



**Committee:** OVERVIEW AND SCRUTINY COMMITTEE

**Date:** WEDNESDAY, 19 OCTOBER 2016

**Venue:** MORECAMBE TOWN HALL

**Time:** 6.00 P.M.

Councillors are reminded that as Members of overview and scrutiny they may not be subjected to the Party Whip, which is prohibited under the Lancaster City Council Constitution.

**ALL COUNCILLORS HAVE BEEN INVITED TO ATTEND THE MEETING**

## A G E N D A

**1. Apologies for Absence**

**2. Minutes**

Minutes of the Meeting held on 21<sup>st</sup> September, 2016 (previously circulated).

**3. Items of Urgent Business authorised by the Chairman**

**4. Declarations of Interest**

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

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

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

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

**5. Heysham Gateway (Pages 1 - 18)**

Report of the Chief Officers (Regeneration and Planning) and Resources.

**6. Update on Policies and Procedures in place for dealing with Major Flooding Incidents (Pages 19 - 29)**

Briefing Note by Chief Officer (Regeneration and Planning).

Lancashire County Council's Cabinet Report regarding the December 2015 Floods and other actions proposed is attached at page 22.

The full report and supporting documents can be found following this link:

<http://council.lancashire.gov.uk/ieListDocuments.aspx?CId=122&MId=5415&Ver=4>

**7. Sustainable Economic Growth Strategy (Pages 30 - 51)**

Report of Chief Officer (Regeneration and Planning).

**8. Consideration of any requests for Councillor Call for Action (in accordance with the process)**

**9. Consideration of any Petitions (in accordance with the process)**

**10. Locality Working**

**11. Work Programme Report (Pages 52 - 57)**

Report of the Chief Executive.

**ADMINISTRATIVE ARRANGEMENTS**

**(i) Membership**

Councillors June Ashworth (Chairman), Caroline Jackson (Vice-Chairman), Alan Biddulph, Tracy Brown, Brett Cooper, Rob Devey, Roger Mace, David Whitaker and Phillippa Williamson

**(ii) Substitute Membership**

Councillors Lucy Atkinson, Nigel Goodrich, Janet Hall, Geoff Knight, Abi Mills and Nicholas Wilkinson

**(iii) Queries regarding this Agenda**

Please contact Jenny Kay, Democratic Services - telephone (01524) 582065 or email [jkay@lancaster.gov.uk](mailto:jkay@lancaster.gov.uk).

**(iv) Changes to Membership, substitutions or apologies**

Please contact Democratic Support, telephone 582170, or alternatively email [democraticsupport@lancaster.gov.uk](mailto:democraticsupport@lancaster.gov.uk).

SUSAN PARSONAGE,  
CHIEF EXECUTIVE,  
TOWN HALL,  
DALTON SQUARE,  
LANCASTER, LA1 1PJ

Published on Tuesday, 11<sup>th</sup> October, 2016.

**OVERVIEW & SCRUTINY COMMITTEE****Developing a Strategy for Heysham Gateway  
19<sup>th</sup> October 2016****Report of Chief Officers (Regeneration and Planning)  
and Resources****PURPOSE OF REPORT**

To provide the Committee with an opportunity to have input into the development of the vision for the Heysham Gateway area, drawing on current draft planning policy and the views of external stakeholders, to help inform the emerging Local Plan and subsequently, future strategy and decision-making regarding the Council's own interests in the site.

**This report is public**

**RECOMMENDATIONS**

(1) That Overview and Scrutiny Committee consider this report, the Officer presentation and views of other stakeholders invited to the meeting and:

- give views on the draft vision for the Heysham Gateway area;
- in light of the above, put forward ideas for how best in planning terms to effect high quality and place changing regeneration in Heysham Gateway area, taking best advantage of the opening of the Bay Gateway, and recognising existing business and new investment demands;
- consider whether/what steps should be promoted to improve the built and natural environment in the area, to create a better interface between existing residential uses and their commercial neighbours;
- provide any further feedback in relation to future vision and strategy for the Heysham Gateway area.

**1.0 Introduction**

- 1.1 South Heysham is identified as a “**Regeneration Priority Area**” in the Lancaster District Core Strategy (2008). The preparation of the new District Local Plan needs to provide the most up to date guidance for new development and regeneration projects in the area.
- 1.2 The area is known as “**Heysham Gateway**”. Much of the vacant land is in public ownership, and this can be redeveloped to capitalise on demand generated by completion of the Heysham/M6 Link Road in 2016.
- 1.3 The term “Heysham Gateway” came from the council’s expression of interest for an enterprise zone in discussions with the Lancashire Enterprise Partnership in 2010. Although that bid for designation was not successful at

the time the North Lancashire Chamber have resurrected interest in such a designation recently.

- 1.4 The City and County Councils both own land in the vicinity, and this has been the subject of some recent viability assessment work undertaken by Carillion through the Lancaster Regeneration and Property Partnership, to help inform strategic development of the Heysham Gateway area and give both councils a better idea of the likely demands to arise after the completion of the link road.
- 1.5 Prior to seeking any specific decisions from Cabinet, however, it is considered appropriate to provide this Committee with an opportunity to have input into determining future planning policy and strategy for the site. Initially the Committee is requested to focus on the planning framework. Thereafter, any follow-up session will focus on what the Council's future objectives and strategy might be for its own landholdings/interests in the area, as need be.

### **2.0 Current Vision and Need for Refinement**

- 2.1 At the moment the Council's primary vision (as set out in **Appendix A**) is “ *A regenerated area which capitalises on investment in the Heysham/M6 link road, the Port of Heysham and the energy sector by bringing forward in a planned and co-ordinated manner high quality development sites suitable for key growth sectors whilst addressing existing infrastructure issues and enhancing the unique environment of South Heysham*”.
- 2.2 The most recent studies associated with the emerging Local Plan suggest that the district is only just capable of being supplied with enough allocated employment land to meet the needs of business growth until 2031. Delivering the full potential of Heysham Gateway is important therefore to avoid the need to find sites elsewhere.
- 2.3 In corporate planning terms, there are three main reasons why the council must refine what its vision is:
  - a) *It needs to finalise its land allocations for this area before the council decides on a final Draft Local Plan in December 2016.*
  - b) *There are now demands to buy land for employment uses, and it needs to understand whether the uses requiring land are the right priorities for Heysham Gateway. In other words demand has changed already from negligible to popular. The council actually has choices to make about what it wants to see developed within Heysham Gateway within the broader scope of employment land allocations, rather than having to simply accept what is first offered.*
  - c) *On land not controlled by the two councils there is a pressing need to ensure that policy guiding planning applications aligns to choices the council wants to make about the range of uses to accommodate.*
- 2.4 The Council needs also to determine how best it should help deliver that vision in terms of its future strategies and actions. This includes how best to manage its assets in the area, what steps it might take to bid for external funding to improve infrastructure, and how to ensure that the needs of the business community are met.

- 2.5 With the imminent opening of the link road and growing interest in the area for new investment it is now essential that the council refines its strategic approach for the area's regeneration and embeds that in its new Local Plan.

### **3.0 Issues to Consider in Developing the Vision**

- 3.1 To help facilitate discussions around that vision a Draft Development Plan Document for Heysham Gateway is attached to this report as **Appendix A**. This draft document is being prepared to support the emerging Lancaster District Local Plan, which will include detailed land allocations and be presented for council to agree a final consultation draft at the end of this year. At the meeting Officers will provide a high level presentation of key issues, to assist the Committee with its deliberations.
- 3.2 The presentation of a Consultation Draft Local Plan will also provide an opportunity for the wider business community and other land holders to either support or oppose its contents. It makes sense through the pre scrutiny process to find as much common ground as possible at this stage to aid the delivery of the Local Plan through the formal examination process.
- 3.3 Aside from the planning aspects, both the City and the County Councils are/will be considering their aspirations for the disposal of their land holdings within the Gateway. Now is the right time therefore for elected Members to consider what the final version of the planning document needs to contain, as that may have bearing on future property-related decisions.
- 3.4 Drawing on the above, Officers have informally discussed with Cabinet the approach they would prefer to take in terms of key planning and land disposal objectives in the Heysham Gateway area.
- 3.5 In terms of accommodating new investments, it is understood that Cabinet's informal view is that priority should be given to employment growth that is locally generated and creates jobs in areas such as manufacturing, power generation, research and development to directly benefit the local community on the Heysham peninsula. They prefer such an approach over utilising valuable employment land for warehouse or logistical uses which might support low job numbers locally.
- 3.6 An important aspect to consider is therefore the availability of land/space for accommodating new investment as well as meeting existing businesses' requirements and this will be explained and explored at the meeting.
- 3.7 To highlight this point, as currently drafted the land allocations document for the emerging Local Plan identifies land to enable a modest expansion of the Port of Heysham in line with requirements discussed with Peel Ports back in 2011. This would mean that in addition to finding sites for new investments, existing businesses on the Port of Heysham Industrial Estate could also need to be relocated to other sites nearby and facilitating that relocation should naturally be a priority in a vision for Heysham Gateway.
- 3.8 Since that first draft of the land allocations document, the Port of Heysham have been reviewing their future needs and it may no longer be the case that the Local Plan needs to facilitate their expansion. Clarity is being sought from on this issue, and representatives of Peel Ports have been invited to the Committee meeting.
- 3.9 Through normal liaison meetings with the business community, it is known that there is concern that there is insufficient provision being made to

accommodate growth in the logistics industry, although growth in this area will be essential as trade grows at the port, following the opening of Bay Gateway. The Committee will be able to debate these requirements with invited participants.

- 3.10 Delivering redevelopment against the priorities the council would wish is easy to apply to Council owned land where the Council has control over disposal of assets, but in relation to private sector sites the approach would need to be enshrined in planning policy to control development proposals, and could ultimately result in planning applications being resisted for a range of uses which would currently be acceptable on general employment land allocations.
- 3.11 As stated earlier, to assist the Committee in considering vision, the Officer presentation will cover the key issues and the recommendations of this report also provide some indicators to help frame the Committee's thoughts.

### **4.0 Current Planning and Property Disposal Challenges**

- 4.1 Whilst Heysham Gateway presents great opportunity in regeneration and property terms, both Cabinet and Overview and Scrutiny Committee need to be aware that there are risks associated with the process of refining the Council's vision for Heysham Gateway.

- Current planning policy was prepared at a time when there was low demand for development in the area, and so it provides a significant degree of flexibility to consider a wide range of commercial uses on the sites in Heysham Gateway. It does not however seek to prioritise one commercial land use over another and indeed in the context of the level of demand up to now, could not afford the luxury of doing so. Even though the Council might wish to refine its thoughts on whether to prioritise land uses through the emerging Local Plan process, in the interim it would still have to deal with any new planning applications in the context of the existing policy approach – which may or may not fit with any future refinement of the vision for the Gateway area.
- The commercial environment has now changed in relation to south Heysham. The land in local authority ownerships (both County and City Council) benefit significantly from the construction of the new access road direct to the A683 and are attracting considerable interest from potential developers including offers to take options on development plots. In due course, Cabinet will need to decide how to deal with offers in relation to its own land to ensure that it obtains best consideration for its sites, without causing undue delay (such that potential investors that may well fit with any newly adopted vision, could, in the interim, choose to go elsewhere).

- 4.2 Nonetheless, it is important that the Council has adequate time to review future policy and strategy, to ensure they are fit for the future. It is not the case that demand for sites in the Heysham Gateway area would simply disappear indefinitely as a result of Council taking that time.

### **5.0 Conclusion and Next Steps**

- 5.1 This is a good opportunity to define a clear vision and desired outcomes for Heysham Gateway before finalising the Local Plan policies for the area. This will then guide consideration of strategy for achieving that vision and the

supporting actions and allocation of resources, in context of other competing priorities and needs.

- 5.2 The above, and any other key matters arising, will help inform options and future respective decision-making by Council and Cabinet and with regard to both the preparation of the final version of the new Local Plan and separately, the Council's own landholdings in the Heysham Gateway area.

**CONCLUSION OF IMPACT ASSESSMENT**

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

The expansion of Heysham Port if that remains a priority cannot be facilitated without the need to consider the impact of existing businesses in the area to be expanded upon. The potential to deliver additional sites for employment development could also impact on the local community's aspirations for other land uses around Middleton.

**LEGAL IMPLICATIONS**

There are no specific legal matters arising at this time. Nonetheless, the creation of a clear policy position in the emerging Local Plan should help to avoid any unnecessary challenge to related decision making in due course.

**FINANCIAL IMPLICATIONS**

There are no specific financial implications arising at this time. Any financial implications attached to future land/property related decision-making would be reported at that time. Furthermore, the establishment of clear planning policy should help manage the Council's financial exposure to any legal challenge.

**OTHER RESOURCE IMPLICATIONS**

The council owns land within the Heysham Gateway area and the creation of a strategic vision will inform decisions on land disposal and the management of its assets, including any open space.

**SECTION 151 OFFICER'S COMMENTS**

The s151 Officer has contributed to this report, in her capacity as Chief Officer (Resources). She has no further comments.

