

# A Local Plan for Lancaster District 2011-2031

Part Two: Review of the Development Management DPD

Adoption Version

July 2020





# Contents

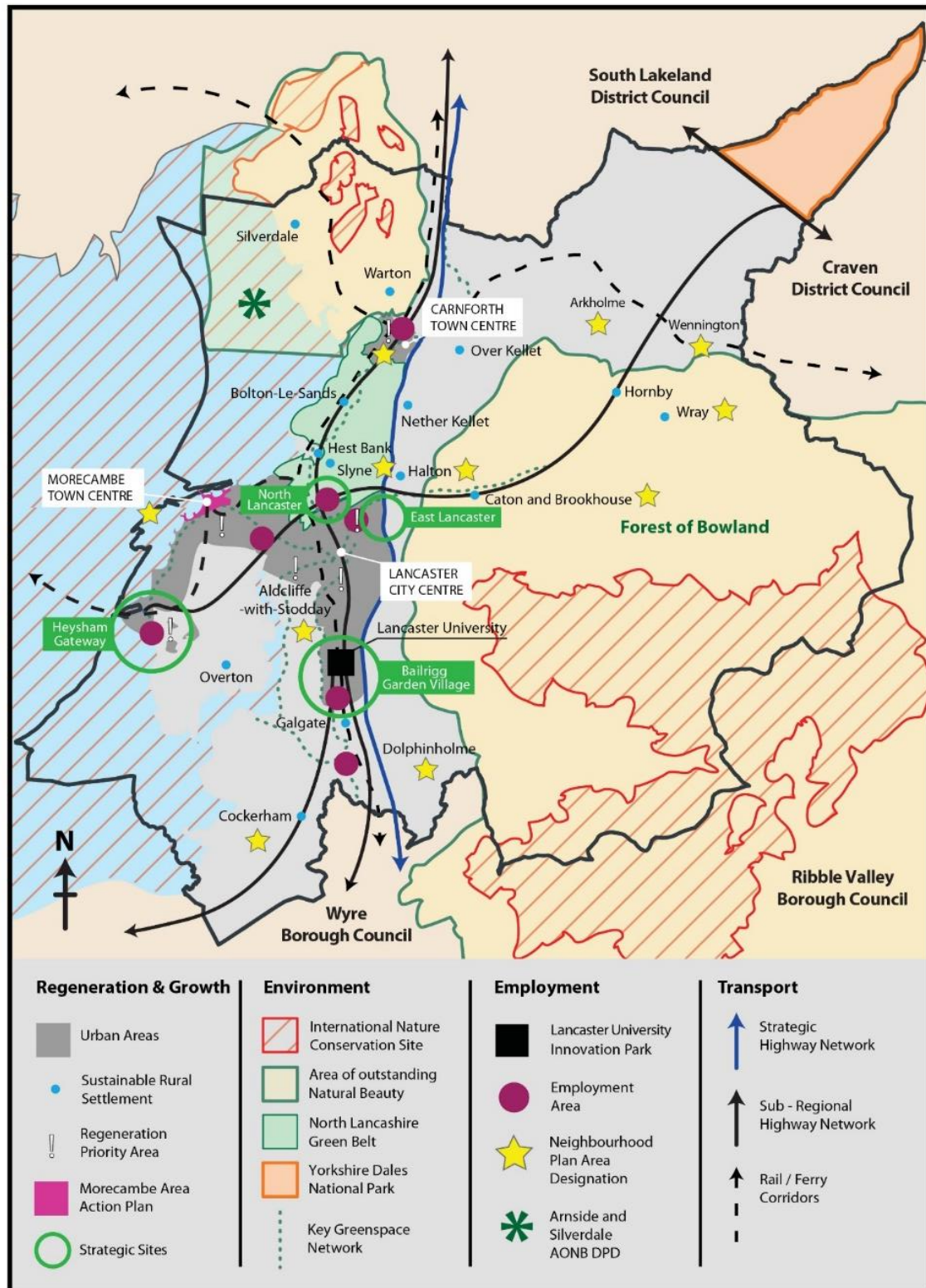
Contents .....	3
1. Introduction .....	7
2. The Local Plan for Lancaster District 2011 – 2031 .....	8
3. Objectives of the Development Management DPD .....	9
4. Housing.....	10
POLICY DM1: NEW RESIDENTIAL DEVELOPMENT AND MEETING HOUSING NEEDS .....	11
POLICY DM2: HOUSING STANDARDS .....	13
POLICY DM3: THE DELIVERY OF AFFORDABLE HOUSING.....	15
POLICY DM4: RESIDENTIAL DEVELOPMENT OUTSIDE MAIN URBAN AREAS .....	21
POLICY DM5: RURAL EXCEPTION SITES.....	23
POLICY DM6: HOUSING PROVISION IN THE FOREST OF BOWLAND AONB .....	24
POLICY DM7: PURPOSE BUILT ACCOMMODATION FOR STUDENTS .....	26
POLICY DM8: ACCOMMODATION FOR OLDER PEOPLE AND VULNERABLE COMMUNITIES.....	28
POLICY DM9: ACCOMMODATION FOR GYPSY AND TRAVELLERS AND TRAVELLING SHOWPEOPLE ..	30
POLICY DM10: ACCOMMODATION FOR RURAL WORKERS .....	32
POLICY DM11: RESIDENTIAL MOORINGS ON LANCASTER CANAL .....	34
POLICY DM12: SELF BUILD, CUSTOM BUILD AND COMMUNITY-LED HOUSING.....	35
POLICY DM13: RESIDENTIAL CONVERSIONS .....	37
5. Employment and Economic Growth .....	38
POLICY DM14: PROPOSALS INVOLVING EMPLOYMENT AND PREMISES .....	39
POLICY DM15: SMALL BUSINESS GENERATION .....	42
6. Town Centres and Retailing .....	43
POLICY DM16: TOWN CENTRE DEVELOPMENT .....	43
POLICY DM17: RETAIL FRONTAGES.....	45
POLICY DM18: LOCAL CENTRES.....	48
POLICY DM19: RETAIL DEVELOPMENT OUTSIDE DEFINED CENTRES.....	48
POLICY DM20: HOT FOOD TAKEAWAYS AND BETTING SHOPS.....	49
POLICY DM21: ADVERTISEMENTS AND SHOPFRONTS.....	51
7. Leisure and Culture .....	53
POLICY DM22: LEISURE FACILITIES AND ATTRACTIONS.....	53
POLICY DM23: VISITOR ACCOMMODATION .....	54
POLICY DM24: THE CREATION AND PROTECTION OF CULTURAL ASSETS .....	56
POLICY DM25: THE EVENING AND NIGHT-TIME ECONOMY .....	57
POLICY DM26: PUBLIC REALM AND CIVIC SPACE.....	58
POLICY DM27: OPEN SPACE, SPORTS AND RECREATIONAL FACILITIES .....	59

