

A Local Plan for Lancaster District 2011-2031

Part Two: Review of the Development Management DPD

Full Council December 2016



LANCASTER
CITY COUNCIL

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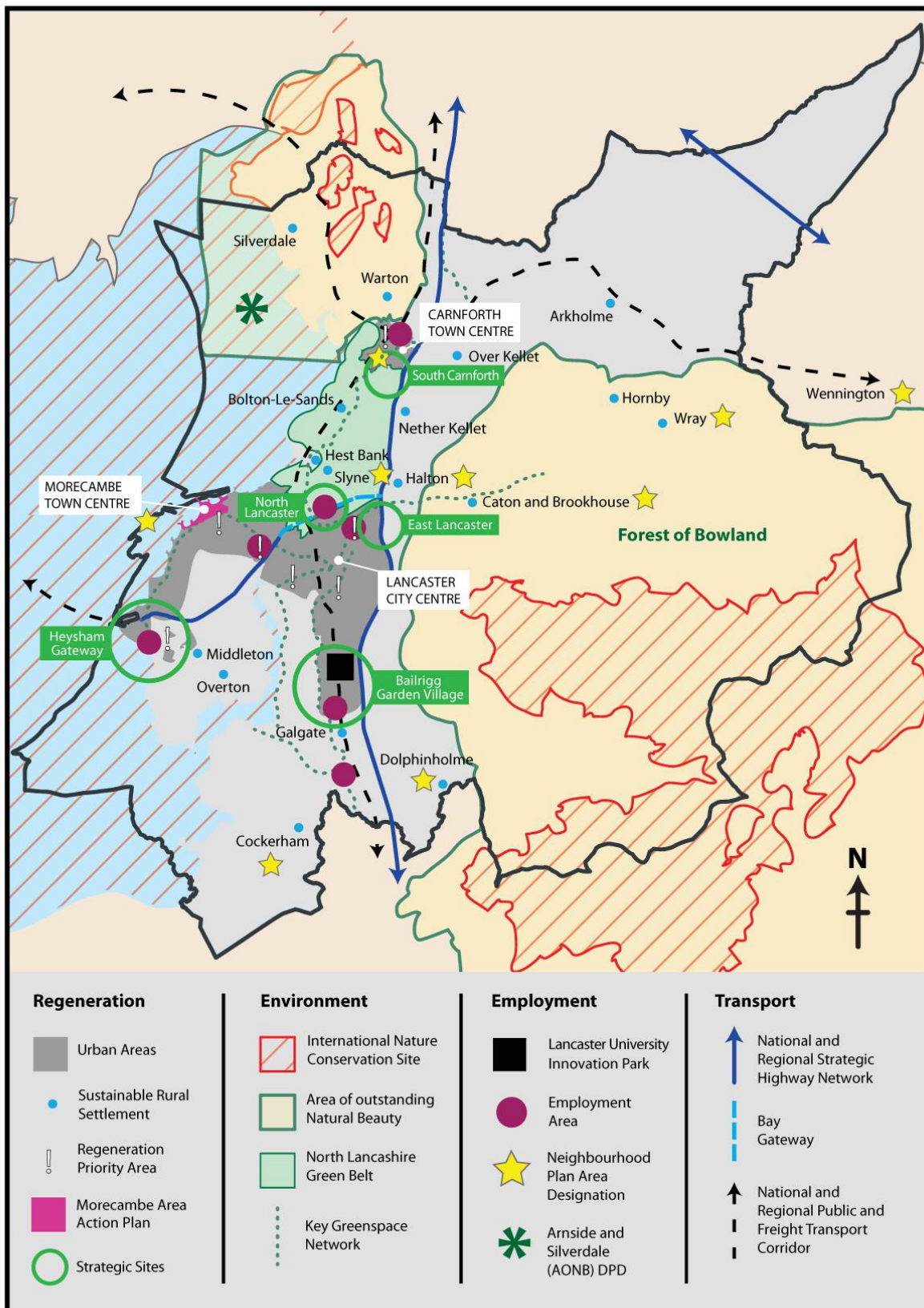
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KEY DIAGRAM



1. Introduction

Background

- 1.1 The Local Plan for Lancaster District provides a new planning framework for the area. The preparation of this Development Management Development Plan Document (DPD), along with other key documents including the Land Allocations DPD, Arnside and Silverdale AONB DPD¹ and Morecambe Area Action Plan DPD² will form the new local development plan for Lancaster District for the period 2011 – 2031.
- 1.2 In March 2012 the National Planning Policy Framework (NPPF)³ was published, which replaced the guidance in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG) and Planning Policy Guidance Notes (PPG). The aim of the NPPF is to provide a more concise and understandable approach to the planning system and to deliver sustainable development growth.
- 1.3 In light of the publication of the NPPF the Council has prepared a new local development plan which includes the following elements: Land Allocations DPD, Development Management DPD, Morecambe Area Action Plan DPD and an Arnside and Silverdale AONB DPD. These DPDs will also be accompanied by a Community Infrastructure Levy Charging Schedule DPD. It is the intention that these documents will form the new development plan for Lancaster District.
- 1.4 The City Council have already made progress in the preparation of a local development plan for the district, with the adoption of a Development Management DPD and Morecambe Area Action Plan DPD in December 2014.
- 1.5 This document represents the Second Edition of the Development Management DPD and will seek to review and update policy where necessary and add further policy approaches where it is felt appropriate to do so or where new policy supplements policy and allocation within other development plan documents – in particular the Land Allocations DPD.

2. The Local Plan for Lancaster District 2011 – 2031

- 2.1 The Local Plan for Lancaster District 2011 – 2031 will comprise a number of documents. The Development Management DPD will set out the generic policies which will be used by both Development Management Officers and Planning Committee to determine planning applications. The Land Allocations DPD will identify land to meet future development needs and land which should be protected for a specific environmental, economic or social value. These two documents represent the key strands of the new development plan for the district.
- 2.2 The Development Management DPD and Land Allocations DPD are accompanied by a suite of further DPDs which are essential to the success of the development plan. The Morecambe AAP DPD will identify strategic interventions which will assist in the ongoing regeneration of the town centre. The Arnside and Silverdale AONB DPD will allocate land to meet development needs within the

¹ <http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

² <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

³ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

defined AONB area and provide bespoke development management policies for this locality, this DPD is being prepared jointly by Lancaster City Council and South Lakeland District Council.

- 2.3 Upon the adoption of the Land Allocations DPD and the updated Development Management DPD the City Council will withdraw the Lancaster District Core Strategy (2008)⁴, the remaining Saved Spatial Policies in the Lancaster District Council Local Plan (2008)⁵ and the First Edition of the Development Management DPD (2014)⁶ as material planning considerations. From that point planning decisions will rely on the new 'Local Plan for Lancaster District 2011 – 2031.
- 2.4 Until this adoption process is completed the Lancaster District Core Strategy will remain the strategic basis for planning decisions and the allocations found in the Saved Version of the Lancaster District Local Plan 1996 – 2016 remain pertinent.
- 2.5 For more information on the progress of plan preparation, or more details how existing documents will be superseded, then visit the Council's website at www.lancaster.gov.uk/planningpolicy.

3. Objectives of the Development Management DPD

- 3.1 The Development Management DPD provide detailed policy guidance on a range of planning matters, whether they are environmental, social or economic and will be a material consideration in the determination of planning applications. This DPD will be applicable to any location in the district and any type of development proposed (unless other policies within the local development plan indicate otherwise).
- 3.2 The policies within the Development Management DPD reflect national planning policy and are in accordance with the guidance set out in both the NPPF and National Planning Practice Guidance (PPG)⁷. The aim of this DPD (along with all documents making up the local development plan) is to interpret the approach of national policy and apply it to local circumstances. Policies within this DPD also make use of a range of other related strategies, policies or programmes which will influence future planning decisions.

Objectives for the Development Management DPD

- 3.3 The objectives of the Development Management DPD were first set out within the First Edition adopted in 2014, following their re-appraisal it is still felt that they remain relevant and that the principles of all development should seek to achieve the objectives set out in Table 1 below.

1	That development makes an overall positive contribution to the delivery of sustainable communities, the economy and the environment.
2	That development contributes to the needs of local communities and delivers sustainable development.

⁴ <http://www.lancaster.gov.uk/planning/planning-policy/core-strategy>

⁵ <http://www.lancaster.gov.uk/planning/planning-policy/lancaster-district-local-plan>

⁶ <http://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd>

⁷ <http://planningguidance.communities.gov.uk/>

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That development is well designed, sympathetic to the natural and built environment and is planned and constructed in a sustainable manner.

Table 1: Development Management DPD Objectives (Lancaster City Council)

- 3.4 The DPD objectives which are set out above will be delivered through the appropriate application of the policies contained within this document and will assist in the delivery of sustainable development, which is one of the cornerstones of national planning policy. The success of the policies within the document will be measured via regular monitoring through the Annual Monitoring Report (AMR)⁸ which identifies a series of target and indicators which will be used to measure the effectiveness of policy implementation.

Economic Vision for the Development Management DPD

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

Economic Vision

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

- 3.7 The planning system must act as a balance between the needs of the economy and the protection of the environment, which do not always go hand-in-hand. The economic policies contained within the Development Management DPD aim to appropriately balance these sometimes competing issues and ensure that opportunities for investment and growth are secured whilst protecting the unique character of the land and communities found in the district.

Environmental Vision for the Development Management DPD

- 3.8 Along with the people who live and work in the district, the area's unique and beautiful natural and historic environment which helps in defining its sense of plan and individuality from other areas within the region.
- 3.9 The district benefits from a range and diversity in landscapes and townscapes which identify a rich cultural history and a diverse historic environment. There are also a number of areas which are designated for their environment importance, protecting a range of protected species and habitats.

⁸ <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

- 3.10 The Council recognises the importance of all these features and assets with the policies of this document providing the opportunity to ensure that not only are these features and assets protected, but also where possible enhanced for the enjoyment of not only current generations but also future generations.

Environmental Vision

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

- 3.11 The Development Management DPD, along with the whole suite of documents which make up the local development plan, will safeguard environmental capital, protect finite resource and manage threats such as Climate Change and flooding, preventing the erosion of environmental quality through inappropriate development, poor land management and pollution. Real improvements in environmental quality require a focus on minimizing adverse impacts and securing gains for the environment.

Vision for the Growth of Sustainable Communities

- 3.12 The planning system can help to create a strong and healthy future for our communities. At a local level, the planning system can provide a basis for ensuring that development needs can be met and that new development is created in sustainable and suitable locations. It can also help protect, secure and enhance key services which are valued by local communities.
- 3.13 In order to ensure that the planning system has a positive influence on topics such as education and health, the Council will continue working with appropriate partners such as Lancashire County Council, Public Health England and the NHS North Lancashire Clinical Commissioning Group regarding the educational and health needs of communities when planning for new development.
- 3.14 It is important to understand that the policies within this document and the wider local development plan do not seek to protect communities from change and evolution. Successful, healthy and sustainable communities have continually evolved throughout history and respond to changing economic, environmental and social circumstances. The Council recognises that this is essential if healthy communities are to be maintained in the longer term.

Communities Vision

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

- 3.15 The Development Management DP will support sustainable growth within the communities at a suitable and appropriate scale, catering for both the needs of communities both in the short and longer term and ensuring that the growth of these communities is matched with the growth in necessary services.

4. Consultation Arrangements and Further Information

- 4.1 Consultation on the new version of the Development Management DPD will take place for an eight week period between 27th January 2017 and 24th March 2017 over which time comments on the policy and content of the document will be welcomed. The DPD will be available to view online at the Council's website (details provided in table 2 below) and hard copies are available at both Lancaster and Morecambe Town Halls and at local libraries.
- 4.2 All comments received on this version of the DPD will be considered in refining the document prior to its formal publication and submission to the Planning Inspectorate which is anticipated by mid-2017.
- 4.3 If you wish to discuss any aspect of the Development Management DPD, or wider planning policy matters, please do not hesitate to contact a member of the Planning and Housing Policy Team on the details provided below.

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

5. Housing

- 5.1 The National Planning Policy Framework⁹ (NPPF) sets out the requirements for local authorities to identify, and set policies to respond to, housing need in order to support the delivery of sustainable, inclusive and mixed communities.
- 5.2 The Council seek to ensure that everyone has the opportunity to live in a decent home, at a price they can afford, in a community that they are proud of. In order to achieve this, the Local Plan for Lancaster District 2011 – 2031 will facilitate the delivery of 13,500 new homes on both brownfield and greenfield sites within the district by 2031. Policies H1 and H2 of the Strategic Policies and Land Allocations DPD directs housing to areas which have been identified as having capacity to accommodate future growth with a focus on growth in Lancaster and Carnforth. Policy SP7 of the Land Allocations DPD seeks to ensure that housing growth across the district makes provision for an appropriate mix of high quality housing, including affordable housing that meets evidenced district need but is also tailored to local circumstance.
- 5.3 The policies set out in Section 6 of the Development Management DPD seeks to implement strategic housing policies, in particular:
- The optimum housing capacity which can be achieved on individual sites;
 - That individual sites maximise their contributions towards the delivery of starter homes and other forms of affordable housing and, collectively, to meet Lancaster District’s identified housing needs and affordable housing target of up to 40%;
 - Specialist forms of housing are encouraged to meet identified local needs; and
 - Conversion, basement extensions, private rented sector housing and houses in multiple occupation are appropriate managed.
- 5.4 The Council have allocated sufficient sites within the Strategic Policies and Land Allocations DPD to meet its objectively assessed housing needs. The delivery of these allocated sites is a priority of this Council having been assessed suitable for residential accommodation and deliverable within the plan period.
- 5.5 Whilst allocated sites are prioritised, the Council anticipates proposals for windfall development will continue to come forward. Where they are deemed to comply with the relevant policies within the local development plan, windfall development will make a valuable contribution to Lancaster District’s overall housing supply over and above sufficient allocated sites and providing a reasonable level of contingency against delivery of the district’s housing target.

New Residential Development

- 5.6 New housing development should use land efficiently whilst respecting and where possible enhancing the local context. It is expected that residential densities will maximize the opportunity of the site to use land efficiently.
- 5.7 New residential development should be located in sustainable locations where it can be satisfactorily supported by necessary infrastructure requirements such as utilities, transport and digital infrastructure and is accessible to important services including but not limited to education, healthcare, community facilities and open space.

⁹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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Meeting Housing Needs

- 5.8 Paragraph 159 of the NPPF requires Local Planning Authorities to understand and plan for the current and future housing needs of the area. This requires local planning authorities to gather evidence that provides an assessment of the full housing needs, covering the scale, mix and type of housing (including affordable housing) and the needs of different groups in the community such as families with children, older people, and people with disabilities.
- 5.9 The last study to support the provision of housing needs was conducted in 2011 and was carried out by David Couttie Associates (DCA)¹⁰. Housing Needs Surveys are normally reliable for a five year period therefore the Council is commissioning a new district wide survey which will be carried out in 2017 as part of a revised Housing Needs Assessment. It is expected that the outcomes of this evidence will be known by around mid-2017.
- 5.10 The Housing Needs Survey will bring together relevant secondary information from a range of sources together with the primary information contained within a household survey. This will enable the Council to assess the district wide need and the housing types and tenures required at sub-area/parish level in rural areas. Once evidence outcomes are known further detail in the policy will be provided.
- 5.11 The Council also recognises that there may be other evidence available on housing needs, such as local surveys carried out by parish councils that focus on the needs of households within a defined area such as a rural settlement or parish. Such surveys can be a valuable source of information on local need providing they are carried out to a robust methodology and the results are statistically valid. In order to support the Arnside & Silverdale AONB DPD Lancaster City Council and South Lakeland District Council jointly commissioned a housing needs survey specifically for the parishes within the AONB which was undertaken in 2014¹¹.
- 5.12 Furthermore, in relation to the need and demand for social housing in Lancaster district, the Council also holds its own intelligence through the Housing Register and choice based lettings scheme www.idealchoicetohomes.co.uk and shares intelligence with partner Registered Providers where they maintain their own register.

Policy DM1: New Residential Development and Meeting Housing Needs

The Council will support proposals for new residential proposals which:

- I. Ensure that available land is used effectively and takes into account the characteristics of different locations;**
- II. Be located where the environment, services and infrastructure can or could be made to accommodate the impacts of development.**

Housing Needs

The Council will support proposals which seek to promote balanced communities and meet evidenced housing needs by supporting proposals which:

¹⁰ <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

¹¹ <http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

- III. Demonstrate and address how the mix of type and size will accord with the Council's latest available evidence of housing need and market demand;
- IV. Contribute towards meeting the varied needs of different households including single person households, couples, families with children, older people, people with disabilities and people wishing to build their own homes;
- V. On larger schemes in excess of 50 dwellings, provide a broad range of housing mix and type which help to promote balanced communities (unless the proposal is to meet the needs of a specific group i.e. older people or student accommodation).

Housing Standards

- 5.13 In 2015 the Government rationalised housing and energy standards¹², through reducing the number of standards applied within the planning system, leaving many areas such as energy performance to Building Regulations rather than planning. The intention of this has been to reduce burdens on developers and to stimulate housing growth. There are now three areas where Local Planning Authorities can opt to implement standards which exceed the minimum Building Regulations standards, these are water, access and a national space standard.
- 5.14 The Council is commissioning a study which will identify the need for housing for people with specific needs. The outcomes of this will help formulate policies within the DPD. However, it is recognised that Lancaster is an area where there is a significantly ageing population. Work undertaken by Edge Analytics in 2015 identified that the majority of population growth within the district under national projections will be those aged 65 and over. Whilst the Council's intention is for a more balanced population through implementing policies which seek to ensure higher graduate retention and in-migration of people of working age, nevertheless, there is still expected to be a significant growth of older people to the end of the plan period in 2031. Work will be undertaken to understand the need and viability of implementing the optional Building Regulations standard M4(2) which relates to accessible and adaptable dwellings including step free access.
- 5.15 Evidence will also be undertaken to determine whether it is appropriate to implement the National Space Standard within the district. The Council is keen to ensure that all new dwellings meet the national space standard if there is an identified need. It is also considered that the implementation of the space standard is important in achieving a balanced housing market including the delivery of affordable housing. At this stage the draft policy includes the requirement but this will be subject to the outcome of evidence and the policy will be amended accordingly prior to Publication.
- 5.16 The district is not located in an area of water stress and as such it is not intended that the optional Water standards will be implemented locally. The Council will monitor the situation in regards to water stress locally, to ensure continued compliance over the course of the Local Plan.

Policy DM2: Housing Standards

The Council in accordance with national policy and practice guidance has taken consideration of overall need and viability across the district and has adopted to implement optional housing standards on new residential development. Proposals will be supported which:

¹² <https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard>

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- I. **Meet the national space standards (note ongoing work is taking place to establish need and viability)**
- II. **At least 10% of new development will be expected to meet Building Regulations Requirement M4(2) Category (accessible and adaptable dwellings).**

The Council will give encouragement to schemes which are built to lifetime homes standards.

National Space Standards - Applicants will be expected to design schemes in accordance with the nationally described standards, including sufficient built-in storage. Applicants must submit appropriate supporting documentation alongside the planning application to ensure that compliance with the standards can be verified, including completion of an internal space compliance statement.

Building Regulation M4(2) (Accessible and adaptable dwellings) – a flexible approach will be taken where necessary, taking into consideration factors such as site topography and vulnerability to flooding, along with evidence on the economic viability of individual developments.

Affordable Housing Requirements

- 5.17 In ensuring that new residential developments meet a local need, the Council requires new schemes to positively contribute towards the provision of affordable housing. A number of national changes have recently occurred that impact on the level and types of affordable that are required.
- 5.18 In November 2014 the Government released a Written Ministerial Statement¹³ which removed a local planning authority's ability to require contributions from new development towards the provision of affordable housing on schemes of 10 units or less or developments of less than 1000 m². In comparison to the Council's approach taken prior to the Written Ministerial Statement has resulted in fewer opportunities to deliver affordable housing either on site or through contributions from new development.
- 5.19 Whilst a number of local authorities challenged this Government intervention at the Court of Appeal, the decision of Court was to uphold the Ministerial Statement to ensure that affordable housing contributions could not be secured from small scale development¹⁴.
- 5.20 In nationally designated landscape areas including National Parks and Areas of Outstanding Natural Beauty (footnote re challenge and court of appeal decision), of which in the Lancaster Local Plan area this includes the Forest of Bowland AONB and Arnsdale & Silverdale AONB, contributions may be sought from smaller schemes. The Council's proposed approach to affordable housing in the AONB's has been set out in the draft Arnsdale & Silverdale DPD and Policy DM5 Housing Provision in the Forest of Bowland AONB.
- 5.21 It should be noted however, that since the court of appeal decision was made, further appeal decisions suggest that the Government's policy should not be applied rigidly or exclusively when material considerations may indicate an exception may be necessary. Therefore, Lancaster City Council will be seeking to apply our housing needs evidence as a material consideration to support the draft Local Plan to fully determine in what circumstances there is sufficient justification for exceptions to be made. The policy therefore is likely to be subject to amendments prior to publication.

¹³ <https://www.gov.uk/government/speeches/small-scale-developers>

¹⁴ <https://www.gov.uk/government/news/judgment-paves-way-to-build-more-homes-on-small-sites>

Delivery of Starter Homes

- 5.22 The Housing and Planning Act 2016¹⁵ introduced starter homes as a new form of affordable housing tenure, which will be available to first time buyers between the age of 23 and 40 and offered at a minimum of 20% discount on new homes, and always for less than £250,000 outside of Greater London.
- 5.23 The secondary legislation which will introduce the framework for which local planning authorities must implement and support the delivery of starter homes has not as yet been published, and until more detail is known, Lancaster City Council is not yet in a position to review its existing affordable housing policies in relation to the overall percentages expected on new sites and the required tenure split. However, in order to prepare for the implementation of starter homes, the Council is refreshing its Affordable Housing Viability Study¹⁶, which was previously undertaken in 2010, which will test out various scenarios in relation to inclusion of starter homes as a tenure and as far as possible, will seek to achieve mixed tenure on all new residential developments.

Affordable Housing Tenures

- 5.24 The existing policy of affordable housing tenure mix is informed by the 2011 Housing Needs Survey¹⁷ which evidences that the strategic district-wide affordable housing mix should be delivered as 50% rented accommodation and 50% intermediate accommodation.
- 5.25 The Council's preference for rented accommodation remains as social rented, however, the Council will adopt a more flexible approach on this where development proposals provide some justification for the rented element of new schemes being provided in the form of affordable rent, and intends to examine rented tenures more closely as part of the Affordable Housing Viability Study to inform future affordable housing policies. The Council requires rented accommodation in all instances to be delivered in partnership with Registered Providers, given that the Council requires a minimum of 50% nomination rights and already has robust nomination agreements in place with all partner Registered Providers.
- 5.26 The Council's preferred intermediate housing is shared ownership or intermediate rented accommodation. With the exception of starter homes, schemes that offer a discount to the first purchaser only will not be acceptable. Whilst our preference is that all forms of affordable housing are both owned and managed by Registered Providers, the Heylo Housing shared ownership model has been piloted in Lancaster district, which provides a similar shared ownership model/lease provisions with management of the units being undertaken by a Registered Provider. The Council may consider alternative forms of affordable housing that provide similar arrangements (i.e. the Heylo Housing shared ownership model) but it should be noted that the Council will only consider alternative delivery mechanisms where proposals can demonstrate that all reasonable attempts have been made to deliver all of the affordable housing units through Registered Providers.

¹⁵ <http://services.parliament.uk/bills/2015-16/housingandplanning.html>

¹⁶ <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

¹⁷ <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

Policy DM3: The Delivery of Starter Homes and Affordable Housing

The City Council will continue to support and promote the delivery of new affordable housing within the district through a variety of differing tenures. Whilst there will be a review of existing policies to take account of legislative requirements on starter homes, the City Council will also continue to seek opportunities to deliver a wider tenures of affordable housing, including rented and intermediate housing.

Affordable housing thresholds

Other than in the most exceptional circumstances or for schemes within the West End Masterplan and Morecambe Area Action Plan boundaries, new housing development must contribute toward the provision of affordable housing. The Council will consider detailed proposals for new housing development that falls into Use Class C3 with reference to the following targets:

Reference Affordable Housing Target by Development Type (Average)			
UNITS	LOCATION	AFFORDABLE HOUSING	DELIVERY METHOD
15 plus	Urban	30% (Brownfield) 40% (Greenfield)	On site
11 plus	Rural (including AONB's)	30% (Brownfield) 40% (Greenfield)	On site
11 to 14	Urban	20%	On site
Developments exceeding 1000 sqm and under 11 units	Urban/Rural	20%	Financial contribution (commuted sum payable on completion of units)

Schemes within the District's two AONB's (Forest of Bowland and Arnside & Silverdale) may be subject to lower thresholds and require a higher percentage of affordable housing dependent upon emerging policy (see Arnside & Silverdale Area of Outstanding Natural Beauty Development Plan Document Draft November 2016 and Policy DM5 Housing Provision in the Forest of Bowland AONB).

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

Vacant Building Credit

In line with the Government's online Planning Policy Guidance, a 'vacant building credit' will be applied to appropriate developments where a vacant building is either converted or demolished. This credit will be equivalent to the gross floorspace of the building to be demolished or brought back into use. This credit does not apply when a building has been

'abandoned'. The Council may at its discretion choose not to apply vacant building credit where it is clear that a building has been made vacant for the sole purposes of re-development or the building is covered by an extant planning permission or one which has expired within the last twelve months for the same or substantially the same development.

Viability

Where compelling and detailed evidence demonstrates that the provision of affordable housing in accordance with the above targets would have a disproportionate and unwarranted negative impact on the viability of a proposed development, applicants may in agreement with the Council provide fewer affordable dwellings than would ordinarily be acceptable, review the tenure or mix of dwellings, or provide a financial contribution in lieu of onsite provision.

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

Where the Council requires independent advice through a qualified Chartered Surveyor to validate an Affordable Housing Statement, viability appraisal and any other evidence submitted by the developer/applicant which seeks to provide a different provision of affordable housing to that required by this policy, reasonable costs will be met by the developer/applicant. The purpose of this will be to determine whether the affordable housing provision compromises scheme viability, and where appropriate to inform an alternative contribution.

Tenure and mix

All affordable homes must:

- I. Comply with the definition in Annex 2 of the National Planning Policy Framework;
- II. Have an affordable tenure mix that reflects the Meeting Housing Needs SPD or successor documents; and
- III. Be constructed to the most relevant design and quality standards (at the time of delivery).
- IV. Be delivered (i.e. owned and/or managed) by Registered Providers with the exception of starter homes.

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

Loss of affordable housing

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

If it can be justified that the equivalent number of replacement affordable dwellings cannot be achieved on the original site, then the dwellings must be provided on an appropriate alternative site subject to satisfying all other relevant planning policy. The replacement off-site

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affordable dwellings will be in addition to any other affordable dwellings generated from any new market dwellings on the alternative site.

Registered Providers

Where compelling evidence is received confirming that affordable units cannot be delivered by Registered Providers an alternative affordable housing scheme will be negotiated and agreed by the Council.

Morecambe Area Action Plan area and Morecambe's West End Masterplan area

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

Exceptions

There may be cases where there are material considerations would require a different approach. Evidence which is currently being procured will look into circumstances where this may arise which may require amendments or additions to the policy.

Managing Housing Development outside Main Urban Areas

- 5.27 Lancaster District contains large areas of open countryside and a significant number of rural settlements. A large component of the district's population currently live within those rural areas. The scenic beauty of the district's landscapes through its natural assets and thriving local communities mean that the rural areas of the district are likely to remain popular, growing and sustainable locations for people to live throughout the plan period. The ability of the district to meet the aspirations and needs of its population is contingent upon the approach which is adopted towards development in rural areas.
- 5.28 The appeal of the district's rural areas, combined with the needs of a growing population, mean that the Council will need to carefully manage development within rural areas in order to appropriately protect the character and distinctiveness of rural areas whilst allowing for growth. The Council will therefore promote sustainable development in rural areas, and support new homes, particularly those which will enhance the vitality of communities.
- 5.29 The Council expects that major development opportunities for residential development outside urban areas to be brought forward in line with the land identified for development within the Strategic Policies and Land Allocations DPD. Whilst this is accepted to be the preferred approach, the Council recognises that in some circumstances desirable development proposals may come forward outside of sites identified within the Strategic Policies and Land Allocations DPD or later in the plan period in unexpected, but not less suitable, locations.
- 5.30 In such circumstances the Council will require the exceptional nature of such proposals to be demonstrated with due regard to the district's housing needs, five year housing land supply and with due regard to the evidence within the Strategic Housing Land Availability Assessment (SHLAA)¹⁸. The degree to which such proposals accord with the policy provisions of the Local Development Plan in general and represent sustainable development by helping to meet housing needs, re-balancing the housing market and enhancing local services will be considered in the determination of such proposals.

¹⁸ <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

Sustainable Settlements

- 5.31 The Council will support proposals for new housing development in rural settlements that contain, or have good access to, an appropriate range of local services that contribute to the vitality of these settlements. These services are local shops, education and health facilities, access to public transport and other valued community facilities. Proposals should demonstrate that they will have clear benefits for the local community, and in particular will meet rural housing needs according to robust evidence (such as the Lancaster District Housing Needs Survey or other local housing needs surveys). The Council will also support proposals that are locally developed and driven by rural communities.
- 5.32 The Council will support proposals for new housing development in smaller rural settlements if it can be demonstrated that the development will sufficiently enhance or maintain the vitality of the local community and meet a specific need in that settlement (for example, where compelling evidence suggests that a school may be at risk of closure due to dwindling pupil numbers and the provision of new housing would reduce that risk).

Rural Estates

- 5.33 The Council recognises there may be justification for new homes on land owned by the large private estates located in rural and upland parts of the district. Proposals for new homes must genuinely address local housing need and demonstrate community ‘buy-in’. To properly achieve this, applicants should prepare an estate masterplan that has been subject to consultation with the local community and the Council. This document must be submitted alongside planning applications and should represent a clear strategy for enhancing or maintaining the vitality of the local community.

