land identified as White Lund on the proposals map is identified as a local regeneration priority area on the proposals map. The allocation recognises the areas location as the main centre for general employment in the district. Within this area the council will support employment proposals that add to the employment base of the district providing increased investment and local employment opportunities.

*South Heysham*

**55.16** South Heysham is identified as a local regeneration priority area on the proposals map. The allocation reflects the opportunities for green led regeneration in this area, the areas Heysham Energy Coast allocation and the opportunities that exist for environmental enhancements as part of South Heysham Nature Reserves allocation.

**55.17** The Core Strategy also confirms the opportunities that exist in this area for expansion at the Port of Heysham as well as the potential expansion at Heysham Power Station.

**55.18** Proposals that complement and deliver these regeneration aims will be supported.

*Carnforth*

**55.19** Carnforth is identified as a local regeneration priority area on the proposals map. The allocation recognises the role of Carnforth as a service centre to the rural hinterland and the opportunities that exist from a number of derelict sites to bring forward further social, economic and environmental gains for the area.

**55.20** Proposals that support the continued role of Carnforth as a service centre will be supported.



## 56 Policy RPA2: Morecambe West End

### Morecambe West End

The area identified as Morecambe West End on the Proposals Map is allocated as a Regeneration Area. Within this area the council will support proposals that contribute to regeneration and renewal, particularly through securing physical improvements in the housing stock, public realm and community infrastructure.

Proposals which will deliver regeneration and renewal will be delivered through activity including the including the re-modelling of selective properties, the demolition and new-build of selected houses, the redevelopment of key development sites, the creation of new public open spaces, and the remodelling and resurfacing of street surfaces.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

**56.1** Located to the west of central Morecambe the West End is an area suffering from poor investor confidence with housing and social problems impacting on the perception of the area and quality of life for residents. The need for action has long been recognised by the council with a masterplan for the area first published in 2002. The masterplan established a clear vision for the area based on the three principles of Perception, Place and People. Through these principles the masterplan aims to reinvent the perception of the West End making it an attractive place for investment and for people to live, work and play. The masterplan recognised that significant change was required to the built environment to address these issues and maximise the potential of the area.

**56.2** The following strategic objectives were identified for the area:

- increasing the attractiveness of the West End as an area to live for existing residents and to attract new people to move into the area as long term residents,
- contributing to an improvement in the overall image of the Morecambe;
- increasing the proportion of home occupiers and reducing the private rented sector as a means of improving stability and diversifying the types of housing available;
- increasing the amount of usable quality open space;
- improving the quality of the built environment;
- assuring the sustainability of local shops through consolidation and establishing a niche market identity, through, in part, improving connections to the Morecambe centre and the promenade;

**56.3** A number of key projects are identified in the West End masterplan to help deliver the objectives. The implementation of these key projects will involve a range of approaches describe in the policy above.

**56.4** In 2009 the council undertook a mid-term review of the masterplan. This reviewed the success of the masterplan and identified the outstanding projects to be delivered. The continued delivery of these projects are supported by the council. Through this Local Plan policy the council intends to continue implementing the objectives of the master plan; providing support for proposals that secure the housing renewal, public realm and community infrastructure improvements identified in the 2009 refresh and any subsequent documents.

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## 57 Policy TR1: M6 - Heysham Link Road

### **M6 - Heysham Link Road**

In accordance with Policy E2 of the Lancaster District Core Strategy, the Proposals Map identifies the proposed route of the M6 - Heysham link road between Junction 34 of the M6 and the A589 at Morecambe and Heysham College.

This route will be protected and safeguarded for the future delivery of the link road.

Development proposals which the council consider will prejudice the future construction of this link road will not be permitted.

**57.1** The Lancashire Local Transport Plan (LTP) identifies the development of a link road between Junction 34 and Heysham, partially utilising the existing Heysham by-pass. It is anticipated that the creation of a link road will improve accessibility between both Morecambe and the Heysham Peninsula to the Strategic Road Network of the M6.

**57.2** The creation of the link road between the M6 and Heysham is also identified as having significant economic benefits for the District, improving the attractiveness of the district to investors and creating new opportunities for growth in South Heysham. Improved accessibility to Morecambe will also aid regeneration in some of the more deprived areas of the District.

**57.3** Whilst this proposal and its implementation remains the responsibility of Lancashire County Council, Lancaster City Council will ensure that, in land-use terms, the proposed route of the link road will be protected from inappropriate development which would prejudice its future delivery. Any proposals within the identified area for the link road will not be permitted by the Council.

## 58 Policy TR2: Lancaster Park and Ride

### Lancaster Park and Ride Scheme

The council will support the development of land to the North of Lancaster, adjacent to Junction 34 of the M6, identified on the Proposals Map, for the creation of Park and Ride facilities for Central Lancaster.

Should it be demonstrated that further Park and Ride facilities provide benefits to Central Lancaster, both economically and in terms of accessibility to the City centre then the council will support the growth of further facilities to the South of the town in a sustainable and accessible location.

Any proposed siting of a Park and Ride scheme should be both acceptable to Lancaster City Council in land-use planning terms and Lancashire County Council in highways terms.

**58.1** As part of the complimentary measures put forward as part of the M6 - Heysham link road land will be made available for a Park and Ride facility to the North of the town. The council recognises that the delivery of a Park and Ride scheme for the City will have many benefits, socially and economically, particularly in reducing the levels of traffic congestion within the town centre and reducing pressures on town centre car parking. The creation of a Park and Ride and facility will introduce choice in terms of how visitors and users of the town centre can access key services.

**58.2** It is recognised that the priority location for a Park and Ride facility lies to the North of the town in close proximity to Junction 34 of the M6, the council recognises that should demand remain for Park and Ride facilities after the completion of this further sites may be considered to the South of Lancaster. In considering additional proposals the council will require evidence of need to be demonstrated for any further facilities. Proposals for future sites will have to be suitable and sustainable, both in land-use and highway terms.

## 59 Policy TR3: Cycle Network

### The Cycle Network

The routes identified on the Proposals Map are identified as the cycle network. This includes existing routes as well as proposed routes.

The City Council will work with Lancashire County Council and other agencies to maintain and develop this network with opportunities for extension to the network supported.

Proposals which negatively impact on the cycle network will only be supported where an acceptable alternative route has been provided which is at least comparable with that lost in terms of environment, quality and convenience.

Future proposals adjacent to or affecting the cycle network should demonstrate how they provide opportunity to link into and secure further enhancement to the network.

**59.1** The district continues to benefit from a high quality and comprehensive cycle network with over 75km of cycle path across the district. This includes lanes on the highway network as well as off road shared use paths. The identification of Lancaster and Morecambe as one of the original six cycle demonstration towns in 2005 helped secure funding for both the cycle network and cycle training for residents.

**59.2** The city council remains committed to developing this network creating a safe and attractive environment for cyclists. The cycle network identified on the proposals map will be safeguarded and protected from inappropriate development. Where possible opportunities to deliver further investment and enhancement in the network will be secured. This will include the delivery of the proposed extensions to the network shown on the Proposals Map as well as any new requirements that emerge through the plan period.

**59.3** Where development proposals include or lie close to the cycle network the city council will look to negotiate improvements with development required to link into the network and incorporate cycle provision through the site.

## Appendix A: Background Documents

## 60 Appendix A: Background Documents

### Background Documents for the Land Allocations DPD

National Planning Policy Framework (DCLG 2012)

The Planning System: General Principles (DCLG 2005)

Lancaster District Core Strategy (Lancaster City Council 2008)

Lancaster District Local Brownfield Study (Lambert Smith Hampton/Lancaster City Council 2009)

Retail Study for Lancaster District 2006 - 2016 (White Young Green 2006)

Update to Retail Study (Lancaster Only) (White Young Green 2008)

Town Centres and Retailing Topic Paper (Lancaster City Council 2012)

Tourism Strategy for Morecambe, Lancaster and Lune Valley 2006 -2010 (Lancaster City Council. 2006)

Tourism Strategy Update (Lancaster City Council 2008)

Lancaster District Employment Land Study (Regeneris 2006)

Partial Employment Land Review for Lancaster District (Atkins 2008)

Employment and Economy Topic Paper (Lancaster City Council 2012)

Taking forward the Deployment of Renewable Energy (Lancashire County Council/SQW 2011)

Planning Guidance for Renewable Energy (Lancashire County Council/SQW 2011)

Development New Renewable Energy and Recycling Industries for Lancaster and Morecambe (Lancaster & Morecambe Vision Board 2006)

Energy Generation and Energy Efficiency Topic Paper (Lancaster City Council 2012)

Local Transport Plan for Lancashire 2011 - 2021 (Lancashire County Council 2011)

Lancaster & Morecambe Vision Transport Strategy (Faber Maunsell 2008)

Lancaster District Cycling Strategy (Lancaster City Council 2002)

Transport and Connectivity Topic Paper (Lancaster City Council 2012)

Refresh to the Open Space, Sport and Recreation Facilities PPG17 Study (Lancaster City Council 2010)

PPG17 Study Area Analysis Report (Lancaster City Council 2010)

Green Infrastructure Topic Paper (Lancaster City Council 2012)

The Natural Choice: Securing the Value of Nature (DEFRA 2011)

Arnsdale and Silverdale Area of Outstanding Natural Beauty Statutory Management Plan (Arnsdale and Silverdale AONB Management Board 2009)

Landscape Strategy for Lancaster - Landscape Character Assessment (Lancashire County Council 2000)

Landscape Character Assessments for Lancaster District (Woolerton Dodwell 2012)

The Setting of Heritage Assets (English Heritage October 2011)

Historic Towns and Cities in England's Northwest (English Heritage / Northwest Regional Development Agency 2007)

Lancaster District Cultural Heritage Strategy (SQW 2011)

Strategic Flood Risk Assessment for Lancaster District - Refresh (Lancaster City Council 2011)

River Basin Management Plan for the North West (Environment Agency 2009)

Catchment Flood Management Strategy for the River Lune - Summary Report (Environment Agency 2009)

Catchment Flood Management Strategy for the River Wyre - Summary Report (Environment Agency 2009)

Shoreline Management Plan 2: Great Orme's Head to Scotland (North West and North Wales Coastal Group 2011)

Community Infrastructure Levy: An Overview (DCLG 2011)

Local Housing Needs and Demand Survey (David Couttie Associates 2011)

Lancaster District Rural Settlements Report (David Couttie Associates 2011)

Strategic Housing Land Availability Assessment (SHLAA) (Atkins 2009)

Housing Land Monitoring Report (Lancaster City Council 2012)

Housing Topic Paper (Lancaster City Council 2012)



## Appendix B - Housing Trajectory

**61 Appendix B - Housing Trajectory**

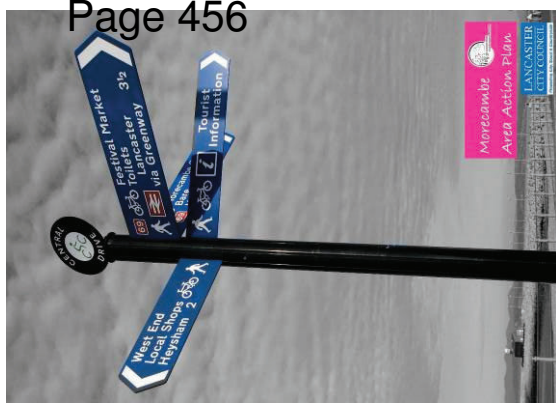
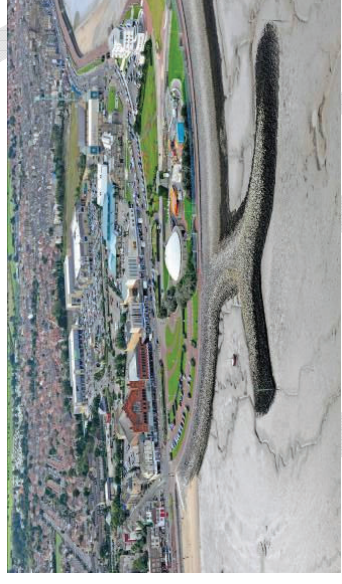
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# Morecambe Area Action Plan Lancaster District Local Plan

Advanced First Draft Plan (Preferred Option) June 2012

LANCASTER  
CITY COUNCIL

Promoting City, Coast & Countryside



**Morecambe Area Action Plan  
Advanced First Draft Plan (Preferred Option) June 2012**

This advanced draft is a text based version made available for consideration by Lancaster City Council's Cabinet and Council in June / July 2012.

Subject to Council's decision, a Full Consultation Version will be prepared for August 2012.

Lancaster City Council  
Regeneration and Planning Service  
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V0.01/Regeneration and Planning Service/June 2012

## SUMMARY

The Lancaster District Core Strategy 2008 prepared by Lancaster City Council identifies central Morecambe as the main regeneration priority area within the district – a Regeneration Priority Area of sub regional importance. Consequently, the city council resolved to prepare an area action plan for central Morecambe in late 2008. Officers have led community engagement and consultation work since early 2010 to identify concerns, issues and outline options.

This is a plan about shaping the future of Morecambe as whole. The geographic focus of the plan is central Morecambe, as it is this area that largely defines the town as a place in people's perceptions. Critically, it is this central area that is massively underperforming in economic terms and this impacts badly on its wider social function and its attraction to potential investors and visitors. The fundamental issue is one of under investment and lack of demand. There are no easy solutions but with the right decisions central Morecambe and therefore the wider town can move forward.

The collapse of the town's role as a traditional English seaside resort is well known. This left the town with a central area that in many ways is not fit for purpose. The city council has done much to transform the seafront and promenade and more needs to be done here but little has been done to rework what is landward. Here much of the environment is of poor quality and the town centre or rather what passes for this is fragmented and weak with a limited offer of very uneven quality. The consequence is that away from the seafront the experience fails to meet the expectations of many residents or visitors.

The problems are many. Some are deep seated and structural concerning the way central Morecambe functions as a place. If these can be put right though there is real hope. Central Morecambe has the makings of a huge competitive advantage simply unavailable to very many other towns. This is because its town centre is contiguous with a seafront that in many aspects is unrivalled. This seafront attracts huge numbers of day visitors at very many times all year round – from the wider district, county and beyond. Harnessing these much better as customers for the town centre, coupled with more support by local people for their town centre, can make for a positive investment cycle within central Morecambe. This will drive business growth and job growth and grow what the town offers to all including visitors – all to the benefit of the town and its people.

There is much to do to reap this advantage. Regenerating central Morecambe will take concerted actions by the local councils, organisations with a stake in the town, local businesses and local people. This does mean renewed effort on the part of many who have worked hard in the past and have experienced some false dawns and disappointments. It will be hard and it will take some time. But there is no easier way, no magic wand.



The plan must be about getting the conditions for investment right. Most importantly this means tackling the structural problems. Actions should primarily be about facilitating the private sector, especially in this era of restrained public finances. To do this though there are many interventions that the public sector will need to make and that are critical to regeneration. So there must be a key role for the local councils, particularly the city council but also Lancashire County Council and Morecambe Town Council.

Key elements of the plan are to -

- Protect and enhance the main seafront and promenade and make more for people to enjoy.
- Restructure landward with new development fitting to a key network that makes it easy for pedestrians to find their way around the town
- Integrate the seafront with the town much better with improved connections for pedestrians between the seafront and the town.
- These and other actions, including a range of changes to transportation and parking, to direct footfall into the town centre and create much more of a “buzz”, encouraging people to “stay longer and spend more”.
- Further incentivise business investment through supply side measures including exempting from certain planning requirements and relaxing certain controls.
- Make and direct opportunities for the investment and development needed to grow what the town has to offer to residents and visitors alike.
- Support initiatives within the community and by local businesses to enhance and add to this offer.
- Actively market the town to investors and visitors in new and imaginative ways that look to the future

An improving town centre is integral to the visitor offer. A growing economy and investment should bring improvements in the look and feel of the town and what there is to do.

Key specific proposals are to -

- Designate the promenade and wider seafront from the Battery through to the Town Hall - open space predominantly for informal recreation and seek opportunities to enhance this space.
- Identify a number of Development Opportunity sites to direct and shape opportunities for investment within the central part of the town:
  - the seafront headland at the central promenade including the former Bubbles site as a strategic leisure opportunity. Within this area: the key promenade space to be kept open and enhanced; the development opportunity to preclude for main town centre retail uses,

- the Festival Market area for main town centre uses including the complex of buildings with the Platform and Festival Market itself and land to the south and west through to Northumberland Street. Development here to be properly structured and provide appropriate car parking
- the former Frontierland site predominantly for housing with opportunity for an elements of commercial uses fronting to Marine Road West, with development to provide good connectivity for pedestrians with the seafront and through to the West End and into the Central Drive Retail Park
- the Arndale and area for main town centre uses, requiring that any development provide as a minimum for direct replacement of any car parking capacity lost.
- The city and county councils to prepare a joint car parking plan for on and off street car parking, with the location, management and pricing of public car parking to better support activity and trading within central Morecambe
- The city council in partnership with other organisations to prepare and implement new visitor and investor marketing strategies for central Morecambe.
- And much more...

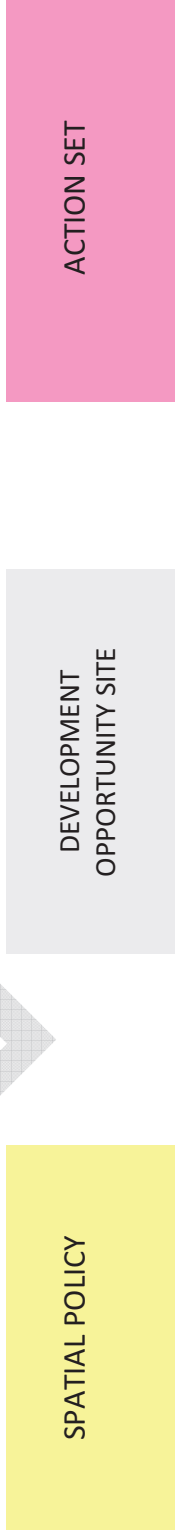
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### APPENDICES (to be expanded)

#### LIST OF POLICIES





## 1. INTRODUCTION

The Morecambe Area Action Plan will be a spatial plan for central Morecambe. The action plan area extends the length of the main promenade from the Battery in the west almost to the Town Hall in the east and landward takes in the main central parts of the town.

Within the Lancaster District central Morecambe is the priority area for regeneration. This is because it is massively underperforming in economic terms and this impacts badly in wider ways including on social functioning and the attraction of the town to visitors. The fundamental issue is one of under investment and lack of demand. There are no easy solutions but with the right decisions central Morecambe can move forward and act as the driver for the wider improvement of Morecambe as a whole.

The core strategy says that central Morecambe will be reinvented as a visitor destination and as a town centre<sup>1</sup> - but it doesn't say how. The area action plan is about "how". It is to support and help facilitate improvement and beneficial change.

The council decided to prepare the plan in the autumn of 2008. In Spring 2010 it consulted on and confirmed the scope of the plan<sup>2</sup>. Since, officers have engaged extensively with people and organisations on what the content might be. Issues the plan should address have been carefully considered and the council has consulted on outline options.

This document presents the first advanced draft Morecambe Area Action Plan "Draft Action Plan".

### **The Draft Action Plan and its purpose**

The Draft Action Plan sets out the council's preferred option for the final plan and henceforth this documents is written as such. It focuses on proposed actions and certain of these are for new development plan policies. These latter are required to support and help facilitate plan implementation. Extensive evidence gathering, community engagement and stakeholder consultation over some two years informs the Draft. It is further informed by aspects of delivery testing that evaluates how viable and feasible certain proposals are and sustainability testing that includes appraisal of the likely economic, social and environmental effects and impacts. A draft Sustainability Report is a companion document to the Draft Plan.

<sup>1</sup> Lancaster District Local Development Framework, Core Strategy (2008) Policy ER 2. Regeneration Priority Areas. Available to view at [www.lancaster.gov.uk/ldf](http://www.lancaster.gov.uk/ldf) - Core Strategy page.

<sup>2</sup> MAAP Scoping Document, July 2010 – available at [www.lancaster.gov.uk/morecambeaap](http://www.lancaster.gov.uk/morecambeaap)

Comments are invited on any aspect of the Draft Action Plan, the companion Sustainability Report and the supporting topic papers and as appropriate any alternative proposals or options are invited.