8. Education and Skills.....	61
Policy DM28: Employment and Skills Plans .....	62
9. The Design of Development.....	63
POLICY DM29: KEY DESIGN PRINCIPLES.....	63
POLICY DM30: SUSTAINABLE DESIGN .....	66
POLICY DM31: AIR QUALITY MANAGEMENT AND POLLUTION .....	67
POLICY DM32: CONTAMINATED LAND .....	70
POLICY DM33: DEVELOPMENT AND FLOOD RISK .....	71
POLICY DM34: SURFACE WATER RUN-OFF AND SUSTAINABLE DRAINAGE.....	73
POLICY DM35: WATER SUPPLY AND WASTE WATER .....	75
POLICY DM36: PROTECTING WATER RESOURCES AND INFRASTRUCTURE .....	77
10. The Historic Environment.....	78
POLICY DM37: DEVELOPMENT AFFECTING LISTED BUILDINGS .....	79
POLICY DM38: DEVELOPMENT AFFECTING CONSERVATION AREAS .....	83
POLICY DM39: THE SETTING OF DESIGNATED HERITAGE ASSETS .....	86
POLICY DM40: REGISTERED PARKS AND GARDENS .....	87
POLICY DM41: DEVELOPMENT AFFECTING NON-DESIGNATED HERITAGE OR THEIR SETTINGS.....	88
POLICY DM42: ARCHAEOLOGY.....	89
11. The Natural Environment.....	91
POLICY DM43: GREEN INFRASTRUCTURE .....	91
POLICY DM44: THE PROTECTION AND ENHANCEMENT OF BIODIVERSITY.....	94
POLICY DM45: PROTECTION OF TREES, HEDGEROWS AND WOODLAND .....	98
POLICY DM46: DEVELOPMENT AND LANDSCAPE IMPACT .....	100
12. Development in Rural Areas .....	104
POLICY DM47: ECONOMIC DEVELOPMENT IN RURAL AREAS .....	105
POLICY DM48: DIVERSIFICATION OF AGRICULTURAL PREMISES.....	106
POLICY DM49: THE RE-USE AND CONVERSION OF RURAL BUILDINGS.....	107
POLICY DM50: DEVELOPMENT IN THE GREEN BELT .....	109
POLICY DM51: EQUINE RELATED DEVELOPMENT.....	110
POLICY DM52: HOLIDAY CARAVANS, CHALETs, CAMPING PODS AND LOG CABINS .....	111
13. Energy Generation .....	114
POLICY DM53: RENEWABLE AND LOW CARBON ENERGY GENERATION.....	115
POLICY DM54: UPGRADES TO THE NATIONAL GRID .....	120
14. Sustainable Communities.....	121
POLICY DM55: NEIGHBOURHOOD PLANNING .....	121
POLICY DM56: PROTECTION OF LOCAL SERVICES AND COMMUNITY FACILITIES .....	123
POLICY DM57: HEALTH AND WELL-BEING .....	125