**MONITORING OFFICER'S COMMENTS**

Has been consulted and has no comments to add.

**BACKGROUND PAPERS** First Draft  
Lancaster District Plan Land Allocations

**Contact Officer:** Andrew Dobson  
**Telephone:** 01524 582303  
**E-mail:** adobson@lancaster.gov.uk  
**Ref:**

SUPPORTING BUSINESS GROWTH IN LANCASHIRE



# HEYSHAM GATEWAY



Source: Bing Maps

For information, contact:

**Steve Capper**

t: 0161 2335616

f: 0161 2335684

e: [stephen.capper@cbre.com](mailto:stephen.capper@cbre.com)

CBRE Limited

5th Floor, Belvedere

12 Booth Street

Manchester M2 4AW

t: 0161 455 7666

f: 0161 233 5684

- Potential Development Opportunities
- Sites and Business Units - Up to 30,000 sq ft
- Within 1 mile of the Port of Heysham
- New Link Road under construction providing excellent access to the M6 Motorway
- Excellent location for Port, Logistics, Nuclear and Energy sectors given proximity to the Energy Coast

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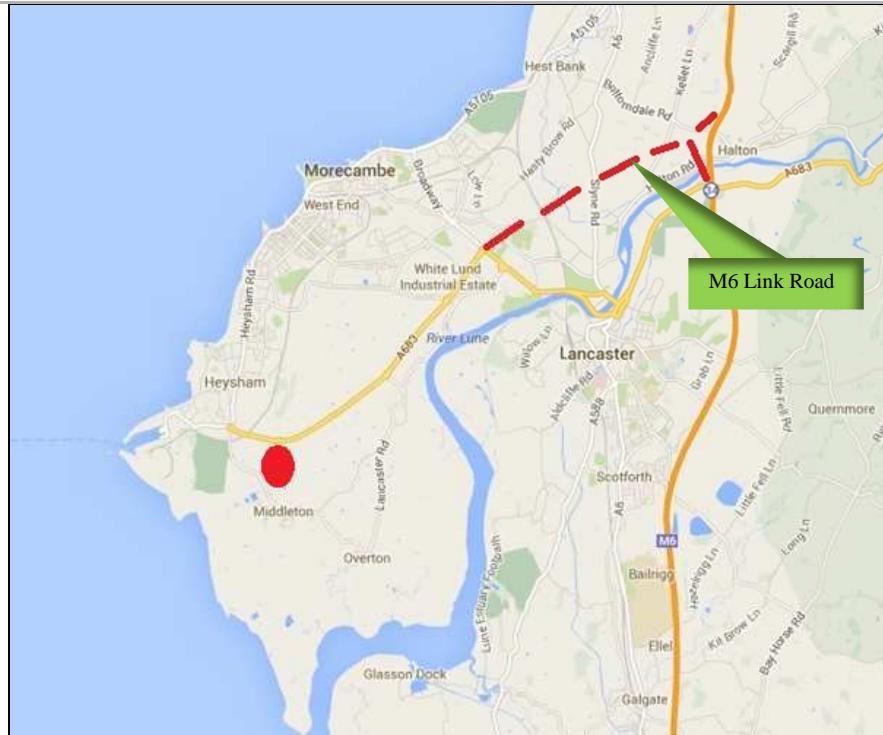
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# HEYSHAM GATEWAY



## Potential Development Opportunities



Source: Google Maps

- The new link road will dramatically reduce travelling time to and from Heysham and Morecambe which will enhance development and investment into the area stimulating economic growth.
- Heysham Port provides 24hr sea access to the Republic of Ireland and the Isle of Man and it is ideally placed to service the offshore Gas and Wind sectors.
- One of the world's largest wind farms is located off Heysham with plans for further expansion.
- Plans for a third nuclear power station.

For information, contact:

**Steve Capper**

t: 0161 2335616

f: 0161 2335684

e: [stephen.capper@cbre.com](mailto:stephen.capper@cbre.com)

CBRE Limited  
5th Floor, Belvedere  
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## APPENDIX A

### Connecting the Heysham Gateway – development in South Heysham A statement of Lancaster City Council’s planning policy

#### Background

1. South Heysham is identified as a “Regeneration Priority Area” in the Lancaster District Core Strategy (2008). Although still exhibiting some scars from previous industrial uses, the area contains extensive parcels of land, much of which is in public ownership, which could be redeveloped to capitalise on demand generated by completion of the Heysham/M6 Link Road in 2016.
2. This coastal area, known as “Heysham Gateway” contains the expanding Port of Heysham, a key route to Ireland, and the two EDF owned nuclear power stations. It is home to extensive infrastructure related to the electricity transmission network and is the favoured location for connecting off-shore wind turbines in the Irish Sea and new nuclear power stations planned in Cumbria to the National Grid. As well as business development, the area is fringed by residential development at Mossgate and Middleton, and includes several caravan sites, a golf course and a number of parcels of land protected for their nature conservation qualities.
3. Sites at Heysham Gateway are particularly suitable for development related to the energy sector and to logistics uses associated with the Port as well as general industrial development, as indicated by the Council’s Review of Employment Land, published in July 2014 (paras 6.62 – 6.96).
4. Large parts of South Heysham were previously used by the petrochemical and nitrate fertiliser industries. Although these uses finally ceased in the 1980s, they have left a legacy that needs to be addressed. In part, this has been achieved by reclaiming sites for nature conservation and Middleton Wood, managed by Lancashire Wildlife Trust on behalf of the City Council, is rapidly becoming an exemplar in brown-field environmental regeneration.
5. Coupled with its location next to Morecambe Bay, the redevelopment of the Heysham Gateway area offers a unique opportunity to properly integrate much needed economic growth with the opportunity to conserve and enhance key environmental assets.

#### Lancaster City Council’s Local Plan

6. A Local Plan for Lancaster District is under preparation. Policies contained in the Preferred Options version of the Plan, published in 2012, are designed to develop or improve:
  - The whole Heysham Energy Coast area
  - Heysham Nuclear Power Station
  - Heysham Port
  - The Former Pontins site
  - South Heysham Nature Reserves
7. This policy statement picks up on the wider policy for the whole of South Heysham, which supports proposals that contribute to the economic growth of

the district. It focuses on some of the vitally important investment opportunities that exist to complement and enhance the role of the nuclear power station and the port in the local economy. Heysham Gateway brings together a positive vision of business development, infrastructure investment with environmental enhancement, all designed to improve the image and attractiveness of south Heysham. Appendix 1 summarises the planning policy context for the development sites in South Heysham, including reference to the key opportunities and broad costs associated with each site.

## **The Vision for Heysham Gateway: A Model for Sustainable Economic Growth**

8. A regenerated area which capitalises on investment in the Heysham/M6 link road, the Port of Heysham and the energy sector by bringing forward in a planned, co-ordinated manner high quality development sites suitable for key growth sectors whilst addressing existing infrastructure issues and enhancing the unique environment of South Heysham.

## **Key Objectives**

9. The key objectives for Heysham Gateway are to capitalise on the demand generated by completion of the Heysham/M6 link road, growth of the Port of Heysham and investment in the energy sector by:
  - Formalising a planning framework for the area to provide certainty to potential investors and other stakeholders;
  - Maximising the contribution that publicly owned land and assets can make to the regeneration of the area;
  - Identifying potential investment opportunities for the private and public sectors and securing public funding if required/available;
  - Optimising the potential for planning gain and community benefit projects in line with the overall vision for the area.
10. There are four main aspects of development in the Heysham Gateway that require attention: these are site development, presentation and image, environmental protection and infrastructure investment. The objectives for these areas are:

### **Site Development**

- Bringing forward sites and premises suitable for the key target sectors of energy and environmental technologies;
- Promoting complementary development within the wider south Heysham area including, where appropriate residential and leisure uses;
- Working with existing and future businesses, specialist bodies and local people to interpret and market the area for both investment and leisure/recreation;
- Co-ordinating complementary investment in skills/training and maximising local job opportunities.

### **Presentation and Image Improvements**

- Resolving the legacy of previous uses including derelict structures and contamination to land and water;
- Utilising incentives (such as Section 215 Untidy Land Notices) to improve the amenity of parts of the area.

## Environmental Protection and Improvements

- Managing potential conflicts between development requirements and environmental interests by conserving existing assets and promoting improvements/enhancements;
- Utilising planning gain to promote and manage environmental and recreational features, including and public access within the area.

## Infrastructure-led Investment and Improvements

- Assisting in the growth and expansion of the Port of Heysham and accommodating demand arising from associated growth in the logistics sector;
- Anticipating demand associated with future decisions on Heysham 3 nuclear power station;
- Facilitating and co-ordinating the needs of off-shore wind and national grid connections;
- Resolving existing infrastructure deficiencies and gaps including a comprehensive drainage solution for the area;
- Improving accessibility by non-car modes of transport.

## Site Development

11. A review of the South Heysham area reveals a complex mix of existing land uses, including established business and residential areas, as well as areas of open land. Through regular dialogue, public announcements and knowledge of recent developments it is possible to build up a picture of the main development activity and aspirations in South Heysham. Existing business development focuses on energy, port/transportation and waste management, and the key sites may be summarised as follows:

**Heysham Power Station** is operated by EDF. The two nuclear power stations are due to be de-commissioned in 2024 and 2030 (unless the operators obtain licences to continue power generation extensions): a process that will have economic impacts on the workforce and the locality. EDF has an option to seek consent for a third nuclear reactor, but has yet to commit to the project. Land is safeguarded for expansion of the site in the Preferred Options version of the Local Plan.

**Heysham Port** is operated by Peel Ports. The port expects to become more attractive to hauliers moving goods between England and Ireland when the M6 link road opens in 2016. It is also one of the ports under consideration for an expansion in operations and management capabilities for the wind farms in the Irish Sea. These changes may increase demand for businesses to re-locate close to or within the port site. Peel has permitted development rights for port related activities on operational land under Part 17, Class B of the General Permitted Development Order (GDPO) 1995.

**National Grid** is responsible for transmitting power generated at the nuclear power stations and the offshore wind farms to homes and businesses throughout the country. It operates sub-stations and power line infrastructure in South Heysham. National Grid is building a new sub-station north-west of the A683/Imperial Road roundabout, which will be capable of connecting with new routes as part of the North West Coast Connections project.

**DONG Energy** is a major investor in offshore wind farms in the Irish Sea. Two of its offshore wind farms already bring power ashore in South Heysham and connect into a new sub-station on Middleton Road. The Walney Extension wind farm gained consent in November 2014; construction will begin in 2015 with underground cables installed between Potts Corner and another sub-station site north-east of the A683/Imperial Road roundabout.

**Heysham Business Park** is owned by Celtech Estates Limited, although the freehold is currently being marketed. The estate comprises some 280,000 sq ft of low quality industrial accommodation, including waste and recycling industries, and several vacant sites. It would benefit substantially from a programme of investment to improve its quality and make it more attractive to the market and potential occupiers.

**Morecambe Waste Water Treatment Works** is operated by United Utilities (UU) and is situated immediately to the north-west of Heysham Business Park. UU is investigating the need to increase the capacity of the treatment works to enable compliance with the revised bathing water directive.

**Major Industrial Estate** is in multiple ownership, with the largest portion being operated by Solvent Resource Management Limited. It is an established estate characterised by a mix of lower grade premises providing small workshop space together with some larger modern infill for local occupiers. The estate would provide access to one of the development sites identified below (paragraph 12B), and may also offer suitable alternative sites to any businesses relocated from the port.

12. Beyond these key existing sites, there is scope to bring forward further land in South Heysham to develop the skills and employment in existing business sectors, and to provide opportunities for new development. Taking all existing development and known constraints into account, four potential development sites present opportunities for consideration in this policy statement:

**(A) Lancaster West Business Park**

**Site Area:** 28.35 hectares

**Owners:** Lancaster City Council, Lancashire County Council

This land is allocated for business development in the Land Allocations DPD (Policy Emp1.7), and is identified in the County Council's Minerals & Waste Local Plan as being suitable for large scale built waste management facilities, including inert waste recycling (policies WM2, WM4 and site number BWF17). Lancaster West Business Park is the site with the most obvious potential to improve the gateway to Heysham for all traffic using the M6 link road, including the existing A683. It is visible and prominently located and so any development has the potential to improve the quality of the local built environment. The majority of the land is level or gently sloping and currently used for rough grazing. Land adjoining this site to the south at Middleton Business Park is also in business/industrial use, some of which is used for waste management.

Known constraints include the presence of four large disused kerosene storage tanks embedded in the ground to the west of Imperial Road. Land between the tanks and Imperial Road was used as a tipping site in the 1980s for inert waste in connection with the construction of the A683. Finally, the site is bordered at various points by Local Nature Reserves, the Middleton Marsh Biological Heritage Site and land within Flood Zones 2 and 3, and a small area of land

close to the A683 roundabout is within a Minerals Safeguarded Area.

The land has direct access from the A683/Imperial Road roundabout, and could easily be developed with service roads, parking and business units for employment purposes. The prominence of this land supports the principle of promoting and developing it for high-value business users, linked with supply chain activities for the port or power industries, and the universities. Development of this land must facilitate the completion of Imperial Road with a new junction on Middleton Road.