This is the final element in consultation before the council decides on what plan to publish and consult upon formally and then submit for independent examination by the Planning Inspectorate (see next steps – below).

### **Invitation to comment and to suggest alternative options**

Comments are invited on the content of the Draft Action Plan and the actions proposed and on the sustainability reporting. There may be alternatives to the approach and any actions proposed and these are invited. Any alternative proposal(s) will preferably be supported by information and where possible evidencing that the proposal will prove beneficial and is reasonably deliverable.

### **Documents for consultation**

The following supporting documents are available as part of this consultation –

- Outcome of the last “Outline Options” consultation
- Further draft Sustainability Report
- Draft topic papers as available at this stage

The different documents should enable people to access information at different levels. To gain as full an understanding as possible it will be necessary to read all of these but the different documents make possible a more selective or partial reading.

### **Draft topic papers and availability at this stage**

Work to prepare the plan is continuing and part of this involves preparing a series of topic papers. Work on these is informing plan drafting. The papers consider various topics in much more depth that it is possible to present in any draft plan.

Certain are available now. Further will be available as full drafts at the next plan publication stage. The full listing is -

TOPIC PAPER 1	Vision to Approach (published for consultation June 2010). Available.
TOPIC PAPER 2	Developing Options (published for consultation February 2011). Available.
TOPIC PAPER 3	Outline Options Narrative Report (published for consultation November 2011). Available.
TOPIC PAPER 4	Ease of (pedestrian) movement. Available.
TOPIC PAPER 5	The town centre economy. Available.
TOPIC PAPER 6	Access, transport and parking. Not available.
TOPIC PAPER 7	Draft positioning paper for the visitor economy. Not available.
TOPIC PAPER 8	Sites and Subjects Options Directory – initial draft published for consultation November 2011). Available.

**Status of the proposed Morecambe Area Action Plan and relationship to other planning policy documents.**

The Morecambe Area Action Plan will be a Development Plan Document (DPD) and as such upon adoption will form part of the new local plan for Lancaster District (“Local Plan”)<sup>3</sup>. Accordingly the area action plan must fit to the Core Strategy, the lead element of the Local Plan and adopted in 2008.

The Local Plan as adopted will replace for the Lancaster District Local Plan adopted in 2004 (specifically the “Strike-through edition of September 2008 that identifies the policies still in place or extant) and all associated Supplementary Planning Guidance (SPG). Reference the action plan area the SPG replaced for shall include –

SPG 11: Morecambe Town Centre Strategy (adopted September 2004)

SPG 15: Poulton Spatial Strategy (adopted January 2005)

<sup>3</sup> Together with the action plan the documents comprising this Local Plan will be: The Lancaster District Core Strategy 2008; Development Management Document; Land Allocations Document; Proposals Map.

SPG 17: Morecambe Central Promenade Development Brief (adopted January 2005)

The focus of the Morecambe Area Action Plan is regeneration. As part of the Local Plan the area action plan will become the starting point for planning decisions concerning central Morecambe and help guide investment decisions.

The Draft Action Plan proposes what land should be allocated for development and identifies the main development opportunities within the plan area. It includes specific policy proposals for these. These proposals are identified on the draft Local Plan Proposals Map. The Land Allocations DPD will not apply to the action plan area.

Further, the Draft Action Plan proposes development management policy for the plan area on aspects where it is considered that in the interests of regeneration some differential is required to policy across the wider district. Accordingly, the Draft Action Plan relates closely to the Development Management DPD that otherwise will set detailed development management planning policy for the district. The policies in the Development Management DPD will apply to the action plan area unless it is stated otherwise in the action plan. Where the Draft Action Plan proposes policy specific to the action plan area it is stated how this is either additional to or replaces for (in whole or part) policies in the Development Management DPD.

**Further background**

Preliminary work from early 2010 included an informal "capture consultation" to understand current perceptions of the town. Work on the plan started properly in Spring 2010 with a consultation to establish the scope of the plan. The Scoping Document, July 2010, sets the plan scope and objectives and is available at [www.lancaster.gov.uk/morecambeaap](http://www.lancaster.gov.uk/morecambeaap).

During the remainder of 2010, Council officers deliberately took time to engage with as many people and organisations as possible, to listen and to learn. They collected lots of evidence about problems and opportunities and learnt about the issues that concern people and that the plan must try to address.

These elicited a strong consensus for the aspirations set out in the Core Strategy but a very wide range of sometimes quite divergent views on how these might be achieved.

It is the job of council officers to evaluate all considerations and identify reasonable options and proposals for the content of the plan, informed by suggestions received and wider analysis.

Officers set out first thoughts on key issues in Topic Paper 2: Developing Options (Spring 2011) and this provides some direction for the content of the Draft Plan. Subsequent engagement has further informed this, in particular the “Outline Options” consultation (autumn 2011) that included consideration of the regeneration strategy to take.

The full rounds of engagement undertaken to date are listed in Appendix X.

### **Next steps**

The consultation and responses will inform the council in determining on a final Draft Plan to formally publish as part of the wider Local Plan.

There will then be a period for formal consultation giving opportunity to make representations. Subsequent to this Council should submit the plan for examination by an independent Planning Inspector.

In so doing the Inspector will consider many aspects including the representations made on the content, the extent and nature of consultation and engagement involved in preparing the plan and how sustainable and deliverable it would be.

The examination should conclude in early 2013 and the council should then adopt the Local Plan early in 2014. Once in place the plan will be operative to 2021 in line with the period of the adopted Core Strategy.



## 2. CONTEXTS

For a town of its size the economy of central Morecambe is very constrained. In general it performs poorly. With only a few exceptions levels of private investment are very low and have been for decades, even during periods of boom. There is very little demand to invest in central Morecambe either from within Morecambe or from outside.

This impacts in very many ways, on: the jobs available within central Morecambe; the incomes and social conditions of many households both within the central parts and areas close by; the look and feel of places; what is on offer and the experiences of people.

This all means that central Morecambe is on the whole failing to meet the expectations of very many people – whether residents, people who work in the town or visitors

Through the engagement and consultations to prepare the plan people and organisations have input much, particularly concerning how the place looks and feels and including about what there is to do. There is sadness and some anger at years of decline. But many people have a strong affinity for the town and hope, ambition and a passion for it into the future.

Many people enjoy living and working in Morecambe and visiting. This is to the good. But most people want the town to get better and it's fairly clear most people want –

- A continuing role for the town as a visitor destination
- A better town centre...what might be described as a more cosmopolitan centre, livelier with more variety and a better offer – particularly retail
- More for residents and visitors to do, especially in wet weather
- A stronger local economy with more and better jobs
- Cleaner, nicer, safer streets and places
- Better opportunities to use and enjoy the natural setting

This squares well with the objectives for the plan that, following consultation, the council set out at the outset.<sup>4</sup>

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<sup>4</sup> MAAP Scoping Document, July 2010 – available at [www.lancaster.gov.uk/morecambeaap](http://www.lancaster.gov.uk/morecambeaap).

Community aspirations are therefore set high and the plan must respond. There are dangers in this though. The plan cannot be little more than a wish list. This will not take the town forward. Change and improvement must be planned and worked for. To be meaningful the plan must be reasonably deliverable and for this it must be grounded in a proper understanding of the context, of the problems and the opportunities.

Council officers have gone to considerable lengths to gain a sufficient understanding. Much evidence has been assembled and the topic papers describe much of the thinking to date. The next section summarises key aspects.

### **Overview**

Morecambe's seafront is quite splendid with, thanks to public actions over the last twenty years, a much improved central promenade and stone jetty, a restored Midland Hotel and a main beach nourished with sand. These and the wider promenade extending over several miles make for a massive asset and leisure and recreation resource, that in good weather is attractive to often large numbers of local people and day visitors.

Unfortunately, though, back from the seafront things are not so good and levels of activity landward of the seafront reflect the deficiencies in what is on offer. Here levels of investment are in the main chronically low and by and large have been for years. Also, that development change that has occurred over the last twenty years has not always stood the test of time too well.

Under or poor quality investment can eat away at the character and identity of any place. In central Morecambe it shows today in the many tired buildings and streets, underused areas and a very deficient town centre offer. Many parts lack activity at many times and at times some don't feel comfortable to be in.

Conditions just outside of central Morecambe in the West End are in many ways worse. Here problems of economic and social deprivation make for real hardship and stress for many people and support and public services are very stretched in addressing this.

Unfortunately all the problems within central Morecambe and the neighbouring West End for too long have made for negative perceptions in the minds of those people who make business and investment decisions. It lacks a positive identity.

The consequence is that central Morecambe is largely starved of private investment, whether it be in business start ups or invest in existing businesses in the town. Central Morecambe simply is not on the radar of most people who consider and make decisions concerning investments in the commercial and leisure sectors.

In particular the town centre economy is palpably weak. This is to the great detriment of the town as a whole and does not meet the community's ambitions for what the town should offer including to visitors. The quality of streets and spaces, the range and quality of the retail and food and drink offers, all is deficient. Consequently there is much less than there should be to hold and serve people and few good places to spend time in.

Levels of activity landward of the seafront reflect the deficiencies in what is on offer. In 2010 staying visitors accounted for less than 10% of all visitors with 91% day visitors. These latter are rising in number – increasing by 12% since 2005 – but it is evident most confine themselves to the seafront.

Very low levels of private investment, underperformance and lack of demand are the main challenges. There is no ready solution as the problems are systemic and long standing and a function of market conditions.

The mass market for staying visitors has long moved on. The demise of Morecambe as a seaside resort is well documented. In précis, the latter third of the 20<sup>th</sup> Century saw changed visitor trends following the introduction of package holidays abroad. Decline afflicted most English seaside resorts and for Morecambe closure and dilapidation of visitor facilities and loss of accommodations in response to the fall off in demand. Very many people rightly value the town's seaside past but this itself offers little as a template to the future.

Central Morecambe, what is on offer and how it looks and feels will only improve if it is a place people want to invest in, trade in, live in and visit. In the present era of very constrained public finances and limited expenditures the public sector must facilitate change and improvement but it is the private sector that must be the motor. This means getting the conditions for investment right, creating demand and so changing investor, business and visitor perceptions.

To do this requires that the town meets peoples' expectations now and into the future. For residents and visitors alike this means assuring the qualities that make for an interesting, lively, sought after environment – a mix of uses, activities and good connectivity between these – in a contemporary context.

On one level this requires actions to tackle those aspects of how central Morecambe looks and feels that are manifestly not right, that let the town down and put off investment. Many of these aspects though are themselves largely symptoms of underperformance and underinvestment and tackling them while important is not enough. There is a deep seated structural problem or malaise that demands a level of more fundamental actions to change aspects of how central Morecambe works. This is because central Morecambe is laid out and built to serve



historic patterns of activity that have long since moved on. In consequence central Morecambe does not function well in transportation terms and in particular it does not work well for pedestrians.

The key structural problems, (discussed more fully in Topic Paper 3) are:

- A central area that is very fragmented and quite dysfunctional with something of a void at its heart.
- Disconnect between the seafront and the town
- A historic division between Poulton on which today the town is centred and the West End.
- A disjointed town centre with some quite central places bizarrely quite isolated
- A legacy of buildings not well fit for contemporary purposes
- A lack of public and community functions commonly found in town centres and that should drive activity and give identity<sup>5</sup>

These all serve variously to constrain footfall. The pedestrian Movement Survey 2011 suggests that most people on foot within central Morecambe do not walk far, do one or two things at most and stay for no longer one or two hours. In turn this constrains the turnover much business can achieve and in turn this deters investment. Further evidencing is that despite there being a some 12% increase in the number of visitors since 2005 there has been no commensurate increase in the economic impact or benefit derived. This suggests that central Morecambe is failing to effectively harness its visitors to best economic advantage.

Remedying the problems that restrain and arrest footfall are key to improving central Morecambe as a place to do business in and thereby to invest in.

This can work because at many times plenty of people do come to central Morecambe. Evidence for this is -

- the volume of traffic in circulation
- the numbers of people who shop
- the numbers of people who on almost any good day enjoy the seafront and promenade including day visitors in considerable numbers.

If those who already come to central Morecambe, residents and visitors are encouraged to move about more and by this stay longer and spend more this, coupled with increased support by local people this can drive increased footfall. This should unleash new demand.

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<sup>5</sup> As example museums, community buildings, council offices, doctors surgeries, churches, a public park.

A positive investment cycle is a marketable narrative. It makes it possible to drive increasing investment and growth in visitors. Improved investment conditions should sustain more and better businesses and make for a growing and more resilient local economy. This should bring multiple benefits including more to offer visitors and new opportunities for people living within central Morecambe and close by - including better job opportunities.

### **Plan aim**

The challenges are daunting, there are uncertainties, there are risks but there are many opportunities. The plan must fit to this context and be robust.

The plan must set a framework for investment that is enabling, set regeneration actions and guide how these can be implemented. It must be deliverable with actions that taken together should make for real beneficial progress with development and change that is as sustainable as possible.

In the first instance the aim is to prevent any further worsening of business conditions and then, over time, get the conditions right to make for the private investment needed. To do this the plan must encourage and give some direction but, subject to this, give as much discretion as possible to the private sector to invest and deliver.

### **Opportunities further into the plan period**

The plan must anticipate and better position central Morecambe for the opportunities likely to come forward later into the plan period. Large investments in infrastructure are in prospect. The opening of the new link road to the M6 should make central Morecambe and the town as a whole a more attractive location to live and work in. It will make central Morecambe more accessible and also should reduce traffic flows along Marine Road. It should assist business in locations across the town including industrial sites and should advantage Heysham Port and assist its expansion.

Also on the horizon is development of additional infrastructure for the National Grid and a new power station at Heysham that should further drive demand for goods and services within the local economy and for places to live.

These will make for significant opportunities but what should be many consequential benefits will not simply come. Central Morecambe will still need to win investments and compete for trade and visitors with other destinations and centres. If actions are not taken to get the conditions for investment right and to position Morecambe as an attractive destination the town and particularly its central areas will not reap the benefits it should.

### **Risks**

The stakes are high. As said the situation is grave. If plan implementation fails it is likely the result will be a central Morecambe still suffering from acute underinvestment and indeed prospectively wholesale market failure. The likely result will be a central Morecambe very much hollowed out.

There are downside risks to the plan. It might not work because wider market factors, national and international, may prove too adverse and too strong and so stymie what investment can be won. Similarly, success will be very much conditional on the body of planning policy for the district as a whole directing investment and development towards urban areas and central Morecambe where possible.

It may not work because of failures in local implementation. The plan is robust enough to withstand failures in certain actions but if these are too many it will fail because it is very much a whole plan with actions that interlock. For many actions to be successfully implemented demands that many others are too. If a pick and mix approach is taken the plan will fail. Similarly if those who must deliver the plan are half hearted in commitment it will fail.

Success with the plan also demands effective work in monitoring and reviewing all aspects of its implementation over time and using this work to inform and help drive implementation.

If by 2021 (the end of the plan period) it is apparent the plan has not worked it will in no way preclude then taking alternative approaches although, at this point in time, it is difficult to envisage what these might be.

With much to do and given the urgencies implementation of many actions should start now as there is nothing to be gained and much might be lost by holding off until the plan is adopted.

### 3. THE ACTION PLAN

The plan is set out by the following headings:

<b>Plan Vision and Approach</b>	p.19
<b>Managing the environment</b>	p.22
<b>Managing developing environment</b>	p.24
<b>Further encouraging business investment and development</b>	p.26
<b>Morecambe’s main seafront and promenade</b>	p.28
<b>The town centre</b>	p.36
<b>South of the town centre</b>	p.45
<b>Travel and transport</b>	p.47
<b>Marketing to investors and visitors</b>	p.51

The plan proposes very many actions. Certain actions proposed are in the form of proposed planning policy specific to the plan area and elements within. Most actions interrelate closely. Presenting the actions in a way that captures for this is challenging. The most pertinent links are identified in the text. Encouraging pedestrian movement, facilitating business investment and increasing the attraction of the town to visitors are consistent themes. Deliberately, visitor aspects are not accorded a separate chapter. The plan is about bettering Morecambe for everyone, including visitors and proposals to strengthen the town’s attraction to visitors are therefore embed through the plan.

In this Draft Plan many actions are just presented as bullet points. These will be detailed at the next stage of plan making if carried forward. At this stage the plan will also include a full implementation schedule.

## **Plan Vision and Approach**

The Core Strategy sets the regeneration vision. This might be summarised as making central Morecambe a thriving place, good to do business in that residents want to spend time in and visitors want to come to because of the quality and range of both leisure experiences and town centre services on offer.

The way forward rests on the fact that Morecambe's seafront is contiguous with its town centre. This can make for a real competitive advantage into the future. It gives real prospect that trade from local people and visitors, in combination, can sustain a healthy town centre for Morecambe even in times otherwise very challenging for many town centres. Visitor trade can nourish the town centre and help it grow. In turn a stronger town centre can do much to make good the visitor offer by being the engine for further investment and for an improving the leisure offer.

Morecambe can have a continuing visitor role, but as the core strategy says one reinvented. The reinvention required is one across the board to make central Morecambe a good place for everyone to spend time in and by this offer more to and make more from day visitors and over time win more staying visitors.

To reap the benefit of its advantages central Morecambe must be welcoming to people at points of arrival, with streets and places that are easy and pleasant to walk around and be in, feel safe and are active and vibrant during the day and into the evening. Integral to this is better connecting the seafront and the town and with a town centre that affords a clear, positive draw landward of the central seafront - for the town centre to be successful people need to know where it is.

Key strengths will help with this. These include the strong character and identity at the seafront and, if weaker, parts landward and the pleasing local scale and the sociable feel to the established town centre around the Arndale. There are some distinctive streets and the legacy of landmark buildings including art deco.

The plan approach therefore is to stitch the present quite disparate parts or quarters of central Morecambe together into a stronger heart for the town and, as part of this, tie the seafront and the town centre together much better. The various quarters to be connected by a network of attractive streets and spaces and of course via the seafront promenade.

This spatial approach to get the conditions for investment right is central to the plan and informs many actions. The essential (and interconnected) elements of this spatial approach are -

- A focus on quality and good care of all aspects of the environment
- The environment at the central seafront protected and further enhanced and animated, with the potentials to use and enjoy the seafront environment along its length clearly explained
- The town centre integrating well with the seafront with as seamless a join between town and seafront as possible to ensure the provision for pedestrians to move between the two areas is made much easier, more pleasant and inviting. As a priority improving connections between the Eric



Morecambe statue and Euston Road, between the Midland and the Winter Gardens and by the former Frontierland site.

- Better places at the seafront for Morecambe to host and stage festivals and events and making that these bring much more to the town.
- The bay between the Midland and the Battery improved through new sea defences and with new opportunities for enjoyment of the coastal setting including for active recreation.
- Footfall of visitors on the seafront feeding into the town centre and the town centre becoming an integral element in and asset to the visitor experience.
- A well defined town centre, comprising the established centre of the Arndale and traditional streets around improved and enhanced, augmented by land to the east of Northumberland Street redeveloped to a clear urban structure.
- The Arndale and area around one anchor to the town centre, the other the Festival Market / Platform / Apollo complex as rejuvenated to make for an indoor entertainment hub.
- Victoria Street improved and effectively extended west to link through to the Festival Market and so making for a clear axis to the town centre landward of Marine Road.

- The seafront headland at the central promenade made Morecambe's lead leisure destination, with a high quality of public realm and relating well to the town centre landward. Uses to include significant leisure / recreation elements complementary to that of the mixed town centre but not competitive with its retail elements.
- The edge of centre retail park existing south of Central Drive at Morrison's and around relating well to the tighter centre and feeding footfall into it.
- Development of the former Frontierland site predominantly for housing to help activate central Morecambe with an increased residential population and to improve connectivity for pedestrians to / from the West End.
- Functionality further supported by improved connections for pedestrians to and from adjacent residential areas (including the West End) so these feed footfall and activity into the centre. Increased pedestrian activity spinning west along an improved seafront and along Marine Road West through to the West End.
- A welcoming arrival (and pleasant departure) experience including at the railway station and bus halts, for people walking and cycling and for people travelling by motor vehicle with ready, pleasant onward connections for pedestrian routes serving the town centre and helping concentrate footfall and activity in the tighter town centre.
- Changes to highways and parking arrangements to make traffic circulation more efficient and reduce excess traffic

circulation and with parking located and managed in such a way as to feed footfall into the town centre

- Good signage for pedestrians throughout central Morecambe with information / interpretation points
- Visitor accommodation and including that just outside central Morecambe that is readily found by vehicle and on foot
- Well considered, clear signage of vehicle routes to and from Morecambe on all route approaches including via Lancaster and Carnforth and well located long and short stay parking options in central Morecambe

The plan captures this spatial approach in four **Spatial Policies** that are central to the plan and as planning policy key elements for its delivery.