## **Review of the Development Management DPD**

15. Infrastructure Delivery .....	126
POLICY DM58: INFRASTRUCTURE DELIVERY AND FUNDING .....	127
POLICY DM59: TELECOMMUNICATIONS AND BROADBAND IMPROVEMENTS .....	131
16. Transport, Accessibility and Connectivity .....	132
POLICY DM60: ENHANCING ACCESSIBILITY AND TRANSPORT LINKAGES .....	133
POLICY DM61: WALKING AND CYCLING.....	135
POLICY DM62: VEHICLE PARKING PROVISION .....	137
POLICY DM63: TRANSPORT EFFICIENCY AND TRAVEL PLANS.....	138
POLICY DM64: LANCASTER DISTRICT HIGHWAYS AND TRANSPORT MASTERPLAN .....	139
17. Planning Enforcement.....	141
POLICY DM65: THE ENFORCEMENT OF PLANNING CONTROLS .....	141
POLICY DM66: ENFORCEMENT ACTION AGAINST UNTIDY SITES AND BUILDINGS.....	141
Appendix A: Glossary of Terms .....	143
Appendix B: Background Documents for the Development Management DPD .....	152
Appendix C: Policy Number Changes from the 2014 Development Management DPD.....	156
Appendix D: Open Space Standards and Requirements .....	159
Appendix E: Car Parking Standards .....	163
Appendix F: Criteria for Housing Development for Rural Workers.....	166
Appendix G: Purpose Built Student Accommodation .....	169
Appendix H: Flat Conversions .....	173

## KEY DIAGRAM FOR LANCASTER DISTRICT





# 1. Introduction

## **Background**

- 1.1 It is a statutory responsibility of the Council to prepare a local development plan (a Local Plan) for their area. The local development plan should set out how development needs will be met, which land should be protected for its environmental, economic or social importance and a local planning framework to determine planning applications.
- 1.2 The Local Plan is prepared in the context of national planning guidance provided by the Government. In March 2012 the National Planning Policy Framework (the Framework)<sup>1</sup> 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 Framework is to provide a more concise and easy to understand approach to the planning system and to deliver sustainable development.
- 1.3 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 Strategic Policies & Land Allocations DPD, Arnsdale & Silverdale AONB DPD<sup>2</sup>, Lancaster South Action Plan DPD, Gypsy and Traveller Site Allocations DPD and Morecambe Area Action Plan DPD<sup>3</sup> will form the new Local Plan for Lancaster District for the period 2011 – 2031.
- 1.4 The Council has already made progress in the preparation of a local development plan for the district, with the adoption of a Development Management DPD<sup>4</sup> 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 policies and allocations within other development plan documents – in particular the Strategic Policies and Land Allocations DPD.