Rural Exception Sites

- 5.34 Rural Exception Sites can often be the only means of delivering affordable housing in some rural settlements. They are small sites that would not normally be suitable for housing, but where exceptions may be made for affordable housing in perpetuity. Such sites should address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection.
- 5.35 The Council will therefore support proposals for housing on rural exception sites, on the basis that homes are affordable in perpetuity and available to the local community. Proposals should address local housing needs according to the Lancaster District Housing Needs Survey or other robust local evidence of housing needs. This means that rural exception sites should be located where they will enhance or maintain the vitality of rural communities. Proposals should involve rural communities in order to ensure that they will provide for local housing needs.
- 5.36 Proposals for new housing development in small rural settlements that cannot be justified on the grounds of enhancing or maintaining the vitality of the local community may be considered under the Rural Exception Sites policy.

New Homes in Isolated Locations

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

Policy DM4: Residential Development outside Main Urban Areas

Sustainable Settlements

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

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

Housing proposals in the settlements of Silverdale and Warton should be considered in the context of the Arnside and Silverdale AONB DPD.

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

Rural Estates

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

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

Rural Exception Sites

Proposals for Rural Exception Sites will be supported where:

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

New Homes in Isolated Locations

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

General Requirements for Rural Housing

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

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

Housing Provision in the Forest of Bowland AONB

- 5.38 As the AONB is a protected landscape, sites that are suitable for housing should be developed specifically to meet local affordable or other locally identified housing needs. To do otherwise would fail to address these needs, which could then only be met by releasing more sensitive sites, causing harm and compromising the primary purpose of the AONB designation.
- 5.39 A requirement for 50% of new homes to be affordable is justified because the AONB is a sensitive landscape protected at a national level. It is inappropriate to use those sites that are suitable for development to deliver development that does not meet local affordable or other local needs. Doing so would mean that those needs would remain unmet and more sensitive sites would have to be developed in order to meet the needs, causing harm and compromising the primary purpose of the AONB designation.
- 5.40 Existing policies and legal conditions mean that all affordable housing is already restricted to those with a local connection in perpetuity. Although additional occupancy restrictions have been applied elsewhere, this has been in areas where evidence shows that significantly high proportions of second homes and holiday lets than are present within the Forest of Bowland AONB.

Policy DM5: Housing Provision in the Forest of Bowland AONB

Within the Forest of Bowland AONB, subject to satisfying other relevant policy requirements and in order to ensure that new development in the AONB meets local needs, proposals for new housing development will be supported where they deliver at least 50% affordable housing. Only where this is demonstrably unachievable through available mechanisms will a lower percentage be acceptable.

New housing development will be supported where the maximum possible affordable homes are delivered and where the number, size, type and tenure of all homes provided demonstrably reflects and meets identified local needs in accordance with current housing evidence needs at the time of the application.

Priority will be given to the delivery of affordable housing and maximising the potential for meeting identified local needs and local affordable needs from appropriate individual development opportunities. Proposals will be expected to demonstrate that densities make best and efficient use of land and reflect local settlement character.

Affordable housing needs are forecast to apply over a period of time and not all the identified need is required straight away. The delivery of affordable housing should be phased in line

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with demand to ensure that the market is not over-supplied at any time. This can be done by close working with and between housing developers, landowners and appropriate Registered Providers of affordable housing.

Subject to meeting other policy requirements, proposals will be supported that:

- I. Meet housing needs through the conversion or sub-division of existing buildings or through the redevelopment of previously developed land; or
- II. Meet the needs of specific groups in society, or restrict occupancy to sole / main residence or to those with a local connection.

Major Development

In accordance with NPPF Paragraph 116, proposals for major development will not be permitted in the AONB, unless the proposal can be demonstrated to be in the public interest and exceptional circumstances exist.

Whether a proposed development constitutes major development will be a matter for the relevant decision taker, taking into account the individual characteristics and circumstances of the proposal and the local context. In determining whether a proposed development constitutes major development the Council will consider whether by reason of its scale, character of nature, the proposal *has the potential* to have significant adverse impact on the natural beauty of the AONB.

In determining whether exceptional circumstances exist, the Council will consider:

- III. The need for the development, including any national considerations, and the impact of permitting or refusing it upon the local economy; and
- IV. The cost of, and scope for, developing outside the designated area, or meet the need for it in some other way; and
- V. Any detrimental effect on the environment, the landscape and recreational opportunities and the extent to which that could be moderated.

- 5.41 This document does not set out any proposal to restrict the occupancy of new properties other than the existing restrictions placed on affordable housing. However this policy does identify that where proposals offer occupancy controls that help to support the meeting of local needs, this will be looked upon favourably as part of the overall consideration of the scheme.
- 5.42 There will be a need to consider the recent changes to planning guidance and legislation, such as the provision of starter homes, once the implications of the Government's intentions in relation to these changes are fully known. These will be taken into account in the next iteration of this DPD.
- 5.43 National planning policy does not allow major new development in the Areas of Outstanding Beauty except in exceptional circumstances because of the likely harm it would cause to the nation's long term interest of conserving these places. Proposals are subject to the most rigorous examination and have to demonstrate that they are genuinely in the nation's interest if they are to proceed.
- 5.44 Whether a proposed development constitutes major development will be a matter for the relevant decision taker. Major development in the Forest of Bowland AONB is defined as development has the potential to have a serious adverse impact on the landscape, wildlife, cultural heritage or special

qualities of the AONB because of its scale, form, character and nature. Examples may include quarrying, medium and large scale housing development, commercial development that is out of keeping with the landscape, caravan sites, new roads, tall vertical structures and high voltage overhead power lines.

Student Accommodation

- 5.45 Student numbers in Lancaster have shown an increase over recent years particularly from international students with an anticipated increase of an additional 4,000 new students by 2025. While development at Lancaster University has increased the capacity to house students on campus, accommodation off campus continues to be operationally important in order to ensure all first year students can be offered accommodation on campus at the start of their course.
- 5.46 The city centre is an acceptable location for new student accommodation. Most parts of the city centre are within reasonable walking distance of the University of Cumbria and good public transport connections exist to Lancaster University. A specific policy approach to concentrate new student accommodation within the city centre will ensure full benefits to the district are gained from concentrating activity and spend in this central location. It is also important that new investment enhancing the student experience takes place in the city centre to enhance the attractiveness of the university for external students choosing to study in Lancaster and to want to live in the city centre. Other locations outside of the city centre and university campuses will not normally be suitable for student accommodation because they will disperse investment in the student experience too widely.
- 5.47 Data from both Universities demonstrates that there is a considerable headroom in terms of existing student housing provision and expected student numbers. However, the need and demand for student housing and the extent to which the Council will support proposals will be kept under review having regard to the overall impact on local housing markets. At the present time, proposals to provide additional purpose built student housing should help to protect the supply and access to housing in traditional residential areas in South Lancaster.
- 5.48 New student accommodation can also help make a positive contribution to the mix of uses within the city centre and is less likely to result in harmful impacts on residential amenity. However new student accommodation proposed in the Lancaster Conservation Area must be sympathetic to the character of the existing, surrounding built form and wider setting. Similarly proposals that seek to re-use a Listed Building, or would affect the setting of Listed Building should be sympathetic to the character and features of the heritage asset.
- 5.49 The Council will therefore continue to support proposals for new student accommodation (purpose built or through the conversion of existing buildings) where there is evidence of demand. In the event of declining demand for such accommodation, proposals must demonstrate that they are easily capable of conversion into self-contained units. New student accommodation must also meet the standards set out in Appendix D of this document.
- 5.50 The council may also consider proposals to convert student accommodation demonstrated as being surplus to requirements to young/key worker accommodation where it can be justified that appropriate management arrangements will be implemented.

Policy DM6: Accommodation for Students

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

- I. Are located on campus or within the city centre and not on allocated housing sites that would deliver residential development (unless stated as part of a mixed use development within the specific site allocation policy development principles of the Strategic Policies and Land Allocations DPD);
- II. Meet the criteria set out in Appendices G, H and I where appropriate in this document;
- III. Are subject to occupancy conditions to protect the accommodation from becoming a House of Multiple Occupation (HMO) where Policy DM11 applies;
- IV. And satisfy all other relevant planning policies.

Self-contained 'warden's accommodation' created as part of proposals for new student accommodation where it has been demonstrated necessary, will be conditioned for use by the warden and are therefore not required to contribute towards affordable housing.

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

Accommodation for Older People

- 5.51 The district has an ageing population, with the 65 years plus age group forecast to grow by 62% and the 86 years plus age by 138% in the period 2008 to 2033. This poses a significant challenge as these households are more likely to have a need for specialist accommodation as well as support services and adaptations to their homes to enable them to enjoy a good quality of life. The Lancaster District Housing Needs Survey highlights that the future accommodation needs of older people will be best met through sheltered housing or independent accommodation with visiting support. The Council will therefore support proposals that provide these types of accommodation.
- 5.52 It is important that proposals for new older people's accommodation is situated in accessible locations close to existing services including healthcare facilities, public transport routes and shops and other services in order that residents can live as independently as possible and also that family and friends who may not have access to a car are able to visit residents. Provision should also be made for communal open space in order to promote health and wellbeing of residents.
- 5.53 Proposals for self-contained accommodation for older people that fall within Use Class C3 must contribute towards the provision of affordable housing in accordance with Policy DM3. Bespoke market housing schemes for older people, particularly provided in the form of apartment blocks, are often unsuited to providing on-site affordable housing. Where on-site affordable housing cannot be practically achieved, a financial contribution will be expected and calculated against the overall number of market units being provided.
- 5.54 Proposals to provide residential care homes for the elderly should be supported by the relevant Commissioning Manager (health and social care or local authority) and align to Commissioning Plans and relevant standards.

Accommodation for Vulnerable Groups

- 5.55 The different communities that live in the district have varying requirements in relation to accommodation needs. Vulnerable groups in particular have specific requirements which often involve the provision of on-site/visiting care and support which can either be short term or longer term accommodation or residential rehabilitation facilities. It is important that all proposals have the full backing of the relevant commissioning managers (for health and social care or local authority) and can demonstrate how they address the agreed priorities and relevant commissioning models. This is explored in more detail in the Lancaster District Housing Strategy and Housing Action Plan 2012 – 2017¹⁹.
- 5.56 Vulnerable groups include people with learning disabilities, mental illness, physical disabilities, homeless households, young people leaving care, people suffering domestic abuse, people with a history of substance misuse, and people with a history of offending.
- 5.57 The Council will support proposals for new provision that will meet the genuine housing needs of the intended occupiers. Proposals for accommodation for vulnerable groups should be explored and delivered through registered providers before any consideration would be given to private sector/private finance schemes which generate higher rents and housing benefit requirements.

Policy DM7: Accommodation for Vulnerable Communities

The Council will support the development of residential accommodation for a range of vulnerable communities in the district where there are proven needs for such accommodation.

Accommodation for Older People

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

- I. Meeting the genuine needs of older people;
- II. Being well located for shops, public transport, community facilities and medical services which can be reached easily by those without access to a car;
- III. To accord with the requirements of Policy DM2 in relation to accessibility and internal space standards;
- IV. Contributing towards the provision of affordable housing in accordance with Policy DM3 of this DPD (in relation to Use Class C3 only);
- V. Proposals to provide and/or extend residential care homes should be supported by the relevant Commissioning Manager;
- VI. The provision of sufficient car parking in accordance with Appendix E of this DPD; and
- VII. The provision of suitable open space / grounds which can be used by residents for sitting, relaxing and gentle exercise.

The Council welcomes proposals which will provide units built to lifetime homes standards.

Accommodation for Vulnerable Groups

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

¹⁹ <http://www.lancaster.gov.uk/planning/housing-strategy>

- VIII. The proposal meets genuine housing needs of the intended occupiers;
- IX. Provides the appropriate standards regarding accessibility, facilities, independence, support and/or care needs;
- X. Being well located to shops, public transport, community Facilities and the social networks appropriate to the needs of the intended occupiers;
- XI. Being affordable in the context of financial support available to the intended occupiers;
- XII. Being accompanied by a care plan and needs risk assessment setting out the type and level of support to be provided clearly demonstrating that any perceived risk can be managed appropriately in the proposed setting;
- XIII. To facilitate move-on accommodation where appropriate;
- XIV. That priority is normally given to vulnerable people who have a local connection to Lancaster district over and above households that are otherwise the responsibility of or are owed assistance by another Local Authority; and
- XV. All proposals have the full support of the relevant Commissioning Manager for the relevant vulnerable group and the plans align to Commissioning Plans.

Proposals for accommodation for vulnerable groups must be explored and delivered by a registered provider unless there is exceptional justification which is appropriately evidenced.

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

Accommodation for Gypsies and Travellers, and Travelling Showpeople

- 5.58 There are currently over 19 Gypsy and Traveller sites in the district providing in the region of 150 pitches. The majority of these sites are privately run, however there are 19 social pitches provided at the Mellishaw Lane site which is managed by the City Council on behalf of Lancashire County Council.
- 5.59 Planning Policy for Traveller Sites requires the Council to set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of Travellers in the district. The 2013 Lancaster District Gypsy, Traveller and Showperson Accommodation Assessment has informed the Council of the need for additional pitches which will be kept under review in the light of changing conditions and definitions in National Planning Policy for Gypsies and Travellers.

Policy DM8: Accommodation for Gypsies and Travellers, and Travelling Showpeople

The Council will support proposals that would create new Gypsy and Traveller and Travelling Showpeople sites within the district provided that there is an evidenced need and they are in accordance with the requirements set out within this policy and fulfil other relevant policies.

General Development Principles

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

- I. Demonstrate that the intended occupants meet the definition of Gypsies and Travellers and Travelling Showpeople in Annex 1 of Planning Policy for Traveller Sites; and
- II. Provide no more than 15 permanent residential Gypsy and Traveller pitches / 5 permanent Travelling Showpeople plots; and
- III. Are located within the urban area of Lancaster, Morecambe, Heysham or Carnforth. Sites in other locations will only be considered if it can be demonstrated that appropriate sites cannot be provided within the specified urban areas.

Locational Requirements

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

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

Design Principles

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

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

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

Transit Provision

New transit sites for Gypsy and Travellers will only be considered provided they meet criteria (i) to (xvi). However, new transit sites must provide no more than 5 pitches. In addition,

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applicants must demonstrate that they can and will enforce a suitable time limit on how long pitches are occupied.

Safeguarding Pitches

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

Residential Accommodation for Agricultural and Forestry Workers

- 5.60 One of the few circumstances in which isolated residential development may be justified is when accommodation is required to enable agricultural, forestry and certain other full-time land-based workers to live at, or within the immediate vicinity of, their place of work. It will often be as convenient and more sustainable for such workers to live in nearby towns or villages or suitable existing dwellings, so to avoid new and potential intrusive development in the countryside. However, there are some cases where the nature and demands of work make it essential for one or more people engaged in the enterprise to live at, or very close to, the site of their work. Whether this is essential in any particular case will depend on the needs of enterprise concerned and not on the personal preferences or circumstances of any individuals involved, in order to justify dwellings which would otherwise not be permitted in such locations.
- 5.61 The Council will support in principle the creation of residential dwellings to assist the ongoing agricultural / forestry holding subject to the requirements of Policy DM9 and a number of appropriate policy tests which are set out in Appendix F of this DPD. The first policy test seeks to establish whether there is a functional need for the dwelling and the second relates to the financial soundness of the existing agricultural / forestry enterprise.
- 5.62 It is important to establish whether the stated intentions to engage in farming or forestry enterprises are genuine, are reasonably likely to materialise and are capable of being sustainable for a reasonable period of time. It will also be important to establish that the need of the intended enterprise require one or more of the people engaged in it to live nearby.

Policy DM9: Accommodation for Agricultural and Forestry Workers

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

Permanent Dwellings

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

- I. There is a clearly identified existing functional need which passes the policy test relating to functional need set out in Appendix F of this DPD;
- II. The need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement;

- III. The unit and agricultural / forestry activity concerned have been established for at least three years and passes the policy test relating to financial soundness set out in Appendix F of this DPD;
- IV. The functional need could not be fulfilled by another dwelling on the agricultural unit, or any other accommodation in the area which is suitable and available for occupation by the workers concerned; and
- V. New dwelling(s) are sited to minimise the impact on the surrounding area, well designed and well-related to existing agricultural buildings or other dwellings.

Temporary Dwellings

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

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

Proposals for both permanent and temporary dwellings for agricultural / forestry workers should also have due regard to all other relevant policies within this DPD, in particular (but not exclusively) Policy DM42 relating to landscape impacts, DM26 relating to the design of development and Policy DM30 relating to flood risk.

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

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

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

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offer has been refused, so to demonstrate that there is no demand for the dwelling in the area.

5.63 Permission for permanent dwellings for agricultural / forestry workers will only be granted for enterprises and activities that are well established and are recognised to be on a sound financial position. Where Policy DM9 and the policy tests set out in Appendix F are successfully addressed, it will be necessary to ensure that such dwellings are kept available for meeting this need for as long as it exists. Therefore applicants can expect appropriate occupancy conditions to be applied to any planning permission.

Self or Custom Build Housing

- 5.64 The Self Build and Custom Housebuilding Act 2015²⁰, with its accompanying Regulations, requires Councils to have a register of those who wish to acquire a plot for a self-build or custom-build dwelling, and imposes a “duty as regards registers”, to have regard to the need for plots expressed by the register. Lancaster City Council holds a register of potential interest in self or custom build plots across the district. Planning Practice Guidance clarifies that evidence of demand from the registers should inform local plan policies, supplemented by other evidence.
- 5.65 The Council will support individuals or groups of individuals that wish to build their own homes as a more affordable means by which to access home ownership.
- 5.66 The Council considers self or custom build to be an additional source of supply of conventional housing and a further housing choice. The sites required to accommodate self or custom build units are likely to be sites with limited large scale housing potential but could, with the input of an innovative architect, provide an exemplar and bespoke housing scheme which would provide high quality accommodation at a lower cost than conventional market housing.
- 5.67 There is also potential through the construction phase of self or custom build development to support the local economy by providing work for local builders and tradesmen and maximising the use of local supply chains. Where appropriate, the Council will seek to secure benefits to the local economy through the use of planning obligations.
- 5.68 On larger sites there may be opportunities to devote part of the site for custom and self-build housing. Developers could offer certain plots for sale, with servicing, or offer a custom-building service themselves, offering either a bespoke or catalogue product. Although it is recognized that it may be outside the preferred business model of some developers, the policy is intended to provide encouragement to those developers who may see custom building as an opportunity to develop bespoke design-and-build services as part of their product offer.
- 5.69 Whilst the Council will be generally supportive of proposals for self or custom build units, it is important that applications for self or custom build do not compromise the ability of the Council to meet its overall housing needs, particularly in the areas of growth identified via strategic planning policy. Therefore applications for this type of housing will be subject to the same requirements of all housing schemes, including density, design and environmental performance.
- 5.70 In accordance with the NPPF, the Council is committed to collecting evidence to understand the need for self and custom build and plan for the identification and allocation of sites once the level of need is full known. The Council will monitor expressions of interest and direct people to the

²⁰ <http://services.parliament.uk/bills/2014-15/selfbuildandcustomhousebuilding.html>

Council's Self Build Register²¹ and wherever possible to individual landowners.

Policy DM10: Self Build and Custom Build Housing

Planning applications for 'self or custom build' housing, built by individuals or groups of individuals for their own occupation will be supported by the Council where they are located in sustainable locations.

Developers of strategic sites (sites and amount to be determined by the outcomes of the Strategic Housing Market Assessment) will be encouraged to make provision for a proportion of serviced plots of land to contribute towards meeting the evidenced demand for Self-build and Custom Housebuilding in the district.

Serviced plots of land for Self-build and Custom Housebuilding will also be supported on other allocated sites where overall, this would not result in an over-provision of this type of housebuilding when compared to the Council's supply/demand evidence.

The Council will seek to identify plots for self and custom build housing where the need is clearly identified.

Residential Conversions

- 5.71 Residential conversions can have significant sustainability and regeneration benefits, and can help to preserve local character. The Council will generally support such proposals where there will be a positive contribution to sustainable development.
- 5.72 Applicants are encouraged to consider the potential impacts of reconverting multiple residential dwellings back to a single dwelling on meeting local housing needs and the effect this may have on any potential imbalances in the local housing market.

Policy DM11: Residential Conversions

Proposals which involve residential conversions must meet the following criteria:

- I. Provide accommodation that will address local housing needs and imbalances in the local housing market;
- II. Contribute towards the provision of affordable housing in accordance with Policy DM3;
- III. Not result in a significant detrimental impact on the amenity of nearby residents and the character and appearance of the street scene;
- IV. Satisfy all other relevant planning policy including the requirements of Appendices G, H and I where appropriate; and
- V. Proposals for HMO's where planning permission is required will not be accepted.

- 5.73 Houses in Multiple Occupation (HMOs) can help to address the housing needs of single people however large concentrations of HMOs in a small area can impact on the character of a residential area and give rise to an inappropriate mix of residents. This has been the case in Morecambe where many HMOs have been created as a result of unauthorised and sub-standard adaptations of former

²¹ <http://www.lancaster.gov.uk/planning/planning-policy/custom-build-and-self-build-homes>

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hotels and guest houses. Furthermore, areas of Lancaster have seen high concentrations of HMO's which can have a negative effect on local amenity. Therefore proposals which fall outside of permitted development rights and therefore require planning permission will not be accepted.

- 5.74 Proposal for residential conversions through the re-use of disused buildings in isolated rural locations (such as isolated field barns) are dealt with by Policies DM4 and DM46 of this DPD.

6. Employment and Economic Growth

- 6.1 Lancaster District is strategically located with the M6 motorway, West Coast Mainline and Port of Heysham all being located within the district. Access to the strategic transport network means that the district is well linked to Scotland and the wider North West region including Liverpool, Leeds and Manchester, this accessibility has been improved further following the opening of the Bay Gateway Link Road. The strong accessibility clearly makes Lancaster District a potentially attractive place for business to invest.
- 6.2 Lancaster District has a range of economic assets – large and small – which should be protected and offered the opportunity to grow in order for the district to be economically prosperous both now and into the future.
- 6.3 In total there are approximately 71,500²² people employed within the district with the majority of this figure employed within the service industries. Unemployment remains close to the national average; however parts of both Lancaster and Morecambe suffer from higher than average levels of deprivation and, in particular, levels of unemployment.
- 6.4 To assist with the delivery of economic growth, development proposals which seek to create new employment opportunities and investment within the district will be supported by the Council, subject to consideration of the impacts on their surroundings.

Proposals involving Employment Land and Premises

- 6.5 Proposals which re-use previously developed land and / or existing buildings for employment purposes which are not formally designated for employment will be supported in principle by the Council. Proposals for employment generating uses in non-designated employment areas should ensure that there are no significant detrimental impacts resulting from the proposal, particularly in terms of accessibility, residential amenity and the local environment.
- 6.6 Where it is anticipated that development proposals will generate significant footfall and traffic movement, special attention should be given to the accessibility issues relating to the site, via public transport or through cycling and walking. In particular cases the Council may require proposals to be accompanied by a travel plan in accordance with Policy DM61 of this document which should seek to mitigate and reduce traffic movements to the proposal. Such requirements will be assessed and agreed on a case-by-case basis depending on the potential impacts of the proposal.
- 6.7 The Council recognises the importance that employment land has within the local economy. Business and commercial premises provide job opportunities for local people and presents opportunities for investment into the local economy. The cumulative loss of employment sites will have an adverse effect on business, employment and on the character of the district.

²² NOMIS July 2015 – June 2016 <http://www.nomisweb.co.uk/reports/lmp/la/1946157095/report.aspx>

The Protection of Employment Land and Premises

- 6.8 In accordance with paragraph 22 the National Planning Policy Framework²³ (NPPF), the Council will not seek to retain employment uses which have no reasonable prospect for employment purposes, whether this is due to economic factors, site location or the condition / state of the buildings on the site. However, there is an expectation from the Council that any proposals which involve the loss of employment / commercial premises or land should clearly demonstrate that such uses are no longer appropriate or viable for the site.

Policy DM12: Proposals Involving Employment Land & Premises

Proposals for Employment Purposes on Non-Allocated Employment Sites

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

- I. That there is sufficient access and capacity in the local highways network to accommodate the proposed use, this includes provision for cycling and walking;
- II. That there is no significant detrimental impact on local residential amenity or natural environment; and
- III. The proposal is in accordance with the design guidance set out in Policy DM26 of this document and any other relevant accompanying design guidance.

Any proposals for employment uses within rural areas of the district will be expected to comply with Policies DM43 and DM44 of this document.

Proposals which generate significant levels of employment should be located in accessible locations which can be safely accessed by a range of transport modes and provide sufficient and appropriate levels of car parking in accordance with Policy DM60 and the detail supplied in Appendix E of this DPD.

Proposals which, as a consequence, will generate significant traffic movements may also be required to provide a travel plan, in accordance with Policy DM61 of this document, which sets out how excessive travel movements can be mitigated and sustainable travel patterns encouraged. The requirement for a travel plan will be assessed on a case-by-case basis.

Loss of Employment Land and Premises for Alternative Uses

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

- IV. It has been demonstrated, through a satisfactory and robust marketing exercise which has taken place over a reasonable period of time (at least 12 months) that an ongoing employment use on the site / premises is no longer appropriate and viable. Such a marketing exercise should demonstrate that the site / premises has been marketed

²³ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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using appropriate media sources at a realistic price for both the existing use and for redevelopment (if appropriate) for other employment uses; or

- V. The location has such exceptionally severe site restrictions, due to very poor access or servicing arrangements, or surrounding land uses make a continuing employment use inappropriate; or
- VI. The re-use of the employment land meets the wider regeneration objectives set out in the Local Plan; and
- VII. Where it is clearly demonstrated that the benefits of the proposal outweighs the loss of the site for employment purposes.

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

- 6.9 Applications should be supported with information which clearly demonstrates that the premises or site have been marketed for employment premises for a realistic period, normally for a minimum of 12 months, at a realistic price. The Council will decide if the marketing is sufficient and appropriate. Any proposals which do not include this supporting information will generally be refused planning permission unless exceptional circumstances are demonstrated.
- 6.10 The marketing of the premises / sites should be for its existing use or for an acceptable alternative employment generating use. Only when such alternative uses have been realistically considered and found not to be practical will proposals to re-use employment land for non-employment generating uses, such as residential, be considered.
- 6.11 The Land Allocations DPD has set an approach to future employment land provision through the plan period, ensuring that any employment land which has no realistic opportunity to return to an employment generating use has been allocated for alternative purposes.-Therefore the identified employment land stock allocated in the forthcoming Land Allocations DPD is considered to be of value and should be retained. In times of limited demand relating to the economic recession, employment land should not be simply released to other uses because this reduction in demand is likely to be relatively short-term and the loss of employment land to non-employment uses (such as residential) is irreversible. The Council will also be mindful of the need to preserve industrial land for a range of employment and economic needs.
- 6.12 Local service trades such as builders' yards, car repair or skip hire provide a useful service to local residents and other businesses in the district, as well as providing a source of local employment opportunities. Small firms such as these often find it difficult to acquire suitable affordable premises and the high value of land for other uses creates pressure for redevelopment for higher quality and priced accommodation even though many starter businesses require cheaper accommodation and smaller incubator units. Attempts to market premises should be undertaken on the basis of their present condition and use, and not on their potential for redevelopment in the future to other uses, or proposing housing as the only viable option for the future.
- 6.13 Many employment areas within the district provide opportunities for regeneration and remodeling, providing more modern employment facilities than currently exist. The Council will support proposals which can genuinely demonstrate that regeneration of an employment site for a mixture of uses can provide significant economic regeneration benefits to the locality.

Small Business Generation

- 6.14 Small business enterprises and emerging economic sectors fulfil an important role in the district's

economy and can help promote sustainability by providing jobs in urban and rural locations as well as contributing to the diversity of employment within more urbanised centres. Paragraph 21 of the NPPF recognises the importance of small business, suggesting that Local Plans should *'support existing business sectors, taking into account whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area'*.

Policy DM13: Small Business Generation

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

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

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

- 6.15 In response to this policy position within the NPPF, Policy DM13 will seek to encourage the sustainable growth of new business and emerging economic sectors in both urban and rural locations. It is anticipated that a sympathetic policy approach and maintaining a flexible supply of land / buildings for business uses will be important in assisting the recovery of the local economy. Such an approach will allow for existing established businesses to grow sustainably and will help new business opportunities which wish to invest in the local area and create jobs for local people.
- 6.16 The Council recognises the growing role that home-working can provide within the local economy, particularly in rural areas of the district. The ability of people to work from home can have many positive sustainability benefits including the reduction in the use of private vehicles and therefore the Council will promote home-working where appropriate. There are a number of barriers to home-working in the district, in particular accessing good broadband links. In accordance with Policy DM56 of this document the Council will assist where possible in the improvement of these telecommunication links. Whilst the Council will seek to promote the principles of home-working within existing dwellings, the Council will not support proposals for residential development which, in normal circumstances would be contrary to other policies within the Local Plan, on the basis that the new dwelling will provide opportunities for home-working
- 6.17 Whilst at a national level priority is given toward economic recovery, it is important that within the planning system a balance is retained between the need to create investment and jobs and the need to protect the character and amenity of the district. Therefore whilst this policy offers significant support for economic growth, any proposals should have due consideration to all relevant policies within this DPD, particularly to specific impacts on the locality resulting from potential development.

7. Town Centres and Retailing

- 7.1 The district's town centres are vital for the well-being of local residents and the local economy. They also play an important role in the wider economy within South Cumbria and North Lancashire sub-region. It is important that they develop in a way that allows them to meet future changes and challenges without losing their distinctive character.
- 7.2 This district is characterised by a large rural hinterland which relies on key services being provided in larger urban areas, particularly Lancaster. Focusing development in town centres will result in significant sustainability benefits, including a reduction in the need to travel. However, main town centre uses are appropriate within defined boundaries of the three main town centres (as defined in Policy TC1 of the Land Allocations DPD) and should not result in densities and uses which would damage local amenity.

Town Centre Development

- 7.3 To retain and develop their vibrancy and vitality, centres must have an appropriate mix of retail, leisure, cultural and service provision. This must be at an appropriate level to the scale and type of the centre and not of a kind that would damage the ability of the surrounding area, or other centres, to function. The size of units is also important – new development in some centres (particularly in relation to Lancaster) will need to consider the development of larger retail units, but smaller units which *'promote competitive town centres that provide customer choice and diverse retail offer and which reflect the individuality of town centres.'* (Paragraph 23 of the National Planning Policy Framework²⁴) should be retained.

Policy DM14: Town Centre Development

Proposals for retail development will be supported where there are located within defined Primary Shopping Areas, as set out via the Local Plan Policies Map or are in accordance with relevant retail policies or where the proposal accords with other policies contained elsewhere in the Local Development Plan.