The spatial approach outlined can make central Morecambe a better place for everyone and help overcome the structural problems that so restrain footfall. In some parts of central Morecambe this means an emphasis on protecting and enhancing existing character. In others it is more about encouraging much change, directing and facilitating investment to remedy weaknesses.

Policies for **Development Opportunity Sites** offer some considered approaches for how such conservation and change can bring about beneficial changes for Morecambe.

The current investment situation though is dire. Therefore, hand in hand with spatial proposals that inevitably will take some time to implement must be early actions to incentivise investment.

Integral to the plan must be proposals for how it is delivered and consideration of what it will take to implement actions. Also are proposals for the approaches to take in marketing to investors and visitors.

There is need for a strong signal that Morecambe welcomes positive investment and concerted actions to promote and market the town to investors and visitors.

A series of **Action Sets** present thematic or spatial opportunities to help deliver the plan and signal that the plan is as much about positive management changes as it is about creating the conditions for development.

This should all make for a plan that is about beneficial change over time, nurturing what is good, putting right what is not, creating opportunities for investment and improvement in what the town offers and for marketing these.

**Managing the environment**

A continuing focus on assuring the quality and appearance of buildings, streets and spaces across the plan area is essential. This vital element is the starting point for the plan - and almost a pre-condition for success.

This is very much about nuts and bolts; about getting right the often quite small things that can matter just as much as the bigger things. It is all too easy for often relatively small problems to convey a poor impression to the detriment of peoples' experiences and perceptions. This impacts variously on investment decisions, lengths of visits to central Morecambe and to the likelihood of repeat visits.

To meet residents and visitors expectations streets and spaces must be pleasant, attractive and rewarding and feel safe to spend time in. Good experiences for people help drive increased footfall to the benefit of business trading and activate places to the benefit of society.

This involves maintaining streets and spaces in good order with active management to improve the many aspects that manifestly are not right and that today do let things down. It requires full appreciation of the role of streets and spaces, of how activity can help animate these and some imagination in initiating improvements and taking opportunities to fund these.

A closely related issue is public toilet facilities - a matter of significant related public concern. The availability of toilets, that people are informed as to what is available and the quality of provision are key to peoples' experiences. Within central

Morecambe the city council has invested in these but further improvements can be made in the service available.

**Action Set AS1. Managing and maintaining streets and spaces.**

The city council will continue to focus on the quality of streets and spaces. As part of this with the other local councils to review needs and opportunities to further improve its delivery of street and related services including to -

- improve traffic management,
- make better conditions for pedestrians and cyclists,
- remedy the appearance of parts in poor condition or appearance
- green and enliven the street environment
- refresh green space areas
- make continuing improvements in the maintenance of highways and including street cleanliness.
- improve the provision of toilet facilities available for public use, including where possible via partnership working with private businesses
- direct people better to the toilet provision available through improved information and signage including via new interpretation points.

And to bring forward improvements as appropriate.

Area-specific actions including for the seafront and shoreline within the plan area is identified in Action Set 5.



Property landlords and managers of building premises have an important role to play both in helping make for a supportive business environment.

That property is in good condition and upkeep is important. This affects the character of streets and places, their look and feel and is integral to assuring a good experience for pedestrians and the environment for business. Regular investment in basic maintenance can reap dividends, preventing deterioration in the fabric of a building to a point where a much greater capital outlay is required. How landlords manage is one aspect in this and it is important that property landlords manage property in such a way as to encourage occupancy. This means keeping on top of building maintenance and not unduly constraining occupancy by restrictive lease terms.

Conserving the historic character of buildings assumes a special importance within the designated conservation areas (part the Morecambe Conservation Area and part the West End Conservation Area).

Economic conditions are difficult but the city council is running two initiatives concerning the condition and appearance of property and will consider additional interventions if opportunities for these arise later in the plan period.

The council is using its planning powers in a pro-active way, working with landlords, property owners and managers to improve the condition and appearance of property, as well as educating and advising property owners of the individual and wider benefits of good maintenance practice. The council is targeting this ongoing initiative at properties within the centres of Morecambe (and Lancaster) and including over time for the whole plan area.

For further information visit [www.lancaster.gov.uk/s215](http://www.lancaster.gov.uk/s215).

The (second) Morecambe Townscape Heritage Initiative (THI): A View for Eric is a five year initiative for part of the Morecambe Conservation Area in the heart of the town. The main element is the availability of grant assistance to eligible projects to put into sound repair the structure and external envelope of buildings that make a positive contribution to the character and appearance of the conservation area. Other elements include direct investment in improved streets and spaces and to increase understanding and awareness of Morecambe's built heritage through various means, including guidance and training opportunities.

For further information visit [www.lancaster.gov.uk/viewforeric](http://www.lancaster.gov.uk/viewforeric).

### **Action Set AS2. Improving the condition of buildings and encouraging beneficial occupancy**

Public and private organisations to work together to ensure good practise in the repair and maintenance of property in good condition and including good conservation practise regarding buildings within the designated conservation areas and heritage buildings. The city council to:

- continue to use its planning powers in support of this across the whole plan area
- advise property owners in good maintenance practise and
- run "A View for Eric 2012-2017 including a finite grant distribution programme, a programme of improvements to streets and spaces within the THI area and bespoke advice, training and capacity building initiatives

**Managing development**

The spatial approach is much about restructuring the heart of the town so that it draws people in and making it function better for people as pedestrians.

Most successful seaside towns have a thriving seafront with a main town centre draw one block back from the front. Morecambe can emulate this recipe, but to be successful it must do it in its own way, working with its existing character and pedestrian networks.

A core pedestrian network should take in the seafront between the Midland and Euston Road and landward the Arndale area and via Victoria Street as extended further west through to the Festival Market. This can make for a strong heart if conveniently served by bus and rail arrival points and car parking.

The plan sets planning policies to manage new development and change to fit to the spatial approach and includes a raft of actions. The planning policies -

- structure the heart of the town by a network of key streets and spaces
- protect and enhance the seafront as predominantly an area for informal recreation
- define the town centre
- identify investment and development opportunities

The Local Plan Proposals Map identifies these.

Accordingly, it is proposed that proposals for development should conform to Spatial Policy 1. In this way new development should

both strengthen the character and identity already in place and best advantage and improve the functionality and attraction of the heart of the town.

As discussed, the focus is on assisting and encouraging much more movement by pedestrians. At the same time much provision can be made for cyclists but it is recognised that regarding cycling the priority within central Morecambe should be leisure provision.

Complementary to Spatial Policy 1 is policy for the seafront and required to direct investment and development to the town centre and within key opportunity sites. Proposals for this are made in the Draft Plan as follows.

**MAAP SPATIAL POLICY 1 (SP1). KEY PEDESTRIAN ROUTES AND SPACES**

The Local Plan Proposals Map identifies a network of key routes and spaces for pedestrians within central Morecambe. The council considers this to be key to the circulation of pedestrians within central Morecambe and to its economic functioning into the future with a strengthening town centre with higher footfall and more activity.

The council requires that development proposals fronting onto or including for any element of this network should relate well to it and the space around -

- in how buildings are: sited; in the scale and massing of

buildings and through other aspects of good urban design

- with active frontages at ground floor level with good opportunities for passive surveillance from upper levels

Where required proposals should either provide or make an appropriate financial contribution towards the construction of a new element in the network or towards improving an element existing. The benchmark to be that any element of the network be permanently available for pedestrian use and constructed to a satisfactory highway standard.

Further, within any area identified on the Local Plan Proposals Map as a Development Opportunity Site the council will consider proposals in accordance with the specific policy for the Development Opportunity Site as contained in the plan. The development opportunity sites are as below and detailed further in this plan -

MAAP DO1. THE BATTERY  
 MAAP DO2. STRATEGIC LEISURE – SEAFRONT HEADLAND, CENTRAL PROMENADE  
 MAAP DO3. THE ARNDALE AND AREA  
 MAAP DO4. WEST VIEW  
 MAAP DO5. FESTIVAL MARKET AND AREA  
 MAAP DO6. FORMER FRONTIERLAND SITE

Further, the council will consider proposals for development in accordance with Policy EC1.3 of the Development Management DPD and all other relevant policies within the Development Management DPD.

**Action Set AS3. Improving key routes for pedestrians and cyclists**

Key actions to help address this are –

- to improve key routes within and into central Morecambe from neighbouring residential areas
- Investment in high quality public realm – streets and spaces - including addressing existing routes and establishing new connections and spaces supporting the plan’s spatial framework. Public realm improvements to follow the principles of good urban design and to incorporate where appropriate for example; reductions in clutter, traffic calming, greater natural surveillance and enhanced place identity
- to make good connectivity for pedestrians seaward and landward and vice versa, including across the former Frontierland site an essential requirement of any redevelopment of this site – see DO6 and all other Development Opportunity Sites with boundaries adjacent to Marine Road
- further improvements to the Greenway and connections with the town centre and the facilities therein for cyclists
- improved connections for pedestrians, including through the Central Drive Retail Park.
- The city council to complete improvements to the cycle path route from the retail park to West End Road via Kilbank Avenue

**Further encouraging business investment and development.**

The plan proposals taken together are very much about making for more investment, and by this helping create more and better jobs. Spatial proposals, about how to re-structure the town and how to direct development are at the centre of this.

But, as discussed, prevailing demand and investment conditions are very poor and could well deteriorate further. This means there is real risk that some more businesses take flight meaning more business closures, job losses and a central part of town that offers even less.

Spatial proposals inevitably take time to kick in. In the meantime there is an urgent need to try to arrest any further worsening of business activity and to do what is possible to support new. Side by side with this must be plan implementation to put in place the better conditions needed for business investment and growth.

Publication of the plan itself should signal intent and help give confidence to business and investors that there is real local and civic commitment to regeneration and improvement and a deliverable framework for this. Parallel must be actions to signal and promote that central Morecambe is welcoming of investment and to market the business opportunities that plan implementation should help create - see AS14 and 15 Investor Marketing and Visitor Marketing.

The private sector must be the main engine of growth and regeneration. The public sector can help and where possible should

actively facilitate investment and put in place real incentives. But in times of highly constrained public finances this is challenging.

**MAAP SPATIAL POLICY 2 (SP2) INVESTMENT EXEMPTIONS**

For as long as the poor investment conditions prevail - and certainly until a review after completion of the new M6 Link – applicants for development within the plan area are to be given exemption from certain regulatory and charging requirements otherwise applying. These exemptions to include -

- exemption from the Local Plan requirement otherwise set out in DM Policy CS4.2 and any supplementary planning guidance for certain development proposals to either deliver a proportion of affordable housing or make a financial contribution towards meeting identified needs for affordable housing. The specific justifications are that the affordability of housing is not at issue in central Morecambe itself and that prevailing investment conditions patently do not warrant this. In such circumstances it is inappropriate and would be unduly burdensome to apply the Policy in this identified area.
- exemption from any Local Plan requirement otherwise set to levy certain developments for contributions via the Community Infrastructure Levy (CIL) towards infrastructure provision.



Complementary to the spatial proposals (and further come next in the plan) a range of what might be termed more supply side measures are needed to support and encourage business in these difficult times and to incentivise investment and development. These should focus on avoiding placing undue impediments in the way of business investment and giving business increased flexibility to innovate.

Local development orders (LDO) are an existing legislative tool. They can be used to identify an area within which changes of use can occur without a planning permission that otherwise would be needed. Increased flexibility via a LDO can boost regeneration by –

- Creating opportunities for relocation or development either on a temporary or long term basis
- Permitting the evolution of businesses within current premises
- Increasing opportunities for community based organisations to occupy premises and maintain them in beneficial use
- Speeding up change – no procedural delays associated with making a planning application
- Certainty of outcome for a prospective tenant and justification for investment in premises by landlords

A LDO therefore is about making good development happen. The scope and potentials of making an order should be considered with urgency. An order might have particular application within the defined town centre where as much discretion as possible might reasonably be given to the market to determine what uses to make

of land and buildings. This should lift a little of the burden on business and confer more flexibility and thereby should help encourage investment. Also, it would be an important market signal.

Any order need have no direct bearing on the need to obtain any other regulatory consents e.g. licensing.

#### **Action Set AS4. Further encourage business investment and development.**

- the city council not to charge for pre-application planning advice within the plan area should it determine to do so for the wider district
- consider the scope for discretionary business rate relief
- The city council not to establish specific policies for the defined primary and secondary frontages within the town centre (see the town centre section)
- the city council will consult on the scope for and potential applications of a draft Local Development Order (LDO) for the town centre as defined in the plan. Any LDO should specify desirable changes and exclude those still not desired. Subject to this consultation a draft would be submitted to the city council's Planning and Highways Regulatory Committee.

## Morecambe's main seafront and promenade

### Introduction

The plan area spans almost one and a half miles of seafront from the Battery in the West End through to the Yacht Station. The promenade unites this and extends onward in both directions through to Heysham in the south west and almost to Hest Bank in the north east, all part of the Lancashire Way coastal path.

This unique seafront space is Morecambe's foremost asset and critical to its identity and future. Integral to what it offers are –

- Expansive views
- A sense of space, the elements and nature
- Opportunities for enjoyment of the shoreline and the Bay
- A range of recreation choices – from quite passive through to much more active – and particularly for walking and cycling
- Festivals and events

The importance of the seafront for leisure and recreation and for residents and visitors alike cannot be understated. It is a unique multi-faceted resource for all people and so assuring a good balance of opportunities is really important.

### Festivals and events

Morecambe has a strong record in staging and hosting festivals and events. The city and town councils and local organisations and businesses contribute to programmes and the town's reputation in

this is good and giving much to work with in marketing into the future.

Festivals and events serve anyone whether residents or visitors. These animate and enliven the town, add to and widen the range of leisure, recreation, education and entertainment experiences available. However, the town and trading within should harness much more in the way of economic benefits from events at the seafront. The Platform, Library, Festival Market and Arndale buildings all could support activities.

### Proposals

The plan must -

- have proper regard to the continuing need to safeguard and raise awareness of the precious natural environment of the Bay including the shoreline and intertidal areas
- protect the main seafront and promenade for people to enjoy
- identify potential improvements in the leisure and recreation experiences on offer and where possible programme these
- help remedy the disconnect between the seafront and the town landward, integrating the two where possible and generally making it easier and more legible for pedestrians to move between these.
- chart a future for the central promenade headland incorporating the former Bubbles site.
- create new and improved opportunities for the holding and staging of events. Specifically, a new performance space

beside Eric and it proposes that the potential to use the seafront headland as a concert venue be investigated.

For the purpose of planning improvement and change the main seafront and promenade can be split into three areas –

- Central seafront and main beach
- Western seafront and beach
- Seafront headland – central promenade

significant adverse impact on the environment of the Bay in its integrity as a Natura 2000 site or as an European Marine Site

This policy relates closely to the Development Opportunity Policy DO1 and to which it takes precedence.

**MAAP SPATIAL POLICY 3 (SP3). MORECAMBE MAIN SEAFRONT AND PROMENADE**

The main seafront and promenade is identified on the Local Plan Proposals Map as open space for peoples' informal recreation and enjoyment.

The Council will protect this main seafront and promenade from development other than that which will demonstrably enhance the open character or is reasonably required to provide or improve opportunities for appropriate informal recreation and enjoyment and will not otherwise harm the open character. The council will require that any development is to a high quality of design.

Proposals for essential works of coastal defence must be complementary with the open character, and contribute to people's use and enjoyment of the seafront and shore.

The council will not permit any proposals that result in a

Central seafront and main beach

The curving bay between the Lifeboat Station opposite Green Street and the headland with the former Bubbles site is attractive; its character a combination of the sweep of buildings that front it, the seafront and promenade and the sand nourished beach. In good weather this is the liveliest place in central Morecambe and very much its heart. The sandy beach provided as part of the last phase of coastal protection works is a huge asset to the town.

Further improving the environment of this bay and what it offers is essential and very much requires managing this environment and what it offers as a whole.

**Action Set AS5. Central seafront and main beach**

The city council to prepare a Management Plan for the further improvement and ongoing management of the central seafront and main beach between the Midland and the Morecambe Yacht Station. This to further enhance the seafront and what it offers and

to better integrate it with the town –

- Decommission the existing Marine Road Car Park No. 2 between the Eric Morecambe statue and the Clock Tower toilets and create a high quality pedestrian place and a focus at the seafront to reveal and signal the main pedestrian route landward into Euston Road and the established town centre. Also to include a high quality performance space and a dedicated pick up and drop off point for buses and coaches. For further information see AS12 and 13.
- Improve the setting to the Clock Tower including further interventions to lift the appearance of the toilet block.
- Signal and announce the main beach through specific enhancements, perhaps including changing sequences of banners and flags and including to advertise festivals and events
- New directional information and interpretation points
- New and improved openings for pedestrians through the wave reflection wall
- Further investment in public art and to better maintain that public art existing
- Improve seating along the length of the central promenade as appropriate by reworking, upgrading, or adding to that existing with better provision for disabled people and those with limited mobility availability
- Permit more beach trading concessions / complementary facilities provided that these are of appropriate quality and the continuing quality is assured through management arrangements
- Provide an additional pedestrian access to the eastern end of the beach (towards the Lifeboat Station situated opposite

Green Street)

- Make small scale improvements to the seafront to the east of the station including with more efficient parking and better interpretation of the bay environment.
- Make more of the TERN projects’ “See Wall” via improved signage and pedestrian connections
- Management to sustain the sand nourished beach

Western seafront, beach and the Battery

The long bay through to the Battery is a distinct seafront environment with much local identity coming from how the tightly packed buildings extend round. The seafront itself provides an important link for both vehicle and pedestrian movements but as a place in its own right it underperforms except at the West End Gardens. This is largely because Marine Road West and the seafront promenade, completed as the first phase in the coastal defence works, are utilitarian in nature and the road itself is heavily trafficked and very much severs the seafront from the town landward. This does little to encourage activity and is unhelpful to business trading fronting to Marine Road West and within the local centre further behind. There is much potential for improvement and that can also help towards regeneration of the West End. What has been achieved at West End Gardens and with the Breeze Café shows what can be done. The potentials include for -

- A much more pleasing seafront environment with improved connections and facilities for pedestrians from the seafront landward across Marine Road and onto the shore



- The bay and particularly the area around the Battery a focus for more active recreation, adventure activity and water sports involving use of the shoreline and the intertidal areas as appropriate, provided that there are no significant adverse impacts on the integrity of the bay environment.
- More efficient use of the Battery car park, potentially eliminating or reducing the underutilised coach parking facilities here
- Business trading along Marine Road West that includes businesses that exploit market niches concerning use of the seafront, shoreline and wider bay for appropriate leisure and recreation activity, and
- Potentially linked to the above, opportunities to further enhance the profile of the starting point of the Way of the Roses coast to coast cycling route and complementary to this, improved facilities for cyclists.

Opportunities to deliver will be via –

- A programme of new coastal defence works over the plan period and to include a replacement sea wall and new wave reflection wall that provides improved access to the shore and town alike This to replace the existing (sea wall) defences that date from 1945 and the wave reflection wall and promenade surfacing as undertaken in the mid 1980s
- Complementary development at the Battery. See Development Opportunity Policy DO1 below.
- Complementary development of the former Frontierland site, ensuring that this presents well to the seafront and helps deliver improvements to Marine Road West, for pedestrian

crossing over this road and to the seafront itself. See Development Opportunity Policy DO6.

### **MAAP POLICY DO1. THE BATTERY**

The council identifies opportunities for leisure uses and recreation activities including adventure activity and water sports within the area defined on the Local Plan Proposals Map as Development Opportunity Policy DO1.

Within those parts of the site not otherwise also identified in MAAP Spatial Policy 2 as part of the Main Seafront and Promenade the council will support development proposals for leisure uses and also retail and food and drink uses where these latter are ancillary to a leisure use or help service and support appropriate recreation activity. Public car parking facilities should remain.