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<sup>1</sup> National Planning Policy Framework (DCLG 2012)

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

<sup>2</sup> Arnsdale & Silverdale AONB DPD (Lancaster City Council 2019)

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

<sup>3</sup> Morecambe Area Action Plan DPD (Lancaster City Council 2014)

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

<sup>4</sup> Development Management DPD (Lancaster City Council 2014)

<http://www.lancaster.gov.uk/planning/planning-policy/development-management-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 that will be used by both Development Management Officers and the Planning Committee to determine planning applications. The Strategic Policies & Land Allocations DPD will identify land to meet future development needs and land that should be protected for a specific environmental, economic or social value. These two documents represent the key strands of the new Local Plan for the district.
- 2.2 The Development Management DPD and Strategic Policies & Land Allocations DPD are accompanied by a suite of further DPDs that are essential to the success of the development plan. The Morecambe AAP DPD identifies strategic interventions that will assist in the ongoing regeneration of the town centre. The Arnsdale & Silverdale AONB DPD allocates land to meet local development needs within the defined AONB area and provide bespoke development management policies for this locality; this DPD has been prepared jointly by Lancaster City Council and South Lakeland District Council.
- 2.3 Upon the adoption of the Strategic Policies & Land Allocations DPD and the Review of the Development Management DPD the City Council will withdraw the Lancaster District Core Strategy (2008), the remaining Saved Spatial Policies in the Lancaster District Council Local Plan (2008) and the First Edition of the Development Management DPD (2014) as material planning considerations. From that point onwards planning decisions will rely on the new Local Plan for Lancaster District 2011 – 2031.
- 2.4 It is important that the Local Plan, the policies it contains and the allocations it makes are read as a whole and not in isolation. Development proposals should have due regard to all relevant policies and allocations in the Local Plan.
- 2.5 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 remain pertinent.
- 2.6 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](http://www.lancaster.gov.uk/planningpolicy).



### 3. Objectives of the Development Management DPD

- 3.1 The Development Management DPD provides 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 elsewhere within the Local Plan indicate otherwise) and will be supplemented in some areas by other locationally specific policy, for example the Arnsdale & Silverdale AONB DPD or neighbourhood plans.
- 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 Framework and National Planning Practice Guidance (PPG)<sup>5</sup>. 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 that will influence future planning decisions, for example Lancashire County Council's Minerals and Waste Local Plan<sup>6</sup>.
- 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.
3	That development is well designed, sympathetic to the natural and built environment and is planned and constructed in a sustainable manner.

**Table 3.1:** Objectives for the Development Management DPD

- 3.4 The DPD objectives 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 by regular monitoring through the Authority Monitoring Report (AMR)<sup>7</sup>, which identifies a series of targets and indicators to measure the effectiveness of policy implementation.

<sup>5</sup> National Planning Practice Guidance (DCLG 2014)

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

<sup>6</sup> Lancashire County Council Waste and Minerals Local Plan (Lancashire County Council 2013)

<http://www.lancashire.gov.uk/council/planning/local-planning-policy-for-minerals-and-waste.aspx>

<sup>7</sup> Lancaster District Authority Monitoring Reports (Lancaster City Council)