Proposals for Main Town Centre Uses in Town Centre Locations

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

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

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

²⁴ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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

Proposals for Main Town Centre Uses outside of Town Centre Locations

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

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

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

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

The Sequential Test

- 7.5 Town centre uses should be directed to town centre locations. Where proposals seek to deliver these uses outside town centres, the sequential test set out in paragraph 24 of the NPPF will be applied of the NPPF will be applied.
- 7.6 Significant weight will be given to the application and outcome of the sequential test. Applications that fail to undertake such a test and do not demonstrate flexibility in respect of sequentially preferable sites may lead to refusal of planning permission. Consideration should also be given to

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the advice set out on town centres within the National Planning Practice Guidance²⁵ document.

Retail Frontages in Town Centres

- 7.7 The frontages policy acts to highlight and emphasise locations in the town centres where retail (A1) uses would be best located. It also serves to protect existing retail uses from inappropriate or insensitive development. This policy builds on national guidance to help regenerate and reinforce the vitality and viability of existing centres as expressed in paragraph 23 of the NPPF.
- 7.8 The shopping frontages are defined in the Local Plan Policies Map, which accompanies the Land Allocations DPD. These designations have been identified within the provisions of paragraph 23 of the NPPF which states that local plans should *'define the extent of the town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.'*
- 7.9 The Local Plan Policies Map identifies primary shopping frontages with the central areas of Lancaster. The designations for Morecambe Town Centre are dealt with by the Morecambe Area Action Plan. Due to the scale and size of Carnforth Town Centre no frontages have been designated in this location. The approach to retail frontages is a long standing policy which has assisted in the consolidation of town centres and helped to define their function.
- 7.10 Secondary frontages near the edge of Lancaster's shopping area are also identified within the Local Plan Policies Map. They support the key shopping frontages and are areas where some degree of diversification would be supported, whilst still retaining their primary retail function.
- 7.11 The primary frontages are in central locations that form the core of a centre, and as such they are mostly A1 retail. The loss of A1 space will generally be resisted and conversions to A1 generally supported, whilst acknowledging the contribution that non-A1 units can make to a healthy town centre. Where the policy indicates that A1 uses should be retained, conversions which involve the reduction of A1 floor space by changing the use of part of a unit will have to maintain a suitably sized and viable unit on the frontage and not detract from the centre's vitality and viability.
- 7.12 The Council, via future reviews to its evidence base, will give consideration to the need and desirability of reviewing the percentage of continuous retail frontage required via criterion (iii) and (v) of Policy DM15.

Policy DM15: Retail Frontages

Primary Retail Frontages

Primary Retail Frontages, as defined on the Local Plan Policies Map for Lancaster, are identified because of their importance within their town centre location. The issue of retail frontages for Morecambe will be addressed in the Morecambe Area Action Plan DPD²⁶.

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

²⁵ <http://planningguidance.communities.gov.uk/>

²⁶ <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

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

Secondary Retail Frontages

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

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

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

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

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

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

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be converted satisfactorily provided that the proposed use will not adversely affect residential amenity, the functioning or appearance of the shopping centre and where appropriate there is sufficient off-street car parking and servicing.

Local and Neighbourhood Centres

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

Policy DM16: District, Local and Neighbourhood Centres

Within local and neighbourhood Centres, which are defined on the Local Plan Policies Map and Policy TC1 of the Strategic Policies & Land Allocations DPD, the Council will allow commercial, community and other non-residential uses on the ground floor where it retains an active frontage.

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

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

- 7.17 When a change of use is proposed within a local or neighbourhood centre, the new use must demonstrate that it would provide a local service, which would support the vitality of the local or neighbourhood centre, provide a window display and have no adverse effects on the amenities of residents, road safety or traffic flows.

Advertisements

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

7.20 As a general rule, advertisement displays will be restricted to shopping, commercial, and industrial or transport locations where they comply with the above criteria and do not cause excessive visual clutter. The Council's level of control over this issue is limited because a number of advertisements do not require formal consent. The use of A-boards and directional signage will be discouraged where the Council has the powers to do so.

Shopfronts

7.21 Shopfronts are an important aspect of the district's different shopping areas, making a valuable contribution to their visual character and appearance. Our primary objective is to ensure that shopfront respect the building of which they are part of and their location, particularly within Conservation Areas. A well designed shopfront will give a good improvements of business and the wider town centre. The Council believe that if all the shopfronts are of a high standard this will benefit the wider retail environment and as a consequence benefit all traders.

7.22 Changes to shopfronts have a significant impact on the appearance of a building and the surrounding retail area but also on their economic vitality and viability. By planning positively to enhance the visual character and appearance of shops the Council will ensure town centre locations remain economically viable into the future.

Policy DM17: Advertisements and Shopfronts

Advertisements

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

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

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

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

Shopfronts

The creation of new shopfronts, or the replacement / alteration of an existing frontage should be well designed to reflect the character of the surrounding area and seek, where possible, to enhance the visual amenity of the local area. In particular proposals should have regard to:

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- VII. The architectural merit of the existing shopfront;
- VIII. The existing character of the area;
- IX. The suitability of the overall form, scale and architectural detail in relation to the overall appearance of the building; and
- X. The suitability of materials in relation to the overall appearance of the building.

Further guidance on both shopfront and advertisement design can be found in the 'Shopfronts and Advertisements' Supplementary Planning Document (SPD) which will be a material consideration on proposals of this nature.

- 7.23 The Council formally adopted in a Supplementary Planning Document (SPD) on Advertisement and Shopfront Design²⁷ in spring 2016. Any proposals which involve the creation of new advertisements and shopfronts should pay regard to the content of this document.

Retail Development outside Defined Centres

- 7.24 It is recognised that not all retail development takes places within defined centres and therefore the Council will support the small-scale retail development which demonstrate a local benefit to their role within the community.

Policy DM18: Retail Development outside Defined Centres

Outside of defined town, local and neighbourhood centres, the development of (or change of use to) shops or other retail spaces which are less than 150sqm gross floorspace which are located within the urban areas of the district will be permitted provided that:

- I. The proposal can be easily and safely accessed by foot and by cycle from the surrounding area; and
- II. It will be compatible with surrounding land uses and will not detract from residential amenity and/or road safety.

Retail proposals which exceed 150sqm should be generally directed towards defined town centres as described on the Local Plan Policies Map.

Elsewhere in the open countryside, proposals for retail development which is not related to a farm unit will be directed towards defined town or local centres as defined in Policy TC1 of the Land Allocations DPD.

²⁷ <http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds>

8. Leisure and Culture

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

The Creation of New Leisure Facilities and Attractions

- 8.2 The Council will support the development leisure facilities and attractions in sustainable location within main urban settlements, primarily in sustainable town centre locations or where the sequential approach has been followed in accordance with paragraph 24 of the National Planning Policy Framework²⁸ (NPPF). This will have the primary aim of directing appropriate and desirable leisure facilities towards Morecambe to assist regeneration within the town. A key focus for Morecambe is the natural environment and natural tourism.

Policy DM19: Leisure Facilities and Attractions

Major Facilities

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

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

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

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

Minor Facilities

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

²⁸ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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- IV. Is located within an identified town centre boundary, preferably in a brownfield location, or within a complex of existing rural buildings;
- V. Is accessible to a variety of modes of transport, including public transport;
- VI. Does not result in an adverse impact on the visual amenity within the locality;
- VII. With regard to rural buildings, the proposal satisfies the relevant criteria of Policy DM46.

Proposals for leisure uses (both major and minor facilities) which are located outside of defined town centre locations should address the relevant requirements of Policy DM14 of this DPD in relation to the Sequential Test and Impact Assessment.

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

Any proposals which are expected to generate significant footfall and vehicle movements will be expected to provide a travel plan in accordance with Policy DM61 of this document.

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

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

- 8.3 Policy DM18 provides a positive framework for promotion of leisure facilities for the benefit of both local people and visitors to the district. Directing most of the leisure / visitor related development to the main settlements of Morecambe and Lancaster can assist in strengthening their viability as centres, ensuring that facilities can be accessed by a range of transport modes and continue to protect the natural environment.
- 8.4 The Council recognises the benefits that the leisure economy can have on the rural economy through the creation of new business, new jobs and more investment within the local area. Therefore development of leisure facilities in the countryside will be supported in principle but only in appropriate locations, where it is demonstrated that adverse impacts are minimised and proposals are in accordance within other policies within this document.
- 8.5 For the purposes of clarity, the term 'leisure attractions and facilities' should include major visitor attractions and major leisure / sporting attractions.

Visitor Accommodation

- 8.6 To promote the district of Lancaster as an attractive destination for visitors it is essential to offer a good range of quality accommodation in attractive, accessible locations. Government guidance considers that hotels, which are identified as a 'main town centre use' within the NPPF should be located in sustainable town centre locations. Therefore proposals for hotels should be focused on the main centres of Lancaster, Morecambe and Carnforth in the first instance and, should an edge-of-centre or out-of-centre location be proposed, that the sequential approach set out in Paragraph 24 of the NPPF be applied. Town centre locations are the highest priority for the provision of new accommodation as these will best facilitate linkages with shops, restaurants and other facilities.
- 8.7 Visitor accommodation can take many forms ranging from substantial hotels through to smaller bed & breakfast establishments to holiday cottages and holiday chalets. Proposals for smaller-scale

visitor accommodation may be acceptable beyond town centres and into rural locations, provided their scale is in keeping with the surrounding area. This may be as a guest house or farm-related visitor facilities, particular where proposals can aid agricultural diversification and involve the re-use of existing buildings which are worthy of retention.

Policy DM20: Visitor Accommodation

Hotel Accommodation

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

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

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

Other Visitor Accommodation

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

- I. Is on a site within the existing built-up area of Lancaster, Morecambe, Heysham, Carnforth or smaller settlement which provides a sufficient level of basic service provision, preferably on previously developed land; or**
- II. Is on a site which has a specific land allocation or an identified direction of mixed growth set out elsewhere in the Local Plan; or**
- III. Provides accommodation of an appropriate nature and scale to meet the needs of an existing visitor facility or attraction and is located adjacent to the facility or attraction; or**
- IV. Involves the conversion or re-use of a suitable existing rural building(s) and the proposal complies with other relevant policies within this document, particularly the criteria set out in Policy DM46.**

Proposals which relate to other types of visitor accommodation, including caravans (both static and touring), log-cabins and chalets should be considered under Policy DM49 of this document.

The Creation and Protection of Cultural Assets

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

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- 8.10 The Council will also support, subject to the consideration of all other relevant policies, the creation, expansion or improvement of existing cultural assets within the district. Any proposals should demonstrate that the creation of a new facility will deliver wider benefits to the local economy, through financial investment into the locality or through the creation of jobs for local people. In the case of improvements to an existing facility the proposal should deliver an improvement to the cultural offer that the existing facility provides.

Policy DM21: The Creation and Protection of Cultural Assets

The Creation or Improvement of Cultural Assets

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

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

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

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

The Protection of Existing Cultural Assets

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

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

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

The Evening and Night-Time Economy

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

Policy DM22: The Evening and Night-Time Economy

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

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

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

- 8.15 The promotion of an evening and night-time economy in main urban settlements needs to be appropriately managed to ensure that community safety is protected and anti-social behaviour is not increased. Proposals should be sited in appropriate locations, away from primary shopping frontages and should consider the cumulative impact on the character and function of the town centre, crime and local amenity.
- 8.16 In some town centre locations the clustering of evening and night-time uses has led to an adverse impact on local amenity. Proposals which exacerbate existing problems, such as anti-social behaviour will be resisted by the Council.

Public Realm and Civic Spaces

- 8.17 The creation of high quality streets and spaces in the district, particularly in urban locations, is an

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important way of creating a distinctive sense of place. Improvements and enhancements to public realm and civic space will be supported and it will be expected that new development proposals should contribute to such improvements, either directly through the development proposal or through financial contributions to wider regeneration and improvements within the locality.

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

Policy DM23: Public Realm and Civic Space

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

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

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

- 8.19 Pedestrian linkages within and around defined town centre areas should, where possible and appropriate, be strengthened to increase accessibility to pedestrians, cyclists and all vulnerable groups. New development should improve accessibility directly through to their proposals. Town centre developments and major developments which have an impact on the town centre will be encouraged to contribute towards wider regeneration schemes within their locality, for example the Square Routes and 'Beyond the Castle' projects in Lancaster²⁹ and future public realm works associated with the implementation of the Morecambe Area Action Plan DPD³⁰. Projects such as these, whether they are public or private and have significant benefits to public realm will be supported by the Council.
- 8.20 Good quality urban spaces can play an important role in the delivery of green infrastructure in the district; accordingly the application of this policy should consider guidance set out in Policy DM39 of this document which relate to green infrastructure provision.

Open Spaces, Sports and Recreational Facilities

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

²⁹ <http://www.lancaster.gov.uk/business/regeneration>

³⁰ <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

- 8.22 The Council is in the process of preparing a refresh of the evidence in relation to open space and recreational facilities, supplementing the original study undertaken in 2010³¹. The refreshed assessment. At this point in time it remains the position that a deficiency applies across much of the urban areas of the district. Therefore the Council's approach will be to resist development which would result in loss of open space provision, in particular spaces which have an environmental or community value. The Council believe this to be a vital piece of evidence in understanding the current demands and future needs for a range of open space types. The Council expect that development proposals will seek to address deficiencies in open spaces where necessary and appropriate to do so.
- 8.23 Not all open space is important for recreational, environmental and community uses, nor does it necessarily contribute to the visual amenity of the locality. Existing open spaces may also offer the opportunity to contribute to necessary development, improvements to the urban environmental or enhancements to existing open spaces. Therefore, where exceptional circumstances are demonstrated consideration will be given to proposals which involve the loss of identified open spaces. However, in determining whether open space should be released for development community involvement will be central to the decision making process. This must be undertaken by the developer / applicant in advance of the submission of the planning application.
- 8.24 The Council will seek to retain all open space where it is concluded to have a value, either to the local community that it serves or other environmental values. Community ownership of open spaces, both physically and morally, will be encouraged by the Council. The management and improvement of such assets should be championed through local communities which they serve and are of value to. The Council will seek to work in partnership with the local community to assist with the ongoing maintenance of green space.

Policy DM24: Open Space, Sports and Recreational Facilities

Protection of Recreational Open Space

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

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

Development proposals which are within the vicinity of designated open spaces will be required to incorporate design measures that ensure that there are no negative impacts on amenity, ecological value and functionality of the space. The Council will only permit

³¹ <http://www.lancaster.gov.uk/planning/planning-policy/sport-and-recreation-studies>

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development that has identified negative impacts on open space where appropriate mitigation measures or compensation measures have been provided.

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

The Creation of New Recreational Open Space

Development proposals located in areas of recognised open space deficiency will be expected and encouraged to provide appropriate contributions toward open space provision, either through the provision of on-site facilities or, more likely in relation to recreational space, a financial contribution toward the creation of or enhancement of existing recreation spaces off-site. Development proposals should give due consideration to the standards and thresholds set out in Appendix D of this DPD in relation to open space requirements or, where appropriate, site specific policies contained within the Land Allocations DPD.

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

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

- 8.25 Proposals will be expected to have due regard to the inclusion of open spaces within the development which is appropriate in scale and nature to what is being proposed.
- 8.26 Development proposals should be considered against the requirements for on-site provisions and off-site financial contributions which are set out in Appendix D of this DPD. The requirements set out in Appendix G are based on national standards and will be used as a basis for discussion for negotiations between the local planning authority and applicants. Issues of viability will be given due consideration within the negotiation process.
- 8.27 In considering the issue of viability, development proposals should consider whether it is appropriate to provide either on-site provision or financial contributions to the enhancements and improvements of existing nearby facilities. Dialogue is recommended between applicants and the Council to inform the understanding over open space requirements in the local area.
- 8.28 Whilst commercial development is unlikely to give rise to the need for open space provision, landscaping will form a key element of any proposal.
- 8.29 Development which forms part of a strategic land allocation, as identified in the Land Allocations

DPD should take direction from the specific policies relating to the site (and Masterplan if applicable) in relation to open space requirements.

9. Education and Skills

- 9.1 The district is home to a number of higher education establishments which the wider development plan will seek to support sustainable growth throughout the plan period to encourage both increased job growth and ensuring the opportunities for appropriate skills and training opportunities for young people. Further detail on how the development plan will support growth in these establishments is set out in the Land Allocations DPD.
- 9.2 To achieve sustainable economic development, applications for major development will be expected to develop and implement an *'Employment and Skills Plan'* (ESP) identifying opportunities for employment and up-skilling of local people through the implementation of their development proposal. The ESP should be informed by priorities identified through liaison with the Council, local employment and skills agencies. The target outcome of the ESP will be commensurate with, and assessed against, construction industry standard benchmarks of the employment / skills outcomes expected from the particular size and type of construction proposed.

Policy DM25: Employment and Skills Plans

In major* development schemes the Council will, depending on the size and scale of a proposal, expect an applicant to undertake and implement 'Employment and Skills Plan' which will set out opportunities for, and enable access to, employment and up-skilling of local people through the construction phase of the development proposal. In such cases where this is considered to be appropriate, reference should be made to requirements of the adopted Supplementary Planning Document (SPD) on this matter.

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

- 9.3 The Council are due to publish a Supplementary Planning Document (SPD) in early 2017 on this matter which should be given due consideration should an ESP be required.

10 The Design of Development

Key Principles

- 10.1 This policy sets out the key design principles that the Council will look to apply to new development within the district. The policy addresses a range of issues and seeks to ensure that development adds positively to the wider environment having regard to the existing character and quality of the area.
- 10.2 The Council would expect evidence of these considerations to be provided in the accompanying 'Design and Access Statement' to the application. As identified in the Council's Validation Guide³²

³² <http://www.lancaster.gov.uk/planning/submit-a-planning-application>

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further information on the sustainability credentials of a proposal will be required for all new or converted residential, commercial, leisure and institutional buildings, but not for extensions to existing buildings in a Sustainability Statement. This can be incorporated in a Design and Access Statement where it is appropriate to do so. Further information on the key principles outlined in Policy DM26 has been provided in a Planning Advisory Note (PAN) on residential design³³.

Ensuring Privacy

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

Garden Space

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

Accessibility

- 10.6 The Council will ensure that new development is proposed in locations that are sustainable and accessible and well-connected to existing services. Developments should have access to a wide range of sustainable transport methods without being limited to the use of private cars to access the site (see Policy DM58).
- 10.7 Proposals for new development should incorporate safe and appropriate access arrangements that are not at the detriment of highway safety and satisfy the local highway authority.
- 10.8 The Council will seek to ensure that all new developments are fully accessible to all members of the

³³ <http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds>

community and therefore compliant with the most relevant and up-to-date legislation. This is particularly important for public buildings and those that would generate significant footfall.

The Natural and Built Environment

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

Policy DM26: Key Design Principles

General Principles

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

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

Accessibility

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

Green Infrastructure and the Natural Environment

- IX. Retain appropriate amounts of garden / outdoor space for occupiers of both proposed and neighbouring uses; and
- X. Provide sufficient landscaping areas / buffer zones and appropriate levels of open space provision to mitigate development impacts on adjoining sensitive uses and the open countryside.

Other Environmental Considerations

- XI. Minimise impacts on air quality (including odour), noise pollution and excessive lighting;
- XII. Improve existing ground conditions and protect existing soil quality through addressing and remediating contaminated land and land instability issues where they exist;
- XIII. Enhance opportunities for protected species such as bats and swifts through the inclusion of appropriate roosting habitats;

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- XIV. Incorporate surface water drainage through appropriate management techniques maximising where possible their opportunity to deliver amenity and biodiversity enhancements;
- XV. Incorporate appropriate waste and recycling facilities;
- XVI. Adapt to climate change by utilising opportunities for natural lighting, ventilation and heating by/through design, layout and orientation; and
- XVII. Include measures to mitigate the effects of climate change by the incorporation of water and energy efficiency in new and existing buildings.

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

Gateway Locations

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

Pollution and Waste Management

- 10.10 The Council will seek to ensure that new development minimises any adverse impacts arising from pollution, including noise, light, air (including odour) and ground pollution through appropriate location, operation and design. Applicants should also consider the impact of existing sources of pollution when locating new development. Clearly new development that is sensitive to pollution is not appropriate where existing sources of noise, light or air pollution cannot be satisfactorily mitigated, or where it would prejudice the viability of other important land uses by reasons of its sensitivity to pollution.
- 10.11 New development should also provide for the storage of refuse and recyclable materials in easily accessible and safe locations, having regard to relevant urban design considerations (i.e. not having a significant detrimental impact upon the setting of a property or streetscene). To provide further information on how this can be achieved the Council have published a 'Planning Advisory Note' on this matter.

Gateway Locations

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

Design Review Panel

- 10.13 In accordance with paragraph 62 of the National Planning Policy Framework³⁴ (NPPF) the Council will utilise Design Review Panels to assess the impacts of major development proposals, particularly those which due to their size, scale and location may have adverse impacts on their surroundings. The views and recommendations of these panels will be given due consideration in determining a

³⁴ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

planning application.

Sustainable Design

- 10.14 Sustainable design can make a positive contribution to improving the overall sustainability of new development in the district by minimising or avoiding negative environmental impacts and improving the sustainability performance of development.
- 10.15 Encouraging developers to follow a low carbon strategy will help ensure that new developments reduce carbon emissions from buildings, to achieve zero carbon buildings. The proposed mechanism for achieving these requirements is through an incremental increase in the energy efficiency requirements of Building Regulations (Part L). These requirements concern the carbon emissions of new development and will eventually lead to Building Regulations requiring new development to achieve a zero carbon rating in accordance with an agreed definition and timeframe.

Policy DM27: Sustainable Design

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

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

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

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

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

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

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- 10.16 Checking compliance with Building Regulations is a separate process to getting planning approval; however both processes must be complied with. In the context of sustainable design applicants are encouraged to consider both together at the design stage as this will help to avoid problems, delays and increased costs as proposals are progressed through to application stage.
- 10.17 The Council recognises that the viability of new development may be affected by factors such as local sustainability requirements, particularly in less buoyant economic times. A key indicator of viability improving is greater developer confidence in the market. In determining sustainable design requirements the Council will monitor the delivery of new development across the district.
- 10.18 Opportunities to deliver enhancements in the energy and water efficiency performance of new developments in advance of building regulations will be encouraged by the Council with support given to those schemes which deliver high standards of sustainable design and construction.
- 10.19 Further guidance on sustainable design issues will be provided by the Council to set out in more detail on the content of Policy DM27. This document will also provide clarity around the future zero carbon definition, in particular the proposed 'carbon compliance' standard and the role of 'allowable solutions' in achieving this.
- 10.20 The Council would expect evidence of the sustainable credentials of new development to be provided in an accompanying Sustainability Statement. This is required for all new or converted residential, commercial, leisure and institutional buildings, but not for extensions to existing buildings. Further details on this are provided in the Council's Validation Guide³⁵ (2015). The Sustainability Statement can be incorporated in a Design and Access Statement where it is appropriate to do so.

Air Quality Management and Pollution

- 10.21 Air quality and pollution are widespread concerns at both district and national level. The Council has a range of activities underway to deal with these issues³⁶. There are currently three locations where air quality does not meet the national air quality objectives that aim to protect people's health and the environment. These are the centre of Lancaster, the centre of Carnforth, and Galgate and each location has been declared an Air Quality Management Area (AQMA).
- 10.22 The largest AQMA is located in the centre of Lancaster where emissions from vehicles, particularly from HGVs on the one-way system contribute toward high levels of nitrogen dioxide levels. These designations are regularly monitored and amendment to these areas (as well as considering the potential for further designations) will be implemented as appropriate. The impact of the Bay Gateway on the three AQMA's will be monitored.
- 10.23 The Council have published an Air Quality Strategy³⁷. The process has also been incorporated into the Highways and Transport Masterplan for Lancaster District which is available on the Lancashire County Council website.
- 10.24 The Council will ensure that proposals for all new development regardless of location will seek to minimise polluting emissions by applying standard emission reduction measures. The Council will

³⁵ <http://www.lancaster.gov.uk/planning/submit-a-planning-application>

³⁶ <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality>

³⁷ <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality/air-quality-reviews-and-assessments>

also seek to ensure developments do not have an unacceptable negative impact on local air quality particularly consider their impact on AQMA's or on areas where pollution levels are close to air quality objective levels. Similarly, proposals for new development should not put people's health at risk by introducing new exposure to areas where pollution levels are above or close to air quality objective levels.

Policy DM28: Air Quality Management and Pollution

All development proposals must seek to minimise the associated emission of harmful air pollutants during both the construction and operational phases. They must also avoid causing or worsening a breach of an air quality objective level or limit value, or exposing those who use and occupy the site to unacceptable adverse exposure.

The developer must take these aims into account with regards choice of location, general site or building design and transport arrangements. They are also likely to need to apply additional on-site mitigation and where the latter is not sufficient to meet the policy aim, a further financial contribution towards local air quality management off-site emission reduction measures may then be required and considered as part of mitigation / offsetting proposals. This contribution will be based on the calculated associated air pollutant damage costs.

Accompanying guidance provides details on site classification with reference to impacts on existing Air Quality Management Areas, standard mitigation requirements and assessment requirements to demonstrate impact and mitigation performance levels. The latter includes the appropriate use of both mass emission and pollutant concentration assessment methods.

For development proposals in urban areas the inclusion of solid fuel combustion appliances is discouraged.

10.25 One of the ways that the Council will seek to minimise the impact of new development on air quality is to ensure a development provides a suitable level of infrastructure for the charging of electric / plug-in hybrid vehicles. Measures such as the provision of facilities and infrastructure to enable and encourage walking and cycling and the use of lower emissions transport options such as ultra-low emission car sharing / car hubs / fleet vehicles, will also be key mitigations measures.

10.26 Particulate emissions from solid fuel combustion plants are generally greater than emissions from equivalent gas and electric installations and therefore impact adversely on local air quality. In urban areas the use of solid fuel installations in new development will therefore be discouraged.

Contaminated Land

10.27 The Council are not aware of any development sites in the district which are contaminated to such an extent as to render them undevelopable. Nevertheless the Council are keen to ensure that on derelict or vacant sites that come forward for development purposes can be developed and occupied safely. As the local pollution control authority the Council are required by the Environment Act 1995 to identify contaminated sites.

10.28 Developers should undertake tests during the initial stages of the development process to determine whether any contaminants are present and ensure that their site is suitable for the proposed use. The Council will encourage developers to discuss potential contamination issues with

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the Contaminated Land Officer at an early stage in the development process.

Policy DM29: Contaminated Land

Where is it considered that land may be affected by contamination, planning permission will only be granted for development provided that the following criteria are satisfied:

- I. All works, including investigation of the nature of any contamination, can be undertaken without the escape of contaminants which could cause unacceptable risk to health or to the environment; and**
- II. It is demonstrated that the developed site will be suitable for the proposed use without risk from contaminants to people, buildings, services or the environment including the apparatus of statutory providers.**

- 10.29 Potential sources of contamination are varied and can include residual waste from historic land uses such as gas production, industrial uses, landfill sites or sewerage treatment. Risks from contaminated land include materials which are left in the soil that could be released into the air, leach into the water table or contaminate home grown food. If left untreated such contaminants may affect residents, workers, buildings or services – either on the site itself or nearby,
- 10.30 Care should be taken throughout the development process, including any preliminary investigations, as survey work such as borehole drilling which may sometimes release contaminants. Care should be taken to prevent any substances within the soil from polluting local rivers or groundwater, the Environment Agency are normally consulted with respect to this.
- 10.31 Although the Council have yet to identify any contaminated sites that are likely to come forward for redevelopment, Policy DM29 of this DPD sets out criteria which will be applied if proposals emerge.

Development and Flood Risk

- 10.32 The district is located on the coast and contains a number of large rivers, particularly the River Lune which can be susceptible to flooding in extreme weather events. Many of the main settlement areas in the district lie within areas which, to varying degrees, are vulnerable to flooding, such as Lancaster on the River Lune and Morecambe on Morecambe Bay. The Council are currently preparing an updated Strategic Flood Risk Assessment (Stage 1) which will be published in late spring 2017.
- 10.33 The Council will seek to ensure that new development does not increase flood risk, however in some cases this will be unavoidable because significant parts of the main urban areas of Lancaster and Morecambe are located within such flood risk areas. Flood risk can be mitigated through the use of Sustainable Drainage Systems (SuDS) to manage surface water flows. SuDS can also assist in pollution control through improved filtration and habitat creation within developments.

Policy DM30: Development and Flood Risk

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

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

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

- I. That the proposed use meets the Sequential and Exception Tests as appropriate, as set out in National Planning Practice Guidance (NPPG);**
- II. That a Site-Specific Flood Risk Assessment is prepared for sites as described in paragraph 103 of the National Planning Policy Framework;**
- III. That suitable and appropriate flood prevention and mitigation measures are agreed, implemented and maintained to ensure that development is appropriately flood resilient and resistant;**
- IV. There will be no net increase of flooding to properties within the locality as a result of the development (such as increases in surface water run-off or the reduction in the capacity of flood storage areas) unless suitable and appropriate compensation or mitigation measures exist or can be agreed, implemented and maintained;**
- V. That on-site surface water run-off through the use of Sustainable Drainage Systems (SuDS) and the use of permeable surfaces are used where appropriate in accordance with Policy DM31 of this document; and**
- VI. There is no adverse impact on, or unacceptable risks to, the quantity or quality of water resources in accordance with Policy DM33 of this document.**

10.34 New development must consider the Environment Agency Flood Zone Maps that highlight areas at risk and vulnerable to flooding, either from fluvial (river) sources or coastal flooding. The maps also show variations in the areas of risk, and highlight land in Zone 3 as being at greatest risk from flooding and Zone 1 as being at limited risk from flood events. They are also updated on a regular basis to take into account revised data.

10.35 The National Planning Practice Guidance (PPG) formally published by the Government in 2014 sets out a full range of guidance on matters relating to flood risk. Development proposals in areas which are vulnerable to flood risk should take account of the guidance provided in the NPPG in demonstrating that this matter has been fully addressed as part of the application process, including the role of flood risk assessment, the sequential test and exception test.

10.36 Where relevant new development must also consider the Environment Agency's Shoreline Management Plan (SMP)³⁸ which sets out the recommendations for coastal management over the forthcoming 100 years. Similarly, for local river catchment new development must also consider the Environment Agency's Catchment Flood Management Plans (CFMP)³⁹.