The council will consider proposals for development within this Site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies.

The council will not permit any proposals that result in a negative impact on the environment of the Bay in its integrity as a Natura 2000 site or as a European Marine Site.

### **Action Set AS6. Western seafront and beach**

Actions to further enhance this stretch of seafront and what it offers and to better integrate it with the town will include –

- A programme of coastal defence works to include a new sea wall and wave reflection wall with more and improved opportunities for people to connect between the promenade and Marine Road landward, new seating and other associated facilities and improved public access down to the shore
- New directional information and interpretation points
- New public art and specifically at the bastion, to mark the start and finish for the Way of the Roses coast to coast cycle route

tired and dated in appearance. The main pedestrian thoroughfare and the setting of the key buildings are poor.

There is much scope for improvement but also new potentials. There is capacity to accommodate new development and the location gives much scope for this. In particular the restored Midland Hotel is a major success with English Lakes Hotels presently running a strong hotel operation and ambitious for increased accommodation capacity.

The city council has long sought to secure beneficial development of the headland through its planning policy. In addition, as owner of much of the area it is in a good position to shape its future to the benefit of the town. In this role it has in recent years sought to facilitate a substantial development of a large part of the site via Urban Splash as its developer partner.<sup>6</sup> The joint ambition of both the council and Urban Splash has been for a high quality mixed development that should deliver a much improved public realm including of the main green spaces and the main pedestrian route from the central seafront through to the Stone Jetty.

It is increasingly apparent though that in the economic conditions that now prevail such a development may not prove deliverable. This is the context for preparing the Draft Plan. The area action plan must map out a future for this area and set clear planning policy.

Consultations to prepare the action plan have elicited a substantial consensus on the future of the central seafront. To summarise –

- there must be open space areas including green spaces

<sup>6</sup> SPG 17: Morecambe Central Promenade Development Brief (2005)

Seafront headland, central promenade

The headland between the two main bays – the main beach to the east and that through to the West End - is just across Marine Road from the town centre. It includes and is the setting for key listed buildings, including the Midland Hotel, War Memorial and the Winter Gardens, and also the new Lifeboat station. It also includes the Stone Jetty, now a high quality public space affording a real marine experience.

The future of this area in terms of what uses are made of it and the quality of these is integral to what central Morecambe offers and thereby its identity and its future. It should be a magnet for residents and visitors alike.

Over time leisure uses have retreated from this area – including latterly with closure of the Dome - and today much is underused and vacant. The Stone Jetty apart public spaces and gardens are

- public spaces and routes should be to a high quality, well serve pedestrian movement and make a good setting for the key buildings
- the location and the wider town will benefit from leisure development at this location but this must relate well to the key buildings, respect patterns of pedestrian flow and the need for there to be good views out to sea
- As part of this additional accommodation for the Midland Hotel and a new interpretive visitor centre are reasonable development propositions

Conversely, it is apparent that there is a strong divergence of views as to how the central seafront might be improved and in particular as to whether some residential development is appropriate.

To consider this further - residential uses would add to the resident population within central Morecambe to the benefit of activity and trading and at all times give passive surveillance and some animation to the location. Further it might complement any additional development for the Midland Hotel and also certain leisure elements. However, it is questionable at best whether within the plan period residential development would be deliverable here and unlikely that this could finance significant improvements to the wider public places. There is also a real risk that any residential uses might constrain what leisure uses are attainable as the latter very often impact upon residents' amenity.

Leisure uses would certainly make the best use of the central seafront location. As to what these might be it is important to look at what Morecambe already offers in the round and consider gaps in the market. At least in good weather the central seafront and beach caters quite well for families with young children but less well for

many others. Happy Mount Park has an offer for all ages but is well outside of central Morecambe. The commercial leisure offer is limited but does include the Superbowl and Apollo Cinema.

A deliverable proposal is required that –

- recognises the strategic importance of the area to Morecambe's future
- strikes a balance between protecting and enhancing the open character and public realm and facilitating uses and development appropriate to the location and likely of most benefit to the town into the future.
- reserves opportunities for that development most particularly sought
- factors for the fact that securing beneficial uses will take time and that there is a need to make best use of presently vacant and underused land in the short and medium terms as well as the long
- assures quality in building and any uses made of the site
- ensures that development contributes to improvement of the wider public realm within the site

Accordingly, it is proposed to -

- Protect and enhance the main public routes and spaces within the central seafront site as part of the Main Seafront and Promenade (see MAAP Spatial Policy SP3).
- Work to rejuvenate this public realm, including rejuvenated public space that enhances the War Memorial as a key landmark
- Facilitate development of those parts of the headland outside the Main Seafront and Promenade for predominantly

- leisure / visitor uses, with other uses as appropriate but ancillary.
- Make it clear that additional visitor accommodation for the Midland and some form of bay discovery centre are very desired uses
  - Work with the Midland Hotel operator and site owner as necessary to strengthen the hotel offer
  - Work with the RSPB and other interested organisations on the feasibility of a bay discovery centre type facility
  - Set clear but enabling parameters for any development, these to include that development proposals assist in delivering improvements to the main seafront and promenade public realm within the Development Opportunity Site.
  - Accept that beneficial development may only be secured over some time and prepare a delivery plan to make better use of the site in a phased way whilst anticipating for future development
  - This delivery plan to be informed by a feasibility study into creating a venue to stage outdoor concerts within the sunken former Bubbles site area - see section xx.
  - The delivery plan to cover the improvement and management of the whole site area including for the letting of space and licensing of uses and marketing the commercial opportunities.
  - Implement the delivery plan

**MAAP POLICY DO2. STRATEGIC LEISURE - SEAFRONT HEADLAND, CENTRAL PROMENADE**

The council identifies a strategic opportunity for leisure investment

and development within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO2.

Within those parts of the site not otherwise also identified in MAAP Spatial Policy 3 as part of the Main Seafront and Promenade the council will support development proposals for the following -

- Leisure uses both outdoor and indoor and including for events and as events and performance space
- Visitor accommodation additional and integral to the Midland Hotel business operation
- Other hotel accommodation
- Other visitor focused residential accommodation that is demonstrably ancillary to otherwise predominantly leisure uses

The council will not permit any proposals that result in any significant adverse impact on the environment of the Bay in its integrity as a Natura 2000 site or as an European Marine Site

The council will further require that any development -

- includes retail (including food and drink uses) only where the proposal is for predominantly leisure uses
- relates well to heritage assets including the Midland and the Winter Gardens
- does not preclude the development of more visitor accommodation for the Midland Hotel and is as enabling of this as reasonable
- relates well to the Main Seafront and Promenade with active frontages to this at the ground floor and good



opportunities for passive surveillance from any upper floors of buildings

- Assists in the improvement of public realm within the Main Seafront and Promenade and the reworking of Marine Road Central to improve amenity and safety for pedestrian crossings.
- Provides for vehicle access, servicing and parking in ways not adverse to public amenity and pedestrian circulation on and enjoyment of the Main Seafront and Promenade.

Uses and activities that might prove appropriate at least in the short and medium terms include: multi games space, crazy golf, multi-wheel sports, outdoor gym, fairground, bowls and other active games and activities including boule, petankue, skittles, giant chess... These would need to be complemented by quality ancillary facilities including food and drink kiosks and toilets.

To inform preparation of the delivery plan the city council to commission a feasibility study into using part of the sunken site for the creation of a venue to stage outdoor concerts and performances, considering its viability as a reasonable commercial proposition and if so how this might be advanced.

**Action Set AS7. Seafront headland, central promenade**

The city council to prepare and implement a delivery plan for the beneficial use of the site to –

- Identify the activities and uses appropriate and that should be actively sought in the short, medium and longer terms including commercial or non commercial leisure and whether private or public operated.
- Determine arrangements for managing uses
- Direct and programme work to market investment opportunities
- Plan advance engineering works and improvements to the sunken parts of the site (the former Bubbles site) to afford an appropriate setting for beneficial uses including an expanded Midland hotel operation
- Plan improvements to the public realm for pedestrians and including to Marine Road Central and how these might be secured through developments

## The town centre

### Introduction

Strengthening Morecambe's struggling, underperforming town centre is critical to achieving the regeneration vision and an essential element in the plan approach.

It is now widely recognised that to compete into the future any town centre must have a good shopping offer and much more. Successful, competitive ones will serve as a destination for a range of activities, including shopping and feel sociable and safe.

This section looks at the spatial approach needed and then considers what is required to achieve this at:

- Marine Road Central – the town centre's 'shop window'.
- The Arndale and area
- The Festival Market and area

### Spatial approach

The spatial approach proposed is towards a town centre well integrated with the seafront that is consolidated and without the weaknesses that come from being over extended. This requires a balanced range of actions to give direction and certainty to investment yet also leaving much flexibility so that the private sector has optimal discretion.

Such a town centre should be well served by transport and fed with footfall from points of arrival, variously from the seafront

promenade, the seafront headland and areas to the south of Central Drive including the existing edge of centre retail development ,

Central Drive is the main road artery to the town centre and must be maintained as such. Car parking provision must be readily accessed off this – see transport section.

Marine Road Central and Victoria Street respectively can be the axes that bind the town centre together in terms of how pedestrians move around, Marine Road Central affording the seafront experience and Victoria Street one block back offering an alternative more sheltered route and, over time, a quality experience more akin to that of a traditional high street. A beneficial use for St Laurence's Church and an improved setting to this are important in this regard.

To realise this vision though demands much investment and development to address the challenges facing the town centre as it is today. This means -

- facilitating and managing development in accordance with Spatial Policy 1 and other development management policy as necessary
- additional spatial policy consistent with the vision for the town centre to both focus and facilitate investment and development, comprising spatial policy specifically for the Town Centre and for particular sites that afford opportunities for investment and development
- subject to this as far as possible leaving investment decisions to the market
- specific actions to facilitate investment

- continuing investment to improve the condition fabric and appearance of housing to assure occupancy to the benefit of activity within the town centre.

Opportunity sites are identified that offer particular opportunities for investment and development. These are –

- The Arndale and area, the established town centre including for the immediate car parks here – Library and Pedder Street – but any redevelopment here to be with no loss of parking provision
- West View Car Park, a very constrained back land site just back from the seafront that underperforms as a car park. It has the potential with better access and signage to serve the promenade and town centre well and opportunities to enhance its existing use will be explored pending any alternative town centre uses that may emerge.
- For an “entertainment hub” with an indoor element comprising the Platform / Festival Market / Cinema complex of buildings plus the Superbowl (that, albeit just across Central Drive relates closely) together with the extensive open areas to the west and north of Central Drive

An option to develop the Telephone Exchange car park for housing is not advanced as on balance it is considered this is a very preferable location for town centre car parking. The adjacent Telephone Exchange building is in full operational use but its appearance could be improved.

The many closely related actions required across the town centre include -

- Improvements to transportation and arrival and the feel of welcome
- Plan for car parking within central Morecambe that aligns to location, management and pricing of parking to encouraging people to stay longer
- Actions to improve connections for pedestrians between the promenade and the town - and in particular between Eric and the Clock Tower in order to signal the town centre and direct people landward
- Actions to make it easier for people to find their way, walk around and spend time in the town centre landward of the seafront
- Actions to actively market the town centre, seafront premises and other accommodation as places to do business in and to encourage increased custom and trade; including town centre management proposals
- improvements to existing streets and spaces landward of the seafront and by this should make places that encourage people to linger within them – including for opportunities for café culture, street theatre and impromptu performance.

Over time, with this approach, new investment and development should concentrate footfall and activity and thereby make for better town centre trading conditions. There can be no illusions though. Appetite for investment within central Morecambe is weak and it will take time to turn things round. There are no ready ‘fix-all’ solutions for some challenges including places such as the Winter Gardens. Not everything will be achievable within the plan period.

A Primary Shopping Area (PSA) and a defined Town Centre with the Town Centre Boundary are the planning policy tools required to

help guide investment and direct development into town centre locations. DM Policy EC1.1 describes how these should inform planning decisions including by directing sequentially tested development accordingly.

The action plan must identify a PSA and Town Centre for central Morecambe.

The methodology used for identifying the PSA and the Town Centre is described in Topic Paper 5. These are based on a clear definition of primary and secondary frontages as described in the Topic Paper and as follows:

Primary frontages

- Euston Road (pedestrianised part west Central Drive)
- Royalty Mall (Arndale Centre)
- Market Street (part south to Royalty Mall)

Secondary frontages

- Development fronting Marine Road Central (from Rita’s Café east to Clarence Street)
- Euston Road (that part east of Central Drive)
- Victoria Street (part west to Skipton Street and Chapel Street)
- Queen Street
- Pedder Street.
- Frontages to the building complex including the Apollo Cinema and Festival Market

The proposed PSA and Town Centre Boundary are identified on the Local Plan Proposals Map.

It is not proposed to set specific policy for the primary and secondary frontages as identified and therefore, these are not identified on the Local Plan Proposals Map. This is because it is considered to do so would be unduly restrictive given the poor investment conditions that prevail and aspirations for an attractive sociable town centre with a mix of uses (see AS4 Business Investment and Development).

Marine Road Central – the town centre’s ‘shop window’.

The seafront and visitor trade is key to giving a competitive advantage to the town centre. Marine Road Central at the interface between the seafront and the town centre landmark is both a shop window for the town centre and an essential element in its offer.

Premises extending from Central Drive through to Queen Street do support quite a mix of uses including retail, food and drink, office commercial and leisure. This mix reflects for the location. The weather and seasonality are major factors in shaping the pattern of trading here. It is evident that trading conditions along the length of Marine Road Central are variously challenging and the attraction of premises to retail businesses is quite limited.

Collectively the appearance of frontages is not without some quality when viewed from the promenade but aspects in the quality and presentation of some business trading are less appealing when viewed closer. These issues make for a mixed and confused identity with no clear target markets.



- connections from the promenade for pedestrians much improved
- connectivity improved from elsewhere in the town centre.
- improvements in the look and feel including via investments in the condition and appearance of premises including forecourts and in the presentation of trading
- bespoke marketing of premises

The premises west of Northumberland Road although highly central are strangely quite out on a limb and do not readily relate to other parts of the town centre. Footfall here is only variably sufficient to support business trading in premises large and small. Failure over the years to secure a redevelopment of the Winter Gardens Arcade is some evidence of the investment situation. The parlous condition of this is unacceptable.

The buildings here include two notable Art Deco properties and the Winter Gardens (Victoria Pavilion) itself. This latter is Grade II\* listed and as the largest building in central Morecambe is dominant in many views across the town. Although out of substantive use since the 1970s as an entertainment venue the building is structurally sound and watertight thanks to city council works in the late 1990s and the present owners are making increasing uses of the building in an incremental way and progressively making improvements internally.

Marine Road has much potential into the future as a location for town centre businesses and living. Business uses appropriate to any seafront can be well located here and there is much scope to grow and improve the town's food and drink offer. The upper floors to premises offer fantastic views across the Bay and therefore can make for unique visitor, office or residential accommodation. Larger premises towards Central Drive have the greater potential for bespoke leisure uses.

A range of actions can improve the trading along Marine Road Central and what businesses here might contribute to the town centre. These are –

### The Arndale and area

The town centre is anchored at its eastern end by the established centre around the Arndale but this will require significant improvement. Planning approaches are required that are enabling of investment coupled with many direct interventions.

This area derives character from the traditional shopping streets including Pedder Street and Queen Street. Many of the independent traders within this area are an asset and help give some distinction to the offer here.

The Arndale, although implanted quite badly into the then street fabric via a 1970s development and lacking distinction does offer an indoor, sociable experience otherwise lacking in the town centre. Unfortunately much of the offer is for every-day convenience shopping without a strong comparison shopping offer that better lends to the creation of a leisure experience. A greater mix of retail is desirable, coupled with an improved food and drink offer that encourages people to stay longer. The presentation of the centre outward though is very poor, in terms of its legibility and advertising for example, and demands improvement in order to better direct and encourage footfall to the centre in the first instance. The quality

of surrounding streets and spaces is also poor and needs improvement to attract and encourage pedestrian movement. New Town Square is a key example to be addressed.

The Morecambe Library just adjacent to the Arndale is a key asset. It is relatively well used and appreciated by many people but – like many libraries - is struggling to an extent. Libraries all over are trying to diversify, widen the customer base and take on a greater community role. The location of the Morecambe Library and the pleasant feel of the building give it a particular potential in this but one that will be best realised if management actions are supported by works to the environment around. The building and access to it is very hidden and not well signed.

Festival Market and area

The town centre can be anchored at its western end by an “entertainment hub”. This can be grown from the existing complex of buildings around the old railway station (“The Platform”) and the Festival Market and focus on this latter rejuvenated as a true indoor destination. This complex of buildings though very centrally located is paradoxically quite isolated and for pedestrians the various buildings relate very poorly to each other. The buildings and public entrances present to the main roads adjoining and so face away from each other. In addition, in form and design the complex appears somewhat incongruous in the context of the Midland Hotel across the seafront opposite. For various reasons pedestrian footfall here is constrained.

Following consultation with traders at the time, the Festival Market was designed as a covered outdoor facility capable of hosting festivals and events. In practice neither of these aspects has

assisted trading particularly well. The market is a facility that is well liked by many local people and has a visitor function but trading is constrained and the ambience is deficient. In particular, the structure not being wind tight provides little protection from the cold and this makes trading quite challenging and impairs the experience it is possible to offer customers. Whilst the stalls were envisaged as being semi-transient and capable of moving out for a fortnight each year, in practice the stalls are well established units operated by a mixture of loyal and long-standing stall holders together with newer tenants helping to diversify the market’s offer.

Despite this, the centralised location offers an easily accessible location and the potential for a much higher profile and role in the town centre.

Development of the extensive areas of land west of Northumberland Street and to the rear of the Winter Gardens (and other properties fronting to Marine Road Central) is vital to knit the town centre together as one. This development must be properly structured to routes for pedestrian movement. Over time, development here and a town centre that is strengthening should support trading in premises fronting to Marine Road and thereby make investment in these and including the Winter Gardens more attractive to investors.

**MAAP SPATIAL POLICY SP4. TOWN CENTRE**

The Council has identified a Primary Shopping Area (PSA) and Town Centre Boundary for Morecambe on the Local Plan Proposals Map.

The Council will consider proposals for development within and around the town centre in accordance with MAAP Spatial Policy SP1, Policy EC1.1 of the Development Management DPD and all other relevant policies in this excepting for Policy EC 1.2 which will not apply. Subject to these the council will support development proposals for -

- retail uses within the PSA
- retail uses outside of the PSA only if a sequential approach is taken that evidences no reasonable alternative site exists within the PSA.
- town centre uses within the defined town centre
- town centre uses outside of the defined town centre only if a sequential assessment demonstrates that no reasonable alternative site exists within the town centre.
- residential uses and residential development within the PSA provided these are above ground floor level and access arrangements are not averse to maintaining an active street frontage.
- residential uses and residential development outside of the PSA but within the defined town centre.

in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies in this excepting for Policy EC 1.2 which will not apply.

In addition development should -

- improve routes and spaces for the benefit of pedestrians in accordance with MAAP Spatial Policy 1
- make for improved arrangements for servicing the Arndale by goods vehicles
- make the most of the existing stock of trees and supplement these as appropriate to maximise the benefit to public amenity
- enhance the setting of the Morecambe Library building and improve peoples' access to this from around
- help sustain and grow what the Library service offers to the community
- result in no net loss of total car parking provision within the Development Opportunity Site.

**MAAP POLICY DO3. THE ARNDALE AND AREA**

The council identifies particular opportunities for investment and development of main town centre uses within the PSA within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO3.

The council will consider proposals for development within this site

**MAAP POLICY DO4. WEST VIEW**

The council identifies a particular opportunity for development of main town centre uses within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO4.

The council will consider proposals for development within this Site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies. in this excepting for Policy EC 1.2 which will not apply.

**MAAP POLICY DO5. FESTIVAL MARKET AND AREA**

The council identifies particular opportunities for investment and development of main town centre uses within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO5.

The council will consider proposals for development within this Site in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies in this excepting for Policy EC 1.2 which will not apply.