## **(B) Land south of Major Industrial Estate**

**Site Area:** 5.03 hectares

**Owner:** Lancaster City Council

This land is identified as being suitable for business development in the Land Allocations DPD (Policy Emp1.10). It is currently unused, undulating open land which has been partially reclaimed from use as part of an oil refinery, with potential for business uses, including potential expansion or re-location of businesses from elsewhere in the local area. Access and services could be taken from the existing internal road network on the Major Industrial Estate, or from Main Avenue to the south and across land owned by the City Council.

The main constraints are environmental, with much of the land having been tipped following earlier uses associated with the oil refinery. In addition, three sides of the site are bordered by the Middleton Former Refinery Biological Heritage Site designation, and two of those include the boundary of the Middleton Local Nature Reserve.

This land could be developed in a variety of ways: along with other vacant units on the Major Industrial Estate, the site could provide overspill for further expansion of haulage businesses or logistic related activities connected to Heysham Port. A wider area of land, including some of the Middleton Wood Local Nature Reserve, has been the subject of a feasibility study for the installation of solar panels. Finally, a small parcel of land immediately to the south of the existing industrial estate has planning consent for the development of a Gas Fired Power Station (14/01117/FUL).

## **(C) Land at Middleton Towers**

**Site Area:** 15.88 hectares

**Owners:** Glory Hole Limited and Moorfields Corporate Recovery LLP

This site forms the major part of the former Pontins Holiday Camp which closed in 1994. It is serviced and cleared, allocated for development in the Land Allocations DPD (Policy HEY 4), with outline planning consent for residential development and potential to accommodate upto 570 dwellings (13/01145/VLA). Adjoining land uses include the Ocean Edge Caravan Park, the Heysham Waste Water Treatment Works, Heysham Industrial Estate and the partially built retirement village.

Known constraints include land to the east of the site which lies within Flood Zones 2 and 3. A slightly smaller area of this part of the site is situated within the Carr Lane Meadows Biological Heritage Site. This part of the site is also crossed by the Shell Heysham to Stanlow ethylene pipeline.

Glory Hole Limited wish to develop their land for residential-led land use. The potential for this site is to bring forward new residential development and to

improve local services and transport links. This could be by supporting public transport or by providing a second access into the site broadly following the route of Compression Road. Land to the east of the land identified in this policy statement, but within the ownership of the Glory Hole Limited, could be adapted to improve drainage and surface water attenuation, and is suitable for adding to the land protected and managed as the Middleton Wood Local Nature Reserve. To the west, the predicted rates of coastal erosion as indicated in the Shoreline Management Plan (2009) requires that any new development be set back at least 50 metres from the mean high water mark.

## **(D) Land between Middleton Wood and Middleton Village**

**Site Area:** 4.98 hectares

**Owners:** TH & D Hargreaves; R Casson & SM Walker

This land comprises five small pasture fields on the western fringe of Middleton. The central portion, comprising 3.6 hectares, has been submitted to the City Council for consideration as part of its SHLAA in 2014. The Council identified that the land is suitable for residential development for approximately 75 dwellings accessed from Westbourne Road, deliverable over the next 5 years; however this land has not been formally allocated for development.

Known constraints include the nature conservation significances of the Middleton Wood Local Nature Reserve which is immediately to the west of this land.

The potential for this site is to bring forward residential development to complement the business growth anticipated at Imperial Road and the Major Industrial Estate, and be well located close to existing services and facilities at Middleton village. Some of the low-lying land maybe suitable for adding to the land protected and managed as the Middleton Wood Local Nature Reserve.

## **Presentation and Image Improvements**

13. Previous uses on parcels of land in South Heysham, combined with some aspects of the current industrial uses, has created a low amenity built environment. Industrial activity and dereliction are not good neighbours for holiday accommodation and residential areas, even though the industry brings jobs for local people. This policy statement sets out to utilise some of the benefits of new development for improving the visual amenity of the area, by a targeted intervention on eyesores and poorly maintained land.
14. In the first instance, all new development will be required to meet high standards of amenity and presentation, secured if necessary through s106 agreements. On existing private sites, land-owners and occupiers will be encouraged to make improvements, backed up by grant assistance where available including the use of the Community Benefits Fund operated on behalf of the DONG Energy Walney Extension Wind Farm. On Council and other publicly owned land, improvements will be prioritised as set out below in paragraphs 18, 19 and 21, funded by contributions from planning agreements and supported by grant assistance where available.
15. Where there is no commitment to making agreed improvements, the Council will consider the use of section 215 Untidy Land Notices which have been effective in improving the presentation of land and buildings elsewhere in the district.
16. Examples of what better image would look like include: tree planting, seating

areas, safe open spaces, better road surfaces, paving, street-lighting or flower-beds, new or better fencing or screening, improved entrances to industrial areas, advertisement and litter controls, public art or an “entrance” feature along A683, investment in roads or road safety improvements (especially the completion of Imperial Road so that it joins Middleton Road) and safe cycle lanes.

## **Environmental Protection Improvements**

17. The Heysham Gateway lies close to land protected by SPA, SAC and RAMSAR designations, on the sands into the Bay and along the mouth of the Lune. Several sites with nature conservation qualities lie within South Heysham, protected as Sites of Special Scientific Interest and Biological Heritage Sites. Much of the protected land is managed as a Local Nature Reserve. These sites often adjoin industrial areas, some associated with contamination and dereliction.
18. This policy statement sets out to endorse the planning designations of the environmentally protected sites, and facilitate practical measures for continuing to protect them, and for some small areas, to extend them. From the benefits of the developments described above, combined with any appropriate land management grants, the City Council intends to direct funds towards capital and maintenance works, and a long term maintenance agreement to manage the Middleton Wood Local Nature Reserve. This will include managing public access, rights of way and the enjoyment of the reserve and other open space areas in South Heysham. Specific capital measures will be subject to neighbourhood and landowner consultation but could include:
  - The treatment of parcels of contaminated land and the treatment or removal remnant former industrial structures.
  - Installation or replacement of boundary fencing, with a preference for using welded mesh style security fencing where robust boundary treatments are required, supplemented by planting suitable thorny species to deter unauthorised access and vandalism.
  - Marking out and creating new footpaths to improve and manage public access, especially on land at the Middleton Wood Local Nature Reserve. This work to be accompanied by minor changes to the planting and habitat management of some areas.
19. Specific operational measures will include:
  - Making a formal declaration of a Local Nature Reserve at Middleton Wood and securing long-term funding to manage the land for public access and the protection of its nature conservation significances.
  - A management regime which cares for the significant habitats and species, allows and manages public access, in which all features are maintained in safe condition for all users.

## **Infrastructure-led Investments and Improvements**

20. The City Council supports the development of new infrastructure at Heysham 3 nuclear power station and at the Port of Heysham. These sites are covered by Policies HEY 2 and HEY 3 in the Land Allocations DPD. This policy statement sets out to complement the investment in infrastructure at the power station and port, together with related wind, solar and gas powered investment opportunities in the area. The development sites, image improvements and



investment in the environmental open spaces are designed to provide business premises for supply chain operators, new homes for the workforce and a pleasant environment to live and work in.

21. In order to improve the accessibility and quality of the environment in south Heysham, it will be necessary to invest in highways and other traffic measures. The highest priority is the completion of Imperial Road to form a new junction with Middleton Road. There are opportunities to provide safe cycling routes at Trumacar Lane, Rothesay Road, Money Close Lane, Compression Road/Main Road, Imperial Road, the A683 (Lancaster-Morecambe By-Pass), and off-road in between the A683/Imperial Road roundabout and Mossgate. In addition small scale improvements to the local environment could be made, subject to neighbourhood consultation, to improve road and footpath surfaces, street lighting, and introduce road safety measures.
22. An important area requiring infrastructure investment is to minimise flood risk. The Heysham Gateway area is coastal and low lying, surrounded by land at risk of flooding. The City Council is the lead authority for the Shoreline Management Plan (SMP) for Morecambe Bay, which includes coastal land covered by this policy statement in sub-cell 11c. The main purpose of the SMP is to understand coastal processes, predict change and plan for the most appropriate interventions, including coastal defence. **Areas to highlight?**
23. The discharge of most of the existing and future surface water in South Heysham follows a single channel which runs north to south through the area before draining into the river Lune at Lades Bridge. This includes an existing pipe which runs from land north of the Major Industrial Estate to a pumping station close to the Water Treatment Works.
24. This policy statement proposes to invest in an integrated drainage plan for South Heysham, currently in draft form and subject to detailed costing and prioritisation of works. This plan is designed to improve the surface water drainage of the area (including the use of reed beds), remove contaminants from the water courses and the pipe, restricting the rate at which water enters the pipe, and re-connect the pipe to the watercourse. It includes scope for agreeing future maintenance of the infrastructure, including its adoption where appropriate. A key aspect of the proposed revisions is the control of flood risk, but additional benefits will include cleaner water discharge into the river Lune and potential improvements to some of the micro habitats within the Local Nature Reserve and other open land.
25. South Heysham cannot be developed fully and effectively without investment in its coastal and drainage infrastructure. Implementation of the drainage plan will help to maximise the scope for redevelopment and regeneration, reduce the risk of flooding elsewhere and beneficially affect the local biodiversity.

#### **Actions** **[status of the brief etc]**

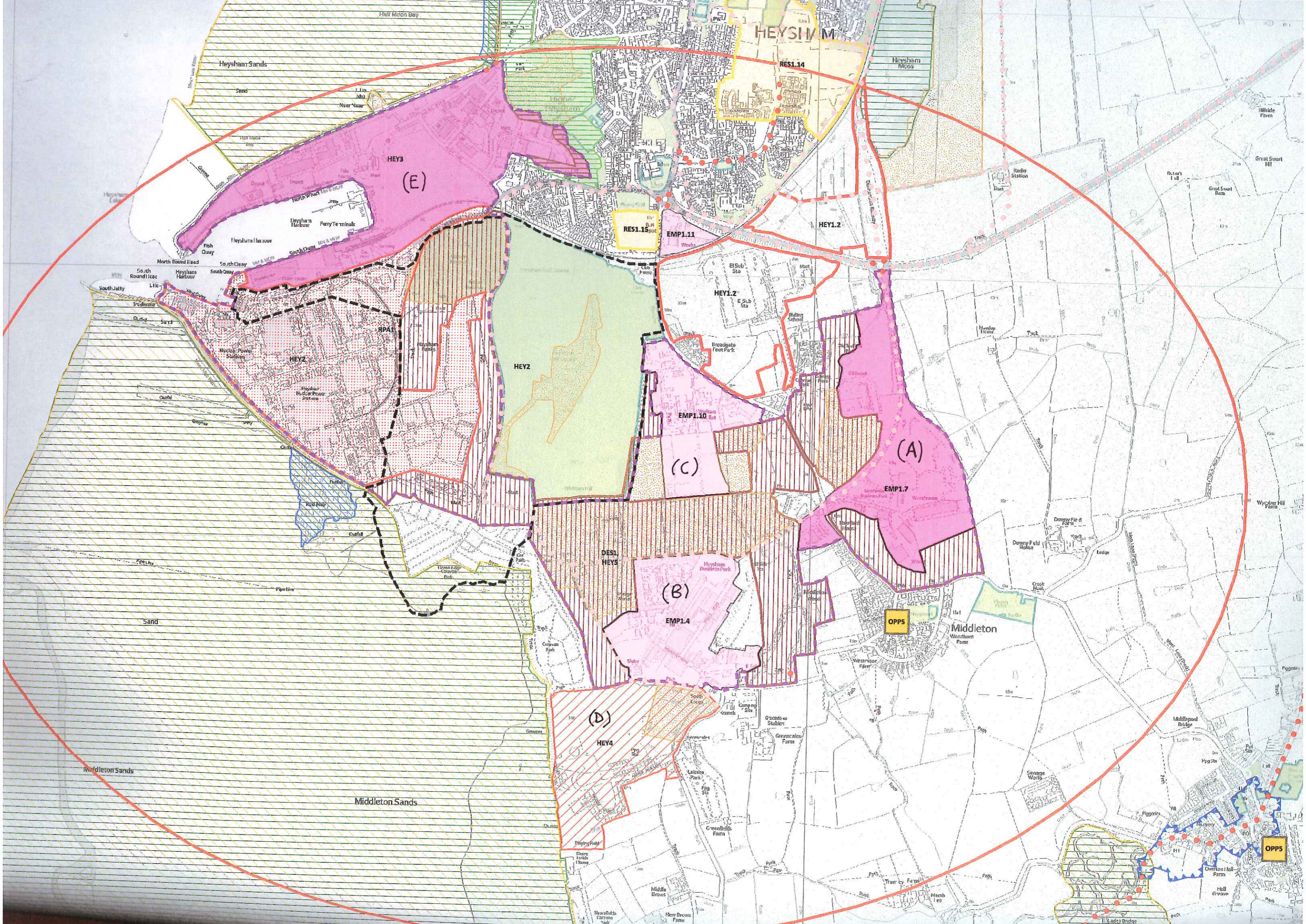
26. The City Council is recommended to:
  - Instruct Carillion to undertake a Stage 2 commercial investigation into the sites at Lancaster West Business Park and South of Major Industrial Estate, with a view to marketing and developing the sites for business uses.
  - Work with the owners of the land at Middleton Towers to promote the masterplanning and development of the site.
  - Work with the owners of the land between Middleton Wood and

Middleton village to promote the masterplanning and development of the site.