Surface Water Run-Off and Sustainable Drainage

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

³⁸ <https://www.gov.uk/government/publications/shoreline-management-plans-smpls>

³⁹ <https://www.gov.uk/government/collections/catchment-flood-management-plans>

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particularly within the district's urban settlements.

10.38 Both urban and rural environments can be highly susceptible to surface water run-off as a result the Council will therefore seek to ensure that new development limits water discharge levels into local sewers and drains to improve capacity in the network.

10.39 The Council advocate the use of a SuDS hierarchy for new development in line with developments in line with best practice. The hierarchy is as follows:

- a. Discharge into the ground (infiltration).
- b. Controlled discharge to a surface water body, watercourse or the sea.
- c. Controlled discharge to a surface water sewer.

10.40 In line with the SuDS hierarchy the Council will expect relevant proposals to investigate the suitability and appropriateness of the following attenuation measures:

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

Policy DM31: Surface Water Run-Off and Sustainable Drainage

Proposals for all new development will be expected to submit schemes appropriate to the scale of the proposal detailing how on-site drainage will be managed so as not to cause or exacerbate flooding elsewhere in the locality. It is expected that new development identifies solutions to surface water drainage through the use of the SuDS hierarchy.

All development that would increase the rate of discharge of surface water from the site must consider its implications for the wider area. Sustainable drainage systems are expected for all major development, alternatives will only be permitted where sustainable drainage is shown to be impractical or where it is clearly demonstrated to compromise the viability of the scheme. Any alternative scheme must be consistent with both national and local planning policy.

If discharge of surface water to a public sewer is proposed, the onus will be on the applicant to demonstrate that capacity exists in the network. Essential flood prevention and drainage works for developments that include new housing must be completed at the latest prior to the first residential occupation, except in the case of phased development where alternative arrangements are agreed.

Open areas, including highways, within new development must be designed to optimise drainage and reduce run-off, while protecting groundwater and surface water resources and quality.

10.41 There are clearly merits of green solutions to manage surface water which have benefits to ecology, local habitat and biodiversity outweigh more conventional systems and usually improve the appeal a

development has. Developments should be designed with this in mind and the areas which are most susceptible to pooling or with the most scope for infiltration / Soakaways should be reserved for SuDS features.

- 10.42 SuDS can also enhance biodiversity opportunities within new development. Further information on this issue can be found on the Natural England, Environment Agency and RSPB websites. Developments on greenfield sites, particularly those requiring the preparation of a Development Brief will be required to include measures to deal with surface water drainage.
- 10.43 Surface water must not be discharged into the foul sewer system; United Utilities will not grant permission for such a proposal. Equally surface water must not be discharged onto the highway or onto other land without a watercourse. Surface water may not be discharged in an unrestricted or uncontrolled fashion
- 10.44 Further information on best practice examples or SuDS design can be found within the Planning Advisory Note⁴⁰ on this matter.

Water Supply and Waste Water

- 10.45 Adequate water supply, surface water and foul drainage and sewerage treatment capacity must be available to serve all new development. This is in addition to the supply and infrastructure capacity for existing development.
- 10.46 Shortages and gaps in capacity may affect the timing, delivery and design of development. Water supplies are limited, sewerage capacity vary locally and the Stodday Sewerage Treatment works in particular will require significant upgrading before the end of the plan period.

Policy DM32: Water Supply and Waste Water

Development proposals must take into account the demand for off-site water service infrastructure. In particular, developers will be required to demonstrate that there is adequate waste water capacity on and off the site to satisfactorily serve the development.

The Council will support development proposals where:

- I. Sufficient infrastructure capacity already exists; or**
- II. Extra capacity can be provide in time to serve the development.**

Water efficiency measures should be incorporated into the development. The design of non-residential building development should enable achievement of the BREEAM 'Excellent' standard.

- 10.47 Large scale schemes, particularly the strategic sites identified in the local development plan, may have a major impact on the infrastructure capacity, whereas smaller schemes can cumulatively have the same effect. All developers are therefore encourages to contact United Utilities as early as possible before submitting a planning application to establish the following:

⁴⁰ <http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds>

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- The water supply infrastructure demand of the development both on and off the site and whether this can be met;
- The wastewater infrastructure demand of the development both on and off the site and whether this can be met; and
- The surface water drainage requirements and flood risk of the development both on and off site.

10.48 In some circumstances an assessment may be required to ascertain whether the proposed development would lead to an unacceptable overloading of existing infrastructure. Where there is an identified capacity problem, the Council may require the developer to fund appropriate improvements which must be completed prior to the occupation of development.

10.49 Pressure on water supplies can be in part be address by water efficiency measures to reduce average consumption. This is important because consumption is high and needs to be reduced. More than a thousand people in the district rely upon private water supplies (i.e. non-mains water). Development close to these supplies will be carefully considered to ensure the continued quality of the supply. Any proposals which seeks to commence a new supply, or brings back into use a formerly used existing supply, must notify the Council.

10.50 Domestic water consumption can be considerably reduced by building new homes to high water efficiency standards. Appropriate measures to improve water efficiency include, but are not limited to dual flush toilets, low flow bathroom and kitchen fittings, low water consumption appliances, grey water and water recycling systems, water butts and other on-site water retention systems.

Protection of Water Resources and Infrastructure

10.51 New development must consider the impact on wastewater infrastructure, and there may be a need to co-ordinate new development through a phased approach to allow improvements to wastewater infrastructure. It must also consider the location of the point of connection to the wastewater infrastructure for new development to reduce flood risk and impact on watercourses.

Policy DM33: Protecting Water Resources and Infrastructure

New development must:

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

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

10.52 The EU Water Framework Directive⁴¹ came into force in December 2000 and established a strategic framework for managing the water environment. It requires a management plan for each river basin to be prepared every six years based on detailed analysis of the impacts of human activity on the

⁴¹ http://ec.europa.eu/environment/water/water-framework/index_en.html

water environment and incorporating measures to improve water bodies where required.

10.53 The Environment Agency is responsible for the implementation of the Water Framework Directive and in December 2009 it published the first set of River Basin Management Plans⁴² for England and Wales. The North West plan identifies a range of challenges that need to be tackled to achieve the objectives of the Water Framework Directive.

10.54 The Council can contribute towards tackling the challenges highlighted in the North West plan by ensuring that the design, layout and needs of new development consider solutions to these challenges so that water quality does not deteriorate in the future.

10.55 Drinking water is becoming a more valued resource so the Council will ensure that new development delivers high standards of water efficiency by including measures to avoid wastage including:

- Water saving devices, water efficient fixtures and fittings;
- Rainwater and greywater recycling (water butts or more complex collection and treatment systems);
- Landscaping and gardens that don't require much water; and
- Sustainable Drainage Systems (SuDS).

11. The Historic Environment

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

11.2 The district's other heritage assets include 37 Conservation Areas, 41 Scheduled Monuments and 3 Historic Parks and Gardens. Collectively, the district's heritage is a major economic asset. Lancaster is one of the North West's most important and historical cities, visually coherent, it is little damaged by inappropriate development. Places and buildings show a strong historic legacy which mixes Roman and Medieval elements such as Lancaster Castle with the strongly Georgian and Victoria City Centre and more contemporary suburbs.

11.3 The heritage assets found within the district range in significance, from assets which have been specifically designated for their importance to non-designated assets which are recognised at a local level to have historic significance. Policies DM34 to DM38 seek to protect and enhance the value of all types of heritage asset. The local planning authority will protect and enhance the value of heritage assets, whether they are designated or non-designated to ensure their long-term future for the conservation and enjoyment of the historic environment in accordance with the principles set out in paragraph 126 of the National Planning Policy Framework⁴³ (NPPF).

Assessment of Significance

11.4 All applications that are considered to affect a heritage asset (both designated and non-designated assets) are required to include an assessment of significance of any heritage assets affected. This

⁴² <https://www.gov.uk/government/collections/river-basin-management-plans-2009>

⁴³ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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should also involve an assessment of any contribution made by their setting. Further details on understanding the significance of an asset can be found in Historic England's Conservation Principles, Policies and Guidance (April 2008)⁴⁴.

- 11.5 The level of detail provided in an Assessment of Significance should be proportionate to the asset's importance, and it should be sufficient to understand the potential impact of the development on that significance. The Council's Planning Application Validation Guide⁴⁵ should be referred to for further details.
- 11.6 In determining applications the Council will take account of the following issues:
- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - The positive contribution that conservation of heritage assets can make to sustainable communities, including economic viability; and
 - The desirability of new development making a positive contribution to local character and distinctiveness.

Design in the Historic Environment

- 11.7 High quality design is vital for new developments in the historic environment as the vibrancy and richness of the heritage assets strongly contributes to the cultural values of the district, the quality of which could be eroded through inappropriate or low quality proposals.
- 11.8 In certain circumstances, and with an understanding the significance of heritage assets and their setting, high quality contemporary design may be acceptable within the historic environment.

Development affecting Listed Buildings

- 11.9 Listed building consent is required for any works of demolition, and for any works involving alteration or extension to a Listed Building which would affect its character as a building of special architectural or historic interest. Controls apply to all works, both internal and external, that would affect a Listed Building's special interest, whether or not the feature concerned is specifically mentioned in the description of the designated heritage asset.
- 11.10 The Council will expect that Listed Building consent and related planning application(s) to be submitted at the same time, not separately, unless there are exceptional circumstances that require such a course of action.
- 11.11 In judging the impact of any alterations on a Listed Building, it is essential that there is a thorough understanding of the elements that contribute toward the significance of the asset, which may comprise a variety of features including windows, staircases internal layouts, landscaping and tree planting for example. In the assessment of harm on the asset consideration must be given to paragraphs 133 and 134 of the NPPF.
- 11.12 Many Listed Buildings can sustain some degree of sensitive alterations, however this can vary and is greatly dependent on the significance of the asset. Sometimes the need to conserve the significance of the asset is so great that the conversion and alteration into an economic use may be unsustainable. Therefore, their future may be secured through charitable or community partnerships.

⁴⁴ <https://www.historicengland.org.uk/advice/constructive-conservation/conservation-principles>

⁴⁵ <https://www.lancaster.gov.uk/planning/submit-a-planning-application>

- 11.13 The fabric is an important part of the Listed Building's significance and should be retained as a fundamental part of any alteration or conversion, together with the use of appropriate materials and methods of repair. It is not appropriate to sacrifice old work simply to accommodate new.
- 11.14 Where alterations are considered to be acceptable it is preferable for new work to be reversible (although this alone does not justify alteration). New openings will need to be considered in the context of the asset's significance. Where proposals may make significant features redundant, such as windows, doors or other features then the impact is likely to be minimised if they are left in place. The junction between old and new features is important, both in terms of their impact on the significance of the Listed Building but also its setting, therefore Policy DM34 is directly relevant to this issue.

Policy DM34: Development affecting Listed Buildings

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

Demolition of Listed Buildings

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

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

Extensions and Alterations to Listed Buildings

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

Proposals which involve external and/or internal alterations to a Listed Building which would have an adverse impact on the special architectural or historic character of the building and/or their surroundings will not be permitted. The loss of historic fabric simply to accommodate new will not be permitted.

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

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Where proposals will lead to less than substantial harm to the significance of the listed building, this harm should be outweighed by the public benefits of the proposal which includes securing its optimum viable use.

Changes of Use and Conversions of Listed Buildings

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

Listed Buildings and Climate Change

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

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

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

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

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

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

11.16 Alternations to shop fronts and other alterations on commercial premises which are Listed Buildings should be designed to a high standard and use appropriate materials. Where historic shopfronts and other joinery details exist, these should be retained and repaired. Where they are beyond repair, they should be repaired on a like-for-like basis. In such cases, this policy should be read in conjunction with Policy DM17 which relates to advertisements and shopfronts.

Change of Use of Listed Buildings

11.17 Keeping Listed Buildings in active use is critical to ensuring their upkeep. The best uses will be very

often the use for which the building was designed and continuation or reinstatement of that use should be the first option within development proposals.

- 11.18 However, not all original uses will now be viable, or even appropriate. In some cases, the original use may now be less compatible with the building than an alternative use, for example, due to modern agricultural practices and requirements. The Council will encourage any development proposal which secures the optimum long-term viable use for any Listed Building.

Climate Change and Listed Buildings

- 11.19 The historic environment has a major role to play in mitigating climate change. The re-use of historic buildings has the potential to address issues such as the low carbon values of traditional materials, the damage caused by the release of embodied energies from the demolished fabric and the environmental benefits of repair and maintenance over replacement.
- 11.20 In addition, heritage assets are capable of improved energy efficiency, and sometimes the sympathetic use of renewable energy equipment, on a level which does not harm the significance of the heritage asset or its setting, will be considered to be appropriate.
- 11.21 The use of renewable energy may be acceptable subject to the sequential approach set out within Policy DM50. Evidence that the impact of the proposal is truly understood and details of the mitigation will be required and should form part of the heritage statement. The Historic England guidance Energy Efficiency and Historic Buildings⁴⁶ (March 2011) should also be referred to in relation to this issue.

Heritage at Risk

- 11.22 There are a number of buildings considered to be at risk within the district. The Council will work with the owners of these buildings to find viable uses to secure their long term future.
- 11.23 The Council expects that where a use for these buildings cannot be identified in the short-term, that they are maintained and secure to prevent them from decaying further. Not only will this help prevent the loss of important historical fabric, but maintenance will help prevent costs from escalating to such an extent that repair of such buildings is uneconomical.
- 11.24 Historic England maintains a National Heritage at Risk Register⁴⁷ which is updated on an annual basis. This includes Grade I and II* Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, Registered Battlefields, Protected Wreck Sites and Conservation Areas. English Heritage can also provide practical advice, guidance and, in some cases, resources for those Listed Buildings on its register, though their involvement must be determined by the importance of the building and the complexity of the issues.
- 11.25 With regard to Grade II Listed Buildings, the Council maintains a register of all those assets which are considered to be at risk.

Development affecting Conservation Areas

- 11.26 The district has a large number of Conservation Areas⁴⁸. These range from the large Lancaster Conservation Area, to the smaller, more discreet Conservation Areas such as Cannon Hill in Lancaster or the smaller rural villages. These Conservation Areas will be reviewed and re-appraised

⁴⁶ <https://www.historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/>

⁴⁷ <https://www.historicengland.org.uk/advice/heritage-at-risk>

⁴⁸ <http://www.lancaster.gov.uk/planning/conservation/>

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when necessary and appropriate.

Policy DM35: Development affecting Conservation Areas

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

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

Demolition of Buildings within Conservation Areas

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

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

No loss will be permitted without taking all reasonable steps to ensure that the new development will immediately proceed after the loss has occurred.

Development within Conservation Areas

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

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

All proposals that are located within a Conservation Area or its setting should give due consideration to all relevant policies within the Development Management DPD development.

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

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

11.28 Many Conservation Areas rely for their character on their relationship between buildings and spaces

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

- 11.29 When determining any development proposals affecting a Conservation Area, the Council will take into account the impact on views into and across the area, important open spaces either within or near to the area and its wider landscape setting. Furthermore, the Council will take into account any Conservation Area Appraisal or Management Plan⁴⁹ which is relevant to the locality. A Conservation Area is a designated heritage asset and therefore Policy DM35 is directly relevant to this issue.
- 11.30 Alternations to shopfronts and other alterations on commercial premises within Conservation Areas should be designed to a high standard and use materials which are appropriate and sympathetic to the surrounding area. Where historic shopfronts and windows survive, there will be a presumption in favour of their retention and repair will be encouraged over replacement. Proposals which involve the siting of advertisements should have due regard to Policy DM17 relating to advertisements and shopfronts⁵⁰.
- 11.31 Conservation Areas are about the quality and interest of the areas, and not just the individual buildings. Therefore, particular attention must be given to the details such as the floorspace, street furniture, street lighting and public spaces. The Council will encourage proposals which seek to enhance these features.

Article 4 Directions

- 11.32 Many alterations to the majority of unlisted dwelling houses do not require planning permission and would be permitted development under the General Permitted Development Order 2015 (as amended). However, in a number of Conservation Areas, the local planning authority has removed permitted development rights to bring specified operations under the control of planning legislation. Such action is carried out using an Article 4 Direction.
- 11.33 Article 4 Directions cover a number of properties within the following Conservation Areas: Lancaster, Westfield Memorial Village, Bath Mill, Morecambe, Glasson and Heysham. For more detailed and up-to-date information please contact the Conservation Team at Lancaster City Council.
- 11.34 Where the local planning authority considers that permitted development rights are threatening the character and appearance of a Conservation Area, it will consider bringing this development under its control by the use of an Article 4(2) Direction.

The Setting of Designated Heritage Assets

- 11.35 Conservation also looks beyond the individual asset to protect the settings of designated heritage assets such as World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens or Conservation Areas (where highlighted on the relevant Local Plan Policies Map), as well as setting of undesignated heritage assets.
- 11.36 A setting is the surroundings of a heritage asset in which the asset is experienced. All heritage assets

⁴⁹ <http://www.lancaster.gov.uk/planning/conservation/conservation-area-appraisal>

⁵⁰ <http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds>

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have a setting, whether they are designated or not. Settings are generally more extensive than a curtilage, and its perceived extent may change as an asset and its surroundings evolve or as an understanding of an asset improves.

- 11.37 Elements of a setting may make a positive or negative contribution to the significance of an asset, or they may be neutral. The contribution of setting to significance is often expressed by reference to views. This is likely to include a variety of views of, across, or including the asset and views of the surrounds from or through the asset.
- 11.38 In Lancaster itself, for example, the topography of the city means that many areas are visible from a number of different vantage points, and views from high ground, such as Castle Hill and Williamson Park should always be considered. Similarly the impact of tall buildings on the townscape and roofscape of Lancaster and Morecambe requires careful consideration.
- 11.39 Historic England has published several important guidance documents which are available on their website including *The Setting of Heritage Assets*⁵¹ (March 2015) and *Seeing History in the View: A Method for Assessing Heritage Significance within Views*⁵² (May 2011).

Policy DM36: The Setting of Designated Heritage Assets

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

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

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

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

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

- Proximity;
- Position in relation to key views;
- Prominence, dominance, conspicuousness;
- Dimensions;
- Scale;
- Massing;
- Visual permeability;
- Materials;
- Architectural style & design; and
- Changes to roofscape or skylines.

⁵¹ <https://www.historicengland.org.uk/images-books/publications/setting-heritage-assets/>

⁵² <https://www.historicengland.org.uk/images-books/publications/seeing-history-view/>

Non-Designated Heritage Assets

- 11.40 Lancaster district has a rich and varied historic environment which contains a large number of heritage assets, whether they are designated or not. These range from buried archaeology and above-ground historic buildings, to the historic street patterns and historic landscapes which survive in many locations. Many of the district’s heritage assets have been statutorily recognised. However, this does not necessarily provide the whole picture.
- 11.41 As well as the approximately 15% of known heritage assets which are formally designated, there may also be other heritage assets classed as ‘Non-Designated Heritage Assets’ which do not fall into any formal designations mentioned previously but are still considered to be historically or architecturally significant. To understand the location and value of non-designated heritage assets, the Council is in the process of developing a local list to identify important heritage assets in the district. The purpose of a List of Local Heritage Assets is:
- To raise awareness of the district’s historic buildings and their importance to local distinctiveness.
 - To inform developers, owners, Council officers and members about buildings within the district that are desirable to retain and protect.
 - To provide guidance and specialist advice to owners to help protect the character and setting of the buildings and structures.
 - To help the Council in its decision-making when discussing proposals and determining planning applications.
 - To record the nature of the local historic environment more accurately.
- 11.42 To inform the local list, members of the public have been invited to nominate locally significant buildings to be added to the local list. The selection criteria for inclusion on the local list is set out on the Council’s website⁵³.

Policy DM37: Development Affecting Non-Designated Heritage Assets or their Settings

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

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

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

⁵³ <http://www.lancaster.gov.uk/planning/conservation/local-heritage-assets>

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

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

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

11.44 In assessing the significance of a heritage asset, its heritage value needs to be considered. There are a number of values which should be taken into account when determining the significance of a heritage asset, particularly where they are consistent with Historic England's Core Principles, as set out in Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment⁵⁴ (2008).

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

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

Archaeology

11.46 Within the District of Lancaster there are a large number of sites which are known for their archaeological interest. Information on many of these sites is held in the Historic Environmental Record⁵⁵ (HER), which is managed by Lancashire County Council. These sites are not shown in the Land Allocations DPD and accompanying Local Plan Policies Maps.

11.47 The HER includes Lancaster's Urban Archaeological Database⁵⁶ (UAD), which brings together all the known archaeological date for the Historic Core of Lancaster City Centre into one place. The UAD contains information on all known pre-1800 archaeological material found within the locality, whether they are archaeological deposits or upstanding remains. Scheduled Ancient Monuments have been identified on the Local Plan Policies Map which accompanies the Land Allocations DPD.

⁵⁴ <https://www.historicengland.org.uk/advice/constructive-conservation/conservation-principles>

⁵⁵ <http://www.heritagegateway.org.uk/Gateway/CHR/>

⁵⁶ <http://www.lancashire.gov.uk/libraries-and-archives/archives-and-record-office/historic-environment-record.aspx>

Policy DM38: Archaeology

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

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

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

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

- 11.48 Whilst a number of sites have been formally designated for their archaeological importance, this only represents a fraction of the total. Many important archaeological sites remain undiscovered and unrecorded. Archaeological sites are a finite resource and, as a result, it is important to ensure through the planning process that development proposals do not result in their damage or destruction.
- 11.49 Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to Schedule Monuments and therefore should be subject to the same policies as a designated heritage asset, in accordance with paragraph 139 of the NPPF.
- 11.50 Where development proposals could affect a Scheduled Monument or its immediate setting, applicants are advised to contact Historic England at an early stage in the planning process to determine if the proposal is likely to be acceptable or not and, if necessary, to seek out ways of minimising any impact on the monument. Separate Scheduled Monument Consent may well be required in addition to any planning permission for proposals that impact on Scheduled Monuments or their settings, and where there is significant impact the proposal is likely to be unacceptable.
- 11.51 Where any other archaeological site may be affected, the proposal is likely to require an appropriate heritage assessment as part of the application, which may include desk-based or field investigations and the Council may refuse any application when such information is needed but not supplied. Where a development is permitted that does have an impact on a heritage asset works to mitigate that impact may be required as a condition of the development. Such works can range from recording a standing structure to formal archaeological excavation, and are likely to be required in advance of development starting.

12. The Natural Environment

Green Infrastructure

- 12.1 Green Infrastructure is a wide-ranging term which can encompass a number of environmental features including open spaces, recreational areas, parks and gardens, allotments, biological and geological conservation sites, landscape features, rivers, canals and watercourses, woodland, street trees and planting, orchards, village greens, green roofs and walls, cycle routes, pedestrian walkways and Public Rights of Way (PROW), green corridors and open countryside. This however is not a definitive list of the types of Green Infrastructure assets. Policy DM39 sets out the beneficial roles of green spaces and green corridors can contribute to in the locality.
- 12.2 The Council will retain a presumption towards the protection of green spaces and green assets, particularly where it can be demonstrated that they provide value, either economically, environmentally or socially, to the community they serve. Development proposals which involve the loss of such spaces will be resisted by the Council unless it has been demonstrated that the benefits that the proposal provides outweigh the loss of open space and the lost open space is replaced with facilities of equal, if not better, standard than those existing in a suitable, nearby and accessible location.

Policy DM39: Green Infrastructure

Green Spaces and Green Corridors

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

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

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

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

The Council will expect proposals for new residential development to provide for improvements to open space; such proposals will be expected to give due consideration to requirements set out in Appendix G of this DPD or, where appropriate, the requirements of site specific policies contained in the Land Allocations DPD.

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

Allotment Provision

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

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

Garden Provision

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

- 12.3 The Council will be preparing a refresh of its open space assessment which set out the location of existing open space provision within the district and the existing / future needs and deficiencies within the district, this will be supplemented by the preparation of a Playing Pitch Assessment. These assessments are considered to represent a key pieces of evidence in relation to this topic and therefore the Council will expect applicants to have due regard to the content and recommendations of this document or other successor documents on this topic area.
- 12.4 Development proposals should be considered against the requirements for on-site provisions and off-site financial contributions which are set out in Appendix G of this DPD. The requirements set out in Appendix G are based on national standards and will be used as a basis for discussion for negotiations between the local planning authority and applicants. Issues of viability will be given consideration within the negotiation process with both commercial and residential development proposals expected to make contributions toward improvement of green infrastructure.
- 12.5 In considering the issue of viability, development proposals should consider whether it is appropriate to provide either on-site provision or financial contributions to the enhancements and improvements of existing nearby facilities. Dialogue is recommended between applicants and the Council to inform the understanding over open space requirements in the local area.
- 12.6 Development which forms part of a strategic land allocation, as identified in the Land Allocations

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DPD should take direction from the specific policies relating to the site (and Masterplan if applicable) in relation to open space requirements.

Allotment Provision

- 12.7 Allotments are an important element of open space and offer a significant range of benefits for people, communities and environments. They provide recreational value to their users, support local biodiversity, contribute toward the urban landscape, contribute to the physical and mental well-being of their user, provide the opportunity to grow fresh produce and contribute toward a healthy lifestyle that is active, sustainable and socially inclusive.
- 12.8 There are currently 21 allotment sites within the district, providing approximately 19 hectares of land for the growing of food. Despite this provision there remains a waiting list and demand for allotment sites continues to increase, with the greatest levels of both supply and demand in the Lancaster Area.
- 12.9 From a planning perspective, the Council will address such demand through new development, in particular larger development proposals which will be able to accommodate provision for new allotments.
- 12.10 Allotments can play a key role in increasing levels of physical activity across the district, providing an alternative to formal sporting activities. In light of the recognised need for additional provision of allotments across Lancaster, innovative approaches to increasing provision should be considered, including links and partnerships with local schools where opportunities to do so exist. The value of allotments as a social opportunity and an alternative option for exercise is recognised by the Council. The location of allotments at schools should be investigated as a potential solution to the provision of new facilities, particularly in rural locations.
- 12.11 The Council will continue to seek to address this deficiency through more efficient use of existing provision and the identification of new sites for this purpose in areas of need. The development of new housing, particularly in the South of Lancaster as set out within the relevant policies of the Land Allocations DPD, will be expected to address specific needs in this locality.

Development affecting Environmentally Sensitive Sites

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

- 12.15 The district also has 29 Sites of Special Scientific Interest (SSSI) covering approximately 385 square kilometres. This represents approximately 40% of Lancashire's SSSIs and 60% of their total area. All 12 of Lancashire's Limestone Pavement Areas are within the district. The district has local nature reserves at Warton Crag and Trowbarrow Quarry and around 250 County Biological Heritage sites and 25 Geological Heritage sites.
- 12.16 The policy confirms the protection provided to statutory designated areas and non-statutory locally designated areas in the district such as Biological Heritage Sites and Local Nature Conservation Sites. It aims to prevent harm to protected habitats and species, including direct impacts such as loss of land, and indirect impacts such as changes to watercourses or increased levels of air pollution (or a combination of such impacts). It should be noted that harm to a habitat could occur some distance away from the designation and travel between a development and habitat by a variety of different paths and gateways

Policy DM40: The Protection and Enhancement of Biodiversity

Development proposals should seek to minimise adverse impacts on biodiversity and/or geodiversity. Where harm from development cannot be avoided, adverse impacts may be managed where a developer can clearly demonstrate that the negative effects of a proposal may be mitigated, or as a last resort, compensated for.

There should, as a principle, be a net enhancement of biodiversity assets. Priority should be given to achieving targets in the Biological Action Plans (BAP) for Lancashire and North Yorkshire, to improve public access to nature and ensure the effective management of biodiversity or geodiversity assets.

Development affecting Internationally Designated Sites

Development proposals affecting directly or indirectly an international designated sites qualifying habitat and/or species are subject to the requirements of The Conservation and Habitats and Species Regulations 2010. In accordance with the above regulations where a proposal has implications for international designated sites, the proposal will be expected to be accompanied by a Habitats Regulation Assessment.

Adverse effects should be avoided, or where this is not possible they should be mitigated, to make sure that the integrity of the internationally important sites are protected. Development which may adversely affect the integrity of internationally important sites will only be permitted where there are absolutely no alternative solutions and there are imperative reasons of overriding public interest and where compensatory provision has been made. Such mitigation or compensation must be functional before any likely adverse effect arises and should be accompanied by a dedicated project related Habitats Regulation Assessment. This also applies to sites and habitats outside the designated boundaries that support species listed as being important in the designations of the internationally important sites (i.e. supporting habitat).

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

Developments affecting Nationally Designated Sites

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Development proposals will not be permitted where there is likely to be an adverse effect on sites of national importance for biodiversity and/or geology. In exceptional circumstances development proposals may be considered acceptable where the benefits of the development clearly outweigh both the impacts that the development is likely to have on the defining features of the site and the broader impacts on the national network of that designation. Where adverse effects are unavoidable these should be minimised and mitigated against, and where this cannot be achieved, compensated for via net gains. Proposals should meet the requirements of paragraph 118 of the National Planning Policy Framework.

Developments affecting other Environmentally Sensitive Sites and Species

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

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

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

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

Protection of Soils and Land of Agricultural Value

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

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

12.17 The district's European Sites (RAMSAR and Natura 2000 sites), which include Morecambe Bay, are of significant international importance and given very high levels of protection. If development has the potential to adversely affect these sites then the provisions of the Habitats Regulations (2010) will apply.

12.18 Development would not be supported that would adversely affect the integrity of European sites, either alone or in combination with other developments unless under exceptional circumstances. In such circumstances, an assessment should be undertaken in line with the requirements of the Habitats Regulations.

- 12.19 A development proposal that could affect the biodiversity value or geological conservation of a site should be accompanied by a detailed ecological / geological assessment. Where negative impacts have been identified, a detailed mitigation strategy should be prepared to demonstrate how these impacts will be prevented, minimised or compensated. Mitigation or compensation measures should be secured via condition or obligation; consideration may be given to biodiversity offsetting. It should be noted that knowledge of wildlife sites and their condition is constantly changing and decisions will be made on the most up-to-date information available.
- 12.20 Development proposals which involve the re-use, alteration or extension to existing buildings will need to carefully consider the potential impacts that proposals may have on protected and priority species that may use part or all of the building as their habitat and provide appropriate protection and prevent of harm in accordance with paragraph 118 of the National Planning Policy Framework (NPPF). Proposals for development should seek to maintain and enhance biodiversity value and consider their potential impact on biodiversity and on sites of importance for geological conservation.
- 12.21 When producing assessments of habitats and species, details of any mitigation or enhancement should accord with the provisions of the Lancashire Biodiversity Action Plan (BAP). Further information on these issues can be found on the website for the Association of Local Government Ecologists at www.algae.org.uk/publications/index.php.
- 12.22 In addition to the potential threats to biodiversity caused by new development, climate change poses another significant threat. Some species may be placed at risk from dying out unless they can keep pace with the impacts of climate change, others may suffer from increased competition for water resources. The avoidance of the fragmentation of wildlife habitats and ecological networks is likely to be significant in enabling wildlife to adapt to climate change.