In addition development should -

- relate well in urban design terms to the rear elevations of the Winter Gardens, those of the other premises fronting to Marine Road Central and those residential and other properties fronting to Northumberland Street
- enable satisfactory access and servicing arrangements to the rears of all premises fronting to Marine Road Central
- improve passive surveillance and overlooking of the train station
- improve the legibility of pedestrian routes to and from the train station and onward

In addition, any proposals involving changes to or the removal of existing facilities including any public realm, the existing skatepark and / or the bus station should either make satisfactory alternative provision or include a financial contribution to cover the full costs of this.

**Action Set AS8. The town centre.**

**General**

- Public service organisations to consider and take opportunities to deliver services into the future via a presence within the town centre.
- Local councils to work with local community and third sector organisations to try to strengthen what is on offer.

**Marine Road Central**

- Rejuvenate stretches of Marine Road Central with shared surfaces to optimise crossing for pedestrians and to better reveal Euston Road as the main pedestrian connection from the seafront into the town
- Invest in the condition and fabric of buildings including forecourts and improvements in the quality of forecourt trading

**Arndale and area**

- Transform the street space between Barclays and the Post Office as a public place of real quality with a shared surface treatment to make it much more pedestrian friendly and a fitting focus for the entrance to the Arndale from here. As part of this revise traffic arrangements at the junction of Market Street with Victoria Street and Euston Road these to include some changes to turning and parking arrangements including for taxis.
- Improve the existing pedestrianised stretch of Euston Road



with new surfacing, lighting, seating and signage

- Make New Town Square a quality public place with new surfacing, lighting, seating and signage and with a new central seating feature that incorporates the mosaic
- Continuing investment in the Arndale, including for internal remodelling and development to upgrade and increase the lettable accommodation to better meet current retailing needs.
- Enhance how the Arndale presents at its entrances via fascias and signage and in condition of building elevations
- Upgrade Pedder Street car park via a new pedestrian connection across it and environmental improvements to the periphery including replacements for the concrete bollards
- Sign pedestrian linkages to Queen Street and Pedder Street
- Sign the Library from elsewhere in the established centre and from within the Arndale
- Improve the pedestrian environment immediately around the Library and make a good route for pedestrians across the Library car park to Market Street
- Continue to invest in the Library building and operation as a key building and community asset and further diversify the services on offer.

**Victoria Street and environs**

- Improve Victoria Street via reconfiguring the carriageway as appropriate including to better provide for cyclists and improved pavements, new lighting, seating and signage and other interventions.
- Pursue the feasibility of re-working the area to the front of St Laurence's Church including the small private off street car park as a public space

- Work to bring St Laurence's Church into a beneficial use and secure improvements to its setting as an integral element in the street scene
- Pending any future re-development better sign and upgrade the much underused West View car park prospectively including investment in security and surveillance

**Land west of Northumberland Street**

The Platform / Festival Market / Superbowl complex of buildings is an important area on and close to the central seafront. It is the interface between several quarters yet footfall is much lighter than the location would suggest and trading here is consequently challenging.

The location affords much potential as a leisure and entertainment hub and as an anchor to the town centre. There is scope for investment and development to improve and extend what is on offer in this area and to increase vitality and activity. But there are difficult issues. There are issues with property and premises and how fit for purpose these are and how well the various elements relate to each other and the wider surroundings.

As example, the Visitor Information Centre (VIC) offers a high quality and award winning service but is not readily found from main points of arrival or easily accessed direct from the seafront. The Festival Market has a loyal custom base but the building relates poorly to its surroundings and the offer needs to be invigorated.

The council working in partnership with private organisations with a stake in this complex of buildings to study investment and development potentials and options including to -

- provide for a stronger offer complementary to the main draws of the Cinema and Festival Market e.g. the food and drink offer in the vicinity and new retail
- refurbish and redevelop buildings and premises as appropriate to improve these as premises for trading
- improve the setting of the complex, pedestrian connections to and from and arrangements for coach drop off and pick up.
- rejuvenate the Festival Market, potentially in a reconfigured and upgraded building, possibly focused on a marketplace and festival area at its centre and, via introducing new management approaches
- support the cinema offer and improve its presentation, quality and ambience
- make more of the currently council led entertainment offer and the visitor services as presently at the Platform

Subject to the outcome of the study the council and its partners to consider the options.

Complementary with the above actions the city council to work with those others with interests in land west of Northumberland Street to help facilitate beneficial investment and development and including for the Winter Gardens and the Winter Gardens arcade.<sup>7</sup>

<sup>7</sup> Work to prepare the plan has not elicited any prospect of securing the full permanent re-use of the building within the plan period

**South of the town centre**

**Central Drive Retail Park**

Land to the south of the now Central Drive as far as the West End progressively fell out of use towards the end of the last century. The vacant land cast an unfortunate image for the town and very much separated the West End from central Morecambe. From the 1990s progressively much was redeveloped as the Central Drive Retail Park.

The retail park is edge of centre in its location, functionality, look and feel. The layout and form of development while entirely typical of its era is not distinctive and is characterised by extensive parking adjacent Central Drive. Most buildings front away from the seafront and in appearance from the seafront now present very poorly.

The stores within the retail park do make for an important element in central Morecambe's retail offer for both comparison and convenience goods. These sustain high levels of pedestrian activity. The Festival Market just across Central Drive draws some important footfall from here. It is important that into the future the retail park feeds much more footfall into the town centre.

**Action Set AS9. Edge of centre retail park**

The city and county councils to work with organisations with land interests to

- Improve the condition and appearance of buildings fronting

to Marine Road West

- Make better connections and improve conditions for pedestrians\_(and cyclists) including: to and from the seafront; across to the Festival Market; through to the Lancaster – Morecambe cycle path “Greenway”; through to West End Road; to / from the train station; and through the former Frontierland site as may be redeveloped

**Former Frontierland site**

Unfortunately, one large part towards the West End and comprising the greater part of the former Frontierland amusement park site remains vacant and very much an eyesore. Some 2.4 ha in extent, the condition and prospective future of this site arouses much public concern. Out of any beneficial use since the park closed in 2000 the site contributes nothing to central Morecambe and what it offers and is a barrier to the movement of pedestrians to and from the West End. The adjacent site of the former Bus Depot on Grove Street is integral to the future redevelopment of this area.

To bring this former Frontierland site into a beneficial use is challenging. The site is constrained. Development for retail uses is not considered appropriate given the location remote from the town centre. There is no reasonable prospect of a new substantial leisure development nor of any predominantly public use. In this context development predominantly for housing affords the best prospect of making a beneficial use of the site and there has been market interest in this in recent years. Housing would help activate central Morecambe by increasing its resident population. Further, it gives the opportunity to provide new quality linkages for pedestrians and



cyclists through to the West End via West End Road and into the edge of centre retail park adjacent to the east.

Any development should provide a direct route for pedestrians and cyclists via Grove Street through to West End Road.

Development at this site should include an element of commercial uses fronting to Marine Road to help activate the seafront and sustain some footfall here to support business trading further along Marine Road to the west. Too large such an element though risks pulling footfall and activity from the town centre and to its detriment.

- will be acceptable provided these are ancillary to the predominant use of the whole site for housing
- Include clear, quality, legible routes for pedestrians through the site variously connecting the seafront with West End Road and also with the adjacent retail park
  - Contribute to appropriate improvements to the adjacent seafront and promenade to help meet needs for recreation
  - make good use of the variable landforms and the elevated part of the site
  - consider the potential to provide an element of public car parking within the site

**MAAP POLICY DO6. FORMER FRONTIERLAND SITE**

The council identifies a significant opportunity for predominantly housing development within the area defined on the Local Plan Proposals Map as Development Opportunity Site DO6.

The council will consider proposals for development in accordance with MAAP Spatial Policies 1 and 4, Policy EC1.1 of the Development Management DPD and all other relevant policies within the Development Management DPD.

Development proposals should address the whole site and -

- Integrate well with the seafront with treatment of Marine Road West to improve amenity and safety for pedestrians moving through to the seafront and with good provision for pedestrian crossings
- present active frontages to Marine Road West where leisure uses and related elements of retail and food and drink uses

**Travel and transport**

**Introduction**

This section may be towards the end of the plan but analysis of how central Morecambe works in transportation terms and in particular how it works as a place for pedestrians is very much the starting point in any analysis.

For central Morecambe to prosper everyone’s travel and arrival experiences to and from central Morecambe should be good. Parking arrangements, highway and pedestrian routes should all combine to give a positive welcome experience, serve to draw people in to the heart of the town and feed it with footfall.

Today, transportation and parking arrangements do not do this. Many travel experiences are not as good as they should be and the provision made for travel in many respects actually works against the central parts of town being a good place to spend time in and walk around.

Accordingly a key element of the plan is a set of actions to re-cast how central Morecambe works in terms of transportation, arrival and parking. This should reduce excess traffic circulation and encourage much more pedestrian movement and help drive increased footfall.

A focus of the plan framework is on making for easy pedestrian movement around the heart of the town. A functional hierarchy of streets that provides good access for pedestrians and cyclists and is as safe and pleasing as possible will encourage people to walk

further, to linger and interact to the benefit of social vitality and trading.

All the actions proposed are considered key to making central Morecambe work in such a way that it has a strong heart. The changes will ensure that transportation arrangements within the central areas are fit for purpose and Morecambe is positioned to reap the full benefits of the new M6 Link when this is completed hopefully in 2014/15.

**Road travel to and from central Morecambe**

Information as to route choice and signage is often poor and confused. A comprehensive set of actions is proposed as detailed in Topic paper 6 to rationalise and improve signage for drivers to and from Morecambe (from the M6). This is to direct traffic along the most appropriate routes for the purpose of journeys, and to clarify and reassure as to routes being used and to the parking available.

**Action Set AS10. Traffic route signage to and from central Morecambe.**

- Improve traffic signage external to the town and re-direct traffic where appropriate
- Use journey to help better shape the town’s identity and create a positive impression to those arriving.

### Vehicle parking

Good provision is essential to the vitality and viability of any town centre. Within central Morecambe car parking availability readily meets demands at most times. Indeed at very many times total capacity is way in excess of demand. At peak visitor times though, commonly Sundays and coincident with good weather the capacity is fully taken up, or at least the most 'visible' central car parks are.

There is much variation in the use of vehicle parking by locations. Certain are well used at many times. One or two are very underused and even some of the most central car parks are by no means full for much of most days. The existing provision therefore gives much choice but is inefficient.

The availability of car parking is such that it could appear to be so convenient as to actually limit footfall, reducing opportunities for trade and a flourishing town centre.

There is something of a dilemma. Vehicle parking is just one of the many uses of land essential within any town. It is an asset to have such an accessible town centre. Yet at present parking is the predominant use of land within central Morecambe and the extent of land this takes up is to the detriment of the character and identity of the town and what it has to offer.

It is proposed that a better balance can be struck. Over time with less land given over to parking but parking provision as a whole made more efficient with more clear choices as to what is available and this choice better serving the economic needs of central Morecambe than it does now without. This means changes in the location of vehicle parking and also its management and pricing and

improvements to arrangements for coach drop off and taxi waiting. Topic Paper 6 details thinking on this to date.

### **Action Set AS11. Parking provision and management**

The city council in conjunction with the county council and other relevant organisations to prepare a joint plan for changes to vehicle parking within the plan area covering for both on and off street parking, public and private and loading / unloading, coach drop off (see AS13) and pick up and provision for taxis.

The joint plan to be consistent with the plan framework and be informed by MAAP Topic Paper 6 and cover the location, management and pricing of parking both on and off street. The plan both to inform and be informed by the City Council's Parking Strategy and to be encouraging of longer duration visits.

The spatial parameters for this plan are that -

- The main routes into the town afford a hierarchy of parking choices with longer stay provision the first choice available with shorter stay choices the closer into the town centre where possible.
- Highway and parking signage is well considered and clear as to the choices of parking available.
- Much vehicle parking should be provided towards and at the edges of the town centre with less of the very heart of the town itself given over to parking.
- The location, pricing and management of on street parking complement that provided off street and not attract people away from off street provision.

Parameters for management of parking into the future should include –

- To make parking facilities work as first-stop information points, helping to direct footfall to the town centre and other areas / destinations of interest
- To provide for legitimate needs for short duration parking close to key service providers including the Post Office, banks and building societies
- Consideration of the needs of appropriate residential parking.
- To bring the provision of dedicated disabled bays within and around the town centre up to the national guideline standard (6% of capacity where appropriate).
- To re-work dedicated parking provision for taxi services but assure that this continues to give good service into the town centre
- Provide for coach drop off and pick up within or very close by to the town centre,
- Where appropriate to increase parking provision in certain locations either by increasing efficiencies in the use of space and bringing other underused areas into use for car parking, including potentials
- Target that change to net public parking provision within the plan area over the plan period to not make for more than a 10% loss in spaces
- Given the importance of parking revenues to the city council's income and thereby the direct correlation to council tax levels net consequential changes to parking income to be close to revenue neutral or better profiled by year.

Specifically, it is proposed that over time certain existing off street parking areas may be developed. These being –

- Bus station car park (Lancaster City Council)
- Goods Yard car park (between the Platform and Rita's Café – Lancaster City Council)
- Marine Road car park no.2 (Lancaster City Council)
- Pedder Street car park (Lancaster City Council)
- Winter Gardens car park (private)

Development proposals for these and the justifications are described in Topic Paper 6. Development would mean the decommissioning of the parking as and when proposals are implemented. It is envisaged that this would happen over time and not all at once. Development of any car parks / parking areas would be subject to this either providing or contributing towards alternative provision as required by specific development management policies and as detailed in this Draft Plan.

Public transport

Developing public transport services and facilities is important in creating pleasant and accessible means of accessing and exiting the centre. Morecambe already has something of a 'transport hub' off either side of Central Drive in the rail and bus 'stations' but much can be done to help improve travel experiences.

Specifically, one key aspect is to agree on the future of the bus station, which is essentially a covered kiosk style shelter. The options for this are -

To remove the building structure and make more legible and pleasant access to the Poem Path to better connect the railway station and bus halts with the promenade and town centre  
To bring the building into operational use – providing shelter and information.

**Action Set AS12. Bus services.**

Bus operators and the local councils to work together to extend and improve services including for bus and coach stops to better serve the centre and to improve access to information.

**Action Set AS13. Rail services.**

The rail operator and the local councils to work together to bring forward a range of improvements to the station to improve the welcome experience and that at departure including real time service information, improved shelter, seating and directional signage into the centre.



## **Marketing to investors and visitors**

### **Introduction**

This section of the plan looks at marketing to both investors and visitors.

It has to be recognised that many people perceive Morecambe – if they perceive it at all - as having something of a twin identity and that such perceptions are justifiable. On the one hand there is the inadequate town centre and dilapidations, on the other the seafront and its famed views of the Lakeland fells. This makes the context for any marketing, whether to investors or visitors, very difficult.

The hard realities are that marketing Morecambe to investors is not tenable without a credible plan for regeneration that can engender confidence in prospects of making sufficient returns. Similarly, marketing for staying visitor markets risks trading in disappointment as and until certain things are put right.

Consequently, marketing, whether to investors or staying visitors is unlikely to be productive to any significant extent at least in the short term - pending plan implementation. In the medium to longer terms however marketing to these will be increasingly important to promote and exploit what is achieved in getting the conditions for investment right and forging a new visitor future.

### **Marketing to investors**

It has to be recognised that much investment will not just come to central Morecambe; it will have to be actively sought. This demands a partnership effort between key public and private organisations

including all the local councils and the local chamber of commerce to agree a marketing initiative and its delivery to a clear programme. It will necessarily involve going to investors and developers and pitching for Morecambe and the opportunities it offers to business.

Effective town centre marketing is crucial to facilitate effect and sustain improvements in the town centre economy. It is especially important for central Morecambe given the generally poor profile of the town externally and poor perceptions. The profile can be raised and perceptions changed.

The marketing should have a particular focus to market those premises and accommodations that have a unique selling point either in the views to be had out across the Bay e.g. premises at all floors fronting to Marine Road or in the heritage interest e.g. the Winter Gardens, St Laurence's Church and the Alhambra.

The marketing should focus on the opportunities that might positively differentiate central Morecambe as a place to do business in. These should be agreed as part of preparing the marketing initiative but real and obvious opportunities are -

- Quality of life available in this part of the north west on the shores of Morecambe Bay
- Availability of housing at prices much more competitive than in many parts of the country
- Availability of potential premises including premises fronting out across the Bay
- For footloose businesses relatively low rents and land values
- In its proximity to Lancaster and the Lakes
- in the leisure sector and in visitor accommodation

**Action Set AS14. Investor marketing strategy.**  
 The city council to lead a collaborative marketing initiative to actively seek new investment for central Morecambe and provide support to investors where appropriate.

on offer. It must also be realistic, grounded in what is reasonably on offer and targeted at growth sectors in the visitor market. There is little point in direction marketing at weakening or inappropriate market sectors.

Morecambe Bay and its unique natural environment gives Morecambe a differential selling point. In two words alone the words “Morecambe Bay” say something about place and town. The unique geography and natural assets of the Bay do set the town apart and gives much material for marketing a range of experiences to visitors including for those associated with quite passive enjoyment of the Bay environment through to more active and direct experiences. It represents a clear point of differentiation from not only other seaside resorts, but so too the Lakes and Dales. As such it is a unique selling point that other regenerating seaside resorts could only dream of.

For many visitors, engaging with the natural environment and celebrating Morecambe’s natural assets is limited to passive engagement, namely a walk along the promenade, perhaps observing some of the coastal recreational activities such as kite-surfing fishing and sailing which serve to animate the landscape. For many this offers a pleasant day out and gives much to work with but more is needed to make for a robust, marketable visitor product.

It is difficult from a marketing perspective to convey what exactly is meant, by the ‘promenade’ and ‘Tern Project’ as visitor attractions or ‘things to do’ in Morecambe, and this risks setting a position for Morecambe as a destination with relatively limited things to do in the eye of the visitor. There is a need to offer more in the way of first-hand experiences of the natural environment and it is key that

Marketing to visitors

Topic Paper 7 looks in depth at Morecambe’s functionality in the market for visitors and how it might be better positioned into the future. It explores what type of place the town could or should be in the eye of the contemporary visitor to make them want to visit. The content of this section of the Draft Plan picks up on certain aspects only.

A starting point is to build on the town’s substantial attraction to day visitors – at least in good weather. To compete and achieve good share of visitor markets into the future Morecambe must have a clear position, identity or brand. Determining on the branding is key as the message this conveys to potential visitor markets must have resonance in competition with the myriad of competing options available to people in decisions on where to visit and what to do.

To have resonance the branding or message must be quite simple and cut through to people. There must be something differential about the message so that wrapped up within it is an answer to the immediate question – why Morecambe? To do this it must say something about Morecambe in a way that is defining about what is



marketing activities can offer a means of actively engaging target visitor markets in a range of direct experiences. Furthermore, if a position for Morecambe as a destination is to encompass its natural assets, it is imperative that all other products are consistent with this position.

Because the weather can throw a veil over the seafront, marketing to visitors has to factor for what is landward too but to avoid this diluting the message it is important that what is conveyed about this is complementary. In this it is important to appreciate that, however worthy, much of the town's existing leisure offer, at least within the central areas is not differential in nature i.e. what is available is really no better and indeed in many respects is lesser than what people can otherwise find in their home environments. Patently also it is crucial that there is a clear quality benchmark to what is marketed variously in the quality of the environment, in the experiences available to people within public areas and in the services given to and received by customers in stores and at food and drink outlets.

Ingredients essential to marketing central Morecambe into the future Morecambe will be -

- the promenade and shoreline and opportunities to experience in a range of ways - from passive through to more direct and active - the Bay and its environment, particularly at the shoreline
- the character and quality of parts of the town, including the pleasing local scale to the fabric of the older more settled areas and particularly the setting of the central seafront with the main sandy beach contiguous

- a healthy, sociable town centre offering a range of quality services in a quality environment
- integration to the range of leisure opportunities available on the periphery of the town e.g. at Heysham and Happy Mount Park in the quite contrasting city of Lancaster close by and further afield including in the Lakes and Dales

**Action Set AS15. Visitor marketing strategy**

It is proposed that as informed by the Topic Paper and other sources and appropriate consultations the city council should lead in preparing a visitor marketing strategy to grow the visitor market in a considered and achievable way

The overall approach should be to –

- Seek to increase day visitor numbers over a wider spread of times i.e. in term times and during the week when the town otherwise experiences lowered levels of demand and there is much capacity.
- Via plan implementation encourage day visitors to stay longer and do more i.e. for people to stay long enough to eat and into the evenings
- Entice new staying visitors and as part of this convert more day visitors to staying visitors.