- Work with landowners, utility providers, regulatory organisations, neighbourhood groups and the County Council Highways Engineers to draw up costed and targeted proposals for the improvement of the highways, drainage, utilities and public open space in South Heysham.
- Work with owners and managers of the nature improvement areas in South Heysham to clarify constraints to development and prioritise investment in and protection of nature conservation significances.

Officer Draft

Officer Draft



**19<sup>TH</sup> OCTOBER 2016**

## **LANCASTER DISTRICT FLOOD RECOVERY UPDATE**

**AUTUMN 2016**

### **Briefing Note by Chief Officer (Regeneration and Planning)**

#### **1. Introduction**

1.1 The events which affected Lancaster District in December 2015 relating to Storm Desmond and to a much lesser extent Storm Eva were debated by Council on 2<sup>nd</sup> March 2016 and a report on the impacts including briefings from the emergency services, the Environment Agency and Electricity North West was considered by Overview and Scrutiny Committee on 20<sup>th</sup> April 2016. The Resilience Commission Task Group was set up following the Overview and Scrutiny meeting and is due to report at the end of this month.

1.2 Both Council and Overview and Scrutiny Committee asked that officers update them on what measures are being pursued to respond to the extreme storm events in order to try and prevent such an adverse impact on the district in the future. This briefing note will advise members of the current position in relation to the recovery process, and the work that is going on with other agencies to mitigate future events.

#### **2. The recovery process**

2.1 Eight months on from Storm Desmond the City Council is still operating under the formal recovery process. In particular it is still providing the Department for Communities and Local Government with regular updates on the number of households and businesses unable to return to their properties.

2.2 In addition it is still administering grant assistance applications for households and businesses for Property Resilience Grants. This means that the equivalent of two Regeneration and Planning Officers and 1.5 Health and Housing Officers remain working full time on these processes, along with regular support from staff in the Resources Service. At present it looks as though the Government expect to keep the current funding opportunities available until the end of the calendar year with all payments expected to be made by March 2017.

2.3 As of 5<sup>th</sup> September 2016 of the 225 households confirmed as flooded 58 are still unable to return to their homes. £154k of Community Support Grants have been paid to eligible households. Of the 212 businesses confirmed as flooded 23 are still not operational and a further 6 have permanently closed or moved out of the district. 24 businesses remain partially operational. £27K has been paid in business support grants.

2.4 Property Resilience Grants enable up to £5K of funds to be given to homes and businesses to add additional flood recovery measures to repairs to property to enable them to recover more quickly in the future if flooding occurs again. For households over £150K in resilience grants have been approved to date and for businesses take up has not been as high with only around £25K approved for applications at this time.

2.5 Through monies made available from the Government and administered by the Lancashire Community foundation to date at least 8 parishes have received almost £60K in funding towards the implementation of community based resilience projects. Significant interest is also now being shown in drafting community based emergency plans and the councils Civil Contingencies Officer is advising communities in this regard.

### 3. Flood mitigation measures

3.1 Lancashire County Council is the Lead Flood Authority and has been working with the Environment Agency to assess projects which need to be developed to respond to the major flooding incidents in the district. Overview and Scrutiny Committee heard that the flooding in Lancaster was caused by a complex set of circumstances centring around three causes.

- The inability of surface water to escape into the river
- Overflow from the river beyond Skerton Weir
- Flood waters escaping from the Millrace.

3.2 Improvements to Lancaster's flood defences have previously taken place under two earlier phases the latter of which was the completion of the new all alongside the Quayside at Luneside. The Environment Agency are now developing a 3<sup>rd</sup> phase to address the new issues which have arisen after Storm Desmond. These works expect to tap into an extra £350 million which has been allocated by the Government to address the need to improve flood defences.

3.3 Officers from the City Council will work alongside the County Council and Environment Agency to provide assistance in delivering these projects. At the most recent meeting on 19<sup>th</sup> August officers were advised that Phase 3 can be divided into two distinct projects. Investigating repairs and modifications to the Millrace, a project to be led by the County Council; and improved riverside defences along Caton Road which will be led by the Environment Agency.

3.4 The City Council will play an important role in these projects as its small team of engineers within the Regeneration and Planning Service could act as the project managers for such projects on behalf of the Environment Agency. In relation to the river defences much of the work will also take place on City Council owned land. There may also be a role for the City Council in assisting with the delivery of European funds for the project but this aspect is not quite clear at this stage.

3.5 City Council officers have also been made aware that Electricity North West is proposing to invest considerable sums (Circa £2m) in modifying the electricity substation at Caton Road to ensure that it can withstand a much greater threat from storm damage than it did last December.

3.6 At Warton where flooding from the River Keer affected homes on Gardener Road the Environment Agency has been repairing damage along the river course and has been undertaking dredging works. A number of discussions are taking place between land owners, local residents and the Environment Agency about potential new ways to manage the flood plain in this area to examine whether this might help with future flooding incidents.

3.7 At Slyne where flooding occurred during Storm Eva the County Council as Lead Flood Authority are considering the very complex and historic flooding land drainage issues which cause this flooding and what further steps if any can be taken to mitigate the collection of water from run off.

## **4.0 The Government's response**

4.1 The Government issued a report on the impact of the two storms on 8<sup>th</sup> September 2016 and this describes the extent of the task ahead to properly prepare for future events of this kind. The Executive Summary for this report is appended to this briefing note. The report is comprehensive and covers a wide range of issues including improving resilience for key infrastructure such as electricity supply and mobile phone communications as well as long term measures to address the cause of flooding upstream. The range of responses now available through the use of new forms of temporary flood barriers is also covered. Officers have not had time to fully consider the report at the time of preparing this briefing note.

**Chief Officer (Regeneration and Planning)**

**12<sup>th</sup> September 2016**

**Cabinet**

Meeting to be held on Thursday 6 October 2016

**Report of the Head of Highways Service**

Electoral Divisions affected:

All

**Flood & Water Management Act 2010 Section 19 Investigation and Report -  
December 2015 Floods and further actions proposed**  
(Annex 1 refers)

Contact for further information:

Rachel Crompton, (01772) 530150, Flood Risk Manager  
[rachel.crompton@lancashire.gov.uk](mailto:rachel.crompton@lancashire.gov.uk)

**Executive Summary**

The extreme and unprecedented rainfall events of November and December 2015 caused flooding throughout December, affecting approximately 2,500 homes in Lancashire at 229 separate communities. The floods also damaged private gardens, garages and out-buildings, business premises, agricultural property and many items of critical public infrastructure including roads and bridges, water treatment plants, power and communications installations, as well as community buildings such as schools.

In its role as Lead Local Flood Authority, the Council has identified this as a flood event requiring investigation under the requirements of Section 19 of the Flood and Water Management Act 2010, for the purpose of identifying which flood risk management authorities had or still have relevant functions to be exercised in regard to these flood events.

The Lead Local Flood Authority is required to publish the results of this investigation and to notify any relevant risk management authorities of its findings.

The report attached at Annex 1 discharges this responsibility, and starts the major process of publishing the findings of the Lancashire flood risk partnership into how our communities were flooded, so that we can find ways of managing the risks and impacts of similar events in the future.

The schedule attached with Annex 1 identifies the 229 communities in Lancashire affected by flooding in December 2015 and the principal impacts at each location where these have been verified.

**Further reports are proposed into the detailed investigations undertaken at each identified location, any flood risk improvements already completed, and the opportunities for further investigations and/or works.**



**Recommendation**

Cabinet is recommended to:

1. Approve the report at Annex 1 as discharging its obligations under Section 19 of the Flood and Water Management Act 2010 in regard to the December 2015 floods; and
2. Approve the proposal for further reports and the means of progressing flood investigations, communications and risk management activities within affected communities identified in the report at Annex 1.

**Background and Advice**

The Section 19 Duty

Section 19 of the 2010 Act states:

*“On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate –*

- a) *Which risk management authorities have relevant flood risk management functions, and*
  - b) *Whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.*
- 2) *Where an authority carries out an investigation under subsection (1) it must -*
- a) *Publish the results of its investigation, and*
  - b) *Notify any relevant risk management authorities.”*

Risk Management Authorities and Partnership working

In order to identify the Risk Management Authorities (RMAs) with functions to be discharged in regard to the December 2015 flooding in Lancashire, the flooding mechanisms at each affected community have had to be assessed in an outline format.

For clarity, the RMAs are identified in the Flood and Water Management Act 2010 (FWMA) as follows:

- a. The Environment Agency,
- b. The lead local flood authority,
- c. A district council for an area for which there is no unitary authority,
- d. An internal drainage board,
- e. A water company, and
- f. A highway authority.

Each of these organisations has powers and duties under various legislation and regulations for the responsible management of natural water, flood risk and – in some cases - coastal erosion.

The FWMA requires all the RMAs to cooperate with other relevant authorities in the exercise of their flood and coastal erosion risk management functions.

In Lancashire, the RMAs support partnership working at operational levels by joint investigations on site and through the Making Space for Water meetings, at tactical level by sharing priorities and direction between organisational managers, and at strategic level by engaging with Councillors/Cabinet Members/Senior Managers. Lancashire, Blackpool and Blackburn-with-Darwen are also represented on the North West Regional Flood and Coastal Committee where cross-boundary projects, resources and data are shared with Cumbria, Greater Manchester, Merseyside and Cheshire. There are further connections with the Yorkshire region through minor catchment areas that overlap boundaries in Pendle District, which are described in more detail within the report at Annex 1.

### Other responsible parties

Apart from the RMAs, it is important to recognise that other organisations have an interest in understanding and responding to the flooding mechanisms from December 2015, and in particular, land owners have various responsibilities for managing surface water drainage across their land. These parties are not RMAs and are not identified within the Section 19 report.

Where detailed investigations identify site-specific issues to be addressed by other parties, the RMAs engage with them to share information and to develop improvement actions/projects.

### The Section 19 Investigation and report for the December 2015 Flooding Events in Lancashire

Lancashire County Council (LCC) is the Lead Local Flood Authority (LLFA) in Lancashire. The Lancashire and Blackpool Local Flood Risk Management Strategy 2014 – 2017 (LFRMS) identifies in Section 4.6 that an investigation may be triggered subject to the likelihood and consequence of flooding.

Whilst the likelihood of December 2015's flooding events occurring again in the same combination of extreme weather conditions is statistically remote, many local communities were affected in much the same way at that time as they have been previously and since. It is reasonable to conclude that the likelihood of re-occurrence at a community level is relatively high in a number of locations.

The consequences of December 2015's flooding were extreme in terms of extent and duration of flooding, numbers of homes and businesses impacted, impact on critical public infrastructure, and cost of repairs.

On these considerations, an investigation under Section 19 into the December 2015 floods is appropriate.

The December 2015 floods were of such a magnitude that previously-adopted approaches to Section 19 investigations into particular floods are not appropriate. For example: new data on addresses and flood damage were still being received every day during March and April 2016 and are still being identified on an ad hoc basis at the time of writing, and the Lancashire Resilience Forum will continue in its 'Recovery' stage of responding to the floods for some weeks to come.

Due to the geographical distribution and magnitude of the flood events experienced across Lancashire throughout December 2015, it has been clear throughout that it would not be possible to complete a detailed investigation into every individual flood incident in a timely manner.

The LLFA has therefore investigated the many floods in December as a single event and has prepared its report on this basis.

The Section 19 investigation report set out in Annex 1 explores the key floods that occurred during December 2015, and identifies the relevant RMAs involved in the emergency response, recovery phase and future flood risk management response to the flooding, to ensure the legal responsibility under Section 19 of the FWMA is met. It will also ensure that essential data and information is captured at the right level to identify all the communities affected, and will help to ensure that available resources are used effectively: to access funding for appropriate flood risk management activities and to deliver relevant actions as soon as possible.

LCC's framework engineering consultant, Jacobs UK Ltd, was engaged from June to September 2015 to inform the Section 19 report, drawing on data made available by the RMAs in Lancashire and from Met Office records.

The local Environment Agency team has provided detailed data and flood maps as part of its wider responsibilities following flooding incidents.

Every RMA has been fully engaged since the flooding events in investigations, repairs and recovery activities, including their own assets and critical public infrastructure. The task of compiling all statements of progress and future intentions for the 229 locations referred to in the Section 19 report is now underway, led by the LLFA.

It is proposed that further reports on progress and future intentions will be published through LCC's website on a three-monthly basis, providing updates from the relevant RMAs on investigations and actions completed at the various flooded sites, for communities to see progress and resolution of as many issues as possible as quickly as possible. These reports will be compiled and published by the LLFA based on data provided by the RMAs. These reports will not form the Section 19 report but are recognised as a necessary follow-on from the Section 19 investigation and commitment made under the LFRMS.