Protection of Soils

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

Protection of Agricultural Land

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

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Trees and Woodland

- 12.28 The district has many fine examples of important and significant trees which can be defined as trees which are ancient, of veteran status, of historic importance, rarity and contribution as a wildlife resource or notable in terms of their impact on the visual amenity of an area. The Council will actively seek to protect these significant trees from development which would involve their loss or harm. The protection of significant trees has many benefits economically, socially and environmentally including their contribution to the reduction in atmospheric carbon dioxide levels and mitigation of climate change.
- 12.29 The majority of trees within the district are not protected by Tree Preservation Orders (TPOs) or located within designated Conservation Areas. However, this does not mean that non-designated trees are not considered to be significant and worthy of protection from loss or harm. Areas identified as ancient woodland will be designated as such within the Local Plan Policies Map and will be protected from loss or harm.
- 12.30 Development proposals should incorporate existing and notable features, such as significant trees within their proposals. The retention of existing trees can assist in providing context and character to a development and ensure that the proposals respect the character and value of the surrounding landscape and townscape. The Council will resist the loss of trees within development proposals, particularly where it can be demonstrated that appropriate alternative design solutions exist which can allow for retention and incorporation of such features into the overall design of a new development.

Policy DM41: Protection of Trees, Hedgerows and Woodland

Protection of Trees, Hedgerows and Woodland

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

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

Encouraging Tree Cover

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

- 12.31 The Council will support the retention of existing trees within development proposals. However, where it is adequately demonstrated that retention is not possible or feasible to achieve, and the loss does not involve trees which are of significant value, then consideration will be given to whether suitable mitigation measures would compensate for the losses sustained. In making this

assessment, the Council will have regard to the provision of its adopted Tree Policy⁵⁷, adopted in 2010, and the replanting ratios contained therein.

- 12.32 Any development proposals which have implications for existing trees must be accompanied by an Arboricultural Implications Assessment which would set out the potential impacts and implications for existing trees which may arise from development proposals. The assessment must also include measures to protect trees and provide appropriate mitigation measures.
- 12.33 Although a felling licence is not required from the Forestry Commission if a full planning permission is granted, the Forestry Commission remain a non-statutory consultee on development which either directly affects or is within 500 metres of ancient woodland. Consent from the Forestry Commission may also be required under the Environmental Impact Assessment (Forestry) Regulations if the proposed development involves afforestation, deforestation, forest roads or forestry queries.

Hedgerows

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

Increasing Tree Coverage

- 12.35 Tree cover across the district was estimated to be approximately 6.9% in March 2010 (Woodland Trust) compared to 9.9% for England. However, through the course of this plan period the Council will seek to increase the level of tree cover across the district in an effort to mitigate and adapt to the impacts of climate change.
- 12.36 Whilst it is recognised that large portions of the district include upland areas the level of tree cover in the district is still significantly less than the national average. The Council will therefore explore opportunities for growth in the level of tree cover where appropriate locations exist. There will be many opportunities to achieve this. The increased provision for trees in new development, through suitable and appropriately designed landscaping schemes, is a key component of delivering growth in tree cover.
- 12.37 Development proposals will be encouraged and supported to incorporate trees, which should be at an appropriate scale and be indigenous species and local provenance. The inclusion of fresh tree planting will be considered by the impact it will have on the surrounding character and landscape. This guidance is in addition to the operation of an existing Tree Sponsorship Scheme.

Development and Landscape Impact

- 12.38 National Parks and Areas of Outstanding Natural Beauty (AONBs) are recognised under the National Parks and Access to the Countryside Act (1949) and Countryside and Rights of Way Act (2000) to be of national importance for their landscape quality and, as nationally designated landscapes, are afforded the highest status of protection in relation to landscape, tranquility and scenic beauty. This is re-affirmed in paragraph 115 of the National Planning Policy Framework⁵⁸ (NPPF) which states that great weight should be given to conserving such areas and that the requirements set out in paragraph 116 of the Framework should be a material consideration for any development proposals

⁵⁷ <https://www.lancaster.gov.uk/planning/trees/tree-policy>

⁵⁸ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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located within these areas.

- 12.39 The district contains two AONB's, the Arnside and Silverdale AONB and the Forest of Bowland AONB which are located in close proximity to the Lake District National Park and Yorkshire Dales National Park respectively. Planned extensions to the Yorkshire Dales National Park could see land within the district included within the National Park boundary. Whilst continuing to form part of Lancaster District the areas inclusion within the National Park will mean that future proposals for development in this area will be determined by the Yorkshire Dales National Park in line with policies contained within their Local Plan.
- 12.40 Both designations are of national importance for their landscape and the specialist habitats that they provide. These areas have been recognised as sensitive and therefore whilst development will not be prevented purely on the basis of this designation, any development proposals within or affecting their setting will have to demonstrate clearly that they are appropriate to the landscape character type and designation. In the case of development affecting AONBs the Council will expect proposals to have had regard to the content of the AONB's Statutory Management Plan (or successor documents)⁵⁹.
- 12.41 Lancaster City Council, in conjunction with their neighbours at South Lakeland District Council is currently in the process of preparing a specific Development Plan Document (DPD) for the Arnside and Silverdale AONB⁶⁰. The DPD has set out key areas of policy which will have specific relevance to this area and also identify which policies of this Development Management DPD will be relevant. Proposals within the Arnside and Silverdale AONB will be expected to give material consideration for the policies contained within the Arnside and Silverdale AONB DPD.

Policy DM42: Development and Landscape Impact

Development affecting Protected Landscapes

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

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

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

Development proposals within the Arnside and Silverdale Area of Outstanding Natural Beauty will be expected to give material consideration to the content of the Development Plan Document for this area.

⁵⁹ Arnside and Silverdale AONB: <http://www.arnsidesilverdaleaonb.org.uk/what-we-do/the-management-plan/>
Forest of Bowland AONB: <http://forestofbowland.com/Management-Plan>

⁶⁰ <https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

Development affecting Key Urban Landscapes

Key Urban Landscapes are a local landscape designation identified on the Local Plan Policies Map. Identified areas will be conserved and important natural features safeguarded. Within these areas the Council will only support development that preserves the open nature of the area and the character and appearance of its surroundings in accordance with Policy EN7 of the Land Allocations DPD.

Development affecting Other Important Landscapes

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

Outside of protected landscapes the Council will support development which is in scale and keeping with the landscape character and which are appropriate to its surroundings in terms of siting, design, materials, external appearance and landscaping. Consideration will be given to both the individual and cumulative impacts of a proposal.

Development affecting Coastal Landscapes

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

Development proposals which seek to introduce further recreational pressures onto Morecambe Bay should have due regard to the forthcoming SPD this matter.

Landscape and Visual Impact Assessments

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

Development affecting other Important Landscapes

- 12.42 Within the main built up areas of the district, the Council have identified a number of larger areas of open space which are classified as Key Urban Landscapes which are particularly important to the setting of the urban area of Lancaster. The continuation and appropriateness of this designation was reviewed by the Council in the *Review of Key Urban Landscape Allocations in Lancaster District Study*⁶¹ (Woolerton Dodwell, November 2012).
- 12.43 These landscapes have historically played an important role in defining the character of the district with many landscapes providing the setting for significant areas and features. Their continued protection therefore remains important both in their own right in relation to their visual and amenity value but also in relation to the wider role that the allocated areas perform in enhancing the wider environment in which they sit.
- 12.44 Policy EN7 of the Land Allocations DPD supplements the out the approach to Key Urban Landscapes

⁶¹ <http://www.lancaster.gov.uk/planning/planning-policy/environmental-studies>

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of Policy DM42 above, the Local Plan Policies Map identifies the detailed boundaries of this allocation.

- 12.45 Whilst there are a number of protected landscapes and townscapes in the district which have been recognised for their importance in contributing to the district's distinctive sense of place (such as Conservation Areas and Key Urban landscapes) the Council acknowledges that there are other locally important landscapes or townscapes which make a positive contribution. Whilst these areas may not have the same protection as areas such as AONBs the Council believes that development proposals, regardless of their location within the district, should consider their role in positively contributing to their local landscape or townscape.
- 12.46 Where work has been undertaken on landscape assessments by either the local or county authorities this work should be given due consideration in relation to their recommendations and outcomes in determining planning applications.
- 12.47 Development proposals, through good use of siting, scale, massing, design and an appropriate palette of materials should seek to positively influence their surroundings. The Council will encourage development proposals to, where appropriate, provide a detailed landscaping scheme which will clearly demonstrate how new development will create positive linkages and contribute to the local landscape and townscape.

Development affecting Coastal Landscapes

- 12.48 The district has a long and important coastline which stretches around Morecambe Bay, an internationally recognised area for its importance for wildlife and habitats. Not only does it provide a unique and important wildlife habitat it creates a unique landscape which is very sensitive to change.
- 12.49 Therefore development proposals in coastal locations which may have a negative impact on the coastal setting will only be supported by the Council where it has been considered that sufficient mitigation measures have been provided to limit any impact or where significant overriding benefits are demonstrated to outweigh any impact.

Cumulative Landscape Impacts

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

13. Development in Rural Areas

- 13.1 National Policy via the National Planning Policy Framework⁶² (NPPF) states that development within rural areas should be carefully managed in order to protect its intrinsic value and natural resources. Policies contained within this section set out the circumstances where development outside rural settlements should be considered, where taking into account the particular characteristics of locality and rural economy.
- 13.2 Policies in this section of the Development Management DPD will protect against inappropriate

⁶² <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

development in sensitive rural locations, balancing the need to protect the value and distinctiveness of rural character, landscapes and townscapes whilst balancing such protection against the need to encourage sustainable growth in the rural economy through a sympathetic policy approach.

- 13.3 The Council will prioritise development proposals which relate to economic growth and the delivery of new homes that address local housing needs. Development proposals should promote where possible the conversion and re-use of existing rural buildings and development within existing rural settlements.

Economic Development in Rural Areas

- 13.4 The rural economy is a valuable asset to the district, creating jobs for local residents, encouraging visitors to the district and generating investment in the district economy as a whole. The Council recognise the importance of this element of the local economy and will support the sustainable growth of the rural economy within the district.
- 13.5 With this support the Council are mindful that exist between the delivery of economic growth in rural areas and maintaining the character and function in such areas, especially within the open countryside. In these circumstances development for economic purposes will not be permitted where it is considered to be an inappropriate form of development or where its scale or use conflicts with wider countryside objectives, for example where it would introduce new amenity concerns or where it would have a negative impact on the natural environment
- 13.6 A range of uses will be supported by the Council which are consistent with a rural location, as set out in criteria (i) to (vii) of Policy DM43. Proposals for uses that do not meet these criteria will not be permitted unless exceptional circumstances are clearly demonstrated that outweigh any adverse impacts or departure from policy. Development proposals in the open countryside will also be considered against other policies within the local development plan.

Policy DM43: Economic Development in Rural Areas

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

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

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

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

A preference should be given to the re-use of Previously Developed Land (PDL) and the conversion and re-use of existing rural buildings, in accordance within Policy DM46 of this document and National Planning Practice Guidance (PPG). Development proposals on greenfield sites within the open countryside will be supported where it is clearly demonstrated that no alternative suitable locations exist within local settlement areas and that the benefits from the proposal outweigh the impacts on local amenity.

Development in rural locations will not be supported if it is likely to adversely affect an internationally designated wildlife site, either directly or indirectly through, for example, increasing the risk of disturbance created by visitor pressure. The principles of Policy DM40 should apply.

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

Development proposals which include land within the Green Belt should have due regard to guidance contained within paragraphs 89 and 90 of the National Planning Policy Framework and Policy DM47 of this document.

Proposals relating to residential development in rural areas will be considered against all other relevant policies within this DPD and other relevant supplementary planning documents.

Diversification of the Rural Economy

- 13.7 A further strand of the rural economy is an allowance for existing farm holdings to diversify to protect their long term economic future. The Council recognise the importance of farm diversification and the re-use and adaption of existing buildings or, where appropriate, replacement buildings for economic purposes.
- 13.8 Diversification of the rural economy may include allowing the re-use or like-for-like replacement of buildings for employment opportunities which are appropriate in scale and nature to their surroundings.
- 13.9 An important element of any diversification scheme is that the proposed economic use remains ancillary to the existing / historic agricultural use and seeks to secure the farm holding in a primary agricultural use. Proposals which involve the loss of a farm unit for alternative economic uses will not be supported by the Council.

Policy DM44: Diversification of the Rural Economy

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

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

- I. It can be clearly demonstrated by the applicant that the building(s) which are part of the proposal can no longer be used for ongoing agricultural uses;
- II. The agricultural diversification remains ancillary to the primary agricultural use and gives priority to the re-use of an existing buildings;
- III. The proposed use of the building is appropriate in a rural location, that the building(s) are of a substantial and permanent construction, structurally sound and capable of conversion without major alterations or adaption and where important original features can be retained;
- IV. The scale and use of any diversification proposals or the economic purpose (including cumulative impacts associated with any other ancillary developments / uses) is appropriate for its location and does not conflict with policies and objectives within other Local Plan documents; and
- V. The proposal does not generate unacceptable levels of traffic or have detrimental impacts on highway safety.

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

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

The Council will support and encourage the delivery of improved broadband provision for rural areas to encourage rural employment and home-working. Development proposals should consider how they may assist in the delivery of improved broadband speeds within rural areas in accordance within Policy DM56 of this document and paragraph 43 of the National Planning Policy Framework.

Development in rural areas will not be supported if it is likely to generate adverse-impacts on designated wildlife sites or designated landscape areas, either directly or indirectly. The principles of Policies DM39 and DM42 should apply.

- 13.10 Given that generally diversification schemes are located within the open countryside careful consideration must be given to a proposals impact on its surroundings. The Council will not support proposals to convert or re-use buildings which are poorly sited, poorly designed or constructed and which detract from the character of its rural setting. Buildings which are temporary or structurally

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unsound and require significant alterations to bring them into their desired use are also unlikely to be supported.

- 13.11 Preference will be given to the re-use or conversion of existing permanent buildings in the first instance. Replacement buildings will only be supported where the re-use of an existing building is not achievable or appropriate and where the replacement building can make a positive contribution to the rural environment.

Farm Shops

- 13.12 Retailing activities in the countryside can help support agriculture and horticulture by providing an outlet for sale directly to the public of item produced on the farm or nursery. Where planning permission is required, the Council will have regard to the desirability of the farm to provide a service throughout the year. This could include selling produce grown or made elsewhere in the local area (e.g. arts and crafts).
- 13.13 Retailing related to a farm unit or plant nursery is an important element of the rural economy as it provides local employment and a local retail outlet for local residents, in addition to supporting agriculture and horticulture. It is recognised that the sale of other produce locally made (provided they remain ancillary) to the farm produce being sold could also be justified on the grounds that it help the rural economy.

Policy DM45: Farm Shops

Proposals for the development of farm shops which are linked to genuine farm diversification proposals will be supported where the proposal is well related to a primary transport route, does not compromise highway safety or the free flow of traffic and there is adequate off-road car parking and suitable access from the highway.

Priority should be given to the re-use of existing buildings within the farm unit and designed in such a way which retains the traditional character of the holding and does not have detrimental impacts on the surrounding visual amenity. However, proposals which involve the construction of new buildings will also be supported where:

- I. It has been clearly demonstrated that no existing buildings are suitable for the use;**
- II. Any new building is minimal, well related to existing farm buildings and are sympathetic to landscape in terms of scale, nature, design and materials;**
- III. It will not result in a scale of activity that has a detrimental impact, in physical and economic terms, on the surrounding area; and**
- IV. It will not result in a scale of activity that has a detriment impact on residential amenity of nearby properties.**

The Council will support farm shops selling a range of produce, including non-local produce, where this provides a sufficiently wide selection to overcome problems of seasonality, provides continuing employment, provides a facility which is not otherwise available to a local community and presents no threat to nearby local shops within a defined centre. Where planning permission is granted for a farm shop, the Council may consider using planning conditions (where appropriate) to impose limits on the broad types of produce that may be sold.

- 13.14 However, the unrestricted sale from a farm shop may have a significantly detrimental impact on a

nearby village shop. In addition, there are transport implications due to the traffic likely to be generated, as well as access and parking arrangements and, due to the rural location potential impacts on the local landscape. Any proposals which come forward for this type of development will therefore be expected to clearly demonstrate that impacts on the local highway network and local landscape have been fully addressed.

The Re-Use and Conversion of Rural Buildings

- 13.15 The Council has a preference toward the re-use and conversion of existing buildings and Previously Developed Land (PDL) within the open rural countryside for a range of uses which is consistent and compatible with a rural location. Any proposals for the conversion and re-use of buildings should have due regard of the potential impacts which could arise within the locality and setting of the development.
- 13.16 The Council will expect proposals to re-use existing buildings which are already of a substantial and permanent construction and can be converted and re-used without any major structural works. Any features which are of either historical or architectural value should be retained within any scheme. Proposals that involve the re-use of buildings which, either through their design, degradation or original construction, cannot be considered to be substantial or permanent will not be supported by the Council.

Policy DM46: The Re-Use and Conversion of Rural Buildings

The principle of re-using buildings within rural areas, outside of established settlement areas, for uses set out in criteria (i) to (vii) in Policy DM43 of this document will be supported where:

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

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

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

Proposals which involve the re-use and / or conversion of rural buildings to residential purposes should have due regard to Policies DM4, DM5 and DM46 of this document.

- 13.17 The inappropriate use of rural buildings can have significant implications on the setting and character of the local landscape and / or townscape. Therefore the Council will expect that proposals have fully considered the implications on their surroundings and, where necessary, provide suitable and appropriate landscaping to minimise any potential impacts. Proposals which may result in a significant landscape impact will be expected to be accompanied by a Landscape Impact Assessment as part of the initial planning application in order for the Council to assess any potential impacts and necessary mitigation measures.

Development in the Green Belt

- 13.18 The Council will seek to manage development in the Green Belt to avoid inappropriate development, consistent with paragraph 87 of the NPPF. Inappropriate development is, by its very definition, harmful to the Green Belt and should not be approved except in very exceptional circumstances.

Policy DM47: Development in the Green Belt

Re-use of Existing Buildings in the Green Belt

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

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

Extension to Existing Dwellings in the Green Belt

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

Replacement Dwellings in the Green Belt

Proposals to replace an existing dwelling within the Green Belt which meet the follow criteria will be supported by the Council:

- V. The existing dwelling is lawful and permanent in nature;
- VI. The design, volume and massing of the proposal does not materially harm the openness of the Green Belt through excessive scale, bulk or visual intrusion; and
- VII. The proposal adheres to the original dwelling curtilage.

Construction of permanent dwellings as replacements for mobile homes or caravans will not be permitted.

13.19 Proposed development should be genuinely required for uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. Acceptable uses are set out within paragraph 89 of the NPPF and this policy does not repeat such guidance, however Policy DM47 does seek to set out the Council's approach to development proposals for the re-use of buildings and replacement of buildings in Green Belt locations.

Equine Related Development

- 13.20 Although there continues to be pressure for equine related development within the district the Council recognises that such development contributes toward the provision of recreational opportunities and the diversification of the rural economy. However, intensive private equestrian activity as well as commercial activities can be visually harmful in rural locations, particularly cumulatively, so it is important that environmental quality (in relation to vegetation destruction, water quality, biodiversity and soil erosion), amenity and landscape character is respected. Therefore the Council considers a specific policy on this type of development is required.
- 13.21 By its very nature, equestrian development requires a rural location but the cumulative impact of either a small or large scale development can have an adverse impact on the rural character of the district and can lead to further intensification of uses on the site. As such local landscape character assessments should be employed to inform the appraisal of all development proposals.
- 13.22 The Council expects applicants to follow a sequential approach toward the siting of equine related facilities. Preference will be given to locating such uses within existing farmsteads, re-using existing buildings where possible, to reduce impact on the landscape. Preference will also be given to locations which are close to existing settlements and accessible to both the highway and bridleway network.
- 13.23 If this is not possible then new buildings should be well related to existing buildings and be well screened by existing trees, hedges or other natural features which will reduce the potential visual impact on surrounding landscape. Proposals which involve the siting of such buildings in open or prominent isolated positions will not be supported by the Council.
- 13.24 To reduce the impacts that such proposals have on residential amenity, in terms of noise, lighting, smell and other disturbances, equine related development should be sited at an adequate distance from neighbouring residential properties. The separation distances required will be dependent on the scale and impact of the development proposed and the nature of the surrounding landscape.
- 13.25 Ancillary development, including ménages, storage facilities, hard-standing, access tracks and sand paddocks should be a minimum size necessary and should not encroach into open countryside. Additional equipment, such as jumps and transporter vehicles should be stored appropriately and not impact on the visual amenity of its surroundings

Policy DM48: Equine Related Development

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

- I. In the first instance priority is given to the re-use and conversion of existing buildings and accord with policies DM43 and DM46 of this document;
- II. New stables and associated infrastructure (including ménages, storage, lighting, hard-standing, fencing and other paraphernalia) should be well screened from the surrounding countryside and should not interfere within the amenity of surrounding residents;
- III. New buildings for indoor equestrian use should be located within or adjacent to existing buildings;
- IV. Proposals should not have a detrimental impact on the local highway network and highway safety;
- V. Their design, scale, siting, external lighting and use of materials should respect the rural setting and landscape; and
- VI. Provision is made for removing any equipment and re-instating the site once its use for horses is no longer required.

13.26 Further consideration should be given to the implications on the surrounding highway network from such proposals. The siting of equine related facilities should not create a danger to horses, riders and to other road users. It would be expected that stables and associated infrastructure should be sited with safe and convenient access to the local highway network and, where possible, direct connections to the local bridleway network.

Caravan Sites in the District

13.27 The district contains a large number of touring and static caravan sites which are drawn by the unique character of the locality. Caravan sites provide a valuable source of visitor accommodation and can contribute significantly to the local economy and the sustainability of rural settlements. However they can also have significant impacts on the local amenity of an area, through the creation of traffic or their intrusion on the local landscape.

13.28 The geographical location of Lancaster District, along with the unique and important landscapes and habitats it contains, results in significant visitor pressure for growth and usage of caravan sites. The Council acknowledges the significant pressures which exist for caravan development, both in terms of pressures for growth of existing sites and the creation of new caravan sites to meet the demands from visitors.

13.29 The unrestricted growth of visitor accommodation, particularly in sensitive locations will not be permitted by the Council. Therefore the Council will seek to improve the management of existing sites and pitches through the preparation of a 'Caravan Sites Register' which will monitor the number of sites and pitches and seasons of occupancy.

Proposals for New Caravan Sites

13.30 The Council will seek to protect the most sensitive landscapes in the district, particularly those

landscapes which have been designated for their importance, such as Areas of Outstanding Natural Beauty (AONBs), from development which may have a negative impact on the quality of local landscapes and their setting. Given the significant caravan site provision that already exists within these areas the Council will not encourage any proposals which involve the creation of new caravan sites or the further expansion of existing sites.

- 13.31 Whilst proposals for new caravan sites or the extension of existing sites will not be encouraged within Areas of Outstanding Natural Beauty or their settings, the Council will be more supportive towards the development of sites in appropriate and sustainable locations outside the AONBs.

Policy DM49: Caravan Sites, Chalets and Log Cabins

Within the Forest of Bowland Area Outstanding Natural Beauty (AONBs), or within its setting, proposals for new static or touring caravan sites, or the extension or expansion of existing sites will not be permitted where it is concluded that such proposals will have an adverse impact on conserving the landscape and scenic beauty of this area.

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

Caravan Development

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

- I. That priority is given to the re-use of previously developed sites; provided that it is not of a high environmental value. Where greenfield sites are identified it should be demonstrated that no alternative, suitable brownfield sites exist in the locality;**
- II. The proposed development has no adverse impact upon the landscape character or significant detrimental impact on the visual amenity of the locality, and includes satisfactory proposals for additional landscaping where required. Proposals will also be assessed against the requirements of Policy DM42.**
- III. That the layout retains on-site landscape features and provides compensatory planting and other nature conservation measures within or near to the site;**
- IV. The proposal maintains and enhances existing areas of recreational open space or create new areas of recreational open space which are of a proportionate scale;**
- V. The proposal does not have an adverse impact on biodiversity and where appropriate seeks to raise the environmental value of the locality;**
- VI. The proposal does not have an adverse impact on surrounding residential amenity; and**
- VII. That the proposal is in an accessible location and has no adverse impact on the capacity of the local highways network, highway safety and other important local infrastructure.**

Proposals for new static or touring caravan sites in the Forest of Bowland AONB will not be supported by the Council.

Proposals for caravan sites within the North Lancashire Green Belt will only be permitted where it is concluded that it does not result in harm to the Green Belt and does not have an adverse impact on its openness in accordance with Policy DM47 of this document.

Development of Chalets, Log Cabins and Purpose Built Holiday Accommodation

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

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

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

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

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

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

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

- 13.32 Proposals for caravan sites should utilise locations which are accessible to local settlements which offer basic services, facilities and reduce the needs to travel by car with a preference shown to the re-use of previously developed sites. To provide further protection to the natural environment and local amenity, proposals will be expected to be appropriately sited to their setting and location and reduce their impact on the surrounding landscape through sensitive landscape design and other appropriate complementary measures. The Council will encourage proposals for either new site or site extensions to work toward the development of 'Quality Assured' accommodation.

13.33 The Council will support the improvements to facilities at existing caravan sites, such as improved toilet blocks and other ancillary infrastructure provided where it is demonstrated that such improvements will aid the visitor experience, will not have a detrimental impact on its surroundings and is in accordance with all other relevant policies within this document. Proposals which will result in an unacceptable intensification of uses on a caravan site, either directly or in-directly, will not be supported by the Council.

Seasons of Opening for Caravan Sites

13.34 In recent years there has been significant pressure for longer opening seasons for caravan sites. Whilst benefits to the local economy will exist from the extensions to opening periods there can be significant implications from such proposals, on the surrounding landscape, amenity and the conservation of the site itself. Increased returns arising from a longer opening season must be reflected in the delivery of on-site improvements. Proposals for extensions to opening seasons should be accompanied by on-site enhancement proposals.

13.35 Whilst the Council will be sympathetic towards proposals for extension to opening seasons on caravan sites. It will retain a strong position over the seasons of occupancy and will seek to ensure that extended seasons of opening do not result in unauthorised permanent residential occupation of caravans.

13.36 The Council will expect that any caravan site operations which have been granted permission for an extension of opening to an all-year-round basis to enter into a legal agreement with the Council to ensure that permanent residency does not occur without the benefit of planning permission. Where any reported breaches in planning permission occur in relation to occupancy the Council will investigate and where expedient enforcement action will be taken.

14. Energy Generation

14.1 The UK Government is committed to meeting carbon reduction targets in response to the growing concerns regarding the impacts of climate change. In 2008 the Climate Change Act was established, as part of which, a legally binding target was introduced to reduce the UK's greenhouse gas emissions by at least 80% in 2050 (from 1990 levels), achieving a 34% reduction from the 1990 level by 2020. With a commitment of sourcing 15% of the total energy demand (across the sectors of transport, electricity and heat) from renewable sources by 2020.

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

Renewable Energy Generation in Lancaster District

14.3 The district has the potential to take a leading role in the transition to a low carbon future on account of its topography and natural assets. These create the opportunities for increased deployment across a range of renewable and low carbon technologies. This must, however, be balanced with the need to protect the district's high quality landscape, much of which is protected

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by international and national designations and sites that hold a functional linkage to sites of national or international importance.

- 14.4 This is supported by evidence on potential deployment capacities for different renewable energy and low carbon technologies, identified within the Lancashire Sustainable Energy Study which was produced in April 2011 and updated for all Lancashire Authorities in 2012. The study concludes that the Lancaster district has a deployable potential, from a range of renewable and low carbon technologies, of 97MW by 2030. This takes account of current generating capacity and then based on identified constraints, factors in a more realistic mix of technologies appropriate to the resource capabilities of the area.

Policy DM50: Renewable and Low Carbon Energy Generation

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

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

- I. The proposal with its ancillary development would not individually or cumulatively have an unacceptable significant effect as a result of its scale, siting or design on the landscape character, visual amenity, biodiversity, geodiversity, flood risk, townscape and historic assets of the district and will not unduly affect highway safety and aviation and defence navigation systems/communications;**
- II. The impacts of the development are mitigated so as to ensure that there are no unacceptable significant effects on the amenities of sensitive neighbouring uses and local residents (including by virtue of noise, dust, odour, air quality or traffic);**
- III. The wider environmental, economic, social and community benefits directly related to the scheme outweigh any significant adverse effects; and**
- IV. Where the proposal is consistent with other relevant policies within the local development plan.**

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

Proposals for wind turbines will be expected to take account of National Planning Policy and, in particular the Ministerial Statement issued by the Government in June 2015.

Where appropriate, developments will be required to explore the feasibility of connecting to an existing, nearby District Heating Network. Investigation into the viability of connecting to a network will be required to be evidenced as part of an application. Where there is not an existing nearby District Heating Network to connect to, the potential for which, in particular for larger developments, should be explored and evidence of the viability of a scheme should be provided.

The Council will expect developers to work in partnership with the local community in developing proposals for renewable and low carbon energy and demonstrate how the concerns and requirements of the local community have been taken into consideration and informed the submitted proposal. Community-led initiatives for the development of renewable or low carbon energy will be supported (when considered to be in accordance with all other relevant policies).