## 4. IMPLEMENTATION, MONITORING AND REVIEW

### Plan Implementation

#### Introduction

The change and improvement required and as set out in the plan must be driven locally. The local councils rightly have a particular role but there is a responsibility also on other, public, private and voluntary organisations to play their part and a crucial role too for local people. Regenerating central Morecambe will take concerted, collective effort by all who care about the town.

In this part of the plan key responsibilities are highlighted but the implementation schedule in Appendix X describes implementation in more detail.

#### Programming

Many actions involve preparing and then delivering detailed strategies concerning particular topic areas. The topic papers presented with the plan describe analysis on these to date and should inform implementation.

The investment and economic and social conditions that prevail demand that much action is taken early and work on many actions should start prior to plan adoption. Other actions can come later or are consequential on early ones. Certain actions can be programmed quite closely, for others the programming is more

uncertain as various factors including availability of finance and the commitment of organisations will determine the actual timing.

Actions are programmed over -

1-2 years

3-5 years

6-10 years

This covers for the proposed plan period to end 2021.

#### Public sector responsibilities

The city council has a lead implementation responsibility. There is a key role also for the other local councils – the Morecambe Town Council and the Lancashire County Council, the latter particularly as Highway Authority but in other functions also. These will need to work together closely to implement the very many actions in the plan.

Plan implementation will be a significant task for the city council. It has many relevant functions. These include planning and regeneration in particular but others also including leisure. The city council should lead in managing development. This will require close partnership working with the highway authority and other public and private organisations to coordinate and facilitate development and change in accordance with the plan.

The city council is also the largest landowner within the plan area. It owns and manages most of the seafront and promenade and large areas off Central Drive in particular. This gives the city council a real capacity to lead by example and help drive plan implementation by deploying its land assets accordingly. To do this the city council

should align the financial management of its land assets within the plan area so that receipts, for example from the disposal of land, are held over or ring fenced for reinvestment in plan implementation.

In addition, to underpin plan implementation it is essential that in taking executive and any regulatory decisions the local councils take regeneration needs and the core strategy regeneration priority for central Morecambe into proper account.

Also, it is incumbent on the city council to publicise and disseminate information on the opportunities available for local communities through the new Localism Act 2012 and other legislation to take initiative in making places better in which to live and work.

#### Local capacity and initiative

A key message of the plan is that much is down to local people who individually, by their actions, can play a large part in making things better.

As an example for Morecambe to have a strong town centre into the future and to support trading and investment within the plan area it needs people and local residents in particular to support the town centre with their custom. As discussed increased footfall, busier streets and increased expenditures can make for demand led improvements into what is on offer by stimulating investment in businesses and services. It really is a case of "use it or lose it".

There is much scope for local action and particularly collaborative initiatives to support business performance<sup>8</sup>. There are several examples of this latter, all recent, which are welcome and show what can be done. These include work led by the Morecambe Town Council for a "Portas Pilot" - the "MoreCanBe Done campaign" and work ongoing to try to establish a Business Improvement District (BID). All these initiatives suggest growing local capacities and commitment and this is very promising for the future. Again the local councils have an important role to nurture and support such collaborative action.

#### The role of local businesses

Local businesses have an important part to play in supporting and participating in collaborative initiatives. Also, it is not for any plan to try to tell local businesses how to run but it is appropriate to make the point that businesses that just tick over, that do not invest and do not strive to best serve customers cannot expect to be competitive and successful. For central Morecambe to grow and prosper into the future it needs business to innovate and drive demand and assure that what is on offer across the board meets contemporary expectations for quality and service. Notwithstanding market conditions there must therefore be some onus on local businesses to initiate and drive improvements in business and trading.

One aspect that demands particular attention is that what central Morecambe offers to people would be greatly enhanced if business trading hours fit well to peoples' needs and expectations. As much of the town as possible town needs to be open for business on bank

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<sup>8</sup> The new Localism Act identifies many opportunities

holidays, at weekends, in the late afternoons and into the evenings for its offer to visitors and increasingly residents to meet expectations. This is particularly pertinent on long summer days. Day visitors are footloose. If the town closes down at 4.30pm most will go home.

Training and support into jobs

An improving economy should bring improved local employment and other opportunities. The work of local employment and training organisations is crucial to help people into jobs and the local councils and others should support this work where needed.

**Monitoring and Review**

To be completed in line with the Implementation Schedule.

DRAFT



## 5. CONCLUSIONS

The Draft Plan is about making real changes and changing perceptions, increasing demand so improved conditions for business and trading make for a growing economy. This is the key to

- more and better jobs
- increased incomes
- improved experiences for residents and visitors alike.

It is about exploiting potentials. The enviable seaside location, the extent of the seafront promenade, the high quality leisure experience this offers and unrivalled views out already can draw very large numbers of day visitors. More can be made of this asset and it is the attraction of the seafront that gives prospect of sustaining and growing Morecambe's town centre.

The Draft Plan responds to the dire investment situation in central Morecambe. Much business is precarious and radical change is required first to help ward off any further business losses and then to bring about the investment needed for change, improvement and recovery.

The approach is focused on conditions for investment. It is about making for more footfall and thereby the activity needed to generate increased demand and thereby make for better conditions for business. In turn increased business investment can drive more improvements. This should forge the positive investment cycle that is needed.

In this way investment is the key to a virtuous circle - but it is investment that must be won in competition with places elsewhere. There has been a dearth of investment into the town over recent decades. This will only change and investment will only come if there is business confidence in the future.

There is something of a chicken and egg situation here. Improvement is needed to give confidence yet confidence can only come after improvement. This is where the plan itself has a critical role to vision and change, set out how it can be achieved and to underpin confidence.

The plan must necessarily concern places and processes but ultimately the approach is all about people. The plan must have regards to the needs of all people who come for whatever purpose, whether work, for services and shopping, leisure or recreation. In doing so though it must be recognised that young people have particular needs for outlets for their energy and people with limited mobility must be well catered for.

The plan proposals do not differentiate between residents and visitors except for the purpose of visitor marketing. This is because further informing the strategy is an understanding that it is wrong to view the visitor economy as somehow separate to the local. Rather, each is integral to the other.

To grow the town as a visitor destination central Morecambe has to offer more than is available at the seafront. This means, among other things, making the town centre stronger so it meets reasonable expectations. The converse is that for the town centre to be strong demands that it gain much more trade from visitors and better serve - and be better supported by local residents.

It is recognised that this must be done at a time when town centres across the country are otherwise very fragile. A consensus is emerging that the town centres that win out will be those that offer a pleasant, sociable experience and are places that that people want to spend time in.

The Draft Plan is ambitious, about effecting real change and changing perceptions. It demands very many actions, asks much of the private sector but with the public sector in support. It is challenging but realistic. Underlying it must be acceptance that the days of mass market long stay tourism will not come back, that the changes and improvements people seek will not just happen and that there is no magic wand to secure new attractions. It is about tackling causes and not symptoms and with no reliance on outside interventions or substantial public funding. It is achievable largely through local resources and via local actions. But we should be under no illusions. Making the heart of Morecambe strong will take some time.

## APPENDICES

### LIST OF POLICIES

#### SPATIAL POLICIES

- MAAP SP1. KEY PEDESTRIAN ROUTES AND SPACES
- MAAP SP2. INVESTMENT EXEMPTIONS
- MAAP SP3. MORECAMBE MAIN SEAFRONT AND PROMENADE
- MAAP SP4. TOWN CENTRE

#### MAAP DEVELOPMENT OPPORTUNITY SITES

- MAAP DO1. THE BATTERY
- MAAP DO2. STRATEGIC LEISURE – SEAFRONT HEADLAND, CENTRAL PROMENADE
- MAAP DO3. THE ARNDALE AND AREA
- MAAP DO4. WEST VIEW
- MAAP DO5. FESTIVAL MARKET AND AREA
- MAAP DO6. FORMER FRONTIERLAND SITE

#### ACTION SETS

- AS1. MANAGING AND MAINTAINING STREETS AND SPACES
- AS2. IMPROVING THE CONDITION OF BUILDINGS AND ENCOURAGING BENEFICIAL OCCUPANCY
- AS3. IMPROVING KEY ROUTES FOR PEDESTRIANS AND CYCLISTS
- AS4. FURTHER ENCOURAGE BUSINESS INVESTMENT AND DEVELOPMENT
- AS5. CENTRAL SEAFRONT AND MAIN BEACH
- AS6. WESTERN SEAFRONT AND BEACH
- AS7. SEAFRONT HEADLAND, CENTRAL PROMENADE
- AS8. THE TOWN CENTRE
- AS9. EDGE OF CENTRE RETAIL PARK

AS10. TRAFFIC ROUTE SIGNAGE TO AND FROM CENTRAL MORECAMBE

AS11. PARKING PROVISION AND MANAGEMENT

AS12. BUS AND COACH SERVICES

AS13. RAIL SERVICES

AS14. INVESTOR MARKETING STRATEGY

AS15. VISITOR MARKETING STRATEGY





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

Document is Restricted

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

Document is Restricted

## CABINET

10.00 A.M.

29TH MAY 2012

**PRESENT:-** Councillors Eileen Blamire (Chairman), Janice Hanson (Vice-Chairman), Jon Barry, Abbott Bryning, Tim Hamilton-Cox, Karen Leytham, Ron Sands and David Smith

Officers in attendance:-

Mark Cullinan	Chief Executive
Graham Cox	Head of Property Services (Minute 4)
Mark Davies	Head of Environmental Services (Minute 10)
Andrew Dobson	Head of Regeneration and Planning Service (Minutes 11 & 12)
Nadine Muschamp	Head of Financial Services and Section 151 Officer
Anne Marie Harrison	Assistant Head (Partnerships), Community Engagement Service (Minute 8)
Gary Watson	Senior Property Officer
Liz Bateson	Principal Democratic Support Officer, Democratic Services

**1 MINUTES**

The minutes of the meeting held on Tuesday 17 April 2012 were approved as a correct record.

**2 ITEMS OF URGENT BUSINESS AUTHORISED BY THE LEADER**

The Chairman advised that there was one item of urgent business. This related to the Disposal of Land at Wellington Terrace, Morecambe (Minute 4 refers).

*Councillor Blamire declared a personal interest with regard to this item as her son-in-law worked in the same office as the agent referred to in the report. Councillor Blamire vacated the chair and left the meeting at this point and did not vote on this item. Councillor Hanson took the chair.*

**3 EXCLUSION OF THE PRESS AND PUBLIC**

It was moved by Councillor Bryning and seconded by Councillor Leytham:-

"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 it could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act."

Members then voted as follows:-

**(6 Members (Councillors Barry, Bryning, Hanson, Leytham, Sands and Smith) voted in favour, and 1 Member (Councillor Hamilton-Cox) voted against).**

**Resolved**

- (1) 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 it could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.

**4 DISPOSAL OF LAND AT WELLINGTON TERRACE, MORECAMBE - ITEM OF URGENT BUSINESS (Pages 1 - 2)**

**(Cabinet Member with Special Responsibility Councillor Hamilton-Cox)**

Cabinet received a report from the Head of Property Services which was exempt from publication by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972.

The options, options analysis, including risk assessment and officer preferred option, were set out in the exempt report:

Councillor Hamilton-Cox proposed, seconded by Councillor Leytham:-

- “(1) That approval be given to the selling of 0.344 acres of land at Wellington Terrace, Morecambe as shown on the plan attached to the exempt report, on the terms and conditions set out in the exempt report.
- (2) That the shortfall in capital receipts be taken into account in re-assessing the 2012/13 Capital Programme, for reporting to Cabinet in due course.”

Councillors then voted:-

**Resolved unanimously:**

- (1) That approval be given to the selling of 0.344 acres of land at Wellington Terrace, Morecambe as shown on the plan attached to the exempt report, on the terms and conditions set out in the exempt report.
- (2) That the shortfall in capital receipts be taken into account in re-assessing the 2012/13 Capital Programme, for reporting to Cabinet in due course.

**Officers responsible for effecting the decision:**

Head of Property Services  
Head of Financial Services

**Reasons for making the decision:**

The decision supports the objective of the Morecambe Action Plan to address housing related issues in the central area of Morecambe and the Housing Strategy and is consistent with the Corporate Plan and coalition priorities to implement housing renewal and neighbourhood management in the Poulton Ward.

The Corporate Property Strategy requires that the Council review its asset base and only retain those assets required to meet its agreed objectives and priorities. Where



assets are not required for this purpose they should be disposed of at best value. This is an opportunity sale and removes a liability from the City Council's property portfolio and is an opportunity for the Council to improve the management of its assets.

*Councillor Blamire returned to the meeting at this point and took the chair. The press and public were re-admitted to the meeting.*

## 5 DECLARATIONS OF INTEREST

No further declarations were made at this point.

## 6 PUBLIC SPEAKING

Members were advised that there had been no requests to speak at the meeting in accordance with Cabinet's agreed procedure.

## 7 CABINET LIAISON GROUPS AND APPOINTMENTS TO OUTSIDE BODIES, PARTNERSHIPS AND BOARDS (Pages 3 - 4)

**(Cabinet Member with Special Responsibility Councillor Blamire)**

Cabinet received a report from the Chief Executive to consider the Cabinet Liaison Groups currently constituted and Cabinet appointments to Outside Bodies, Partnerships and Boards.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

The options regarding Cabinet Liaison Groups were:

- To note existing arrangements and make no amendments.
- To consider and approve, where appropriate, any proposals from Cabinet Members.

With regard to Outside Bodies, Partnerships and Boards, Cabinet was requested to make appointments, as set out in Appendix C to the report.

It was recommended that appointments be aligned as closely as possible to individual Cabinet Members' portfolios.

Councillor Bryning proposed, seconded by Councillor Hanson:-

- "(1) That the Cabinet Liaison Groups previously constituted, as set out in Appendix B to the report, be re-constituted for the 2012/13 municipal year with the following exception:
- That the Lancaster Market Cabinet Liaison Group be stood down.
- (2) That the Lead Cabinet Member of each Cabinet Liaison Group be requested to inform the Chief Executive of the participants he/she wishes to invite to such meetings.
- (3) That appointments be made to Outside Bodies, Partnerships and Boards as set

out in the appendix to these minutes with the exception of British Resorts Association.”

Councillors then voted:-

**Resolved unanimously:**

- (1) That the Cabinet Liaison Groups previously constituted, as set out in Appendix B to the report, be re-constituted for the 2012/13 municipal year with the following exception:
  - That the Lancaster Market Cabinet Liaison Group be stood down.
- (2) That the Lead Cabinet Member of each Cabinet Liaison Group be requested to inform the Chief Executive of the participants he/she wishes to invite to such meetings.
- (3) That appointments be made to Outside Bodies, Partnerships and Boards as set out in the appendix to these minutes with the exception of British Resorts Association.

**Officers responsible for effecting the decision:**

Chief Executive  
Head of Governance

**Reasons for making the decision:**

The establishment of Cabinet Liaison Groups assists the Cabinet in the discharge of executive functions. Representation on Outside Bodies is part of the City Council's community leadership role.

**8 SECOND HOMES FUNDING 2012 - 2013**

**(Cabinet Member with Special Responsibility Councillor Blamire)**

Cabinet received a report from the Head of Community Engagement to seek members' views on the use of Second Homes funding for 2012 – 2013.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	<b>Advantages</b>	<b>Disadvantages</b>	<b>Risks</b>
<b>Option 1</b> Funding to secure support core services and facilities for wider group of organisations	A significant multiplier effect with benefits for many organisations  Efficiencies achieved by providing some support services centrally	Infrastructure costs are ongoing and SH funds are limited to the amounts available in the current year	Current infrastructure arrangements significantly at risk following funding cuts



(Infrastructure)	Reduces reliance on other external funds for a period of time		
<b>Option 2</b> Investment in premises and accommodation	<p>Potential to reduce management costs of small organisations</p> <p>Supports more collaboration between organisations</p> <p>Achieves a one off investment for a longer term return</p>	Match funding may be required for a capital scheme	Need has been identified in the district but other potential solutions also need to be considered and these are still emerging
<b>Option 3</b> Investment in volunteering co-ordination arrangements	<p>Economic contribution of volunteering is significant</p> <p>Protection of important services by increasing levels and quality of volunteering in the district</p> <p>Opportunities for skills development for volunteers</p> <p>Supports better engagement of communities in their local areas</p>	Sustainability model needs to be developed but potentially there may be some costs that are unrecoverable	Volunteer bureau now closed and no current co-ordination arrangement of this type – likely to have a negative impact on levels and services supported by volunteering
<b>Option 4</b> Investment in small grants via existing schemes	<p>Positive impact from existing schemes suggest these grants are useful</p> <p>Low administration costs</p>	Current schemes funded for 2012 -13 and any further investment would roll into 2013 -14 but requires county council agreement	Expectations around the future of schemes need to be managed
<b>Option 5</b> Investment in limited number of larger grants to achieve long term benefits	<p>Potential to achieve impacts that may not occur otherwise</p> <p>Longer term legacy achieved and improved sustainability of operations and services</p>	Management arrangements required within the council	Innovative projects may carry some risk but appraisal processes should identify this.

	Promotes collaboration between partners		
<b>Option 6</b> A combination of the above options	Could present an opportunity to provide benefit widely across VCF and arts sectors	May dilute the impact of funding and make it more difficult to achieve higher impact from a limited number of investments	Risk would be relevant to the preferred options

A preferred option was not recommended as officers were aware that whilst any of the identified options were helpful, there were significant issues and opportunities facing these sectors and the Second Homes funding available was insufficient to address all of these concerns. Cabinet's views were sought on the use of the funds available.

The availability of Second Homes funding had now been informally confirmed by Lancashire County Council and as a result of early discussions it had been agreed that these funds could be used to support the council's investment in the VCF and arts sectors. Cabinet members were being asked to determine which option or combination of options was their preferred approach for the use of the current financial year's allocation of Second Homes funding. A further report giving detailed proposals in line with members suggested approach would be brought back to Cabinet for approval.

Councillor Barry proposed, seconded by Councillor Leytham:-

- "(1) That Cabinet notes the availability of Second Homes funding of approximately £290,000 for 2012 -13.
- (2) That Cabinet supports Option 6, a combination of options 1-5 in the report, to address issues and develop opportunities for the Voluntary, Community and Faith and the Arts sector.
- (3) That a further report be brought back to Cabinet setting out detailed proposals for the use of this fund."

Councillors then voted:-

***Resolved unanimously:***

- "(1) That Cabinet notes the availability of Second Homes funding of approximately £290,000 for 2012 -13.
- (2) That Cabinet supports Option 6, a combination of options 1-5 in the report, to address issues and develop opportunities for the Voluntary, Community and Faith and the Arts sector.
- (3) That a further report be brought back to Cabinet setting out detailed proposals for the use of this fund."

**Officers responsible for effecting the decision:**

Head of Community Engagement  
Head of Financial Services

**Reasons for making the decision:**

The decision is consistent with the Priorities, Outcomes, success Measures and Actions identified in the Corporate Plan 2012-15 with regard to the use of the available Second Homes Funding and enables detailed proposals to be brought back to Cabinet in due course.

**9 SILVERDALE HOARD****(Cabinet Member with Special Responsibility Councillor Sands)**

Cabinet received a report from the Head of Community Engagement to seek members support for the ambition to secure the Silverdale Hoard for the district.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

Members had the option to either support or not support the ambition to secure the Silverdale Hoard for the district. There was no risk at this stage as the decision to support securing the Hoard was an in principle one and this would need to be appreciated by all parties and communicated clearly.

The Silverdale Hoard was a significant find for both the district and Lancashire. Acquiring the necessary funding to both secure the Hoard and conserve, research and interpret it within the City Museum would be costly and access to external funding would be required.

Councillor Sands proposed, seconded by Councillor Hanson:-

"(1) That the recommendations, as set out in the report, be approved."

Councillors then voted:-

***Resolved unanimously:***

- (1) That Cabinet supports, in principle, the ambition to secure the Silverdale Hoard for the district.
- (2) That a further report be brought back to Cabinet setting out the financial implications of securing the Hoard once a valuation has been made and the longer term strategy for the conservation, research and interpretation of the Hoard.