<https://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-information>

## 4. Housing

- 4.1 The National Planning Policy Framework<sup>8</sup> (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.
- 4.2 The Council seeks to ensure that everyone has the opportunity to live in a decent home which meets their needs, 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 will look to deliver in the region of 10,500 new homes between 2011/12 and 2030/31 on both brownfield and greenfield sites across the district. Policies H1 and H2 of the Strategic Policies & Land Allocations DPD<sup>9</sup> directs housing to areas that have been identified as having capacity to accommodate future growth with a focus on growth in Lancaster and Carnforth. Policy SP6 of the Strategic Policies & 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.
- 4.3 The policies set out in this chapter seeks to implement strategic housing policies to ensure that:
- The optimum housing capacity that can be achieved on individual sites;
  - Individual sites maximise their contributions towards the delivery of a wide range of affordable housing and, collectively, to assist in meeting Lancaster District's identified housing needs, including affordable housing;
  - Specialist forms of housing are encouraged to meet identified local needs; and
  - Conversions, basement extensions, private rented sector housing and houses in multiple occupation are appropriate managed.
- 4.4 The Council has allocated a range of sites within the Strategic Policies and Land Allocations DPD to meet the Council's Local Plan housing requirement. The delivery of these allocated sites is a priority for this Council having been assessed and concluded to be suitable for residential accommodation and deliverable within the plan period. It is also important to note the provision of locally bespoke housing policy which is contained in the Arnsdale & Silverdale AONB DPD<sup>10</sup> and, where appropriate, Neighbourhood Plans.
- 4.5 Whilst allocated sites are prioritised, the Council anticipates that proposals for windfall development will continue to come forward. Where they are deemed to comply with the relevant policies within the Local 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 the delivery of the district's housing requirement.

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<sup>8</sup> National Planning Policy Framework (DCLG 2012)

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

<sup>9</sup> Strategic Policies and Land Allocations DPD (Lancaster City Council 2020)

<http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

<sup>10</sup> Arnsdale and Silverdale AONB DPD – (Lancaster City Council 2019)

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

New Residential Development

**POLICY DM1: NEW RESIDENTIAL DEVELOPMENT AND MEETING HOUSING NEEDS**

The Council will support proposals for new residential development that:

- I. Ensure that available land is used effectively, taking into account the characteristics of different locations and the specific circumstances of individual sites including viability; and
- II. Are located where the natural environment, services and infrastructure can or could be made to accommodate the impacts of development in accordance with other relevant policies, particularly Policy DM44.

Housing Needs

The Council will support proposals that seek to promote balanced communities and meet evidenced housing needs by supporting proposals that accord with the Council's latest Strategic Housing Market Assessment. There may be circumstances where it would not be appropriate to provide for the full range of housing needs identified in the Strategic Housing Market Assessment, for example:

- III. Small schemes of fewer than 10 units where delivering a broad range of housing may be limited by physical constraints;
- IV. Sites in or close to town centres within the district where lower densities or larger homes may not be appropriate;
- V. Sites where the need to sustain or enhance the setting of a heritage asset may be of particular importance and requires a bespoke approach to housing mix; and
- VI. Sites in rural locations, where there is an up-to-date village or parish housing needs assessment that is a more appropriate indication of housing need.

The precise mix of housing types and tenures will be agreed at the time of application taking account of all relevant factors.

- 4.6 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.
- 4.7 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.

Meeting Housing Needs

- 4.8 Residents of the district should have the opportunity to live in housing that meets their own household's needs, whether this is for families, single people or older people etc. Communities should be inclusive, mixed and sustainable. Therefore, residential development proposals should plan for a mix of housing that enables choice within schemes taking account of local circumstances.
- 4.9 Paragraph 159 of the Framework 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 and implement policies through the Local Plan which provides for the full range of housing needs, covering the scale, mix and type of housing (including affordable housing) and the needs of different groups in the community.
- 4.10 The Strategic Housing Market Assessment (Part II)<sup>11</sup> brings together relevant information from a range of sources, with information obtained through a household survey. This provides a robust evidence base to enable the Council to assess both the district wide need and the needs of different areas within the district to understand the type of housing and tenure required.
- 4.11 Evidence in the assessment shows that the majority of properties in the district are houses (69.0%), with the majority of properties having either two or three bedrooms (70% of housing stock). The housing stock within the district varies by locality. The needs of a community may be different in one part of the district to another, for example the need for smaller housing in south Lancaster to meet the needs of young people. However, overall there is a need for a diverse range of house types and sizes within the district.
- 4.12 The Table 4.1 presents an indicative approach to housing mix across the district as identified within the Strategic Housing Market Assessment (Part II). However, there will be other important site-specific factors such as area specific needs, market conditions etc. The Council will bring forward an updated Housing Needs Supplementary Planning Document<sup>12</sup> to provide greater detail whilst retaining important flexibility on housing mix and size.