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

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

- 14.5 All projects, regardless of their size, will be supported in principle by the Council subject to satisfying criteria (i) to (iv) set out in Policy DM50. Each location and situation is different, so all proposals will be assessed and considered on their individual merits. The Council recognise that small-scale projects will make a valuable contribution to renewable and low carbon energy generation as well as national targets for the reduction in greenhouse gas emissions. These schemes also offer opportunities to add direct benefits to local communities by meeting their local needs, providing local ownership of their future energy use and helping the fight against fuel poverty. The NPPF acknowledges that all communities have a responsibility to help increase the use and supply of renewable and low carbon energy. However, this must not negatively impact upon environmental protections and the planning concerns of local communities.
- 14.6 In delivering proposals the Council will negotiate, where appropriate, community benefits for the local area. This could include the provision of educational opportunities for local schools as well as opportunities for shared ownership.
- 14.7 In delivering future proposals the Council will create a positive and enabling environment for increased deployment, working with developers and local communities to ensure the delivery of appropriate and well planned proposals whilst also ensuring the protection of the district's landscape and townscape. This is especially relevant as large portions of the district are protected by environmental designations.
- 14.8 Future proposals and their ancillary development, which would result in adverse effects, either individually or cumulatively with nearby development will not be supported. In submitting planning applications, applicants will be expected to submit supporting information and evidence which is proportionate to the scale of development proposed and reflect the sensitivities of the nearby environment. This should reflect the latest best practice guidance and include landscape, visual and ecological assessments. The Landscape Character Assessment and local Conservation Area appraisals will be among the key tools in assessing potential impacts. Such assessments should seek to assess both the individual and cumulative impacts of development.

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- 14.9 In considering small-scale proposals the Council will require evidence of how the site has been assessed taking into account the constraints of the site and the opportunities for micro-siting to reduce impacts. Larger scale proposals will already have undertaken this work as part of the site selection process with this already evidenced as part of the Environmental Impact Assessment process.
- 14.10 Where impacts are identified the Council will require applicants to demonstrate to its satisfaction how these have been reduced through appropriate mitigation including careful siting and design. This could include the use of existing landforms to limit visual impacts on sensitive views and local amenity, creating a design layout which is sympathetic to the local landform and neighbouring land-uses and limiting the impact of cabling, tracks, hard-standing and buildings by underground avoidance and restoration as well as the use of sympathetic materials in construction.
- 14.11 As outlined within Policy DM50, the Council is committed to the transition to a low carbon future. Development proposals that could feasibly supply or connect into a District Heating Network are encouraged to do so. Renewable and low carbon energy proposals that offer the opportunity to contribute to a low carbon future will be supported where compatible with the above policy and where impacts can be satisfactorily addressed. Where impacts are identified the Council will require applicants to demonstrate to its satisfaction how impacts have been minimised, how impacts have been mitigated and finally where relevant what compensatory measures are proposed to support the scheme sufficiently to outweigh any outstanding impact.
- 14.12 Due to changes in national planning policy, wind turbine proposals will be considered in accordance with relevant national policy and guidance, including the Government's Written Ministerial Statement (WMS) published on the 18th June 2015⁶³. The WMS states that the Local Planning Authority, when determining planning applications for wind energy development involving one or more wind turbines, should only grant planning permission if:
- the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
 - following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.
- 14.13 Whether the proposal has the backing of the affected local community is a planning judgement for the local planning authority. In response to national guidance, the Council, through the Local Plan, has been investigating and will explore further potential areas which could be identified as suitable for wind energy. This will involve the consideration of a number of environmental designations and other potential constraints, to help guide the most appropriate scale of development to the most suitable areas. Certain small scale developments are allowed in accordance with permitted development rights, as outlined in Table 14.1.

⁶³ <https://www.gov.uk/government/news/giving-local-people-the-final-say-over-onshore-wind-farms>

	Building Mounted Wind Turbines	Stand Alone Wind Turbines
Height	No part (including blades) of the building mounted wind turbine should protrude more than three metres above the highest part of the roof (excluding the chimney) or exceed an overall height (including building, hub and blade) of 15 metres, whichever is the lesser.	The highest part of the wind turbine must not exceed 11.1 metres.
Swept Area (Rotor Diameter)	No more than 3.8 square meters.	No more than 3.8 square meters.

Table 14.1: Permitted Development Class H and Class I – information regarding scale of development

**Please note, additional conditions also apply in order for a proposal to be considered permitted development.*

These figures have only been referenced to demonstrate scale.

(Source: Town and Country Planning, England, 2011 No. 2056)

Upgrades to the National Grid

- 14.14 The National Grid supplies electricity from sources where electricity is generated, such as power stations, to homes and businesses across the country. The National Grid is a critical piece of infrastructure that is of national importance. Locally, the grid system predominantly runs north / south through the district utilising the M6 corridor, running within close proximity to areas of significant landscape importance, in particular Arnside & Silverdale and the Forest of Bowland which are both designated as Areas of Outstanding Natural Beauty (AONB). These areas have been specifically designated for their national landscape importance, tranquility and scenic beauty and as such they are afforded the highest status of protection.
- 14.15 The Council recognises that the National Grid is a vital component of both the national and local economy and that there is an overriding need for the upgrading of the existing grid system to meet modern demands. The existing system is reaching capacity due to the high demands for electricity from domestic and commercial customers; therefore the principle behind the need to upgrade the current network is accepted.
- 14.16 Decisions on the proposed routing and the siting of pylons will not be determined at a local level but by the Secretary of State for Energy and Climate Change as a Nationally Strategic Infrastructure Project (NSIP). The Minister will be advised by the Planning Inspectorate under procedures governed by the Planning Act 2008 (and amended by the Localism Act 2011), and therefore Policy DM51 will not carry any material weight in the decisions made by that commission. Nevertheless, the policy sets a framework for the Local Planning Authority to prepare submissions to the Planning Inspectorate in respect of proposals to upgrade the National Grid.
- 14.17 The Council is engaged in the decision making process through a Planning Performance Agreement (PPA) with neighbouring authorities affected by the proposals, and with the National Grid. The PPA is designed to facilitate effective public consultation and to help bring forward appropriate development options and proposals. As the choice of development routes firms up, the PPA authorities will contribute to the NSIP process through the production of an Adequacy of Consultation Report and an Impact Report, both of which will be forwarded to the Planning Inspectorate for Examination. The approach set out within Policy DM51 will help local residents and other key stakeholders to understand the Council’s position and involvement in the NSIP process

Policy DM51: Upgrades to the National Grid

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

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

14.18 The issues which are set out in Policy DM50 criteria (i) to (v) will be addressed through stakeholder dialogue as proposals and plans are prepared within the NSIP process. In particular the Council will ensure that the following issues are clarified:

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

15. Sustainable Communities

Neighbourhood Planning

- 15.1 Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build Orders have the potential to allow communities to shape their neighbourhoods, planning positively and working with landowners, developers and service providers to delivery new development and facilities.
- 15.2 A Neighbourhood Development Plan and its policies will work alongside the policies within the district-wide local development plan. The policies will only apply to the specific area covered by that Neighbourhood Plan or Order. Existing settlement boundaries may be reviewed through neighbourhood development plans. In order to demonstrate delivery of housing numbers, if work on

a neighbourhood development plan stalls or is turned down by the community at a referendum stage, the Council may identify sites and review settlement boundaries in the Land Allocations DPD.

- 15.3 Neighbourhood Plans need to meet certain basic conditions⁶⁴ at local and national levels before they can come into force. Basic conditions for Neighbourhood Plans are:
- They must have appropriate regard to national policy;
 - They must contribute to the achievement of sustainable development;
 - They must be in general conformity with strategic policies in the local development plan for the area; and
 - Must be compatible with EU obligations, including human rights requirements.
- 15.4 The plan will also need to demonstrate involvement of the local community throughout the plan preparation and decision making. These basic conditions will be tested through independent examination and be checked by the local planning authority prior to proceeding to referendum.
- 15.5 A key element of understanding whether a Neighbourhood Plan has met the basic conditions is whether the plan is in general conformity with the strategic policies of the strategic plan. For the purposes of meeting this basic condition the Council will expect that Neighbourhood Plans should be in general conformity with all Strategic Policies within the local plan which are set out in more detail of Appendix C of the Strategic Policies and Land Allocations DPD.

Policy DM52: Neighbourhood Planning

The Council will support and assist the relevant qualifying organisation to positively prepare a Neighbourhood Plan which delivers new development and facilities for their community.

Neighbourhood Plans should seek to achieve the following:

- I. Identify how they are positively contributing toward the strategic objectives of the local development plan and be in general conformity with its strategic approach and strategic policies;**
- II. Clearly set out how they will promote sustainable development, at the same level or above that which would be delivered through the local development plan; and**
- III. Have due regard to relevant information on local needs for new homes, jobs and facilities for their plan area.**

The Council will seek to support and assist Neighbourhood Planning groups in meet the criteria above and the wider basic conditions set out in the Neighbourhood Planning Regulations.

Once a Neighbourhood Plan has been adopted by the City Council it will form part of the local development plan for the district and will be a material consideration in determining planning applications.

- 15.6 There is no statutory duty for communities to prepare Neighbourhood Plans, only a right to do so if

⁶⁴ <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/>

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they wish. Lancaster City Council have 8 eight designated areas as of January 2017. The eight designated Neighbourhood Plan areas are Caton, Cockerham, Dolphinhholme, Halton-with-Aughton, Morecambe, Slyne-with-Hest, Wennington and Wray-with-Botton.

- 15.7 The Council will support the role and preparation of neighbourhood plans and provide advice where requested. It will be for the neighbourhood plan group to prepare the neighbourhood plan and finance its preparation although it is recommended that groups investigate funding and resourcing opportunities offered through organisations such as Locality and Planning Aid.
- 15.8 Following a successful examination and referendum a neighbourhood plan will be made and adopted by the City Council, at which point it forms part of the local development plan for the district and will be a material consideration in determining planning applications within that local area.
- 15.9 The Council expects that all neighbourhood plans to include proposals for monitoring the policies contained within the plan. Should monitoring indicate that the development is not coming forward as envisaged in the neighbourhood plan action will be taken by the Council to bring forward sites through the wider development plan.
- 15.10 Further information on the neighbourhood plan process, neighbourhood plans which are currently being prepared in the district and the levels of resource available to neighbourhood groups from the city Council can be found online⁶⁵.

Protection of Local Services and Community Facilities

- 15.11 The Council recognises the role that local services can play in ensuring that communities are sustainable in the long term. The ability to access local services which are located in close proximity to where people live have a significant relationship to well-being and a positive quality of life.
- 15.12 The Council will therefore support proposals which seek to enhance the range of local services, subject to them satisfactorily meeting all other relevant policies within this document. Proposals which involve the delivery of additional key services in rural locations will be particularly supported in principle by the Council.
- 15.13 Proposals for local services should be located in accessible and central locations which can be easily accessed by the community by a variety of transport methods, particularly cycling and walking, and where possible by public transport. In rural locations, it is recognised that whilst priority is given to siting services in sustainable locations, this may be more difficult to achieve in all circumstances. Therefore less accessible locations may be considered where it can be satisfactorily demonstrated that accessibility to the proposed services can be improved as part of the development proposal

Policy DM53: Protection of Local Services and Community Facilities

Provision of New local Services and Community Facilities

Proposals for new local services must be located where there is already a choice of travel options or where it can be demonstrated that accessibility can be significantly improved and

⁶⁵ <http://www.lancaster.gov.uk/planning/planning-policy/community-rights/neighbourhood-planning>

therefore can be accessed by all members of the community. Where possible local services should be located within or adjoining, existing centres.

Proposals for new local services provided as an integral part of the development must wherever possible be located within adaptable buildings which can be used for a flexible range of uses.

Protection of Existing Local Services and Community Facilities

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

- I. Ensure that a robust and transparent marketing exercise has taken place demonstrating that the retention of the existing use is no longer economically viable or feasible. This should include a realistic advertising period of at least 12 months at a realistic price (confirmed by independent verification), making use of local and (if appropriate) national media sources. Information on all offers made, together with copies of the sales particulars will also be required to accompany the application;
- II. Ensure that, alternative provision of the key service exists within a rural settlement or within a nearby neighbouring settlement, which can reasonably be accessed by pedestrians and public transport; and
- III. Ensure that the current / previous use no longer retains an economic and social value for the community it serves.

15.14 The Council will support the diversification of local business to fulfil a wider range of local services for the community they serve; particularly where this will improve the long term sustainability and viability of these services. For instance the role of local public houses could be sustained by introducing a range of other important services such as for a post office or local grocery store.

15.15 The Council will protect the buildings and premises used by local services that benefit the local community both socially and economically. The Council will also resist the loss of local services where it is demonstrated that they are valued by the community they serve.

15.16 Development proposals for new local services should create a flexible and adaptable building which, if required, can be used for a range of different purposes such as meeting places, drop-in clinics and other community facilities. This will ensure that the building can maximise its role in serving the local community and secure its long-term future. The Council will also support proposals from local communities which involve the creation, retention and management of facilities which are demonstrated to have a wider community benefit.

15.17 Where there is community support to do so the Council will prepare a register of community assets as part of the Community Right to Bid⁶⁶.

Health and Wellbeing

15.18 Health and wellbeing is a key part in the delivery of sustainable development and sustainable communities. Development should be delivered in order to enhance a sense of wellbeing and safety. Lancaster district is an attractive plan to live and therefore it is important that new development consolidates the existing environment and distinctive sense of place which utilises high quality

⁶⁶ <http://www.lancaster.gov.uk/planning/planning-policy/community-rights/community-right-to-bid>

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design which contributes to resident's sense of wellbeing.

- 15.19 Lancaster district, whilst a relevantly affluent area, has some significant pockets of deprivation (particularly in Morecambe) which have health related issues. Life expectancy in Lancaster for both men and women is slightly better than the regional average but lower than the national average with variation of life expectancy across the district.

Policy DM54: Health and Well-being

The Council will expect development in the district to promote health and well-being.

Measures to ensure this include as follows:

- I. Ensuring that development is designed to promote physical activity, through the appropriate arrangement of buildings and uses, access, open space and landscaping and the provision of facilities to support walking and cycling;**
- II. Integrating development with public realm and public transport and in particular ensuring that local facilities and services are easily accessible by foot or bicycle;**
- III. Ensuring that support infrastructure is in place to support development, such as providing or contributing to open space, children's play facilities, indoor and outdoor leisure provision and healthcare facilities;**
- IV. Development should not have an adverse impact on the environment such as air, noise and water pollution and remediation of contaminated land prior to development must be undertaken.**

The Council will require the submission of Health Impact Assessments for major schemes of more than 100 housing units or 10,000sqm for commercial uses which are considered to have potential impacts on health and well-being, depending on the nature and scale of such development which should be discussed at a pre-application stage.

In order to promote health and well-being the Council will:

- V. Protect and improve social and community facilities such as healthcare facilities, community halls and indoor leisure provision, and arts and cultural facilities and ensure that new development contributes appropriately to supporting infrastructure;**
- VI. Protect, increase and enhance open space provision, allotments and food growing schemes, biodiversity and nature conservation assets and the provision of children's play facilities;**
- VII. Seek to manage access to hot food takeaways such as restricting proposal for new hot food takeaways from locations within 400 metres of secondary schools and working with businesses and developers to promote healthier lifestyles through design and types of use within developments; and**
- VIII. See to expand the network of safe pedestrian and cycle routes in accordance with the County Council's Highways and Transport Masterplan and Cycling & Walking Strategy to ensure that areas dedicated to vehicular circulation are designed with pedestrian safety and needs of vulnerable groups in mind.**

- 15.20 It is important that the Local Plan does its part to deal with these health issues by delivering high quality development that provides a high quality living environment and encourages healthy lifestyles. Evidence shows that health inequalities are often linked to factors such as poor access to

green space and poor housing.

- 15.21 A wide range of factors in addition to the provision of health services are important for determining public health. Good health is related to good quality housing and development, well designed streets including the layout of neighbourhoods, easily access to cycle and walking networks, opportunities to experience leisure and cultural activities and green and open space. This variety of factors has led to the development of health impact assessments of policies, plans and projects which aim to appraise the health impacts of a proposal.

16. Infrastructure Delivery

- 16.1 Future development within the district will place pressure and demand on existing infrastructure such as schools, open spaces, transport networks, health and community facilities. In order to cope with this additional demand there will be a requirement for new development to contribute toward the improvement of existing facilities and, in some cases the provision of new additional infrastructure.
- 16.2 Without appropriate measures to mitigate impact and/or investment to enable the provision of infrastructure improvements, new developments that cause adverse impacts would be by definition neither sustainable nor acceptable. To support sustainable growth in the district new development will be expected to provide or contribute toward necessary and required infrastructure to enable its provision in an appropriate manner.

The Community Infrastructure Levy (CIL)

- 16.3 Community Infrastructure Levy (CIL)⁶⁷ is a charge which local authorities in England and Wales can place on developer / applicants for most types of development in their area. The money generated from CIL can be used (or pooled for future use) to pay for strategic infrastructure improvements within the authority area to realise social, economic or environmental benefits. The CIL charge will be based on the size, type and location of the development proposed.
- 16.4 CIL is promoted by Government as a more effective and transparent way of securing financial contributions from development, providing a part replacement to the current s106 planning obligations system. CIL is designed to draw in substantial funding to bridge the funding gap associated with the provision of enabling infrastructure to serve new development whilst Section 106s will continue to be used to mitigate the direct impacts of development in order to enable the grant of planning permission; to secure commuted sums (where appropriate) for open space management and maintenance and for securing or funding the provision of affordable housing.
- 16.5 The concept of CIL as a standard charge on development, provided up front to the charging authority, is seen as a fairer and more transparent method of seeking financial contributions from developers to support future infrastructure needs and an opportunity for local authorities to clearly plan ahead for infrastructure improvements and deliver the aspirations of local communities.
- 16.6 The Council are about to review its position on the implications of introducing a CIL charge within the district with the findings expected in late spring 2017. Should the study conclude that there is sufficient viability to introduce a charge within the district then the Council will prepare a Charging

⁶⁷ <http://www.pas.gov.uk/community-infrastructure-levy>

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Schedule which will be prepared in conjunction with later iterations of this DPD.

- 16.7 Should CIL be prepared for the district, it will seek to secure funding for infrastructure, facilities and services which are necessary support development and meet local development plan objectives. Some of the site specific infrastructure may still be secured through planning obligations. Community facilities may be delivered at a local level through neighbourhood planning or through the parish share of CIL contributions.

Planning Obligations

- 16.8 The purpose of planning obligations is to make development acceptable in planning terms. Planning obligations will be sought to compensate and/or mitigate the impact of development which, without that mitigation, would render the development unacceptable in planning terms.
- 16.9 Where required, the Council will require new infrastructure to be provided through new development. When such requirements are made they will be done so with the full consideration of national planning policy in terms of the reasonableness of the request, in particular paragraph 204 of the National Planning Policy Framework (NPPF) which states that planning obligations should only be sought where they meet the following tests:
- Necessary to make the development acceptable in planning terms;
 - Directly related to the development; and
 - Fairly and reasonably related in scale and kind to development.
- 16.10 There are a range of infrastructure requirements which may be necessary to ensure that development is acceptable in planning terms, table 16.1 below sets out potential types of infrastructure that should be considered (although this should not be considered as an exhaustive list).

Adequate Highways Access & Capacity	GP Surgeries
Education Provision	Hospitals
Nursery Schools	Ambulance Services
Clean Water Supply	Adult Social Care
Adequate Wastewater Capacity	Fire, Police and Rescue Services
Sustainable Drainage Systems	High Speed Internet Access
Energy Supply	Children's Play Areas and Equipment
Cycling and Walking Facilities	Sports Facilities
Public Transport	Supported Accommodation
Car Parking	Open Spaces and Park
Electric Vehicle Charging Points	Social and Community Facilities
Waste Management and Disposal	Allotments
Libraries	Natural and Semi-Natural Green Spaces
Cemeteries and Churchyards	Landscaping
Flood Defences and Drainage Infrastructure	Replacement / New Habitat

Table 16.1: List of Infrastructure which may be secured through CIL or Planning Obligations to make development acceptable and/or meet local plan objectives.

- 16.11 The Council are fully aware of the issues around development viability and will work with applicants to ensure that proposals which are granted permission are both acceptable in planning terms and financially viable.

- 16.12 Where issues of viability arise the Council will require applicants to clearly demonstrate the margins of viability through the use of an agreed methodology. Where it is clearly demonstrated that there are issues of viability then the Council will work with the applicant to understand whether alternative sources of funding are available to secure the necessary infrastructure.
- 16.13 Whilst the Council will work with applicants to achieve a positive outcome it is clear that planning permission should not be granted for development which is not considered acceptable in planning terms.

Policy DM55: Community Infrastructure Levy and Planning Contributions

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

Community Infrastructure Levy (CIL)

Development proposals meeting the relevant CIL liability thresholds will be required to comply with the Council's CIL Charging Schedule, as set out within a separate DPD on this matter.

Planning Contributions

The Council will require planning contributions where they meet the tests set out in paragraph 204 of the NPPF. Such contributions will be secured through S106 legal agreements. It is recognised that the viability of development is a significant consideration when making requests for financial contributions and as such will only be requested for infrastructure to make development acceptable in planning terms and compensate for any impacts of development. In particular development will be expected to provide, or contribute towards, the provision of:

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

Planning contributions will also be subject to the criteria set out in the CIL Regulations⁶⁸ (2010) (in particular Reg. 122 and 123) or any successors which require any financial contribution or contributions in kind towards infrastructure to meet a number of criterion.

⁶⁸ <http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents>

Assessing Viability

Development viability is a material consideration that can be considered in assessing development proposals. In some circumstances, requirements for planning obligations may render development at the margins of viability. Where it is demonstrated, using an agreed methodology (e.g. through residual valuation appraisal agreed to an agreed format and agreed assumptions), the development proposal is unviable given the level of contributions sought, the Council will consider whether any of the requirements can be delivered through alternative mechanisms or deferred subject to measures to seek alternative funding (such as government grants where available). This will be at the discretion of the Council and applied on a case-by-case basis taking into consideration the wider material considerations of the application.

However, in principle the inability to secure the necessary contributions either through conditions or agreements to make particular development acceptable in planning terms (for instance environmental mitigation or compensation) must indicate an unacceptable proposal that should not be approved.

Where a development is agreed to be unviable, applicants will take all reasonable and practical steps to enable the delivery of required planning obligations through alternative mechanisms including public sector grants. Lancaster City Council will assist in identifying such mechanisms where known and support the applicant to secure their implementation.

The Council may apply Market Recovery and other such mechanisms in order to receive required contributions upon any uplift in market conditions and this can be written into a Section 106 or similar agreement. No such flexibility will be applied to CIL charges where these are in operation.

- 16.14 In relation to areas which have a neighbourhood plan in place, the relevant town or parish Council will receive 25% of the CIL receipts arising from development that takes place in their area. In areas where there is not a neighbourhood plan, the relevant town or parish Council will receive 15% of the CIL receipts where development has taken place and this is capped at £100 per dwelling.

Telecommunications and Broadband Connections

- 16.15 The use of telecommunications equipment, such as mobile phones and the Internet have become essential parts of modern everyday life. Whilst strong network availability exists within many areas of the district, many communities, both urban and rural, suffer from poor access to mobile phone networks and internet broadband. To encourage growth and improvement to the telecommunications network and access to the internet the Council will support, in principle, proposals for infrastructure required to facilitate such growth.
- 16.16 This will be particularly the case in areas of strategic growth where there may be only limited existing coverage which will need significant strengthening. These issues are expected to be fully addressed via any planning application and should be considered in the context of relevant site specific policies in the Land Allocations DPD.
- 16.17 The Council supports the principle of investing in telecommunications. In certain locations, telecommunications equipment may cause significant damage to the visual amenity of the locality and the character of the surrounding landscape. Therefore the Council will expect proposals to be appropriately sited and designed to minimise impact on its locality, whether this be to minimise the impact on the landscape or to minimise impacts on a particular building or setting.

Policy DM56: Telecommunications and Broadband Improvements

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

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

Proposals for telecommunications or broadband equipment should pay due regard to their surroundings through sympathetic design, particularly in sensitive townscapes and landscapes. The principles of Policies DM39 and DM42 will apply in relation to the impacts on the natural environment.

16.18 In general it will not be acceptable to position satellite dishes or other telecommunications equipment on the frontage of building or other locations where they are high visible and result in a damaging effect on the visual amenity of the locality. This will be particularly a consideration in areas of high amenity value, whether this is in a Conservation Area or within designated landscape areas such as an Area of Outstanding Natural Beauty (AONB).

16.19 The Council will work positively with all stakeholder groups, whether they are groups from private sector, public sector or local community groups to improve telecommunication networks throughout the district.

Infrastructure Delivery Plan

16.20 The issue of delivering new infrastructure is a key public concern which arises from new development proposals. In order to ensure that the infrastructure issues within the district are clear and understood the Council have prepared an Infrastructure Delivery Plan (IDP)⁶⁹. The IDP sets out a range of infrastructure requirements and aspirations which are either necessary to ensure that impacts of new development are mitigated or where future Section 106 or CIL monies may be used.

16.21 Through the planning application process, the Council will expect applicants to have read and understood the infrastructure requirements for the area of their proposal and understand that, dependent on the scale, location or type of development proposed may result in a request for a contribution towards infrastructure improvements set out within the IDP.

16.22 The request will be made in dialogue between the applicant, the local planning authority and the infrastructure provider. Whilst some flexibility may be shown over the scale of contribution delivered this will be highly dependent on the level of impact arising from the specific development proposal.

⁶⁹ <http://www.lancaster.gov.uk/planning/planning-policy>

Policy DM57: Infrastructure Delivery Plan

To aid the understanding of necessary, required or desirable infrastructure projects in the district, the City Council have prepared an Infrastructure Delivery Plan (IDP) which sets out the needs for new infrastructure in the district.

Any proposals should consider the content of the Infrastructure Delivery Plan and, through dialogue with the City Council and other key infrastructure providers to ensure that matters of infrastructure requirements are fully understood and appropriately addressed.

The City Council will not support proposals which do not sufficiently address the matters of infrastructure.

16.25 Further information on the Infrastructure Delivery Plan can be found on the Council's website at www.lancaster.gov.uk/localplan.

17. Transport, Accessibility & Connectivity

- 17.1 Enhancing and promoting transport modes which are more environmentally friendly than the private car is key to the future delivery of accessible and reliable transport networks and reduce the carbon footprint of the district. Indeed, the National Planning Policy Framework⁷⁰ (NPPF) in paragraphs 29 and 30 states that *"the transport system needs to be more balanced in favour of sustainable transport modes"* and that *"In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport."*
- 17.2 There is a clear direction in terms of the transport and highways improvements which are necessary through the plan period up to 2031. This direction comes from the Lancaster District Highways and Transport Masterplan⁷¹ which has been prepared by Lancashire County Council and published in October 2016.
- 17.3 A core element of the Masterplan is a switch to more sustainable forms of transport and reducing the need to travel which are already well established in national and local planning policies. The local development plan has a key role in helping that core element of the masterplan through the appropriate location of the development in sustainable locations and the provision of sufficient infrastructure to achieve that modal shift away from the private car.
- 17.4 It is therefore clear that local plan policies need to promote and encourage a greater role of transport methods such as cycling, walking and public transport thus reducing the need to use private cars. Planning also has a further function in ensuring that development proposals, particularly those which are likely to generate significant footfall, should be located in accessible central locations reducing the need for people to travel, increasing the number of transport modes available, and reducing the reliance on the private car.

⁷⁰ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁷¹ <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

Enhancing Accessibility and Transport Linkages

- 17.5 Development proposals should seek, through their design, construction and operation phases to address the issues of car parking and safe highway access. Appropriate design features should ensure that congestion around the site is minimised and that a safe highway environment is achieved.
- 17.6 Development proposals which generate a significant footfall and traffic generation should, in accordance within Policy DM61 of this document, prepare a travel plan which sets out the potential implications on local transport networks and linkages and how any negative impacts will be addressed through mitigation and compensatory measures. Development proposals which the Council believe generate a significant highway impact but fail to address such issues through an appropriate travel plan will not be permitted.

Policy DM58: Enhancing Accessibility and Transport Linkages

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

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

- I. Make the best use of existing public transport services and where appropriate provide opportunities for improving and sustaining the viability of those services;
- II. Ensure that there is convenient access for walking and cycling to local facilities;
- III. Create buildings and places that are easily accessible for the whole community, particularly those with disabilities;
- IV. Develop an innovative and flexible approach to the delivery of public transport in rural areas of the district;
- V. Ensure that the proposal site can be accessed safely both during the construction and occupation phases of development;
- VI. Make appropriate provision for parking in accordance with Policy DM60 and the car parking standards set out in Appendix I of this document, in terms of both the number of spaces provided and their location in relation to the development, to encourage sustainable travel patterns and avoid congestion and adverse highway safety impacts caused by excessive on-street parking; and
- VII. Be designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles in accordance with paragraph 32 of the National Planning Policy Framework. This should address issues such as highway safety, highway efficiency and excessive volumes of traffic, fumes and noise.

Where proposals are not able to achieve this, it must be clearly demonstrated that significant impacts can be addressed through the preparation of a Travel Plan in accordance with Policy DM61.

Where necessary and relevant, the Council will expect development proposals, particularly those which will generate a significant impact on the local transport network, to contribute toward improvements to transport infrastructure, particularly those projects set out in the

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County Council's Highways and Transport Masterplan. This requirement is relevant to proposals on both Greenfield and Brownfield sites. Improvements may include the provision of new facilities or services which promote sustainable transport patterns and improve accessibility.

Development will not be permitted where it considered to prejudice major transport and highway schemes as defined in Policy DM62 of this DPD.

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

- 17.7 Proposals which generate significant levels of development and new traffic movement, including those greenfield sites which have been suggested through the Land Allocations DPD, will be expected to provide or contribute toward necessary improvements to the local transport network.

Walking and the Pedestrian Environment

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

Policy DM59: Walking and Cycling

Walking

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

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

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

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

Cycling

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

The Council will, where possible, support the growth of the local cycling network within the district to encourage and maintain the growth of cycle usage as a viable and suitable form of transport and recognise the value of such a network in creating a coherent network of green infrastructure. Support will be given to proposals which seek to enhance and improve the existing network in accordance with the County Council’s Cycling and Walking Strategy.

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

Cycling and Cycle Networks

- 17.13 There is a high level of cycle use within the district which has grown through the success of Lancaster as a ‘Cycle Demonstration Town’, with cycling being seen by many as a sustainable and economic form of transport for local trips and leisure uses. There is further potential growth in cycle use as an alternative to the private car for shorter journeys in the district, particularly around the urban areas of Lancaster, Morecambe, Carnforth and Heysham.
- 17.14 There is already a strong network of cycle routes within the district which are well used and provide sustainable linkages between urban centres; these are not just local linkages but also link in with the National Cycle network. Therefore opportunities exist to encourage the growth of cycle use at a local level but also as an opportunity to attract visitors into the district. The Council will look to

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support increased useage of cycling and walking through the implementation of the Lancashire Cycling and Walking Strategy⁷².