As set out in the LFRMS at Section 4.6:

*The investigations that we undertake are anticipated to greatly improve our understanding of flood risk. It is likely that flooding will happen in locations that have not previously been affected or where other studies have not identified a particularly high risk. In such instances, the flood investigations will be an invaluable tool for understanding the sources and mechanisms of flooding. Follow on works and studies are likely to be necessary in some instances and these will be integrated into our prioritised flood risk management plan.*

### Flooding Events in December 2015

The report at Annex 1 includes a detailed appraisal of weather conditions leading up to the main flood events in December 2015, and identifies all locations where the RMAs reported flooding to domestic property. It is acknowledged that there may still be gaps in this list of flooded locations, where property owners have not provided their information yet.

Individual daily rainfall totals show that rain fell almost continuously in Lancashire during the months of November and December 2015.

In the lead-up to December 2015, records show that the UK had experienced significant heavy rainfall with three major (named) storms occurring in November. The rainfall in November was almost twice (184%) the monthly average for the region (average based on the period 1981 – 2010). In December, rainfall reached 2 to 4 times the average (based on the period 1981 – 2010) in the west and north of the UK. Storm Desmond on the 4 and 5 December brought record-breaking rainfall totals for the Lake District and the north of England.

As a consequence of this exceptional rainfall, ground conditions were completely saturated from the latter half of November through the whole of December, and river levels were also extremely high. The peak rainfall events of 5 December (relating to Storm Desmond) and 26 December (relating to Storm Eva) are considered to be the key contributory factors to the flooding events on and around those dates.

Put simply, continuing rainfall could not be accommodated by existing ground absorption, stream/river capacity or formal drainage networks, and water remained on the surface, finding its own way to lower ground through any obstacles to flow including houses, business premises and critical public infrastructure.

### Detailed investigations

During 2016, RMAs have had the important task of pursuing investigations relating to their areas of responsibility and their relevant functions. In addition, the LLFA has had the task of compiling and producing the Section 19 report.

A significant number of investigations have already been concluded since January 2016, particularly where the flooding impacts were more modest or easily understood, and the conclusions of these investigations will be published as soon as the RMAs can confirm details.

Inevitably many other long-running investigations remain to be concluded, either because of the complexity of the flooding mechanisms to be investigated or because bids for area-wide studies are not yet complete to access funding from various sources (including the RMAs' own funding programmes and/or the Department for the Environment, Food and Rural Affairs' funding - referred to as Flood and Coastal Erosion Risk Management Grant in Aid). Further capital investment may be required for permanent improvement projects arising from the investigations.

Progress with these investigations will be monitored by the LLFA through the District-based Making Space for Water meetings and published as updates to the investigations through LCC's website on a regular basis.

### What Next?

Detailed investigations will identify what works and other activities have been carried out at each affected community, and what works and activities are still required.

A key question raised by communities after a major emergency as significant as the December 2015 flooding is likely to be: if the same weather events happened again, what would be different in the impact next time around?

A hard message to give is that if all normal drainage systems were to be overwhelmed again then it is likely that flooding would again occur. However, since December 2015 the following steps have been taken to manage the risk and impact of such an event in the future:

- Many hundreds more households have signed up to receive direct flood warnings from the Environment Agency. Therefore these households will in the future have better warning of impending flooding so will be better able to prepare;

- Many new Flood Action Groups are forming to help residents and other community member to help each other, and to activate local Flood Plans;

- LCC's own communications are improving to give more useful and interactive information in advance of, during and after a flood event;

- The multi-agency response to major flood emergencies is adapting to take account of key lessons learned from December 2015 events;

- Impact of flooding will be reduced where the Flood Resilience Grants have been used to improve property-level defences;

- Recovery after a flood event will be much faster where resilience and protection measures have been engaged since December 2015;

- Small-scale improvements have been researched and invested in by the RMAs. Large scale investments take many years to develop and secure funding but each year will see more of these progressing around Lancashire as opportunities arise;

- A national issue worthy of note: the Association of British Insurers has introduced (April 2016) a new insurance scheme for domestic properties known to be at risk of flooding. It is known as 'Flood Re'. Flood Re isolates the element of flood insurance separately from other elements of household insurance, and provides underwriting for the flood risk from across the

insurance industry to share liabilities, enabling an individual insurance provider to offer appropriate insurance at a more affordable premium. (More information can be found at [www.floodre.co.uk](http://www.floodre.co.uk)).

The impacts of future flooding will be significantly less than they were after December 2015, even in advance of any major investment in works, thanks to the efforts of many people, communities and organisations that were affected by the December floods.

### **Consultations**

The draft Section 19 report has been offered to all RMAs for consultation during the preparation of this report to Cabinet. Timescales for this consultation have conflicted with the traditional summer holiday period and many RMAs feel they would have benefitted from having more time to assess the facts presented (particularly the list of affected communities and identified flooding mechanisms) and to digest the findings of the report.

It is likely that supplemental findings reported by the RMAs will be added to the record as part of the planned exercise to publish future findings on a rolling programme in coming months.

### **Implications:**

This item has the following implications, as indicated:

#### **Legal Implications**

The FWMA does not specify the timescale, the level of detail or the reporting format required to meet the obligations on the LLFA set out in Section 19; indeed the requirement is worded so that the LLFA itself identifies 'the extent that it considers necessary or appropriate'. Publishing the report attached at Annex 1 will meet the Council's obligations under Section 19 of the FWMA in regard to the flooding events in Lancashire of December 2015.

The proposed further reports are not part of statutory requirement but form part of the commitment in our LFRMS to use information from flooding events to improve our understanding of flood risk, and to drive relevant further studies and works.

#### **Financial Implications**

There are no financial implications arising from consideration of this report.

The costs of producing the Section 19 report have been met from within LCC's Flood Risk Management team's annual revenue budget allocation. Any detailed investigations carried out by this team are met from the same budget.

Capital investment may be required for technical studies and/or permanent improvement projects arising from the detailed investigations. Subject to the findings

of the various relevant RMAs, appropriate funding bids will be made as opportunity arises, to whichever funding sources are most appropriate.

**List of Background Papers**

Paper	Date	Contact/Tel
All flood records held in FRM team files	December 2015 to August 2016	Rachel Crompton/01772-530150

Reason for inclusion in Part II, if appropriate

N/A

**OVERVIEW & SCRUTINY****Sustainable Economic Growth Strategy  
19<sup>th</sup> October 2016****Report of Chief Officer (Regeneration and Planning)****PURPOSE OF REPORT**

This report is to provide Overview and Scrutiny with an opportunity to consider a draft report for Cabinet that outlines a potential framework for the Council's approach to economic growth in the district and proposes how the Council may steer its own economic development and regeneration activities.

**This report is public**

**RECOMMENDATIONS**

**(1) That the Sustainable Economic Growth Strategy report is reviewed by Overview and Scrutiny and comments provided for Cabinet's consideration**

**1.0 Introduction**

1.1 The attached draft report has been developed to provide a strategic framework for economic growth in the district, taking account of known economic factors and consultation with partners and businesses.

**2.0 Details**

2.1 Sustainable Economic Growth is an agreed Council Priority and the attached report outlines the current evidence base, proposed key economic sectors for the district and the way in which the Council can organise and manage its own economic development and regeneration activities. The emerging Combined Authority arrangements provide important context although what this means in practice is not yet entirely clear. The contribution of partner organisations and businesses is crucial to economic growth in the district but the Council's role in establishing conditions for growth is also important.

**3.0 Conclusion**

3.1 The attached draft report and appendices are provided for review by Overview and Scrutiny, prior to consideration by Cabinet. Comments and feedback are requested.



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

No direct impact as a result of this report. Impacts resulting from the proposed approach are covered in the attached report.

**LEGAL IMPLICATIONS**

No direct implications as a result of this report.

**FINANCIAL IMPLICATIONS**

See attached report – no direct implications arising as a result at this stage.

**OTHER RESOURCE IMPLICATIONS**

**Human Resources:**

No direct implications as a result of this report.

**Information Services:**

No direct implications as a result of this report.

**Property:**

No direct implications as a result of this report.

**Open Spaces:**

No direct implications as a result of this report.

**SECTION 151 OFFICER'S COMMENTS**

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

**MONITORING OFFICER'S COMMENTS**

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

**BACKGROUND PAPERS**

**Contact Officer:** Anne Marie Harrison/  
David Lawson

**Telephone:** 01524 582308/ 582331

**E-mail:**

[amharrison@lancaster.gov.uk](mailto:amharrison@lancaster.gov.uk) / [dawson@lancaster.gov.uk](mailto:dawson@lancaster.gov.uk)

**CABINET**

**Sustainable Economic Growth Priorities  
Report of Chief Officer (Regeneration and Planning)**

PURPOSE OF REPORT				
The purpose of this report is to provide Cabinet with an overview of recent evidence relating to the economy of the district and to request that Cabinet confirms priorities for intervention and outline delivery arrangements.				
Key Decision	<input checked="" type="checkbox"/>	Non-Key Decision	<input type="checkbox"/>	Referral from Cabinet Member
Date of notice of forthcoming key decision	"[Click here and type date published]"			
This report is public				

**RECOMMENDATIONS OF Councillor Janice Hanson and Councillor Darren Clifford**

**It is recommended that:**

- (1) Cabinet confirms Sustainable Economic Growth and Stability as a priority for the Council, with the aim of developing a strong and resilient local economy that can secure long term improvement in the standard of living and quality of life in the district.
- (2) Subject to Recommendation 1, the following key sectors are approved as priorities for growth: Knowledge Economy; Energy and Environmental; Port Related Logistics; Visitor Economy; Culture / Arts Economy.
- (3) To deliver growth in key sectors, as identified in Recommendation 2, the following themes are developed as a focus for delivery activities: Place Offer; Employment and Skills; Business Growth; Infrastructure and Assets; .
- (4) Subject to Recommendations 2 and 3, in tandem with the local plan process, the Council develops and agrees an Economic Vision and Strategy to provide clarity on local priorities and an Investment Framework to support their delivery.
- (5) That, subject to annual budget processes and taking into account the impact on current and future resource requirements, officers are requested to actively seek external funding and private sector investment to deliver the Council's Economic Growth priorities and develop income generation opportunities, as a

means of reducing the costs of services where this is reasonable and possible.

### **Introduction**

At its September 2015 meeting, Cabinet approved the approach to be used to confirm the Council's priorities and set its budgets for four years from 2016/17 (*Cabinet, 1<sup>st</sup> September 2015, Minute 27 refers*). This report is to further inform the budget and planning process by providing information on the local economy, including an up to date evidence base, and recommending economic priorities with an outline delivery framework. Bearing in mind current and future pressures on the Council's budgets, the report does not confirm the scale of developments or timescales as these will depend on the level of resources available once budgets are set.

In addition, this report seeks to address the requirement to provide a strategy to deliver the Council's draft Economic Regeneration Vision, as referred to in the Medium Term Financial Strategy (*paragraph 3.2.1 refers*). It will also assist in articulating the overall vision for the future of the district which must underpin the emerging local plan.

It is important to note that discussions regarding a possible Combined Authority for the Lancashire sub region are well underway and, assuming this goes ahead, strategic economic development and regeneration will be strongly considered for inclusion. This would effectively mean that the focus of district Local Authorities in Lancashire would be on those services that can need to be delivered locally. At this stage, however, the potential Combined Authority is still under consideration with further details expected over the coming months.

Given Combined Authority discussions, it is essential the Council can clearly articulate its economic growth and regeneration priorities to enter into any sub regional discussions with a clear view of what it wishes to achieve for the district.

Overall, this report seeks to set the scene for boosting economic growth in the district, rationalising services to achieve savings and efficiencies, as well as additional short term and long term income.

### **Background**

Stimulating economic growth is a national, regional and local priority. As the economy improves, opportunities for economic growth are emerging with the potential for a very positive impact on quality of life and sustainability.

The government, Local Enterprise Partnerships and Local Authorities all play an important role in establishing conditions for economic growth in a range of different ways. Within Local Government, it is the County Council that is responsible for developing an economic strategy. However, the City Council has identified Economic Growth as one of its Corporate Priorities for some years now. The emerging opportunities and the availability of a comprehensive evidence base that identifies growth potential in specific sectors, provide an ideal opportunity to determine how the Council can prioritise and deliver its economic development and regeneration activities to achieve the maximum lasting impact for the district.

The rationale for Local Authorities taking an active role in encouraging economic growth in their localities is clear. Economic growth leads directly to better standards of living and quality of life arising from more and better jobs, higher and more secure

incomes, better access to good housing, education and training, leisure, health and strong public services in a quality environment.

In order to encourage economic growth, many Local Authorities undertake direct delivery of economic development and regeneration activities. However, the role of a Local Authority is distinct from that of the businesses and employers that create wealth. The Local Authority brings a democratic mandate and accountability to act in the interests of citizens of the district and, in addition, it has economic development powers that allow it to undertake economic development and regeneration activities to support the growth of the economy.