**Officers responsible for effecting the decision:**

Head of Community Engagement

**Reasons for making the decision:**

The district's museums and their collections are an important element of the Council's priorities of Economic Regeneration. The Silverdale Hoard is a significant find for both the district and Lancashire as the collection would have significant visitor appeal and the in principle decision is consistent with the following extract from the Corporate Plan: 'An improved future for the district's museums is secured'. The decision enables a further report to be brought back to Cabinet once a valuation has been made.

**10 HIGHWAYS MAINTENANCE****(Cabinet Member with Special Responsibility Councillor Smith)**

Cabinet received a report from the Head of Environmental Services to seek a decision on the future of the highway maintenance functions currently provided by the City Council on behalf of the County Council, prior to referral on to Council.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	<b>Option 1: Continue to provide Highways Maintenance Services on behalf of the County as per the offer outlined in the report</b>	<b>Option 2: Discontinue provision of Highways Maintenance Services on behalf of the County</b>
Advantages	<ul style="list-style-type: none"> <li>• Local knowledge gained through years of operating in the District is retained.</li> <li>• Services can be used by other Council Services (eg grounds maintenance, council housing, property services). This, in turn, helps improve efficiency and may reduce the net costs for the highways account.</li> <li>• The fixed costs associated with providing a full range of in-house direct services (eg waste collection, cleansing, grounds maintenance, repairs and maintenance, vehicle maintenance) are spread over a wider range of activities.</li> <li>• Consistent with aspects of the Council's corporate plan, other than reducing</li> </ul>	<ul style="list-style-type: none"> <li>• Removes any financial uncertainty of this service.</li> <li>• In purely financial terms is the cheaper option.</li> </ul>

	<p>costs.</p> <ul style="list-style-type: none"> <li>Complements other public realm services delivered by the City Council on behalf of the County Council (eg verge grass cutting, highway tree maintenance, weed spraying, pavement gritting)</li> </ul>	
Disadvantages	<ul style="list-style-type: none"> <li>Proposal put forward by County only provides a contribution to overheads incurred in delivering the service.</li> <li>Officers will have to look at ways of reducing overall overheads of functional area, service and Council. (Which is work that is already underway in any case.)</li> <li>The highways maintenance account is always subject to uncertainty. This will not improve the situation.</li> <li>The proposal is outside of the Council's agreed budgetary framework (see financial implications below)</li> </ul>	<ul style="list-style-type: none"> <li>Capacity will need to found from HR to deal with TUPE transfer.</li> <li>Highways Maintenance capacity will be lost. This means that internal work that could offset the cost to the highways account can no longer be undertaken.</li> <li>Reinforces split in functional responsibility between City / County which from a resident perspective is a negative.</li> <li>Inconsistent with some aspects of the Corporate Plan (but consistent with reducing costs).</li> </ul>
Risks	<ul style="list-style-type: none"> <li>County may in the future decide to operate in a different way and take back the work. Staff will be the subject of a TUPE transfer. Arrangements would need to be made with regard to vehicles / equipment which would no longer be required.</li> <li>As with previous arrangements there are no guarantees as to the volume of work that the City Council will be requested to undertake.</li> </ul>	<ul style="list-style-type: none"> <li>Currently the highways maintenance function is also involved in supporting the delivery of some other public realm functions which are delivered through a separate arrangement with County. Ceasing to deliver highways maintenance would have a negative impact on this arrangement.</li> </ul>

The officer preferred option was option 1. That said, it was considered appropriate to seek a formal review clause in any agreement; a term of one year or so would seem

reasonable. The agreement would also need to be flexible enough to deal with any other future fundamental changes in associated service delivery.

Councillor Smith proposed, seconded by Councillor Hamilton-Cox:-

"(1) That the recommendations, as set out in the report, be approved."

Councillors then voted:-

**Resolved unanimously:**

- (1) That Cabinet agrees to the principle of the City Council continuing to deliver a highways maintenance service on behalf of the County Council, on the terms set out within the report.
- (2) That as the financial implications of delivering the service on the proposed terms fall outside of the existing budgetary framework, the final decision be referred to Council for approval at its meeting on 13 June 2012.
- (3) That subject to Council's approval of recommendation (1), the agreement of the detail of the terms of the highways maintenance service be delegated to the Head of Environmental Services.

**Officer responsible for effecting the decision:**

Head of Environmental Services

**Reasons for making the decision:**

The decision to support in principle the City Council's continuation to provide Highways Maintenance Services on behalf of the County is consistent with the City Council's Corporate Plan priorities in particular 'clean, green and safe places' and 'community leadership.'

**11 FUNDING FOR WEST END HOUSING PROJECTS**

**(Cabinet Member with Special Responsibility Councillor Hanson)**

Cabinet received a report from the Head of Regeneration and Planning to obtain authority to spend 'ring-fenced' receipts on the Bold Street regeneration project.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	<b>Option 1:</b> Utilise "ring-fenced" receipts to acquire and demolish Bold Street properties	<b>Option 2:</b> Do not utilise receipts for this proposal
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Advantages	Signals progress on West End regeneration Removes eyesores properties Maintains credibility in negotiations to acquire further properties Makes some ongoing revenue savings.	More money available for Chatsworth gardens (or other schemes, though any not related to West End housing would require a change to the MTFS).
Disadvantages	Reduces money available for Chatsworth Gardens or other schemes.	Properties remain empty and deteriorating, with costs and liabilities attached. Reduces confidence in West End Loss of "goodwill" with owners
Risks	Negotiations prove unsuccessful	Spiral of decline

Option 1 was the officer preferred option. There was an immediate and pressing need for action on Bold Street. Whilst the proposal was effectively using funds that could potentially be earmarked for Chatsworth Gardens, it was considered that the proposal made the most appropriate use of some fairly limited resources available to the council. Given the scale of this project, and the expectation that the HCA would take a positive approach going forward, it was not considered that this sum would be critical to finding a solution to the Chatsworth Gardens project.

Councillor Hanson proposed, seconded by Councillor Smith:-

"(1) That the recommendation, as set out in the report, be approved."

Councillors then voted:-

***Resolved unanimously:***

- (1) That Cabinet agrees to re-use the income from the sale of 9 & 11a Bold St, to fund further property acquisitions, demolitions and temporary re-surfacing elsewhere in Bold Street and that the Capital Programme be updated accordingly.

**Officers responsible for effecting the decision:**

Head of Regeneration and Planning  
Head of Financial Services

**Reasons for making the decision:**

Regenerating the West End of Morecambe has been a long-standing corporate priority, subject to funding being identified, and was central to the council's health and well being and economic growth aspirations as set out in the Corporate Plan and Local Development Framework. There was an immediate and pressing need for action on Bold Street and the proposal would have local community safety benefits by removing derelict properties which are susceptible to illegal and anti-social activities.



12 LANCASTER SQUARE ROUTES

(Cabinet Member with Special Responsibility Councillor Hanson)

Cabinet received a report from the Head of Regeneration and Planning to propose changes required to better manage access to and traffic within the city centre pedestrian zone, to suggest how to progress these and to update more generally on associated progress with the Square Routes initiative.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	<b>Option 1: Make no changes to the traffic management system.</b>	<b>Option 2: Formally request the County Council to consider the traffic management proposals as per Appendix 3 and undertake to implement the associated changes to City Council management practice on an experimental basis.</b>	<b>Option 3: Formally request the County Council to consider the traffic management proposals as per Appendix 3 and undertake to implement the associated changes to City Council management practice on a permanent basis.</b>
Advantages	None.	This option involving an Experimental Traffic Order utilises a regulatory mechanism that builds in requirements to monitor and review and if thought necessary then revise or revoke any changes. This flexibility is needed where changes to traffic management are brought in within a complex environment and not all consequential changes can perhaps be known.  Advantages otherwise are as set	This option would involve a revision of the TRO on a permanent basis without any experiment. In principle it might enable changes to be brought forward in one tranche

		out in full in section 2 of the Report.	
Disadvantages	No attempt is made to try to address the deteriorating conditions for pedestrians in the zone that are impairing peoples' experiences as pedestrians, impacting on the trading environment and giving rise to increasing safety concerns. Further, it precludes the ability to take the opportunities arising out of the Square Routes initiative and improvements to make more of Market Square as a meeting place, for a better outdoor market and as an entertainment venue and with all the benefits that these might bring.	The raft of changes put forward in this proposal is quite complicated but inevitably so. Several elements will have some early workload implications for council officers e.g in revising the permit system and informing the public of the changes. Once in effect however the changes should make for better management of the pedestrian zone and less requirement on various city and county council officers and police officers and PCSOs and to deal with traffic management and related problems pedestrian problems in a reactive manner.	This option is not favoured by the county council's highway officers. It would not be a best practice approach. It would be much less flexible in practice than an experimental order and is without the ability to monitor and consult in operation then review and revise and, potentially terminate any changes. Conversely an experimental order provides for this. This option would likely prove much more challenging and take very much longer, involving the highway authority evidencing the need for and considering changes that would be permanent in effect. This would make for significant delay.
Risks	Continuing increasing use of the zone by traffic and consequential reduction in the quality, perceived safety of the pedestrian environment and in time making for conditions more likely to give rise to safety accidents. Indirect further affects on and deterioration in the	Any changes to the management of a public environment as complex as this in how it is used risks adverse consequential effects but the consultations undertaken to date with professional highways officers and others should have teased most of these out. Further, the purpose of an experimental order is	That changes via a permanent revision are not attainable within a short / medium term timescale.

	city centre as a trading environment.	to build in flexibility and monitoring and review.	
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Option 2 involving making the changes as set out in section 2 of the report and summarised in Appendix 2 was the officer preferred option. Officers advised that current arrangements for traffic management within the pedestrian zone were no longer sustainable, not delivering well for economic, social and environmental benefits. Revised arrangements were considered crucial to achieving on corporate and other ambitions for the city centre and as articulated through the Square Routes initiative. Further, it was felt that supporting changes and wider benefits to the pedestrian zone together with the mitigations proposed should outweigh any adverse impacts.

Councillor Hanson proposed, seconded by Councillor Blamire:-

“(1) That the recommendations, as set out in the report, be approved.”

Councillors then voted:-

***Resolved unanimously:***

- (1) That the City Council request of the County Council as highway authority that as soon as possible it make one experimental traffic regulation order for the whole traffic restricted area (pedestrian zone) as per Option 2, including for the following changes:
- core hours of 10.00am to 17.00pm.  
removal of the exemption for postal deliveries and parcel packets within core hours
  - introduction of a revised permit system, with withdrawal of permit A and further adjusted providing for: essential maintenance (suggest Permit E); the dismantling of market stalls within set times (suggest Permit M) and temporary access for events and specific other activities (suggest Permit T)
  - removal of the parking spaces dedicated for use by disabled people in Market Square and to the rear of the Old Town Hall
- (2) That subject to the making of such an order Cabinet authorises the Chief Executive to make the following consequential changes to the Council's services and operations:
- re-designating existing car parking spaces within city council off street car parks and including St Nicholas Arcades to provide new dedicated spaces for disabled people
  - adjustment of the Charter Market Rules
  - re-programming council refuse collection in the zone to outside of the new core hours
- (3) That the Head of Regeneration and Planning lead for the council in working with the highway authority to:

- support the making of such an order, subsequent consultations, monitoring and review.
- where appropriate provide additional on street parking bays dedicated for use by disabled people.

and report to the Planning and Highways Regulatory Committee as required concerning any necessary further approvals required.

**Officers responsible for effecting the decision:**

Head of Regeneration and Planning

**Reasons for making the decision:**

The decision is consistent with the Economic Growth priority action to 'continue to deliver Lancaster Square Routes scheme and is consistent with the Core Strategy (2008) which identified Central Lancaster as a Regeneration Priority Area of local importance (Policy ER2). The City Council Parking Strategy (2008) 'Improving Access' – Section 14.13 notes the Council's ambition to seek to meet the needs of all users and types of transport. Specifically it seeks to set aside 6% of the total off-street car parking space for 'Blue Badge' holders in car parks where demand is proven and improve public information. The decision both supports and seeks to improve on these ambitions by seeking at least 6% in on and off street car parks where it is thought that access to the centre can be improved. The Council has a duty under the Equality Act 2010 to make areas open to all and not exclude those with significant mobility impairments. As per the assessment of the Parking Strategy policies, it is suggested that the proposal and the wider changes mitigate the removal of the existing provision for disabled access to the zone.

**13 SHARED SERVICES PROGRAMME - ONE CONNECT LIMITED**

**(Cabinet Member with Special Responsibility Councillor Blamire)**

Cabinet received a report from the Chief Executive which provided an update on the outcome of negotiations regarding Customer Services and Information and Communications Technology (ICT) provision with One Connect Limited (OCL).

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	<b>Option 1: Accept Officer Recommendations</b>	<b>Option 2: Put forward alternatives</b>
Advantages	Still gives opportunity to join up face to face customer services for county and city.  Allows City Council to develop a clear way forward for ICT.	Depends on alternatives.
Disadvantages		Depends on alternatives.

Risks	Specific risks will be considered in developing proposals for reporting through to Cabinet in due course.	Depends on alternatives – likely to require further reports back to Cabinet.

Councillor Barry proposed, seconded by Councillor Hanson:-

“(1) That the recommendations as set out in the report, be approved.”

Councillors then voted:-

**Resolved unanimously:**

- (1) That Cabinet notes the outcome of negotiations and:
- in respect of face to face Customer Services, supports separate discussions to progress the development of shared service delivery by the City Council, on behalf of both it and the County Council; and
  - in respect of ICT, supports further development of the City Council's ICT strategy for subsequent consideration by Cabinet.

**Officers responsible for effecting the decision:**

Chief Executive  
Head of Financial Services

**Reasons for making the decision:**

One of the actions included in the City Council's Corporate Plan was to 'develop a programme with Lancashire County Council and others to reduce costs by sharing more of our services.' The decision to progress the development of a shared service in respect of face to face Customer Services which may have a more visible positive impact for the community as a whole is consistent with the Corporate Plan. Whilst the basic premise of different tiers of local government joining up to provide better integrated and more cost effective services was recognised and supported any arrangements needed to work for all parties involved. With regard to IT, time and energy would now be put into developing an IT strategy rather than a shared service.

14 HEYSHAM MOSSGATE COMMUNITY AND SPORTS FACILITIES

(Cabinet Member with Special Responsibility Councillor Hamilton-Cox)

It was reported that consideration of this item had been deferred to enable Cabinet Members to undertake a Site Visit.

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Chairman

(The meeting ended at 11.30 a.m.)

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

MINUTES PUBLISHED ON THURSDAY 31 MAY, 2012.

EFFECTIVE DATE FOR IMPLEMENTING THE DECISIONS CONTAINED IN THESE MINUTES:  
TUESDAY 12 JUNE, 2012.

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

Document is Restricted



## Minute Item 7

## APPOINTMENTS MADE BY CABINET

<b>ORGANISATION</b>
<i>British Resorts Association</i> (now British Destinations Association)
Children's Trust Partnership Lancaster District (Cabinet Member appointed to Lancaster District Children's Trust Board) Councillor Sands
Historic Towns Forum Councillor Sands
Lancashire Leaders Meeting (Leader) Councillor Blamire
Lancashire Rural Affairs Councillor Hanson
LGA Coastal Issues Special Interest Group Councillor Leytham
LGA Executive (Leader) Councillor Blamire
LGA Rural Commission (Cabinet Member for Rural Affairs +1 Member appointed by Group on rotation) Councillor Hanson
Morecambe Bay Partnership Councillor Sands
Museums Advisory Panel Cabinet Member
North Lancashire Local Action Group executive Group (Member + named substitute) Councillor Hanson
North West Rural Affairs Forum Councillor Hanson
Regional Leaders' Forum (formerly NW Regional Assembly) (Leader) Councillor Blamire
Storey Centre for Creative Industries Councillor Bryning
Lancashire Waste Partnership Councillor Smith

## POST LDLSP APPOINTMENTS

Organisation	Basis of appointment
Lancaster District Children's Trust Board	Cabinet Member (+ Cabinet Member substitute) Councillor Sands
Community Safety Partnership	Cabinet Member (+ Cabinet Member substitute) Councillor Smith
Health and Wellbeing Partnership	Cabinet Member (+ Cabinet Member substitute) Councillor Leytham

## LANCASTER AND DISTRICT VISION BOARD

ORGANISATION	BASIS OF APPOINTMENT
Lancaster and District Vision Board	Leader Councillor Blamire

**CABINET**

**10.00 A.M.**

**3RD JULY 2012**

**PRESENT:-** Councillors Eileen Blamire (Chairman), Janice Hanson (Vice-Chairman), Jon Barry, Abbott Bryning, Tim Hamilton-Cox, Ron Sands and David Smith

Apologies for Absence:-  
Councillor Karen Leytham

Officers in attendance:-

Mark Cullinan	Chief Executive
Nadine Muschamp	Head of Resources and Section 151 Officer
Sarah Taylor	Head of Governance and Monitoring Officer
Andrew Dobson	Head of Regeneration and Planning Service (Minute 20)
Richard Tulej	Head of Community Engagement Service (Minute 21)
Mark Davies	Head of Environmental Services
Maurice Brophy	Planning and Housing Policy Manager (Minute 20)
Liz Bateson	Principal Democratic Support Officer

**15 MINUTES**

The minutes of the meeting held on Tuesday 29 May 2012 were approved as a correct record.

**16 ITEMS OF URGENT BUSINESS AUTHORISED BY THE LEADER**

The Chairman advised that there were no items of urgent business.

**17 DECLARATIONS OF INTEREST**

No declarations were made at this point.

**18 PUBLIC SPEAKING**

Members were advised that there had been a request to speak at the meeting from a member of the public in accordance with Cabinet's agreed procedure, as set out in Cabinet Procedure Rule 2.7, with regard to Heysham Mossgate Community and Sports Facilities (Minute 19 refers).

The Chairman advised the meeting of a change in order to the agenda.

**19 HEYSHAM MOSSGATE COMMUNITY AND SPORTS FACILITIES**

**(Cabinet Member with Special Responsibility Councillor Hanson)**

*Mrs Jean Yates who had registered to speak on this item in accordance with the City Council's agreed procedure and Cabinet Procedure Rule 2.7, spoke on behalf of the Heysham Mossgate (Communities Facilities) Company Ltd).*

*Having addressed the meeting and having answered a number of questions from*

***Cabinet Members Mrs Yates left the meeting at this point.***

It was moved by Councillor Smith and seconded by Councillor Bryning:-

“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 it could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.”

Members then voted as follows:-

**6 Members (Councillors Barry, Blamire, Bryning, Hanson, Sands and Smith) voted in favour and 1 Member (Councillor Hamilton-Cox) voted against).**

***Resolved:***

- (1) 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 it could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.

Cabinet received a report from the Chief Executive which was exempt from publication by virtue of paragraph 3, of Schedule 12a of the Local government Act 1972.

The options, options analysis, including risk assessment and officer preferred option, were set out in the exempt report:

Councillor Barry proposed, seconded by Councillor Hanson:-

- “(1) That Heysham Mossgate (Communities Facilities) Company Ltd be encouraged to apply for Second Homes Funding, be requested to provide a copy of their business plan to the City Council and that any funding from the City Council be considered as part of the budget process for 2013/14.”

Councillors then voted:-

***Resolved unanimously:***

That Heysham Mossgate (Communities Facilities) Company Ltd be encouraged to apply for Second Homes Funding, be requested to provide a copy of their business plan to the City Council and that any funding from the City Council be considered as part of the budget process for 2013/14.

**Officers responsible for effecting the decision:**

Chief Executive  
Head of Financial Services (Resources)

**Reasons for making the decision:**

Cabinet was mindful that the Council’s own capital programme in the current year was presently on hold, pending receiving sufficient capital receipts and therefore supporting

the request as set out in the exempt report would add to those difficulties. In addition the request fell outside of the budget framework/ medium term financial strategy. The decision enables the request to be considered as part of the budget process for 2013/14.