- 17.15 The Council will seek to ensure that development proposals protect and link in with existing cycle network but also, where appropriate, contribute to the improvement and extension of these networks. The Council will work with relevant partners to ensure that the standard of cycle networks are improved, maintained and expanded where possible, including projects such as the Morecambe Bay Cycle Route.
- 17.16 Cycle and footpath networks not only provide an important sustainable transport alternative, but also provide an important component of the local green infrastructure network, providing green corridors through urban areas. Therefore the Council will seek to protect their integrity and the benefits they provide to the natural environment.
- 17.17 Development proposals should not only consider the linkages with the surrounding cycle network, but also through their design encourage cycling by the layout and orientation of buildings and ensuring that facilities for cycling, such as parking and storage are fully considered as part of the proposal.

Vehicle Parking Provision

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

Policy DM60: Vehicle Parking Provision

Car Parking Provision

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

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

Cycle Parking Provision

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

- 17.19 The level of car parking provision in non-residential development varies significantly according to the nature of the proposed use. Flexibility is required to reflect the availability of non-car

⁷² <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>

alternatives which may influence the requirement of car parking spaces. In areas where alternative travel choices are available careful consideration of the availability of car parking spaces can help reduce car usage, particularly where this is combined with effective travel planning. However, it is important to ensure that adequate parking provision for people with impaired mobility is provided in convenient locations.

- 17.20 Development proposals which seek to include the provision of garages as a method of car parking must demonstrate that they are of sufficient size to accommodate a standard vehicle width / length.
- 17.21 For proposals which will generate visitor trips (this can be either residential or commercial uses) it should be demonstrated that an appropriate number of visitor spaces are provided over and above the standards set out in Appendix E.
- 17.22 Encouraging the shared use of car parking spaces, by taking advantage of activities where the peak demands do not coincide, can reduce the overall number of spaces required. This in turn reduces the amount of land used. However, conflict between peoples demand for residential parking and town centre parking prohibits the reliance on using public car parks for residential parking due to the potential adverse impact on the available of town centre parking for town centre users

Transport Efficiency and Travel Plans

- 17.23 All development introduces a level of change to the surrounding environment and new development will need to be integrated into the local transport network so that the district will be able to accommodate growth in a sustainable manner. For larger developments both the transport statement and travel plan will be required so that the transport impacts of development proposals are identified and addressed.
- 17.24 Transport assessments are required to assess the impact of development proposals on transport infrastructure, including the capacity of roads, public transport, walking and cycling infrastructure. They are required to present qualitative and quantitative information about the anticipated transport and related environmental impacts before, during and after the implementation of the proposed development, including details of accessibility of the site by all transport modes to all users, including those with specialist requirements.

Policy DM61: Transport Efficiency and Travel Plans

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

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

To demonstrate the likely impacts of a development proposal a 'Transport Assessment' or 'Transport Statement' may be required, in accordance with paragraph 32 of the National Planning Policy Framework. This requirement will be dependent on the size, nature, scale,

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location and potential impact. The requirement for such an assessment or statement should be agreed with the Council prior to the submission of a planning application.

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

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

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

Travel Plans

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

Lancaster District Highways and Transport Masterplan

- 17.28 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan⁷³ in October 2016 which sets out a range of strategic transport interventions which address existing transport issues within the district. These include improvements to both the road network and improving opportunities to access more sustainable forms of public transport, cycling and walking.
- 17.29 The Transport Masterplan not only identifies improvements to address existing issues but also seeks to plan forward for strategic growth arising out of the local development plan. The preparation of the Transport Masterplan has been closely aligned with the preparation of the local development plan, particularly in relation to the assessment of the suitability of strategic areas of growth.
- 17.30 Lancaster City Council has been fully involved in the preparation of the Transport Masterplan with the final masterplan fully complimenting the proposals which are set out within this local development plan. The City and County Council will continue to work together in order to

⁷³ <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

investigate and implement the interventions identified in the Transport Masterplan.

Policy DM62: Lancaster District Transport and Highways Masterplan

Lancashire County Council has published a Transport Masterplan which sets out a range of strategic transport interventions which address existing transport issues within the district and will seek to improve the network in light of strategic growth proposals within the district. Key issues which are addressed in the Masterplan include:

- Improvement to highway capacity on the A6 Corridor in South Lancaster.
- Improvements to traffic management in Lancaster City Centre.
- Improvements to connectivity around Morecambe Bay.
- Enhancing the role of Ultra Low Emission Vehicles.
- Investigating the Role of a New Rapid Transit System between South Lancaster – Lancaster City Centre – Morecambe – Heysham.

Schemes which seek to address the above issues will form important elements of the Infrastructure Delivery Plan (IDP) and will be critical to the delivery of major development sites. These are addressed in more detail within Policies SG4, SG7, SG10 and SG13 of this DPD.

Whilst major schemes will be expected to take full account of the content of the Transport Masterplan, smaller proposals (particularly those which are considered to have significant impacts on the surrounding transport network) will be expected to have due account of the content of the masterplan and seek to contribute to its delivery where necessary and appropriate to do so.

18. Planning Enforcement

- 18.1 Paragraph 207 of the National Planning Policy Framework⁷⁴ states that the effective enforcement of planning controls is important as a means of maintaining public confidence in the planning system. National planning guidance recommends that local planning authorities should consider publishing a local enforcement plan to manage enforcement in a pro-active manner, in a way that is suitable to the local area.

Policy DM63: The Enforcement of Planning Controls

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

Where a breach causes harm in planning terms and it is expedient to take enforcement action the Council will select the appropriate level of action to be taken to remedy the breach. In cases where the breach is severe and planning permission would not be retrospectively

⁷⁴ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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granted, action will seek to remove the breach. In other cases where a remedy can be achieved by corrective action, regulation through a retrospective planning application or under enforcement will be pursued.

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

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

- 18.2 Lancaster City Council adopted its own local enforcement plan, the Planning Enforcement Charter⁷⁵ in December 2011 which provides information regarding the role of enforcement within the planning system and general advice relating to breaches in planning control, the issue of expediency and the penalties for failing to comply with formal notices issued by the Council. Procedures for making complaints about a possible breach of planning control are contained within the Charter. Complainants will be asked to provide specific details regarding the location, nature and reason for making their complaint.

Policy DM64: Enforcement Action against Untidy Sites & Buildings

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

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

⁷⁵ <http://www.lancaster.gov.uk/planning/planning-enforcement>

Appendix A: Glossary of Terms

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

Adoption	The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.
Affordable Housing Viability Study	A study that tested the circumstances in which the district’s housing market can deliver various levels of affordable housing by examining the influence of a range of affordable housing proportions and thresholds on viability.
Air Quality Management Area (AQMA)	Areas which suffer from significant levels of air pollution, these are primarily found within town centre locations or industrial areas. To counter issues of poor air quality, management plans are prepared by the local authority to address these issues and lower pollution levels. In Lancaster District there are three AQMAs in Lancaster City Centre, Galgate and Central Carnforth where the main sources of air pollution arise from high traffic levels and congestion.
Amenity	Are positive element(s) that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationships between them, or less tangible factors such as tranquillity can all be considered as an amenity asset.
Annual Monitoring Report (AMR)	Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and how successful the implementation of policies has been.
Appropriate Assessment	Under the Habitats Directive (92/43/EEC) Appropriate Assessment is required for any plan or project which either alone or in combination with other plans or projects, would be likely to have a significant effect on a European Site, or is not directly connected with the management of the site for nature conservation.
Area Action Plan (AAP)	Is a Development Plan Document which relates to a specific area or place. The Council has prepared an AAP which relates to the regeneration of Central Morecambe.
Area of Outstanding Natural Beauty (AONB)	Areas which have been designated and protected because of their National landscape importance and environmental importance. There are two AONB’s in the district at Arnside & Silverdale and the Forest of Bowland.
BRE Environmental Assessment Method (BREEAM)	A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).
Biodiversity	The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.
Biodiversity Action Plans (BAPs)	Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis and a BAP is in place for the Lancashire area.
Biodiversity Offsetting	These are conservation activities which are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.

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Biological Heritage Site (BHS)	A designation which identifies valuable local habitats such as ancient woodland, species rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened species of plants and animals.
Brownfield	See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the National Planning Policy Framework (NPPF).
Caravan Development	The creation, extension or adaptation of land which is used for the purposes of accommodating both static and/or touring caravans. The legislative definition can also include chalets which are used for temporary periods for leisure uses. This can also include development which is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.
Catchment Flood Management Plan (CFMP)	Sets out an Action Plan and Strategy for the management of water along a river or wider catchment area. Such Management Plans are prepared by the Environment Agency.
Civic Space	Public spaces located in central accessible locations which can help shape a sense of place and be a focal point for the community.
Communities	A group of social interacting people. This interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that have the same common interests or values.
Community Infrastructure Levy (CIL)	A method of developers financially contributing toward the improvement of physical infrastructure. This levy supplements the financial sums which can be requested via s.106 which make development proposals achievable and deliverable. The levy will include an action plan which will set out priorities and a charging schedule on how money will be collected.
Comparison Retailing	Relates to items which are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.
Concealed Households	Family units or single adults living within 'host' households.
Conservation Areas	Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.
Convenience Retailing	Relates to the purchase of everyday essential items, including confectionary, food and drink.
Core Strategy	This is a document which sets out strategic policies within the Local Plan process, setting out guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in 2008.
Cultural Asset	Can be defined as uses such as museums, theatres, live music venues (not public houses), cinemas, community halls and other public meeting places.
Designated Heritage Asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.
Development Plan Documents (DPD)	These are key planning documents which are prepared by the Council. These are planning documents which are subject to public consultation and public examination. The Land Allocations, Development Management and Morecambe Area Action Plan are all classed as Development Plan Documents.

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Enabling Development	Development that may be unacceptable in planning terms but provides an exceptional opportunity for public benefit that justifies it being permitted. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.
Equalities Impact Assessment (EqIA)	An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.
Essential Upland Worker	Workers that play an essential part in maintaining the vitality of upland areas. For example this could include employees of upland estates, doctors, nurses, teachers, bus drivers, and postal workers.
Extra Care Housing	Housing designed with the needs of older people in mind with varying levels of care and support available on-site. People who live in extra care housing have their own self-contained homes and benefit from communal facilities being available. Properties can be rented, owned or part owned / rented.
Flood Risk Assessment (FRA)	Assessments which identify the risks to a site or premises from flooding. These assessments are required for development proposals of a certain size or particular location.
Fuel Poverty	Fuel poverty is determined when a home cannot be heated to a comfortable level by utilising 10% or less of the household's income. This means that choices must be made between warmth and other essentials. Fuel poverty can contribute to excess winter deaths, cold related illnesses, high health care costs and deteriorating housing conditions.
Geological Heritage Site (GHS)	A Lancashire wide designation which identifies valuable local geological and geomorphological sites. GHS are also known as Local Geodiversity Sites (LGS) and formally as Regionally Important Geological Sites (RIGs). Further information can be found at www.geolancashire.org.uk .
Green Belt	Land which has been protected from development which could constitute urban sprawl by keeping land permanently open. There is one area of Green Belt in the district, separating the urban conurbation of Lancaster and Morecambe to the South and Carnforth to the North.
Greenfield	Land which has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.
Gypsies and Travellers	Persons of a nomadic habit of life whatever their race, origin, including persons who on grounds only of their own family's or dependents' education or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.
Habitats Regulation Assessment (HRA)	Assesses the impacts of plans or projects on Natura 2000 sites (these are Special Areas of Conservation (SAC) and Special Protection Areas (SPA)). National guidance recommends that Ramsar sites and candidate SPAs and SACs are also afforded the same protection through the Habitats Regulation Assessment process.
Health Impact Assessment (HIA)	An assessment that understands the implications to health arising from the preparation of a development plan policy or allocation.

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Heritage Asset	Is defined within Annex 2 of the NPPF and refers to features within the historic environment. Heritage assets can be described as 'designated heritage assets' or 'non-designated heritage assets' (which are defined separately within this glossary).
Houses in Multiple Occupation (HiMO)	A property is a HMO if it is let as a main or only home to at least three tenants, who form more than one household and who share a kitchen, bathroom or toilet. A household consists of either a single person or members of the same family who live together, including people who are married or living together, people in same-sex relationships, relatives who are living together and certain live-in domestic staff. An HMO can be an entire house, flat or converted building or a bedsit, shared houses, a household with a lodger, a purpose built HMOs, a hostel, guesthouses, bed and breakfast accommodation for homeless people or types of self-contained flats converted from houses.
Housing Need and Demand Survey	This is Council's current evidence base in regard to how many homes are required in the district, both for market and affordable housing. This survey was undertaken in 2012 by David Couttie Associates.
Infrastructure	In planning terms the physical structures that are required for a community to operate and be sustainable in the long term. Infrastructure typically refers to matters such as roads, water supply, sewers, electricity and other social elements such as education or health.
Key Services	In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.
Key Workers	Essential public sector workers such as nurses, teachers and social workers.
Landscape Character Assessment	An assessment to identify different landscape areas which have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.
Lead Local Flood Authority (LLFA)	The local authority responsible for taking the lead on local flood risk management. In Lancaster District this is Lancashire County Council.
Legally Protected Species	European Protected Species that receive protection under the Conservation of Habitats and Species Regulation 2010, in addition to the Wildlife and Countryside Act 1981 (as amended).
Leisure Facilities	Attractions and places which can encourage people from both within and outside the district to visit for recreational purposes. Such attractions can take a variety of forms for example the history of the district and the local natural environment.
Lifetime Homes Standards	Ordinary homes designed to provide accessible and convenient homes for a large segment of the population from young children to older people and those with temporary or permanent physical or sensory impairments. Lifetime Homes have 16 design features that ensure the home will be flexible enough to meet the existing and changing needs of most households.
Local Housing Need	The housing requirements of existing and concealed households living within Lancaster District as evidenced in the 2012 Housing Needs and Demands Survey and other appropriate evidence base.
Localism	A term used by the Government to encourage local people and communities to take more ownership in local issues. In terms of planning this means providing the opportunity to shape their local area through the preparation of Neighbourhood Plans.

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Local Development Document	This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.
Local Development Scheme (LDS)	A document which sets out the Council’s programme and timescale for the preparation of Local Development Documents, excluding Supplementary Planning Documents.
Local Plan Policy Map (Proposals Map)	This accompanies the Land Allocations DPD and will provide a visual aid to identify where land has been allocated for development, or where land has been protected because of its environmental, social or economic value.
Local Services	These are the range of services that help to enhance the sustainability of an area. In a rural context local services are those other than key services and might include access to healthcare facilities (GP, pharmacy or prescription service) access to education (nursery / crèche or secondary school), local businesses (post office, grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, church hall, public house) and access to recreational facilities.
Local Sources of Flooding	Refers to flooding from sources other than main rivers or coastal flooding. Specifically it refers to flooding from surface water and groundwater, and flooding from ordinary watercourses.
Local Highways and Transport Masterplan	Prepared by the relevant highways authority for the area, in Lancaster District’s case this is Lancashire County Council. The Highways and Transport Masterplan sets out how the district transport network will be improved up to 2031.
Local and Neighbourhood Centres	These include a range of small shops serving a small catchment area. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include hot-food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.
Market Housing	Private housing for rent or for sale, where the price is set in the open market.
National Planning Policy Framework (NPPF)	A document that has been prepared by the Coalition Government which has replaced all previous National Planning Policy contained within Planning Policy Statements (PPSs) and Planning Policy Guidance (PPGs).
National Planning Practice Guidance (PPG)	A document providing guidance which supplements the content of the National Planning Policy Framework.
Natura 2000 Sites	Are areas which have been specifically protected at a European level for their environmental value.
Neighbourhood Planning	In light of the Localism Agenda, neighbourhood plans can be prepared by local communities, in particular Parish Councils, which can promote development and have a greater say on where development should be located in their communities.
Night-Time Economy	Activities which happen within town centre locations after 5pm (or at the end of the normal working day), such activities will predominantly be leisure orientated and may involve uses such as restaurant, the arts, bars and cafés.
Non-Designated Heritage Asset	These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance which merits consideration in planning decisions but which are not formally designated heritage assets.
Primary Bus Routes	Bus routes which provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.

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Priority Species	Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.
Public Realm	Areas of public space which can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in urban or rural locations.
Regionally Important Geological Sites (RIGS)	These are locally designated sites which are of importance for their geo-diversity (geology and geomorphology).
Registered Provider of Social Housing	Previously known as Registered Social Landlords. This is the technical name for social landlords that are registered with the Tenant Services Authority. Most are housing associations, but some are trusts, co-operatives and companies that own or manage affordable housing. Also referred to as Registered Providers.
Residential Amenity	Note the general definition of amenity within this Glossary. In relation to residential amenity this can relate to the enjoyment of the residential property and the impacts that development proposals can have on that enjoyment.
River Basin Management Plan (RBMP)	Prepared by the Environment Agency and published in December 2009, these plans describe the river basin and the pressures that the water environment faces. The Management Plan shows what this means for the current state of the water environment in the river basin and what actions will be taken to address these pressures. It sets out what improvements will be possible by 2015 (the end of the management period) and how those actions will make a difference to the local environment.
Rural Enterprise	Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.
Rural Enterprise Worker	Workers employed full-time or primarily in a rural enterprise.
Rural Exception Site	Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed e.g. where essential to enable the delivery of affordable dwellings without grant funding.
Sequential Test	A planning principle that seeks to identify, allocate or even develop certain types and locations of land before others. For example the development of brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.
Settlement Hierarchy	This is set out in Policy SP2 of the Strategic Policies & Land Allocation DPD. These are settlements have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.
Sheltered Housing	Housing specifically for older and / or people with special accessibility requirements. Includes a block or group of houses with a resident or visiting warden, and individual houses, bungalows and flats which receive support from a mobile warden or pendent (emergency) alarm service.
Sites of Special Scientific Interest (SSSIs)	These are sites which have been recognised for the importance either for their biological, geological or landscape value.

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Spatial Planning	A concept that goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land-use. For example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.
Stakeholders	Groups, individuals or organisations which may be affected by or have a key interest in a development proposal or planning policy. They may often be experts in their field or represent the view of many people.
Static Caravans	Caravan units which are sited on land either permanently or semi-permanently, whilst such units are movable and have fixed axles, static units are of sufficient size to ensure that transportation between place to place is problematic and challenging and cannot be undertaken with a private car.
Strategic Housing Land Availability Assessment (SHLAA)	A study intended to assess the overall potential for housing development in the area. It identifies specific sites with a development potential over the next 15 years. The SHLAA for Lancaster District was produced in 2009 and last reviewed in 2015.
Strategic Housing Market Assessment (SHMA)	A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The SHMA for Lancaster District was produced in 2008 and last reviewed in 2015.
Strategic Flood Risk Assessment (SFRA)	An assessment that sets out the risks from flooding within the district, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals which are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster District was initially undertaken in 2007 and reviewed in 2016.
Street Furniture	A collective term for objects or pieces of equipment installed on streets and roads for various purposes. Examples of street furniture include benches, bollards, post boxes and litter bins.
Sustainable Development	In broad terms this means development that meets the needs of the present without compromising the ability of future generation to meet their own needs. The Government have set out five guiding principles for sustainable development in its strategy “Securing the Future – UK Government Strategy for Sustainable Development”. The five guiding principles include living within environmental limits, ensuring a strong / healthy and just society, achieve a sustainable economy, promoting good governance and using sound science responsibly.
Sustainable Drainage Systems (SuDS)	Drainage systems which are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDS system, subject to the approval of the SAB and dependent on site-specific constraints, applies to a broad range of drainage solutions from a fully piped system to a full attenuation system.
Sustainable Appraisal (SA)	The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process used to assess the social, environmental and economic effects of strategies and policies from the outset of the preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.

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Sustainable Growth	This refers to strategic growth which can be either accommodated with the capacity of existing infrastructure, or includes proposals which will meet any potential gaps in infrastructure capacity. It also refers to growth of settlements which is in proportion to the settlements size and character.
Touring Caravans	A touring caravan unit is a unit which can be towed behind a vehicle and which is capable of being unhitched prior to its use for holiday accommodation purposes. Touring caravans also have a purpose in providing facilities for agricultural uses such as 'brew huts'.
Transport Infrastructure	Includes pavements, walking routes and other walking infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.
Travelling Showpeople	Member of a group organised for the purposes of holding fairs, circuses or show (whether or not travelling together as such). This includes such persons who, on the grounds of their own family's dependents' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes gypsies and travellers which are defined separately within this glossary.
Tree Preservation Orders (TPOs)	Designated to protect trees of importance and/or value - whether this importance or value relates to their historical importance, landscape importance or species type. Whilst this designation protects some trees of importance, many other trees which do not have a TPO status remain important features within the landscape or townscape.
Upland	Part of the Forest of Bowland AONB is located within the Lancaster District Area and the proposed boundary revision of the Yorkshire Dales National Park will incorporate part of the district, both the National Park and AONB for the Yorkshire Dales and Bowland Upland Regional. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster District these are the Key / Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.
Visitor Accommodation	Refers to the range of accommodation available to visitors to the district, including hotels, guest houses, bed & breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.
Water Framework Directive	A European Union Directive which seeks to improve the water quality of both inland and coastal waters.

Appendix B: Background Documents for the Development Management DPD

General Reference

The National Planning Policy Framework (DCLG 2012)
The National Planning Practice Guidance (DCLG 2014)
The Planning System: General Principles (DCLG 2005)
Local Plan for Lancaster District 2011 – 2031: Draft Strategic Policies and Land Allocations DPD
Local Plan for Lancaster District 2011 – 2031: Development Management DPD (2014)
Local Plan for Lancaster District 2011 – 2031: Morecambe Area Action Plan DPD (2014)
Local Plan for Lancaster District 2011 – 2031: Draft Arnside and Silverdale AONB DPD
Local Plan for Lancaster District 2011 – 2031: Draft Preliminary CIL Charging Schedule

Chapter 6 – Housing

National Planning Policy Framework (DCLG 2012)
Local Housing Needs and Demands Survey (David Couttie Associates 2011)
Lancaster District Rural Settlements Report (David Couttie Associates 2011)
Strategic Housing Land Availability Report (Lancaster City Council 2015)
Strategic Housing Market Assessment (Turley Associates 2015)
Affordable Housing Viability Assessment (Adams Integra 2010)
Housing Land Monitoring Report (Lancaster City Council 2015)
Lancaster District Housing Action Plan 2012 – 2017 (Lancaster City Council 2012)

Chapter 7 – Employment and Economic Growth

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Review of Employment Land Position for Lancaster District (Turley Economics 2015)
Prospects and Recommendations for Achieving Economic Potential (Turley Economics 2015)

Chapter 8 – Town Centre and Retailing

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2012)
Planning for Town Centres: A Practice Guide (DCLG 2009)
Lancaster District Retail Review (White Young Green 2016)
Town Centre Health-Checks for Lancaster, Morecambe and Carnforth (White Young Green 2014)
Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016)
Shopfronts and Advertisements Supplementary Planning Document (Lancaster City Council 2016)
Lancaster Cultural Heritage Strategy (SQW / Lancaster City Council 2011)

Chapter 9 – Leisure and Culture

National Planning Policy Framework (DCLG 2012)
Tourism Strategy Update (Lancaster City Council 2008)
Lancaster Cultural Heritage Strategy (SQW / Lancaster City Council 2011)
Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016)

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Chapter 10 – Employment and Skills

Employment and Skills Plans – Supplementary Planning Document (Lancaster City Council 2016)

Chapter 11 – Design of Development

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Strategic Flood Risk Assessment for Lancaster District – Refresh (2016)
River Basin Management Plan for the North West (Environment Agency 2009)
Catchment Flood Management Strategy for the River Lune (Environment Agency 2009)
Catchment Flood Management Strategy for the River Wyre (Environment Agency 2009)
Shoreline Management Plan 2 (North West and North Wales Coastal Group 2011)
Flood and Water Management Act 2010
Land Drainage Act 2010
The SuDS Manual
Lancashire & Blackpool Local Flood Risk Management Strategy (2014)
Surface Water Drainage and Flood Risk Planning Advisory Note (Lancaster City Council 2015)
Edibles in the Landscape Planning Advisory Note (Lancaster City Council 2015)
Waste and Recycling Planning Advisory Note (Lancaster City Council 2015)
Residential Design Guide Planning Advisory Note (Lancaster City Council 2015)
Electric Charging Points for Vehicles Planning Advisory Note (Lancaster City Council 2015)

Chapter 12 – The Historic Environment

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
The Setting of Heritage Assets (English Heritage 2011)
Historic Towns and Cities in England's Northwest (English Heritage / NWDA 2007)
Lancaster District Cultural Heritage Strategy (SQW / Lancaster City Council 2011)
Lancaster District Local Listing Register (Lancaster City Council)
Conservation Area Appraisals (Various) (Lancaster City Council)

Chapter 13 – The Natural Environment

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
The Natural Choice: Securing the Value of Nature (DEFRA 2011)
Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services (DEFRA 2011)
Silverdale and Arnside AONB Statutory Management Plan (AONB Management Board 2009)
Forest of Bowland AONB Statutory Management Plan (AONB Management Board 2009)
Forest of Bowland AONB Landscape Character Assessment (2009)
Landscape Strategy for Lancaster – Character Assessment (Lancashire County Council 2000)
Landscape Character Assessment Work for Lancaster District (Woolerton Dowell 2011)
Refresh to the Open Space, Sport and Recreation Facilities Study (Lancaster City Council 2016)
Open Space Study Area Analysis Report (Lancaster City Council 2016)
Lancaster District Playing Pitch Assessment (Lancaster City Council 2016)

Chapter 14 – Development in Rural Areas

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)

Chapter 15 – Energy Generation

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Taking forward the Deployment of Renewable Energy (Lancashire County Council / SQW 2011)
Planning Guidance for Renewable Energy (Lancashire County Council / SQW 2011)
Development of New Renewable Energy and Recycling Industries for Lancaster and Morecambe (Lancaster & Morecambe Vision Board 2006)
Energy Generation & Energy Efficiency Technical Paper (Lancaster City Council 2013)
Forest of Bowland AONB Renewable Energy Position Statement (2011)

Chapter 16 – Sustainable Communities

The National Planning Policy Framework (DCLG 2012)
The National Planning Practice Guidance (DCLG 2014)
Neighbourhood Plans Roadmap Guide (Locality 2014)

Chapter 17 – Infrastructure Delivery

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Community Infrastructure Levy: An Overview (DCLG 2011)

Chapter 18 – Transport, Accessibility and Connectivity

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Lancaster District Highways and Transport Masterplan (Lancashire County Council 2016)
Lancaster & Morecambe Vision Transport Strategy (Faber Maunsell 2008)
Lancashire Walking and Cycling Strategy (Lancashire County Council / Jacobs 2016)

Chapter 19 – Planning Enforcement

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)

Appendix C: Policy Number Changes from the 2014 Development Management DPD

Development Management DPD (2014)	Draft Development Management DPD (2017)
Policy DM1: Town Centre Development	Policy DM14: Town Centre Development
Policy DM2: Retail Frontages	Policy DM15: Retail Frontages
Policy DM3: Public Realm & Civic Spaces	Policy DM23: Public Realm & Civic Spaces
Policy DM4: The Protection of Cultural Assets	Policy DM21: The Creation & Protection of Cultural Assets
Policy DM5: The Evening & Night-time Economy	Policy DM22: The Evening & Night-time Economy
Policy DM6: Advertisements	Policy DM17: Advertisements & Shopfronts
Policy DM7: Economic Development in Rural Areas	Policy DM43: Economic Development in Rural Areas
Policy DM8: Re-use & Conversion of Rural Buildings	Policy DM46: The Re-use & Conversion of Rural Buildings
Policy DM9: Diversification of the Rural Economy	Policy DM44: Diversification of the Rural Economy
Policy DM10: Equine Related Development	Policy DM48: Equine Related Development
Policy DM11: Development in the Green Belt	Policy DM47: Development in the Green Belt
Policy DM12: Leisure Facilities & Attractions	Policy DM18: Leisure Facilities & Attractions
Policy DM13: Visitor Accommodation	Policy DM20: Visitor Accommodation
Policy DM14: Caravan Sites, Chalets & Log Cabins	Policy DM49: Caravan Sites, Chalets & Log Cabins
Policy DM15: Proposals involving Employment Land & Premises	Policy DM12: Proposals involving Employment Land & Premises
Policy DM16: Small Business Generation	Policy DM13: Small Business Generation
Policy DM17: Renewable Energy Generation	Policy DM50: Renewable & Low Carbon Energy Generation
Policy DM18: Wind Turbines	DELETED
Policy DM19: Upgrades to the National Grid	Policy DM51: Upgrades to the National Grid
Policy DM20: Enhancing Accessibility & Transport Links	Policy DM58: Enhancing Accessibility & Transport Links
Policy DM21: Walking & Cycling	Policy DM59: Walking & Cycling
Policy DM22: Vehicle Parking Provision	Policy DM60: Vehicle Parking Provision
Policy DM23: Transport Efficiency & Travel Plans	Policy DM61: Transport Efficiency & Travel Plans
Policy DM24: Telecommunications & Broadband	Policy DM56: Telecommunications & Broadband Improvements
Policy DM25: Green Spaces & Green Corridors	Policy DM39: Green Infrastructure
Policy DM26: Open Space, Sports & Recreation	Policy DM24: Open Space, Sports & Recreation
Policy DM27: Protection & Enhancement of Biodiversity	Policy DM40: Protection & Enhancement of Biodiversity
Policy DM28: Development & Landscape Impact	Policy DM42: Development and Landscape Impact
Policy DM29: Protection of Trees, Hedgerows & Woodland	Policy DM41: Protection of Trees, Hedgerows & Woodland
Policy DM30: Development affecting Listed Buildings	Policy DM34: Development affecting Listed Buildings
Policy DM31: Development affecting Conservation Areas	Policy DM35: Development affecting Conservation Areas
Policy DM32: The Setting of Designated Heritage Assets	Policy DM36: The Setting of Designated Heritage Assets
Policy DM33: Development affecting Non-Heritage Assets or their settings	Policy DM37: Development affecting Non-Heritage Assets or their settings
Policy DM34: Archaeology	Policy DM38: Archaeology
Policy DM35: Key Design Principles	Policy DM26: Key Design Principles
Policy DM36: Sustainable Design	Policy DM27: Sustainable Design
Policy DM37: Air Quality Management & Pollution	Policy DM28: Air Quality Management & Pollution
Policy DM38: Development & Flood Risk	Policy DM30: Development and Flood Risk
Policy DM39: Surface Water Runoff & Sustainable Drainage	Policy DM31: Surface Water Runoff & Sustainable Drainage
Policy DM40: Protecting Water Resources and Infrastructure	Policy DM33: Protecting Water Resources and Infrastructure
Policy DM41: New Residential Dwellings	Policy DM1: New Residential Development and Meeting Housing Needs
	Policy DM2: Housing Standards