Alongside economic development and regeneration, a further important aspect of the Local Authority role is its statutory responsibility to provide and manage a relevant and robust planning framework that supports appropriate development and growth, whilst ensuring that environmental quality is safeguarded and maintained.

Additional benefits for Local Authorities are created by economic growth and these include increased revenues from business rates, New Homes Bonuses, Section 106 Agreements and other schemes such as Community Infrastructure Levies, where these are in place. All of these capture a financial return from economic growth to allow Local Authorities to re-invest in further economic development and regeneration as well as other important public services.

### **Evidence base**

During recent months, the Council has renewed its evidence base and now has a much more detailed understanding of both the local economy and the work of a range of key partners.

The work carried out by Turley Associates, in terms of economic prospects and housing need, provides valuable context whilst increasingly strong relationships with the Chamber of Commerce, the County Council, Further and Higher Education and other partners in the district has allowed the Council to better understand how it can add most value in terms of its own economic role.

Three key pieces of work have now been produced to inform the emerging Local Plan and future economic development and regeneration policy, sitting alongside the LEP (Lancashire Enterprise Partnership) Strategic Economic Plan. In summary these are:

- The Employment Land Review (ELR) - January 2015
- Prospects and Recommendations for Achieving Economic Growth Potential - April 2015.
- A Housing Requirement Study (called a 'Strategic Housing Market Assessment') - July 2015

Between them, these studies provide a demographic and economic evidence base, alongside an appraisal of strengths and weaknesses in the local economy. Combined with emerging opportunities in key sectors, expected availability of land and improving transport infrastructure, these suggest there is the likelihood of steady economic growth in the district during the Local Plan period to 2031, with a corresponding need for labour and skills.

In summary, shrinkage in the labour force as the workforce ages, combined with the expected growth of full time equivalent (fte) jobs needed by employers, result in a significant skills and labour shortfall by the end of the Local Plan period to 2031. Whilst projections do vary, it is clear that both skills shortages and economic opportunities are significant. Further information on the current evidence base is provided at **Appendix A**.

### **Delivery arrangements**

Local Authorities take different approaches to economic development and regeneration in their areas, bearing in mind local needs and opportunities as well as varying levels of resources and funding.

A key feature of current delivery arrangements is joint working with economic partners such as Lancashire County Council, the Chamber of Commerce, Higher and Further Education partners, as well as external funders. In addition, the Council engages directly with the private sector, including developers, to bring forward delivery of many major schemes within the development planning framework. All of these combine to allow more services to be delivered overall with the limited resources available but with the Council using its resources where it can best add value and not where partners are more able to deliver effectively.

The current arrangements have brought a wide range of economic services together, achieved efficiencies and made use of staff expertise and other resources across a range of operations. As a result, services continue to run but inevitably structures are very lean, with many staff in key posts covering a number of a different areas of work.

### **Investment potential**

Investment to support economic growth comes from a range of sources, including developers and private sector businesses, mostly making investments based on market opportunities. These investments lead to employment sites and premises, housing, retail centres and other local facilities and provide market led regeneration that would often not occur otherwise.

The public sector, including government and Local Authorities can also directly intervene to create conditions for growth by investing in transport infrastructure, preparing land for development, providing premises for businesses, where these are needed, and ensuring that businesses have access to finance, skills supply and specialist advice.

External funding is also available from a range of sources including EU funds (with new investment frameworks now emerging), and government funds, which may come directly from government departments or via Local Enterprise Partnerships. Other funds such as Lottery and Arts Council are valuable for specific activities that are often not supported by other funds. Almost all external funding is competitive and has become increasingly so in recent years when funding has been more limited overall. However, bidding opportunities do occur for strong, relevant and deliverable projects and can be extremely valuable as a means of delivering important projects and programmes.

Over many years, the Council has been very successful in achieving high levels of funding and investment from various sources to deliver large scale programmes of work. At present, although there is no agreed Investment Framework to provide a clear, strategic, and agreed approach to investment and external funding, a number of officers have the skills to access external funding and to work with investors on a case by case basis.

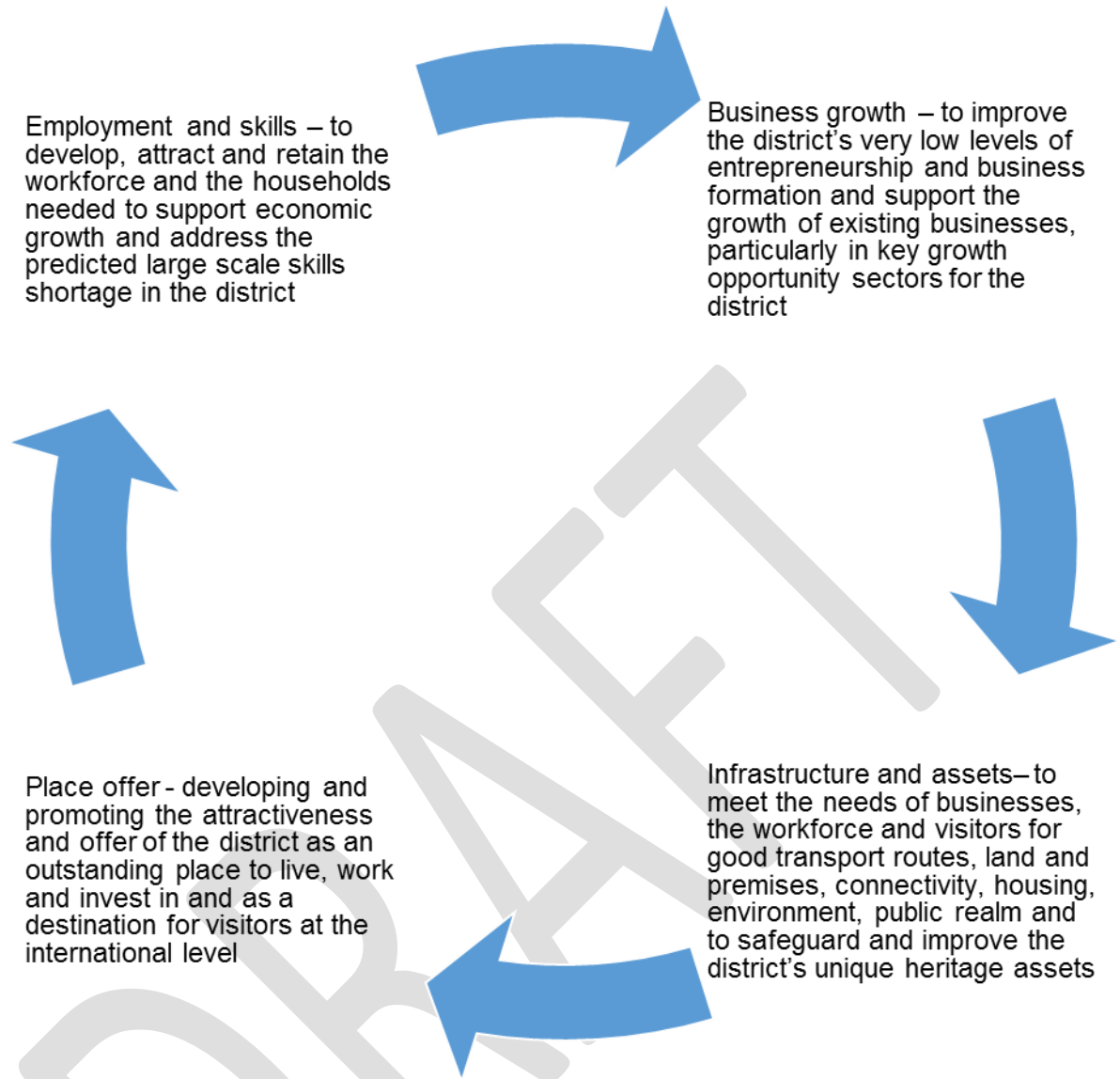
### **Proposal Details**

Based on the opportunities highlighted in the evidence base (see appendix A), the following sectors are recommended as a framework for Economic Growth in the District:

- **Knowledge Economy**
- **Energy and Environmental Sector**
- **Port Related Logistics**
- **Visitor Economy**
- **Arts Economy**

As a means of delivering growth in these key sectors, it is proposed that the Council's activities are revolve around four key themes, although working with partners and investors to secure their commitment and resources:

- **Place Offer**
- **Employment and Skills**
- **Business Growth**
- **Infrastructure and Assets**



**Economic Strategy and Investment Framework**

It is recommended that officers reflect the priorities and principles identified in this report in a high level, district wide Economic Strategy. This document will provide clarity on the Council’s priorities and the outcomes to be achieved and will act as the key reference point for delivery of Council services and programmes of work for the forthcoming period.

External funding and other investments will be essential to deliver the Economic Strategy and it is therefore also recommended that an Investment Framework is developed that will lay out the overall investment and funding requirements and opportunities, acting as a clear statement of intent and clarifying how the Council wishes to pursue delivering its priorities. This allows the Council to engage with funders at the more strategic level, gaining buy in to overall priorities and programmes of delivery.

**Delivery arrangements**

This report proposes that, for the present, delivery of current economic development and regeneration services continues as a basis for achieving economic growth conditions in the district, subject to any changes arising as a result of annual budget processes. A critical part of this role is for the Council to lever in commitment, resources and investment from partners and the private sector and to achieve this it is also recommended that officers are requested to actively seek external funding and investment to support delivery of the Economic Strategy, taking into account current and future resource requirements.

**Appendix B** provides a full breakdown of proposed activities, based on current delivery arrangements. There is an opportunity for Cabinet to propose that officers investigate alternative approaches and resource requirements, if preferred.

**Details of Consultation**

The proposals in this report take account of formal engagement with key economic contacts, as part of the development of the evidence base, as well as informal discussions by officers with a range of partners over the last twelve to eighteen months.

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

	<b>Option 1:</b> Economic Growth priorities and means of delivery are approved as recommended in the report	<b>Option 2:</b> Officers requested to evaluate specific alternative options (to be identified)	<b>Option 3:</b> Do Nothing – The current Corporate Plan provides the high level framework for Economic Growth
Advantages	<p>Recommended priorities will signify a clear way forward for targeted growth of the local economy and the development of a clear Economic Growth Strategy for the district.</p> <p>Work can commence to gain external commitment, delivery resources and investment.</p> <p>Allows officers to commence work to review and plan effective use of Council resources based on agreed areas of work.</p> <p>Recommendations are founded on a detailed current evidence base</p>	<p>Opportunity to consider if additional potential options for economic growth have not been captured in the work to date.</p>	<p>The Corporate Plan is immediately available.</p>



	<p>and consultation with partners and employers.</p> <p>The Council is ready to respond to opportunities that support delivery plans, as they arise.</p>		
Disadvantages	<p>Existing resources are required to deliver the proposed activities, therefore there is no opportunity for achieving further savings at the present time.</p>	<p>Council's approach will remain less clear for a further period of time.</p> <p>External commitment, resources and investment less likely as plans are clear and agreed.</p> <p>Work to review and plan Council resources cannot commence for the present.</p> <p>Further investment may be needed to extend the evidence base to include any new potential priorities.</p>	<p>There would be no Economic Growth Strategy for the district to bring delivery partners and funders together around economic priorities.</p> <p>The Corporate Plan expresses the Council's priorities but cannot act as an agreed, district wide strategy.</p> <p>Attracting investment into the district to deliver economic growth priorities will require an agreed overall approach and detailed evidence base, which the Corporate plan is not designed to do.</p>
Risks	<p>No specific risks identified as a result of agreeing priorities. However, delivery is dependent on both Council and partner resources as well as investment from a range of sources.</p>	<p>Potential to delay progress in key areas of activity</p>	<p>Potential lost opportunity to gain district wide consensus on priorities and to lever in additional investment.</p>

**6.0 Officer Preferred Option (and comments)**

6.1 The officer preferred option is Option 1, which will provide clarity and direction regarding the Council's approach to Economic Growth and its economic development and regeneration activities. Option 1 will also provide a framework to act as a focus for identifying and developing opportunities to secure the additional investment required for delivery.

**7.0 Conclusion**

- 7.1 At this point in time, the Council now has the benefit of a more detailed evidence base than has been available for some years, as well as strong external relationships with a range of partners, providing the opportunity to reflect on the changing demography and economy in the district. The recommendations included in this report provide a means by which the Council can take a leadership role around a district wide approach to achieving economic growth potential. This is an essential basis on which to agree priorities, manage delivery and achieve significant investment into the district for the medium term future, whilst allowing for adaptation to changes and developments as they emerge.

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**RELATIONSHIP TO POLICY FRAMEWORK**

The policy context for establishing these priorities is the Lancashire Enterprise Partnership's Strategic Economic Plan (which includes a number of Lancaster projects) and the Council's current Corporate Plan and recently agreed priorities.

**CONCLUSION OF IMPACT ASSESSMENT**

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

The Council's approach to economic growth will affect the local economy, jobs, land and premises, facilities and amenities and quality of life in the district in the long term and, as such, will impact on businesses, citizens and visitors. This report establishes key principles but the impact of specific activities will be considered as part of the Council's normal decision making processes, as required.