*The press and public were re-admitted to the meeting at this point.*

## 20 PREPARATION OF A NEW 'LOCAL PLAN' FOR LANCASTER DISTRICT

### (Cabinet Member with Special Responsibility Councillor Hanson)

Cabinet received a report from the Head of Regeneration and Planning to provide members with the opportunity to review and endorse the emerging Draft Local Plan for Lancaster District; comprising the Development Management Development Plan Document (DPD), Land Allocations DPD, and, Morecambe Area Action Plan (MAAP). The report highlighted the key issues which arose from these documents, and advised on how the documents would be progressed as elements of Draft Local Plan for Lancaster District.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	<b>Option 1:</b> Endorse the content and the steps proposed for the continued preparation of the Draft Local Plan Documents	<b>Option 2:</b> Delay the endorsement and the next steps proposed for the continued preparation of the Draft Local Plan Documents whilst awaiting the outcome of other ongoing studies and resolutions to outstanding planning issues before progressing with a local plan
Advantages	The NPPF encourages local authorities to advance preparation of Local Plans in accordance with the principles established within the NPPF. The NPPF advises that plans may need to be revised to take into account the policies in the framework. This should be progressed as quickly as possible, either through a partial review or preparing a new Local Plan. For a period of 12 months, which commenced in March 2012 decision makers may continue to give full weight to plans adopted since 2004, there after due weight will be given to existing plans in accordance to their degree of consistency with the NPPF; thus in order to exert local influence	Delay means that more time is available to further investigate detailed solutions to issues such as traffic management before identifying sites in the plan. The ability to describe such solutions would mean that it would be easier to justify the plan's proposals, particularly in south Lancaster, to a potentially sceptical and unsupportive local community.

	<p>upon planning decisions the Council is advised to make speedy progress on preparing its own Local Plan. Publishing a draft Local Plan Document will be an important step in identifying solutions to meeting the district's development needs over the next 15 years. Publishing the detailed documents in support of the spatial principles established in the Core Strategy means that the Council will be in stronger position to influence how and where growth occurs in the district and can secure better outcomes from the implementation of development proposals.</p>	
Disadvantages	<p>Identifying the sites which the Council wishes to direct development to may trigger planning applications in relation to both the sites which are identified and the sites which are not identified.</p>	<p>Greater delay will mean that there is a longer period when an up-to-date Local Plan is not in place, thus the Council will find it increasingly difficult to defend its planning decisions. Delay also means that the local evidence base and the large range of studies which support the current draft policies will become out of date and would need to be undertaken again: this may include retailing studies, flood risk studies; housing needs, affordable housing viability studies, development viability appraisals, and open space &amp; recreation studies. This would involve significant time, additional costs and the use of staff limited resources to re-establish an up-to-date evidence base position.</p>
Risks	<p>The proposed approach, which suggests that sites are identified through this preferred options stage when investigative work has still to be undertaken, may encourage planning applications before satisfactory solutions are identified to development implications, particularly traffic management in south</p>	<p>Delay means the Council is exposed to a longer period at of risk when it is exposed to having to determine planning proposals without up to date policies in place, this increases the prospects of loss at appeal and hence development which may not best accord with the community's aspirations.</p>

	<p>Lancaster. Planning Applications may therefore be submitted in advance of a decision on implementing CIL. The proposed approach suggests meeting a reduced housing requirement on the basis of assumptions about realistic levels of delivery. This may risk the Land Allocations Plan being found unsound on the basis that it does not provide sufficient opportunity for housing development to meet the locally evidenced requirement. This would delay the overall process of identifying sites and lead to a longer period when a local plan is in place.</p>	
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Option 1 was the officer preferred option. Advancing preparation of a Local Plan document for the district would ensure that an up to date planning framework for the district was in place. This was consistent with the Governments requirements to ensure up to date planning policies are in place taking into account the requirements of the newly published NPPF. Publishing the detailed documents in support of the spatial principles established in the Core Strategy meant that the Council would be in a stronger position to influence how and where growth occurs in the district and would ensure that the Council can secure better outcomes from the implementation of development proposals.

Advanced drafts of the Development Management DPD and Land Allocations DPD were appended to the report. A draft Area Action Plan document would follow shortly. Cabinet Members were advised that as work was ongoing there might be revisions to the documents presented to Council on 18 July. Following presentation of the completed Drafts to Council further work would be undertaken to prepare publishable editions of the Draft Local Plan documents; including updates and corrections, the introduction of additional photographs, illustrative plans, and captions.

Cabinet Members were formally requested to endorse the approach being taken in preparation of these documents in advance of full council on the 18<sup>th</sup> July.

Councillor Hanson proposed, seconded by Councillor Blamire:-

- (1) "That Cabinet formally endorse the approach being taken in preparing a draft Local Plan for Lancaster District."

Councillors then voted:-

***(6 Members (Councillors Blamire, Bryning, Hamilton-Cox, Hanson, Sands and Smith) voted in favour, and 1 Member (Councillor Barry) abstained.)***



**Resolved:**

- (1) That Cabinet formally endorse the approach being taken in preparing a draft Local Plan for Lancaster District.

**Officers responsible for effecting the decision:**

Head of Regeneration and Planning

**Reasons for making the decision:**

Preparation of the Land Allocations document, Development Management document and Area Action Plan for Central Morecambe will provide the detailed planning policies for the district implementing the strategic policies of the Core Strategy. Together these will provide the local planning policy framework for determining planning applications and directing development proposals and investment in the district for the next fifteen years.

**21 QUARTER 4 CORPORATE PERFORMANCE MONITORING REPORT****(Cabinet Member with Special Responsibility Councillor Blamire)**

Cabinet received a joint report from the Leader of the Council and Cabinet Member with Special Responsibility for Finance in respect of the 4<sup>th</sup> Quarter of the Performance Review Team Cycle for 2012.

The report was for noting and comment.

Councillor Bryning proposed, seconded by Councillor Blamire:-

“That the report be noted.”

Councillors then voted:-

**Resolved unanimously:**

- (1) That the report be noted.

**Officers responsible for effecting the decision:**

Head of Community Engagement

**Reasons for making the decision:**

The Council's Performance Management Framework requires the regular reporting of operational and financial performance to Cabinet as part of the Performance Review Team cycle of meetings. The Corporate PRT report provides a summary of key issues and associated actions that have arisen in the quarter and have been escalated to the Leader of the Council for attention.

**22 PROVISIONAL REVENUE & CAPITAL OUTTURN 2011/12****(Cabinet Member with Special Responsibility Councillor Bryning)**

Cabinet received a report from the Head of Financial Services (Resources) which provided summary information regarding the provisional outturn for 2011/12. It set out information regarding the carry forward of underspent/overspent revenue budgets and capital slippage for Members' consideration. It also incorporated the treasury management outturn report and sought approval of various Prudential Indicators for last year for referral on to Council.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

The City Council had a legal requirement to ensure that its expenditure was fully funded and to produce a Statement of Accounts in accordance with proper accounting practice. In addition, the Prudential Indicators were a statutory requirement linked to the budgetary framework and therefore there were no alternative options for Cabinet to consider. Members were asked to endorse certain actions taken by the Head of Financial Services (Resources), however Cabinet needed to consider whether it had sufficient information to do so or whether it required any further justification. With regard to reserves contributions, there would be opportunities for these to be amended during the current financial year, as part of the usual arrangements.

The report requested Cabinet to consider a number of revenue budget carry forward matters and capital slippage. The framework for considering these was set out in the report but basically Cabinet may:

- Approve any number of the items / requests, in full or part.
- Refuse any number of the requests and if commitments have already been incurred, require alternative funding options to be identified. Cabinet should note, however, that this may impact on other areas of service delivery.
- Request further information regarding them, if appropriate. Cabinet is asked to bear in mind any work required against the value of the individual bids.

Officer recommendations regarding any carry forward of overspendings were set out in Appendix F, as attached to the report. Where there were alternative options for other aspects of the outturn, in view of the comments made above there were no specific officer preferred options put forward.

As at 31 March the Council had improved its financial standing overall by generating net efficiency savings and through other underspendings. Balances were again higher than forecast and this gave the Council some flexibility and comfort for addressing future challenges. Efforts to draw out ongoing efficiencies and other budget savings should be taken wherever possible, to improve value for money as well as financial planning.

Cabinet then voted individually on each of the recommendations, as set out in the report and made a further recommendation regarding possible use of part of the underspends. Members voted unanimously on all of the recommendations.

Councillor Bryning proposed, seconded by Councillor Smith:-

- “(1) That the provisional outturn for 2011/12 be noted, including the transfers to provisions and reserves actioned by the Head of Financial Services (Resources) as set out in section 4.2 of the report.”

Councillor Bryning proposed, seconded by Councillor Blamire:

- “(2) That Cabinet approves the recommendations regarding carry forward of overspendings as set out at Appendix F of the report.”
- “(3) That Cabinet approves the requests to carry forward underspent revenue budgets as set out in Appendix G of the report with the exception of request 13 - Williamsons Park – Improved Visitor Attractions.”
- “(4) That Cabinet approves the requests for capital slippage as set out at Appendix J of the report.”
- “(5) That the Annual Treasury Management report as set out at Appendix K of the report be noted and referred on to Council.”
- “(6) That the Prudential Indicators as at 31 March 2012 as set out at Appendix L of the report be approved for referral on to Council.”

Councillor Hanson proposed, seconded by Councillor Blamire:

- “(7) That the possibility of utilising part of the underspends as matchfunding towards the Empty Homes Grant together with other sources of funding be included in the Housing Regeneration report scheduled for September’s Cabinet, feeding into the subsequent MTFS report .”

***Resolved unanimously:***

- (1) That the provisional outturn for 2011/12 be noted, including the transfers to provisions and reserves actioned by the Head of Financial Services (Resources) as set out in section 4.2 of the report.
- (2) That Cabinet approves the recommendations regarding carry forward of overspendings as set out at Appendix F of the report.
- (3) That Cabinet approves the requests to carry forward underspent revenue budgets as set out in Appendix G of the report with the exception of request 13 - Williamsons Park – Improved Visitor Attractions.
- (4) That Cabinet approves the requests for capital slippage as set out at Appendix J of the report.
- (5) That the Annual Treasury Management report as set out at Appendix K of the report be noted and referred on to Council.
- (6) That the Prudential Indicators as at 31 March 2012 as set out at Appendix L of the report be approved for referral on to Council.
- (7) That the possibility of utilising part of the underspends as matchfunding towards

the Empty Homes Grant together with other sources of funding be included in the Housing Regeneration report scheduled for September's Cabinet, feeding into the subsequent MTFS report.

**Officers responsible for effecting the decision:**

Head of Financial Services (Resources)

**Reasons for making the decision:**

The City Council has a legal requirement to ensure that its expenditure is fully funded and to produce a Statement of Accounts in accordance with proper accounting practice. In addition, the Prudential Indicators are a statutory requirement linked to the budgetary framework. The decision enables Members to endorse certain actions taken by the Head of Financial Services (Resources), and with regard to reserves contributions, there will be opportunities for these to be amended during the current financial year, as part of the usual arrangements.

**23 SENIOR MANAGEMENT CAPACITY**

**(Cabinet Member with Special Responsibility Councillor Blamire)**

Cabinet received a report from the Chief Executive to ask Cabinet to consider the capacity of the City Council's senior management.

At its meeting on the 14 February 2012, Cabinet approved a revised Senior Management Structure which was implemented immediately with the exception of filling the Property, Partnerships and Performance post as Cabinet requested further consideration be given to the capacity of senior management across the Council.

Number of Chief Officers based on the future needs of the Council

The current numbers at chief officer level was considered to be sufficient to deliver the Corporate Plan Priorities and actions. A more appropriate Senior Management Structure was to dispense with the new chief officer post, and create additional capacity below chief officer level, to ensure the structure was capable of delivering the Council's priorities in an efficient and effective manner as per Appendix A to the report.

With effect from the 18 June 2012, the connection into the Chief Officer structure of the shared property functions had been placed with the Head of Financial Services, with the exception of Parking Administration, Markets and CCTV, which had been placed with the Head of Environmental Services. As Information Services was also a function within Financial Services, the service had been renamed "Resources" to better identify with the range of functions undertaken within it. The post of Head of Financial Services had therefore, become 'Head of Resources'. It was also considered that re-titling 'Regeneration and Policy' to 'Regeneration and Planning' was more meaningful.

Capacity at Senior Management level

Following consideration, a particular need had been identified in the Regeneration and Planning Service. A more detailed report in respect of this would be considered later on the Agenda (Minute 25 refers).

Councillor Hanson proposed, seconded by Councillor Smith:-

“That the report be noted.”

Councillors then voted:-

***Resolved unanimously:***

(1) That the report be noted.

**Officers responsible for effecting the decision:**

Chief Executive

**Reasons for making the decision:**

The report was for noting and clarified issues regarding senior management capacity raised at the Cabinet meeting on 14<sup>th</sup> February 2012.

## **24 EXCLUSION OF THE PRESS AND PUBLIC**

The Chairman asked for any further declarations of interest from Cabinet Members regarding the exempt report.

It was moved by Councillor Hanson and seconded by Councillor Bryning:-

“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 it could involve the possible disclosure of exempt information as defined in paragraphs 1 and 2 or 3 of Schedule 12A of that Act.”

Members then voted as follows:-

***Resolved unanimously:***

(1) 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 it could involve the possible disclosure of exempt information as defined in paragraphs 1 and 2 or 3 of Schedule 12A of that Act.

## **25 REINFORCING SENIOR MANAGEMENT CAPACITY IN THE REGENERATION AND PLANNING SERVICE**

**(Cabinet Member with Special Responsibility Councillor Hanson)**

Cabinet received a report from the Head of Regeneration and Planning to respond to Cabinet’s request that senior management capacity in the Regeneration and Planning Service be reinforced following the disestablishment of the post of Deputy Chief Executive. The report was exempt from publication by virtue of paragraphs 1 and 2 of Schedule 12A of the Local Government Act 1972.

The options, options analysis, including risk assessment and officer preferred option, were set out in the exempt report.

Councillor Hanson proposed, seconded by Councillor Bryning:-

“That the recommendations as set out in the exempt report be approved.”

Councillors then voted:-

***(6 Members (Councillors Barry, Blamire, Bryning, Hanson, Sands and Smith) voted in favour, and 1 Member (Councillor Hamilton-Cox) abstained.)***

***Resolved:***

- (1) That Cabinet agrees to fund the creation of a new post of Senior Planning Officer graded at SCP36-41 (Grade 6) from savings made through the deletion of the Deputy Chief Executive post, with the General Fund Revenue Budget being updated accordingly.
- (2) That Cabinet agrees to review funding for any ongoing need for the temporary post referred to in the exempt report.

**Officers responsible for effecting the decision:**

Head of Regeneration & Planning  
Head of Financial Services (Resources)

**Reasons for making the decision:**

The Corporate Plan includes economic growth, support for the Energy Coast and major infrastructure projects, housing regeneration and developing the visitor economy as its priorities. The decision will enable senior management capacity in the Regeneration and Planning Service to be reinforced following the disestablishment of the post of Deputy Chief Executive. Cabinet were satisfied that the proposals represented sound use of some of the budgetary savings arising from the latest changes to senior management structure and the proposals fit with the approved Medium Term Financial Strategy (MTFS).

***At this point Councillor Bryning declared a personal and prejudicial interest in the following item in view of him being the Council's representative to the Storey Centre for Creative Industries outside body. Councillor Bryning left the meeting at this point, did not take part in the discussions and did not vote on this item.***

**26 STOREY CREATIVE INDUSTRIES CENTRE**

**(Cabinet Member with Special Responsibility Councillor Hanson)**

Cabinet received a report from the Chief Executive to provide an update on the Storey Creative Industries Centre (SCIC) Ltd's current financial position and to determine the way forward regarding the Council's involvement in the Centre. An exempt version of the report that included commercially sensitive information had been produced to support Cabinet's decision-making.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

### OPTIONS FOR THE WAY FORWARD

The way forward therefore depended on whether the Council wished to provide a creative industries centre or whether it wished to pursue an alternative future for the building.

In terms of the Council's Corporate Plan, there was nothing specific regarding the continuation of a creative industries centre although having a successful operation could contribute to:

- maximising the district's cultural offer
- increasing participation in arts, culture and entertainment events.

The Council has committed to working with the Duchy to consider options for the long term use of Lancaster Castle. The Storey building occupies a prominent position and in future there may be other potential avenues to be explored regarding its use.

The Council still had service level agreements in place with Litfest and the Storey Gallery but these placed no obligations on the Council in connection with the Storey building itself.

Options for consideration were as follows:

#### **Option1**

**Withdraw support for the Storey being used as a creative industries centre, and request a report back on all future options for the building.**

Advantages	Disadvantages	Risks
<p>Avoids the need to set up management arrangements and other work involved, as well as the risks attached in taking on the running of the facility.</p> <p>Allows consideration and development of alternative uses for the building in future. Such options and any opportunities may be influenced by the future plans for Lancaster Castle.</p>	<p>Loss of creative industries centre and any spin off benefits for the local economy or community.</p> <p>Major disruptions for existing tenants, including VIC potentially.</p> <p>Likely short to medium term operational implications and difficulties subject to reaction of current tenancy base, until such time the council is able to gain vacant possession.</p> <p>No clear alternative use of building at present. It would be empty (or virtually</p>	<p>At a strategic level, there is a risk that an acceptable future alternative use (or disposal) of the building could not be identified or secured and this would exacerbate the various substantial financial, reputational and operational risks that exist whichever option is chosen.</p>



	so) for a period at least.  Involves formal legal action, which could be protracted and would tie up staff resources, as would development of alternatives for the building. This would have adverse impact on other workloads and priorities.	
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**Option 2**

**Continue to support the Storey being used as a creative industries centre but under the Council's direct management and control, authorising the Chief Executive to take actions as necessary, prior to reporting back to Cabinet.**

Advantages	Disadvantages	Risks
<p>Would allow creative industries centre to continue, with spin off economic and community benefits.</p> <p>Allows tenants to remain (subject to satisfactory lease terms being in force).</p> <p>Secures a medium term use for the building but still provides opportunity for review, in due course.</p>	<p>Major work and risks involved in setting up management arrangements and in taking on the running of the facility – this should not be underestimated and it would have an adverse impact on other tasks and council priorities.</p>	<p>Greater exposure in terms of managing the property, HR and financial risks attached to taking on the running of the facility.</p> <p>Stakeholder relationships may break down, particularly with the Company and with staff / tenants; this aspect may have greater adverse reputational impact on the Council.</p> <p>Still the risk that the operation proves financially unviable.</p>

On the basis that the Council still wished to provide a base for creative industries and accepted the risks attached, Option 2 was the preferred officer option.

Councillor Blamire proposed, seconded by Councillor Hanson:-

- “(1) That Cabinet notes that SCIC Ltd is in default of the loan agreement with the City Council and further notes the actions taken in view of that default.”
- “(2) That Cabinet notes the statement put forward by the SCIC Board.”
- “(3) That Option 2 be approved as the preferred way forward for the Storey building.”
- “(4) That any actions necessary to progress the preferred way forward, within the financial framework as set out, be delegated to the Chief Executive and the Chief Executive be requested to report back on actions taken and the details of proposed future arrangements for consideration by Cabinet.”

- “(5) That the Chairman of Overview and Scrutiny Committee be consulted with regard to waiving call-in.”

Councillors then voted:-

***Resolved unanimously:***

- (1) That Cabinet notes that SCIC Ltd is in default of the loan agreement with the City Council and further notes the actions taken in view of that default.
- (2) That Cabinet notes the statement put forward by the SCIC Board.
- (3) That Option 2 be approved as the preferred way forward for the Storey building.
- (4) That any actions necessary to progress the preferred way forward, within the financial framework as set out, be delegated to the Chief Executive and the Chief Executive be requested to report back on actions taken and the details of proposed future arrangements for consideration by Cabinet.
- (5) That the Chairman of Overview and Scrutiny Committee be consulted with regard to waiving call-in.

**Officers responsible for effecting the decision:**

Chief Executive  
Head of Financial Services (Resources)

**Reasons for making the decision:**

The current set up for managing the Storey had clearly failed, exposing the Council to financial and other risks, and requiring significant staff time to help manage the current position. The company had accepted that it was in financial crisis and could not continue to operate as before; it now sought support in some form from the City Council, as landlord.

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Chairman

(The meeting ended at 12.35 p.m.)

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

**MINUTES PUBLISHED ON FRIDAY 6 JULY, 2012.**

**EFFECTIVE DATE FOR IMPLEMENTING THE DECISIONS CONTAINED IN THESE MINUTES:  
MONDAY 16 JULY, 2012.**