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Development Management DPD (2014)	Draft Development Management DPD (2017)
	Policy DM3: The Delivery of Starter Homes and Affordable Housing
Policy DM42: Managing Rural Housing Growth	Policy DM4: Residential Development outside Urban Areas
Policy DM43: Accommodation for Agricultural /Forestry Workers	Policy DM9: Accommodation for Agricultural and Forestry Workers
Policy DM44: Residential Conversions	Policy DM11: Residential Conversions
Policy DM45: Accommodation for Vulnerable Communities	Policy DM7: Accommodation for Vulnerable Communities
Policy DM46: Accommodation for Students	Policy DM6: Student Accommodation
Policy DM47: Accommodation for Gypsies, Travellers & Travelling Showpeople	Policy DM8: Accommodation for Gypsies, Travellers & Travelling Showpeople
Policy DM48: Community Infrastructure	Policy DM55: Community Infrastructure Levy & Planning Contributions
Policy DM49: Local Services	Policy DM53: Protection of Local Services & Community Facilities
Policy DM50: The Enforcement of Planning Controls	Policy DM63: The Enforcement of Planning Controls
Policy DM51: Enforcement Against Untidy Buildings / Sites	Policy DM64: Enforcement Against Untidy Buildings / Sites

Draft Development Management DPD (2017)	Development Management DPD (2014)
Policy DM1: New Residential Development and Meeting Housing Needs	Policy DM41: New Residential Dwellings
Policy DM2: Housing Standards	
Policy DM3 The Delivery of Starter Homes and Affordable Housing	
Policy DM4: Residential Development outside Urban Areas	Policy DM42: Managing Rural Housing Growth
Policy DM5: Housing Provision in the Forest of Bowland AONB	NEW POLICY
Policy DM6: Accommodation for Students	Policy DM46: Accommodation for Students
Policy DM7: Accommodation for Vulnerable Communities	Policy DM45: Accommodation for Vulnerable Communities
Policy DM8: Accommodation for Gypsies, Travellers and Travelling Showpeople	Policy DM47: Accommodation for Gypsies, Travellers and Travelling Showpeople
Policy DM9: Accommodation for Agricultural and Forestry Workers	Policy DM43: Accommodation for Agricultural /Forestry Workers
Policy DM10: Self or Custom Build Housing	NEW POLICY
Policy DM11: Residential Conversions	Policy DM44: Residential Conversions
Policy DM12: Proposals involving Employment Land & Premises	Policy DM15: Proposals involving Employment Land & Premises
Policy DM13: Small Business Generation	Policy DM16: Small Business Generation
Policy DM14: Town Centre Development	Policy DM1: Town Centre Development
Policy DM15: Retail Frontages	Policy DM2: Retail Frontages
Policy DM16: District, Local and Neighbourhood Centres	NEW POLICY
Policy DM17: Advertisements & Shopfronts	Policy DM6: Advertisements
Policy DM18: Retail Development outside Defined Centres	NEW POLICY
Policy DM19: Leisure Facilities & Attractions	Policy DM12: Leisure Facilities & Attractions
Policy DM20: Visitor Accommodation	Policy DM13: Visitor Accommodation
Policy DM21: The Creation and Protection of Cultural Assets	Policy DM4: The Protection of Cultural Assets
Policy DM22: The Evening & Night-time Economy	Policy DM5: The Evening & Night-time Economy
Policy DM23: Public Realm & Civic Spaces	Policy DM3: Public Realm & Civic Spaces
Policy DM24: Open Space, Sports and Recreation Facilities	Policy DM26: Open Space, Sports & Recreational Facilities
Policy DM25: Employment and Skills Plans	NEW POLICY
Policy DM26: Key Design Principles	Policy DM35: Key Design Principles
Policy DM27: Sustainable Design	Policy DM36: Sustainable Design
Policy DM28: Air Quality Management and Pollution	Policy DM37: Air Quality Management and Pollution
Policy DM29: Contaminated Land	NEW POLICY
Policy DM30: Development & Flood Risk	Policy DM38: Development & Flood Risk
Policy DM31: Surface Water Runoff & Sustainable Drainage	Policy DM39: Surface Water Runoff & Sustainable Drainage

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Draft Development Management DPD (2017)	Development Management DPD (2014)
Policy DM32: Water Supply and Waste Water	NEW POLICY
Policy DM33: Protecting Water Resources and Infrastructure	Policy DM40: Protecting Water Resources and Infrastructure
Policy DM34: Development affecting Listed Buildings	Policy DM30: Development affecting Listed Buildings
Policy DM35: Development affecting Conservation Areas	Policy DM31: Development affecting Conservation Areas
Policy DM36: The Setting of Designated Heritage Assets	Policy DM32: The Setting of Designated Heritage Assets
Policy DM37: Development Affecting Non-Heritage Assets or their settings	Policy DM33: Development Affecting Non-Heritage Assets or their settings
Policy DM38: Archaeology	Policy DM34: Archaeology
Policy DM39: Green Infrastructure	Policy DM26: Green Spaces and Green Corridors
Policy DM40: The Protection & Enhancement of Biodiversity	Policy DM27: The Protection & Enhancement of Biodiversity
Policy DM41: Protection of Trees, Hedgerows & Woodland	Policy DM29: Protection of Trees, Hedgerows & Woodland
Policy DM42: Development and Landscape Impact	Policy DM28: Development & Landscape Impact
Policy DM43: Economic Development in Rural Areas	Policy DM7: Economic Development in Rural Areas
Policy DM44: Diversification of the Rural Economy	Policy DM9: Diversification of the Rural Economy
Policy DM45: Farm Shops	NEW POLICY
Policy DM46: Re-Use & Conversion of Rural Buildings	Policy DM8: Re-Use & Conversion of Rural Buildings
Policy DM47: Development in the Green Belt	Policy DM11: Development in the Green Belt
Policy DM48: Equine Related Development	Policy DM10: Equine Related Development
Policy DM49: Caravan Sites, Chalets & Log Cabins	Policy DM14: Caravan Sites, Chalets & Log Cabins
Policy DM50: Renewable & Low Carbon Energy Generation	Policy DM17: Renewable Energy Generation
Policy DM51: Upgrades to the National Grid	Policy DM19: Upgrades to the National Grid
Policy DM52: Neighbourhood Planning	NEW POLICY
Policy DM53: Protection of Local Services & Community Facilities	Policy DM49: Local Services
Policy DM54: Health & Wellbeing	NEW POLICY
Policy DM55: Community Infrastructure Levy & Planning and Planning Contributions	Policy DM48: Community Infrastructure
Policy DM56: Telecommunications & Broadband Improvements	Policy DM24: Telecommunications & Broadband
Policy DM57: Infrastructure Delivery Plan	NEW POLICY
Policy DM58: Enhancing Accessibility & Transport Linkages	Policy DM20: Enhancing Accessibility & Transport Linkages
Policy DM59: Cycling & Walking	Policy DM21: Cycling & Walking
Policy DM60: Vehicle Parking Provision	Policy DM22: Vehicle Parking Provision
Policy DM61: Transport Efficiency & Travel Plans	Policy DM23: Transport Efficiency & Travel Plans
Policy DM62: Lancaster District Transport and Highways Masterplan	NEW POLICY
Policy DM63: The Enforcement of Planning Controls	Policy DM50: The Enforcement of Planning Controls
Policy DM64: Enforcement Against Untidy Buildings / Sites	Policy DM51: Enforcement Against Untidy Buildings / Sites

Appendix D: Open Space Standards and Requirements

In 2015 the Council prepared a Planning Advisory Note⁷⁶ which encouraged development proposals to have a due regard to series of standards for the provision of public open space within new development. The standards set out were applicable to all proposals for residential development where there was a net increase of 5 or more residential dwellings. Conversions from other uses to residential premises where development involves a net increase of 5 or more residential dwellings was also asked to give due consideration to the provisions of the advisory note.

The Council have now sought to formalise this advice note into formal requirements within this DPD via Policy DM20 to ensure that sufficient and appropriate levels of open space are provided within new residential development which meets the definitions set out above.

It is recognised that the viability of development is a material consideration in determining planning applications. Consequently the Council will allow for negotiation where viability unduly restricts development. Whilst Policy DM20 fully supports the need for flexibility, development proposals which seek to argue that no open space contribution should not be sought due to viability will not be accepted by the Council.

The Council will allow exceptions from the above, the Council is keen to see the delivery of both affordable homes and starter homes in the district and to assist with their delivery the Council will support a 50% discount on open space standards set out below, this discount relates to both the provision of either on-site or off-site open space requirements.

On-Site Provision of Public Open Space

Open space provides many functions ranging from amenity spaces, outdoor sports facilities and natural green spaces which increase biodiversity and create wildlife corridors. On large development sites, on-site provision is normally expected to mitigate the pressure on existing facilities from the additional population.

The thresholds for on-site provision of each type of open space are based on the future population of a development which will generate a sufficient area for a particular type of open space to be provided on-site. In the case of large-scale residential development it is expected that open space requirements are provided on-site and it is important that this is considered within the preparation of a planning application. Large residential sites will have a critical mass of population and should provide all required types of open space on-site. Where on-site sports pitches are being provided they should be accompanied by appropriate changing rooms and car parking facilities. In the case of large sites only in exceptional circumstances will off-site provision be considered as an appropriate means of providing open space and therefore any proposals for off-site provision must be robustly justified.

TYPE OF OPEN SPACE	DWELLING NUMBER THRESHOLDS FOR ON-SITE PROVISION
Parks and Gardens	350 DWELLINGS
Accessible Natural Green Space	200 DWELLINGS
Equipped Play Areas (Children up to 12yrs)	35 DWELLINGS
Young Persons Provision	150 DWELLINGS

⁷⁶ <http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds>

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Amenity Green Space	10 DWELLINGS
Outdoor Sports Facilities	250 DWELLINGS
Allotments	500 DWELLINGS

Table 1: *Thresholds for the Provision of On-Site Open Space*

Table 1 identifies thresholds where residential development will trigger the need for consideration of on-site open space provision. If the development is below the thresholds identified in table 1 then a financial contribution in lieu of on-site provision may be the most appropriate method of delivering open space (details of which are provided in table 2).

To help in the design of on-site open spaces, the Council will refresh its Planning Advisory Note to review and up-date its existing guidance on core design principles which developers should give consideration to at the outset when providing open space.

Off-Site Provision of Public Open Space

There may be circumstances where open space cannot and should not be provided on-site. Such circumstances may be that the development proposal does not exceed the thresholds in table 1 or that the open space cannot be provided on-site due to site constraints but could be provided off-site within a reasonable distance to the development site (off-site provision means land not included within the planning application red-line boundary).

Developers will be expected to evaluate the need to include different types of open spaces when designing the layout of their development which should be based on the standards set out within Policy DM20 and this appendix. Where the development involves dwelling numbers which are below the thresholds set out in table 1, but the development comprises 5 or more dwellings then a financial contribution in lieu of on-site provision will normally be the best method of delivering open space.

There may be exceptional cases where it would be preferable to focus on the enhancement of an existing area instead of providing new open space on-site. This would be discussed during the pre-application stage with the Council on a case-by-case basis, based on the particular circumstances of the site and the character of the development proposal. Financial contributions will be used to provide or enhance facilities that are within an acceptable distance from the application site. The required thresholds for contributions in lieu of on-site provision are set out in table 2 below.

TYPE OF OPEN SPACE	DWELLING NUMBER THRESHOLDS FOR OFF-SITE PROVISION
Parks and Gardens	RURAL LOCATIONS: <5 DWELLINGS TO 499 DWELLINGS URBAN LOCATIONS: <10 DWELLINGS TO 499 DWELLINGS
Natural and Semi-Natural Green Space	NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED
Equipped Play Areas (Children up to 12yrs)	RURAL LOCATIONS: <5 DWELLINGS TO 34 DWELLINGS URBAN LOCATIONS: <10 DWELLINGS TO 499 DWELLINGS
Young Persons Play Provision	RURAL LOCATIONS: <5 DWELLINGS TO 149 DWELLINGS URBAN LOCATIONS: <5 DWELLINGS TO 499 DWELLINGS
Amenity Green space	NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION IS REQUIRED AS THIS SPACE SHOULD BE PROVIDED ON-SITE
Outdoor Sports Facilities	RURAL LOCATIONS: <5 DWELLINGS TO 249 DWELLINGS URBAN LOCATIONS: <10 DWELLINGS TO 249 DWELLINGS
Allotments	NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED

Table 2: *Thresholds for the Provision of Financial Contributions in Lieu of On-Site Provision*

Financial Contributions in Lieu of On-Site Provision of Open Space

The various financial contributions in lieu of on-site provision are based on the number of dwellings and the occupancy levels of the proposed dwellings as defined below from the 2011 Census figures:

1 BEDROOM = 1.3 persons	4 BEDROOMS = 3.2 persons
2 BEDROOMS = 1.9 persons	5+ BEDROOMS = 3.7 persons
3 BEDROOMS = 2.6 persons	

These financial sums which are set out in tables XXX of this Appendix are based on national costings and will be regularly reviewed with the most up-to-date information made available on the Council website. Contributions will be indexed in accordance with the Retail Price Index (RPI) and will be delivered by the means of an undertaking or agreement either via the Section 106 process or via the Community Infrastructure Levy process if applicable.

The financial costs provided in table 3 are based on the following assumptions:

- Outdoor Sport Facilities; costs based on the Sport England ‘Inspired Facilities’ 2014 guidelines⁷⁷. One adult pitch to the ‘Inspired Facilities’ standard estimated at £141,500.
- Equipped play areas for children; the current costs to meet specified guidelines estimated at £75k.
- Young Persons Play Provision; the current costs to meet specified guidelines estimated at £50k.
- Parks and Gardens; based on the cost to purchase and install a signal bench at £600.

TYPE OF FACILITY	1 BED DWELLING COST (£)	2 BED DWELLING COST (£)	3 BED DWELLING COST (£)	4 BED DWELLING COST (£)	5+ BED DWELLING COST (£)
OUTDOOR SPORTS FACILITIES	£551.85	£806.55	£1,103.70	£1,358.40	£1,528.20
EQUIPPED PLAY AREAS	N/A	£950	£1,300	£1,600	£1,800
YOUNG PERSONS PLAY PROVISION	N/A	£380	£520	£640	£720
PARKS AND GARDENS	£156	£228	£312	£384	£432

Maintenance Sums, Management and Adoption Standards

There are a number of approaches to maintenance that that Council will support and encourage applicants to consider when delivering on-site open space provision.

The Council will seek to encourage developers to consider the transfer of responsibility for the maintenance of an area of open space to a private management entity which will be responsible for long term maintenance as well as maintaining public access to the open space facility, provided that the Council are satisfied that the entity is sufficiently well-funded or will be so, to ensure that the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.

Unless the Council or a Parish Council adopts an open space facility, a management plan must be submitted and agreed in writing by the Council to ensure that appropriate maintenance and safety inspection regimes are carried out so the facility remains safe for members of the public to use. Devolved management and community ownership will be encouraged by the Council in appropriate circumstances for community groups, allotment associations or residents groups to take over the management of the open space facility from the developer.

Developers will be encouraged, with the assistance of the Council, if required, to engage with the local community groups to investigate their willingness to take up ownership and maintenance of the open space in question. Should there be a willingness from a community organisation to take up ownership then support will be required to set up and fund management plan which will address the issues of management and maintenance to ensure that the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.

⁷⁷ <https://www.sportengland.org/funding/inspired-facilities/>

Appendix E: Car Parking Standards

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

CLASS	BROAD LAND USE	SPECIFIC LAND USE	A	B	C	DISABLED PARKING		BICYCLE SPACES	MOTORCYCLE SPACES	COACHES	
			Space per Gross Floor Area (unless otherwise indicated)			UP TO 200 BAYS	OVER 200 BAYS			MINIMUM PARKING	MINIMUM DROP-OFF
A1	Shops	Food Retail	1 per 16sqm	1 per 15sqm	1 per 14sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 140sqm (min. 2)	1 per 350sqm (min. 2 spaces)	-	-
		Non-Food Retail	1 per 22sqm	1 per 21 sqm	1 per 20sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2 spaces)	-	-
		Retail Warehouse	1 per 60sqm	1 per 45 sqm	1 per 40sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2 spaces)	-	-
A2	Financial & Profession. Services	Banks, estate agents, Building Societies.	1 per 35sqm	1 per 32sqm	1 per 30sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2 spaces)	-	-
A3	Restaurants Bars & Cafes	Restaurants cafes, snack bars, fast food takeaways	1 per 8sqm of public floor space	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays plus 4% of total	1 space per 50sqm (min.2)	1 per 125sqm (min. 2 spaces)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
A4		Public Houses, wine bars, other drinking Establishments	1 per 8sqm of public floor space	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays plus 4% of total	1 space per 50sqm (min.2)	1 per 125sqm (min. 2 spaces)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
B1	Business	Office, Business Parks, Research & Development	1 per 40sqm	1 per 32sqm	1 per 30sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-
		Call Centres	1 per 40sqm (starting point to discuss)	1 per 32sqm (starting point to discuss)	1 per 30sqm (starting point to discuss)	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-

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CLASS	BROAD LAND USE	SPECIFIC LAND USE	A	B	C	DISABLED PARKING		BICYCLE SPACES	MOTORCYCLE SPACES	COACHES	
			Space per Gross Floor Area (unless otherwise indicated)			UP TO 200 BAYS	OVER 200 BAYS			MINIMUM PARKING	MINIMUM DROP-OFF
B2	General Industry	General Industry	1 per 60sqm	1 per 48sqm	1 per 45sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-
B8	Storage & Distribution	Storage and Distribution	1 per 100sqm	1 per 100sqm	1 per 100sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 850sqm (min.2)	1 per 2000sqm (min.2 spaces)	-	-
C1	Hotels	Hotels, Boarding & Guest-houses	1 per bedroom plus staff parking	1 per bedroom plus staff parking	1 per bedroom plus staff parking	3 bays or 6% of total	4 bays plus 4% of total	1 per 10 guest rooms (min.2)	1 per 25 guest rooms (min.2)	Negotiated on a case-by-case basis	1 (Hotels Only)
C2	Resident Institutions	Residential Care Homes, Nursing Homes	1 per 4 beds	1 per 5 beds	1 per 5 beds	3 bays or 6% of total	4 bays plus 4% of total	1 per 40 beds (min.2)	1 per 100 beds (min. 2 spaces)	-	-
		Sheltered Accommodation	1 per 2 beds	1 per 3 beds	1 per 3 beds	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 beds (min.2)	1 per 50 beds (min. 2 spaces)	-	-
C3	Dwelling Houses	1 Bedroom	1 space	1 space	1 space	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	Case-by-Case	-	-	-
		2/3 Bedrooms	2 spaces	2 spaces	2 spaces			Case-by-Case	-	-	-
		4+ Bedrooms	3 spaces	3 spaces	3 spaces			Case-by-Case	-	-	-
		Flatted Development	Case-by-Case	Case-by-Case	Case-by-Case			Case-by-Case	-	-	-
D1	Non-Residential Institutions	Clinics and Health Centres	1 per 2 staff plus 4 per consulting room	1 per 2 staff plus 4 per consulting room	1 per 2 staff plus 4 per consulting room	3 bays or 6% of total	4 bays plus 4% of total	2 per consulting room (min)	1 per 2 consulting rooms (min)	-	-

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CLASS	BROAD LAND USE	SPECIFIC LAND USE	A	B	C	DISABLED PARKING		BICYCLE SPACES	MOTORCYCLE SPACES	COACHES	
			Space per Gross Floor Area (unless otherwise indicated)			UP TO 200 BAYS	OVER 200 BAYS			MINIMUM PARKING	MINIMUM DROP-OFF
		Crèches, Day Nursery, Day Centre	1 per member of staff plus 1 drop off space per 10 children	1 per member of staff plus 1 drop off space per 10 children	1 per member of staff plus 1 drop off space per 10 children	3 bays or 6% of total	4 bays plus 4% of total	1 per 5 staff plus 1 per 3 students	1 per 10 staff (min. 2 spaces)	Case by Case based on demand for school buses	-
		Schools (Primary & Secondary)	2 per classroom	2 per classroom	2 per classroom	Case by Case	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff	Case by Case	1
		Art Galleries Libraries Museum	1 per 40sqm	1 per 25sqm	1 per 20sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min.2)	Case by Case	1
		Halls & Places of Worship	1 per 10sqm	1 per 6sqm	1 per 5sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 50sqm (min.2)	1 per 125sqm (min.2)	-	-
		Higher & Further Education	1 per 2 staff	1 per 2 staff plus 1 per 15 students	1 per 2 staff plus 1 per 10 students	Case by Case	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff plus 1 per 10 students	Case by Case	1
D2	Assembly & Leisure	Cinemas, bingo, casino, conference centres, music & concert halls	1 per 10 seats	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min.2)	1 per 50 seats (min.2 spaces)	Case by Case	1
		General leisure, dance halls (not nightclubs, swimming baths, skating rinks and gyms)	1 per 25sqm	1 per 23sqm	1 per 22sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min.2)	1 per 50 seats (min.2 spaces)	Case by Case	1
		Theatres	1 per 10 seats	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min.2)	1 per 50 seats (min.2 spaces)	-	1
		Motor car showrooms	1 per 60sqm internal space	1 per 52sqm internal space	1 per 50sqm internal space	3 bays or 6% of total	4 bays plus 4% of total	1 per 5 staff	Minimum of 2 spaces	-	-
		Petrol Filling Stations	1 space per pump	1 space per pump	1 space per pump	1 space minimum	-	1 per 5 staff	Minimum of 2 spaces	-	-

Key: Area A = Town Centre Locations, Area B = Local or Neighbourhood Centres and Area C = All other Areas.

Appendix F: Criteria for Housing Development for Agricultural and Forestry Workers

Background

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

Introduction

Appendix C provides guidance to applicants on Policy DM9 relating to proposals involving residential accommodation for rural land-based workers, in particular agricultural and forestry workers.

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

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

Occupational Dwellings

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

In addition, there may also be other rural enterprises where occupational dwellings are required and Lancaster City Council will consider proposals on a case by case basis. In such cases, the enterprise, including any development necessary for its operation, must be considered against the same rigorous policy tests set out within Policy DM9 and satisfy all other relevant Local Plan policy.

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

Policy Test A: Establishing a Functional Need

A functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Such a requirement might

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arise, for example, if workers are needed to be on hand day and night:

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

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

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

Policy Test B: Financial Soundness

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

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

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

Occupancy Conditions

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

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

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

The Council recognises that changes in the scale and character of agricultural / forestry practices over time may affect the longer-term requirement for occupational dwellings for which permission has

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been granted subject to an occupancy condition. Therefore such dwellings with occupancy conditions attached should not be kept vacant, nor should their present occupants be unnecessarily obliged to remain in occupation simply by virtue of planning conditions restricting occupancy with have outlived their usefulness. However, where there remains a local demand for agricultural / rural dwellings the LPA would seek to retain the occupational dwelling.

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

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

The removal of occupancy conditions will also be subject to the provisions of Policy DM9 of the Development Management DPD.

Appendix G: Purpose Built and Converted Shared Accommodation

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

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

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

Bedrooms:

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

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

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

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

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

Kitchens:

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

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

- Sink;
- Cooker with oven, grill, four hobs and extractor;
- Full height fridge/freezer – one for every three residents;
- Two cupboards per resident (minimum 0.6m wide);
- Adequate work surface for the number of residents; and
- Adequate circulation space.

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

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

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

Bathrooms:

Bathrooms must be a minimum of 3.7sqm.

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

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

There must be at least one bathroom for every three bedrooms. Where possible, a bathroom should be provided on each floor where a bedroom is proposed /exists. Each bathroom must be accessible from a common area (i.e. corridor or hall) and if served by a window the glazing should be obscured.

Amenity:

All living spaces (kitchens, kitchen/diners, dining rooms, living rooms and bedrooms) must have an adequate level of natural light and adequate outlook (i.e. clear glazed windows with the lowest part of the glazing set at a height no greater than 1.5m from the finished floor level with a separation distance of at least 12m between the window and any wall or structure opposite (or at least 21m if facing windows serving a habitable room).

Therefore it is very unlikely that living spaces within basements or lower ground floors will be supported.

Other Issues:

Cycle Storage

Cycle storage should be easily accessible from the street (i.e. if steps/stairs form part of the access they should be easy to negotiate) and ideally should be an integral part of the building. If no rooms are available within the building that meets these requirements then a secured and fully covered storage facility must be provided within a secured external area within the curtilage of the building without having an adverse impact on the streetscene). One cycle space should be provided per resident.

Refuse Storage

Provision must be made for refuse storage containers to be located on an area of external hard standing with suitable access from the internal space and to the street, without having an adverse impact on the streetscene (i.e. discreetly screened). Where no external space is available within the building's curtilage the provision should be made within the building, subject to meeting fire and building regulations and again easy access can be provided to the street for refuse collections (i.e. if steps/stairs form part of the access they should be easy to negotiate).

Access and Security

Future residents should feel safe accessing the building and feel safe when residing within it. Therefore access to each self-contained unit should be via a single front door into a common area (i.e. a corridor or hall). All main access points from the street must be secured with appropriate levels of security including lighting, natural surveillance, locks and potentially CCTV.

Appendix H: Flat Conversions

The Council will resist the conversion of flats of smaller detached or semi-detached suburban properties which are suitable for single family occupation. The following standards will be applied to proposals for the conversion of larger properties to residential flats.

Internal Standards

All flats must be fully self-contained with their own kitchen, bathroom and toilet.

Rooms within flats must be of adequate size for the purpose proposed. The submission of drawing indicating sample furniture layouts may be required in some instances. Suggesting minimum room sizes are as follows:

Room Function	Sqm	Sqft
Lounge	11.1sqm	120sqft
Main Bedroom	10.2sqm	110sqft
Second Bedroom	4.7sqm	50sqft
Kitchen	5.6sqm	60sqft
Bathroom	3.7sqm	40sqft

Where living rooms and kitchens are combined, the room size required will be the total of the sizes set out above for each room. Combined bedrooms and kitchen / living rooms will not be acceptable. Natural daylight is required to kitchen areas.

Internal circulation within flats must provide a maximum degree of convenience and safety for occupiers. The inability of property to provide a suitably convenient form of conversion may constitute a reason for refusal of planning permission. To provide adequate living conditions in terms of noise transmission the internal layouts of the proposed flat(s) need to be carefully considered, including their vertical and horizontal arrangements with adjoining residential units.

The principal rooms of each flat should have an acceptable outlook. The provision of flats with living rooms whose only outlook is over rear yards or with no view at all is unlikely to be acceptable.

The conversion of any property must be designed to achieve the minimum loss of privacy and amenity for neighbouring residents.

External Standards

In general it is preferable that conversions should be carried out within the existing shell of a building. However, small extensions and alterations will be permitted where these can integrate with the character of the existing building and its surroundings, where the amenities of the adjoining residents are not impaired.

A minimum external amenity / drying area of 9.3sqm (100sqft) should be provided for all conversions. The proposed area should be functional in shape and reasonably accessible for the occupant of all units. A condition will be imposed requiring these facilities to be available for all occupants at all times. In mid-terrace situations, developers should consider the use of basements for rear access, additional storage space, laundry etc.

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Bin storage areas shall be provided for the occupants of all units. In exceptional circumstances provision may be made at the front of the premises subject to adequate space being available and the provision of satisfactorily designed containers.

Basement Flats

Basements are generally considered to be unacceptable for the creation of flats for permanent residential occupation as they have a poor outlook, inadequate natural daylight and can be subject to flooding. There may of course be exceptions where the levels and amount of ground around the property make a basement suitable for conversion and these cases will be dealt with on their merits. The attention of developers is drawn to the comments above regarding the alternative uses of basements in flat conversion proposals.

Car Parking

Car parking will be required in accordance with the Council's current standards contained within Policy DM22 and Appendix B of this DPD.

Where all other factors are favorable, the lack of car parking will not itself constitute a justification for the refusal of planning permission. There may, however, be areas where the existing problem of on-street car parking and resultant congestion may lead to the refusal of planning permission.

A condition will be imposed requirement the car parking spaces to be available for all occupants at all times.

Fire Escapes

External fire escapes can be unsightly and often interfere with the outlook and privacy of residents. Whilst it is important that all flat conversions meet appropriate fire precautions, wherever possible the City Council will encourage alternative means of escape such as internal lobby doors or emergency doors in party walls.

Appendix I: Studio Accommodation

Proposals for studios accommodation must be a minimum of 19sqm with an en-suite (for single person occupancy).

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

- Bed (minimum size of 2m by 0.9m)
- Desk and Chair
- Wardrobe
- Chest of Drawers (minimum of 0.8m wide)
- Kitchenette, incorporating an oven, hob, sink, 2 cupboards (or equivalent) and adequate work surface;
- Dining surface with seat / stall
- Adequate circulation space
- En-suite with a toilet, adequately sized wash basin, shower, circulation space for changing and hanging space for clothes, towels etc.

Some spaces should be excluded from floor area calculations, such as areas with limited headroom, alcoves, corridors etc.

Studios designed for two people sharing must demonstrate on plan that the following can be accommodated:

- Double bed (minimum size of 2m by 1.5m)
- 2 desks with a chair each
- 2 wardrobes
- 2 chests of drawers (minimum width of 0.8m)
- Kitchenette, incorporating an oven, hob, sink, fridge, 4 cupboards (or equivalent) and adequate work surface
- Dining surface for 2 people with seats/stalls
- Seating area incorporating 2 'easy' chairs
- Adequate circulation space
- En-suite with toilet, adequately sized wash basin, shower, circulation space for changing and hanging space for clothes, towels etc.

Studios should be set out in such a manner that the space has separate 'zones'. This is to prevent living and sleeping arrangements being inappropriately combined to the detriment of the occupier (for example beds should not be placed in close proximity to kitchenettes).