**LEGAL IMPLICATIONS**

None as a direct result of this report

**FINANCIAL IMPLICATIONS**

None as a direct result of this report

**OTHER RESOURCE IMPLICATIONS**

**Human Resources:**

None as a direct result of this report

**Information Services:**

None as a direct result of this report

**Property:**

None as a direct result of this report

**Open Spaces:**

None as a direct result of this report

**SECTION 151 OFFICER'S COMMENTS**

Section 151 insert comments here prior to Management Team

**MONITORING OFFICER'S COMMENTS**

Monitoring Officer insert comments here prior to Management Team

**BACKGROUND PAPERS**

Employment Land Review – Turley Associates, January 2015

**Contact Officer:** Anne Marie Harrison/  
David Lawson

**Telephone:** 01524 582308/ 582331

Prospects and Recommendations for  
Economic Growth – Turley Associates, April  
2015

E-mail: [amharrison@lancaster.gov.uk](mailto:amharrison@lancaster.gov.uk)  
[dlawson@lancaster.gov.uk](mailto:dlawson@lancaster.gov.uk)

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## Recent evidence base

Turley Associates have been commissioned to bring the Council's evidence base up to date to inform the emerging Local Plan and future economic development and regeneration policy. The three key elements are:

- A Housing Requirement Study (called a 'Strategic Housing Market Assessment') due in July 2015;
- The Employment Land review, published in January 2015; and
- A report on the Prospects and Recommendations for Achieving Economic Growth Potential published in April 2015.

### Strategic Housing Market Assessment (July 2015)

In its Local Plan, the Council must identify the District's future housing needs and identify sufficient land to meet this need. The Strategic Housing Market Assessment (SHMA) is the evidence base which underpins this process.

The Council re-commissioned Turley Associates to re-visit the SHMA work in spring 2015 following the publication of new household projections and economic evidence prepared in the Employment Land Review (both of which influence the levels of new housing required). This was presented to Members in July 2015.

The SHMA remains a draft and will not be formally published until the end of September (anticipated to be the 22nd September). As a result there may still be some amendments required to the content of the assessment. However, at the point of writing this report the SHMA suggests that there is a need to support job growth of between 6,848 and 7,645 jobs over the plan period up to 2031.

### Employment Land Review and Strategy for Economic Growth (January / April 2015)

The Employment Land Review and Turley's advice document, Prospects and Recommendations for Achieving Economic Potential, describe the district's current economic position and highlight key strengths and weaknesses which need to be addressed.

Whilst the population of the district, is forecasted to increase by 5% from 139,000 currently to 146,000 by 2031, this masks a backdrop of a decreasing working age population which is expected to reduce from 81,000 to 76,000 by 2031.

In addition, the district relies heavily on public sector employment and has one of the lowest rates of business formation in the UK. However, although the levels of entrepreneurship is low, evidence also suggests that those new businesses that do start up in the district have a higher than average chance of survival beyond the short-term. This suggests that the district provides a positive environment for new business development.

Whilst there are clear challenges and issues associated with a decreasing working age population and skills shortages, the District benefits from multiple economic drivers which generate jobs, create investment and deliver benefits to a range of businesses within the locality. These drivers include the Port of Heysham, Lancaster University and Heysham Nuclear Power Station.

These economic drivers, coupled with the district's strategic location on the M6 motorway and in close proximity to the Lake District and Yorkshire Dales National Parks means that opportunities for maintaining and growing the local economy is a real prospect.

A key element of the Employment Land Review was to provide forecasts on the levels of job growth which could be delivered in the district, subject to favourable conditions being put in place to encourage economic growth. Such favourable conditions include sufficient land and

premises, better infrastructure (such as improvements to the transport network) and the delivery of new housing to accommodate workers.

The forecasting, undertaken by Experian, suggested that with favourable conditions for economic growth, a total of 10,400 new FTE jobs could be delivered by 2031. Much of this growth is anticipated to take place in the Transport and Storage Sector, Wholesale and Retail, Professional and Private Services, Education and Health and Construction Sector.

If this growth did not take place to the level predicted within the district, significant growth is already occurring on the other side of Morecambe Bay in areas of low population growth. It is anticipated that this will attract workers from the district into well paid jobs in other locations whilst local intelligence from the Chamber of Commerce suggests that businesses in the district are already identifying local skills shortages.

*Prospects and Recommendations for achieving Economic Potential (April 2015)*

The Strategy for Achieving Economic Growth sets out a number of clear strengths which need to be capitalised upon in order to maximise investment in the future. These key strengths include:

- **The City of Lancaster** is situated in a strategic location, on the M6 and West Coast Mainline which has a historic legacy of being an important commercial, cultural and educational centre. The City Centre already draws in significant economic activity which could be strengthened further via closer links to centres of Higher Education, securing its role as a sub-regional retail centre and promoting & enhancing the city's historic assets – in particular Lancaster Castle. Opportunities to improve the economic potential for the City Centre could be directed through the preparation of an action plan / vision which sets out future priorities for improvement.
- **The Port of Heysham** is perhaps the district's most important infrastructure asset, acting as a 24 hour transport gateway between the North of England and Ireland / Isle of Man via the Irish Sea for both to passenger and freight cargo. The construction of the M6 / Heysham Link Road represents a significant opportunity to increase the levels of freight through-put and increase the role and function of the port.
- **The District's role as a leading energy centre** is as equally important to the Port of Heysham and the wider South Heysham area. Significant energy developments have already taken place in the South Heysham area and out in the Irish Sea which provides the opportunity to establish the Heysham area as a leading centre for energy generation, service and supply.
- **The District's role as a centre for academic excellence** can be significantly enhanced by supporting sustainable and appropriate growth at both leading universities (Lancaster University and the University of Cumbria) and the district's leading 6<sup>th</sup> form college (Lancaster and Morecambe College). Opportunities should also be taken to improve linkages between higher education establishments and local businesses to address local skills gaps and ensure that the working population have the right skills to match the job opportunities in the locality. Closer working relationship and sustainable growth will not only result in direct job creation but also offer the opportunity for the district to address the skills shortages and declining work-age population which has already been described in this report.
- **New Connections and Infrastructure** will certainly be improved by the opening of Heysham / M6 Link Road which will deliver significant accessibility improvements and enhance the commercial appeal of a range of employment sites in the South Heysham area. Whilst these benefits are significant continued investment in transport infrastructure will be required to realise greater economic benefits – in particular

addressing congestion issues in Lancaster City Centre. It is expected that in delivering the improvement packages suggested in the Highways and Transport Masterplan for Lancaster District will greatly assist in delivering such benefits.

The Turley's economic work highlights the strengths, weaknesses and opportunities in addressing economic growth in Lancaster District over the coming years, identifying areas which need to be addressed and highlighting the district's unique economic assets, which require careful consideration when preparing economic growth priorities in the future.

<b>Economic Development and Regeneration Delivery</b>				
<b>Programme</b>	<b>Projects and supporting activities</b>	<b>Description</b>	<b>Economic Sector and Growth Theme</b>	<b>Purpose and Outcomes</b>
M6 Link Gateway to Growth	Major development schemes	Provide a framework for investment in major schemes in the district linked to the M6 Link and A6 major transport routes: <ul style="list-style-type: none"> <li>- Innovation Campus at Lancaster University</li> <li>- Heysham Gateway</li> <li>- White Lund</li> <li>- Caton Road</li> <li>- Potential Enterprise Zone and Special Planning Zone</li> </ul>	<b>Port Related Logistics</b> <b>Knowledge Economy</b> <b>Energy and Environmental</b>  Infrastructure and Assets Employment and Skills Business Growth	Growth of jobs in priority sectors, increased GVA (Gross Value Added)
Lancaster Heritage City	Major development schemes	Working with developers and other private sector businesses to encourage and provide a framework for investment in major schemes in the district, including: <ul style="list-style-type: none"> <li>- Canal Corridor North</li> <li>- Beyond the Castle heritage site in Lancaster</li> </ul>	<b>Visitor Economy</b> <b>Knowledge Economy (via links with Universities)</b>  Infrastructure and Assets Place Offer Employment and Skills Business Growth	Growth of jobs in priority sectors, jobs supported, attractiveness of the district as a place to live, work and visit, quality of life, visitor numbers, visitor spend
	Destination management	Development and promotion of the Lancaster and the Lune Valley offer for visitors at local, national and international level.	<b>Visitor Economy</b> <b>Arts Economy (and supports other sectors)</b>  Place Offer Business Growth Employment and Skills	Increased visitor numbers, economic impact and jobs supported



	Public realm and street improvements	Delivering public realm, town centre and seafront premises improvements, including Square Routes	<b>Visitor Economy (and supports other sectors through Quality of Life offer)</b>  Infrastructure and Assets Business Growth Place Offer	Attractiveness of the district as a place to live, work and visit, visitor numbers, visitor spend, quality of life
	Festivals and Events	Deliver Light Up Lancaster with partners, support for the delivery of additional events by partners	<b>Arts Economy Visitor Economy (and supports other sectors through Quality of Life offer)</b>  Place Offer Business Growth	Visitor numbers, visitor spend, attractiveness of the district as a place to live, work and visit, quality of life
	Storey	Manage an arts and events programme in the Storey	<b>Arts Economy Visitor Economy (and supports other sectors through Quality of Life offer)</b>  Place Offer Business Growth	Income generated, footfall, visitor numbers, visitor spend, attractiveness of the district as a place to live, work and visit, quality of life
	Museums	Working with Lancashire County Council to ensure effective delivery and development of the Council's museums and collections	<b>Arts Economy Visitor Economy (and supports other sectors through Quality of Life offer)</b>  Place Offer Employment and Skills Business Growth	Visitor numbers, visitor spend, attractiveness of the district as a place to live, work and visit, quality of life

	Development of retail centre	Supporting the development and management of Business Improvement Districts (BID)	<p><b>Visitor Economy</b>  <b>Arts Economy</b>  <b>(and supports other sectors through Quality of Life offer)</b></p> <p>Business Growth  Employment and Skills  Place Offer</p>	Economic impact; visitor numbers and spend; growth of retail and other urban centre businesses; jobs supported
Morecambe and the Bay	Major development schemes	Working with developers and other private sector businesses to encourage and provide a framework for investment in major schemes in the district, including: <ul style="list-style-type: none"> <li>- Morecambe Area Action Plan</li> <li>- Heysham Gateway</li> </ul>	<p><b>Port Related Logistics</b>  <b>Knowledge Economy</b>  <b>Energy and Environmental</b>  <b>Visitor Economy</b>  <b>Arts Economy</b></p> <p>Infrastructure and Assets  Employment and Skills  Business Growth  Place Offer</p>	Growth of jobs in priority sectors, jobs supported, attractiveness of the district as a place to live, work and visit, quality of life, visitor numbers, visitor spend
	Housing Regeneration	Completion of existing major housing schemes at Chatsworth Gardens and Bold Street; coordination and planning for pipeline schemes under development.	<p><b>Supports all sectors through Quality of Life</b></p> <p>Infrastructure and Assets  Place Offer</p>	Housing improvements, public realm improvements, attractiveness of the district as a place to live, quality of life
	Visitor economy and destination management	Development and promotion of the district's offer for visitors at local, national and international level.	<p><b>Visitor Economy</b>  <b>Arts Economy</b>  <b>(and supports other sectors through Quality of Life)</b></p> <p>Place Offer  Business Growth  Employment and Skills</p>	Increased visitor numbers, economic impact and jobs supported

	Visitor Information Centres (VIC)	Providing face to face and digital information to visitors in Lancaster and Morecambe on local tourism offer; managing bookings for travel, accommodation and other venues; retail sales	<b>Visitor Economy</b> <b>Arts Economy</b>  Business Growth Employment and Skills Place Offer	Visitor numbers and spend; growth of tourism businesses; jobs supported; income via retail sales
	Public realm and street improvements	Delivering public realm, town centre and seafront premises improvements, including <ul style="list-style-type: none"> <li>- Morecambe Townscape Heritage Initiative</li> <li>- Promenade improvements</li> </ul>	<b>Supports all sectors through Quality of Life</b>  Infrastructure and Assets Employment and Skills Business Growth Place Offer	Attractiveness of the district as a place to live, work and visit, visitor numbers, visitor spend, quality of life
	Festivals and Events	Deliver the Vintage Festival with partners, support for the delivery of additional events by partners	<b>Visitor Economy</b> <b>Arts Economy</b> <b>(and supports other sectors through Quality of Life)</b>  Place Offer Business Growth Employment and Skills	Visitor numbers, visitor spend, attractiveness of the district as a place to live, work and visit, quality of life
	Platform	Management of the Platform in Morecambe as a venue for performances, events and festivals	<b>Visitor Economy</b> <b>Arts Economy</b> <b>(and supports all sectors through Quality of Life)</b>  Place Offer, Business Growth, Employment and Skills	Visitor numbers, visitor spend, attractiveness of the district as a place to live, work and visit, quality of life

	Development of retail centre	Supporting the development and management of Business Improvement Districts (BID) and the Portas Pilot	<b>Visitor Economy (and supports all sectors through Quality of Life)</b>  Business Growth, Employment and Skills, Place Offer	Economic impact; visitor numbers and spend; growth of retail and other urban centre businesses; jobs supported
	Arnsdale and Silverdale Area of Outstanding Natural Beauty (AONB)	Arnsdale and Silverdale and Trough of Bowland AONB's - Statutory land management, conservation and protection, as well as visitor destination management and promotion.	<b>Visitor Economy (and supports all sectors through Quality of Life)</b>  Business Growth, Employment and Skills, Place Offer	Attractiveness of the district as a place to live, work and visit, visitor numbers, visitor spend, quality of life
Cross cutting activities	Transport infrastructure	Working with Lancashire County Council to develop a transport strategy and masterplan for the district	<b>All sectors</b>  Infrastructure and Assets, Employment and Skills, Business Growth, Place Offer	Growth of businesses in priority sectors; jobs supported;
	Flood defences	Improving flood defences to protect coastal areas	<b>All sectors</b>  Infrastructure and Assets Place Offer	Businesses and communities safeguarded, new developments supported
	Skills and Labour supply	Working with partners to ensure a long term strategy and actions are developed to address to district's anticipated large scale skills and labour supply issues	<b>All sectors</b>  Employment and Skills Business Growth Place Offer	Growth of businesses in priority sectors; jobs supported; improvement in average skill levels; attractiveness of the district as a place to live and work
	Business support and access to finance schemes	Monitoring and evaluating sub regional business support and access to finance schemes and ensuring accessibility and businesses awareness	<b>All sectors</b>  Business Growth Employment and Skills	Growth of businesses in priority sectors, business resilience

	Arts	Support for growth in the Arts and Creative industries across the district through direct investment in arts delivery and support for arts development	<b>Arts Economy Visitor Economy (and supports all sectors through Quality of Life)</b>  Place Offer Business Growth Employment and Skills	Economic impact; visitor numbers; growth of arts and creative industries businesses, jobs supported; attractiveness of the district as a place to live and work
	Apprenticeships	Scheme to develop local labour supply and apprenticeships in the construction industry as part of the planning and development framework	<b>All sectors</b>  Employment and Skills	Jobs supported, skills and labour supply
	External funding/ investment	Achieve maximum levels of investment and funding to support the delivery of Economic Growth priorities	<b>All sectors</b>  Employment and Skills Business Growth Infrastructure and Assets Place Offer	Programmes and projects delivered to achieve economic outcomes
	Business development / income generation	Increase income generation across a range of existing services and develop new opportunities to secure income for the Council	<b>All sectors (by supporting delivery of services)</b>	Net cost of services reduced

**OVERVIEW AND SCRUTINY COMMITTEE**

**Work Programme Report**

**19<sup>th</sup> October 2016**

**Report of the Chief Executive**

**PURPOSE OF REPORT**

To provide Members with an update of the Committee’s Work Programme.

**This report is public.**

**RECOMMENDATIONS**

- (1) That Members note the Work Programme, as detailed in Appendix A to the report and the updates set out below.

**1. Introduction**

Members are requested to consider the Work Programme attached at Appendix A that has been updated taking into account the decisions made at the September meeting.

**2. Update**

Leader of the Council

As the October meeting of the Committee has quite a large agenda, the Chairman has agreed to postpone discussions with the Leader of the Council. The Leader has been invited to attend the meeting of the Committee on 21<sup>st</sup> December 2016.

**SECTION 151 OFFICER’S COMMENTS**

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

**MONITORING OFFICER’S COMMENTS**

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

**BACKGROUND PAPERS**

None.

**Contact Officer:** Jenny Kay  
**Telephone:** 01524 582065  
**E-mail:** jkay@lancaster.gov.uk

**OVERVIEW AND SCRUTINY WORK PROGRAMME 2016/17**

<b><u>Matter for Consideration</u></b>	<b><u>Detail</u></b>	<b><u>Comments/Expected Date of Meeting</u></b>	<b><u>Officer Responsible /External</u></b>
Update on Policies and Procedures in place for dealing with Major Flooding Incidents.	<p>That any major flooding works be reported to the Overview and Scrutiny Committee.</p> <p>That an update be provided for the Committee in 6 months' time.</p> <p>(Min 84 refers - 20<sup>th</sup> April 2016).</p> <p><b>Note:</b> All Members of Council to be invited to attend.</p>	October 2016.	<p>Chief Officers (Heath &amp; Housing), (Environment) and (Regeneration &amp; Planning).</p> <p>Relevant Cabinet Members and Agencies.</p>
Heysham Gateway.	<p>Invite Sea Truck, Chamber and Port of Heysham representatives.</p> <p><b>Note:</b> All Members of Council to be invited to attend.</p>	October 2016.	Chief Officer (Regeneration & Planning).
Lancashire County Council's Pre-Scrutiny process.	<p>The Chairman and Vice-Chairman to view webcast of previous meeting and then to attend a meeting of the County Council's Scrutiny Committee and report back on the process.</p> <p>(Min 9 refers – 21<sup>st</sup> September 2016).</p>	Chairman and Pre-Scrutiny Champion to report back to Committee.	Chief Executive.
Update on the Council's Energy Strategy.	<p>That any Cabinet reports regarding the Energy Strategy and Action Plan would be considered by the Overview and Scrutiny Committee.</p> <p>That an update be provided at the March 2016 meeting of the Committee.</p> <p>(Min 56 - 25<sup>th</sup> February 2015 &amp; Min 21 - 9<sup>th</sup> September 2015 refers).</p>	November 2016.	Chief Officer (Environment).
Community Safety Partnership.	<p>Annual meeting to consider Community Safety issues.</p> <p><b>Note:</b> The Committee undertakes the functions of the Council's crime and disorder committee for the purposes of Section 19 of the Police and Justice Act 2006, including</p>	November 2016.	<p>Chief Officer (Environment).</p> <p>Invite new Chief Inspector and the relevant Cabinet Member with responsibility.</p>

	CCfA relating to crime and disorder matters.		Invite all Councillors to attend.
Review of Measures taken to counter Racism, Xenophobia and Hate Crime.	Referral from Council.	November 2016.	Chief Officer (Environment).  Invite new Chief Inspector & relevant Cabinet Member with responsibility.  Invite all Councillors to attend.
Constitutional issues regarding Overview and Scrutiny Members viewing draft reports, as part of the pre-decision scrutiny process.	That Officers be requested to provide the Committee with details of decisions that are to be taken in the forthcoming year where scrutiny could review and options be investigated prior to the decision being made.  That the constitutional issues regarding Overview and Scrutiny Members viewing draft reports, as part of the pre-decision scrutiny process, be reported back to the meeting.  (Min 72 refers - 6th April 2016).	November/December 2016.	Chief Executive.
Update on the Peer Review.	That an update be provided in 6 months' times and that this be added to the Committee's Work Programme.  ( <b>Note:</b> Action from the LGA Peer Review Action Plan - Min 72 refers - 6th April 2016).	February 2017.	Chief Executive.
Discussion Paper on Property Strategy.	A review of the Council's Corporate Property Strategy has been underway for some time, focusing on disposal aspects amongst others. Given some of the issues that arose during the call-in on St. Leonard's House, Officers suggested that this topic may be suitable for some pre-decision scrutiny from the Committee.  (Min 4 refers - 8 <sup>th</sup> June 2016).	TBA.	Chief Officer (Resources).
Promoting the Local Economy.	Raised as a Cllr suggestion, consideration of report prior to Cabinet (Min 15 refers - 8 <sup>th</sup> July 2015).	TBA.	Chief Officer (Regeneration and Planning) and Morecambe BID.



	That Morecambe BID be invited to attend a future meeting to discuss promoting the Local Economy. (Min 4 refers - 8 <sup>th</sup> June 2016).		
Licensing Scheme for Private Sector Rented Properties.	Raised as a Cllr suggestion, the Committee to consider report prior to Cabinet.  (Min 15 refers – 8 <sup>th</sup> July 2015).	TBA.	Chief Officer (Health and Housing).
Annual consideration of Older People's Issues (inviting Age UK and other relevant agencies).	That Overview and Scrutiny Committee be requested to include Older People's issues in their Work Programme on an annual basis.  Invite Cabinet Member with Responsibility to a future meeting to discuss.	TBA.	External organisations.  Invite Cabinet Member with Responsibility.
Update report on Health Scrutiny.	That a further update be provided to the Committee in due course (on "Better Care Together"). (Min 9 refers – 8 <sup>th</sup> July 2015).  <b>Note:</b> OSC given permission by CBC to undertake preparatory work in response to the consultation, with the final response to be considered by CBC, in line with the standard procedure, if and when appropriate to do so. (CBC Min 8 – 27 <sup>th</sup> June 2013 refers).	TBA when appropriate.	Clinical Commissioning Group.  Invite all City Council's incl. representative on the County Council's Health Scrutiny Committee.
Fly Grazing	Look at best practice and request more information. (Min 9 refers – 21st September 2016).	TBA	Chief Officer (Environment).
Councillors Skills and Information.		TBA	TBA
Caravans and Mobile Home parking on Morecambe Promenade overnight.	Request update from Lancashire County Council including the issue of cars for sale on Morecambe Promenade. To consider partnership working and possible use of any appropriate byelaws and confiscation of vehicle orders. (Min 9 refers – 21st September 2016).	TBA	

Pot Holes in the District.	Request details of the Pot Hole Strategy from Lancashire County Council. (Min 9 refers – 21st September 2016).	TBA	
Fly Tipping.	Invite Lancashire County Council to attend a future meeting to discuss, including the introduction of the Permit Scheme at Recycling Centres. (Min 9 refers – 21st September 2016).	TBA	
Air Quality Control.	Request a presentation on Air Quality in the district taking into account the impact of the Heysham Gateway.  (Min 9 refers – 21st September 2016).	TBA	Chief Officer (Health & Housing)
Locality Working.	Update be requested from Lancashire County Council on the future of the 3 Tier Forum and locality working between the County Council, City Council and Town/Parishes.  (Min 13 refers – 21st September 2016).		

### Briefing Notes

<u>Matter for Consideration</u>	<u>Comments &amp; Date Requested</u>	<u>Officer Responsible</u>	<u>Date Circulated</u>
Implications of 2015/16 Housing and Planning Bill on Enforcement for Private Sector Landlords.	Min 63 refers - 27 <sup>th</sup> January 2016.	Chief Officer (Health and Housing).	4 <sup>th</sup> July 2016.
Fly Tipping – Increase since the introduction of charges at Recycling Centres.	Min 54 refers - 9 <sup>th</sup> December 2015.	Chief Officers (Environment)/ (Health and Housing).	
Derelict and Unsightly Buildings.  To include: <ul style="list-style-type: none"> <li>• Regent Road/Yorkshire Street, Morecambe burnt down property</li> <li>• Bailrigg Lane, Lancaster</li> <li>• Megazone, Morecambe</li> </ul>	Action from Work Programme report - requested by a Cllr. To consider the issue of derelict and unsightly buildings, in particular, whether Members would want to do some work and try and work out a satisfactory outcome for residents who are negatively impacted by this problem.	Chief Officer (Regeneration & Planning).	

<ul style="list-style-type: none"> <li>• Shop on the corner of Peddar Street &amp; Morecambe Promenade</li> <li>• Land opposite Pizza Hut, Lancaster.</li> </ul>	<p>A Briefing Note on the issue of derelict and unsightly buildings - Min 63 refers - 27<sup>th</sup> January 2016.</p>		
<p>Influencing Educators to develop skills for the district for the future.</p>	<p>Action from LGA Peer Review Action Plan - That more information be provided for the Committee on this issue - Min 72 refers - 6<sup>th</sup> April 2016.</p>	<p>Chief Officer (Regeneration &amp; Planning).</p>	
<p>Timescale for Risk Management.</p>	<p>Action from LGA Peer Review Action Plan – That a timescale on this piece of work be provided for the Committee - Min 72 refers - 6<sup>th</sup> April 2016.</p>	<p>Chief Officer (Resources).</p>	
<p>The Council's approach to digitalisation - Council's plans, obstacles and how the Council would ensure it took place.</p>	<p>Action from LGA Peer Review Action Plan – That the Council's approach to digitalisation be requested to include the Council's plans regarding digitalisation, what the obstacles are and how the Council ensures this takes place - Min 72 refers - 6<sup>th</sup> April 2016.</p>	<p>Chief Officer (Resources).</p>	

**Task Groups**

<b><u>Task Group Topic</u></b>	<b><u>Date</u></b>	<b><u>Progress</u></b>
<p>Late Night Economy in the Lancaster District Informal Task Group.</p>	<p>December 2015. (Min 54 refers).</p>	<p>Last meeting is being arranged.</p>
<p>Resilience Commission Informal Task Group.</p>	<p>April 2016. (Min 84 refers).</p>	<p>2 meetings held.</p>
<p>Voluntary, Community and Faith Sector Commissioning.</p>	<p>September 2016 (Min 9 refers).</p>	<p>To be scoped and reported to the December 2016 meeting</p>