Property Type	Market (%)	Affordable (%)
House (2 bedrooms)	20	30
House (3 bedrooms)	35	20
House 4+ bedrooms	25	5
Bungalow	10	10
Flat/apartment (may include 1 bedroom houses)	10	35
Total	100	100

**Table 4.1:** Table to show the indicative approach to housing mix across the District (Lancaster CC 2018)

- 4.13 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 in accordance with a robust methodology and the

<sup>11</sup> Strategic Housing Market Assessment (Part II) (Arc4 2018)

<https://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-information>

<sup>12</sup> Housing Needs Supplementary Planning Document

<https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

## Review of the Development Management DPD

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 2014<sup>13</sup>.

- 4.14 Proposals for housing within the Arnside & Silverdale AONB should be considered in the context of the Arnside & Silverdale AONB DPD, proposals for housing in the Forest of Bowland AONB should be considered in the context of this district-wide Local Plan, in particular Policy DM6 of this DPD.
- 4.15 In relation to the need and demand for affordable housing in the district, the Council also holds its own intelligence through the Housing Register and choice based lettings scheme<sup>14</sup> and shares intelligence with partner Registered Providers where they maintain their own register.

## Housing Standards

### **POLICY DM2: HOUSING STANDARDS**

The Council in accordance with national policy and practice guidance has considered the overall need and viability across the district and has chosen to implement optional housing standards on new residential development. Proposals for residential development will be supported where:

- I. All new dwellings (market and affordable) meet the Nationally Described Space Standard (or any future successor)
- II. At least 20% of new affordable housing and market housing on schemes of more than ten dwellings will be expected to meet Building Regulations Requirement M4(2) Category (accessible and adaptable dwellings).

Applicants will be expected to design schemes in accordance with the nationally described space 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.

Where it can be demonstrably argued through the provision of evidence by an applicant and agreed with the Local Planning Authority that building homes to Nationally Described Space Standards will result in schemes being unviable, consideration will be given to how viability constraints may be overcome, which may result in flexibility being given to the requirements of the policy.

A flexible approach will be taken to the delivery of accessible and adaptable dwellings under Building Regulation M4(2) where exceptional circumstances are demonstrated, such circumstances could include site topography or vulnerability to flooding.

<sup>13</sup> Arnside and Silverdale AONB DPD – Housing Needs Survey (Cumbria Rural Housing Trust 2014)

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

<sup>14</sup> Housing Register and Choice Based Lettings

[www.idealchoicetohomes.co.uk](http://www.idealchoicetohomes.co.uk)

- 4.16 In 2015 the Government rationalised housing and energy standards<sup>15</sup>, by 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 four areas where local planning authorities can opt to implement standards that exceed the minimum Building Regulations, these are water efficiency, access, renewable energy provision and adaptable homes including wheelchair accessibility homes and Nationally Described Space Standards. Where these standards are implemented the Council must demonstrate that a need exists and that development would be viable.
- 4.17 The district is not currently located in an area of water stress and as such optional water efficiency standards will not be implemented locally. The Council will monitor the situation with regard to water stress, to ensure that local policy remains up to date.
- 4.18 Over the lifetime of the Local Plan the population of the district will see a significant increase in older people, with an expected increase of 30% of those aged 65 and over, and 59% of those aged 80 plus. The household survey of 2017 carried out as part of the Strategic Housing Market Assessment identifies that the majority of older people, where possible, want to remain in their own homes. At times this may require adaptations to homes to ensure they remain suitable for people across their lifetimes including where there is a change in health or mobility.
- 4.19 The Council understands from the Spring Statement 2019 that a future Homes Standard will be brought in by the Government in the coming years (by 2025), to increase energy efficiency standards beyond that currently required under mandatory Building Regulations Part (L) by removing traditional fossil fuel heating systems in new dwellings. Until such a time, the Council will encourage proposals which seek to go beyond required standards (i.e. in meeting the energy efficiency savings equivalent to the now abolished Code Level 4 of the Code for Sustainable Homes).
- 4.20 Building Regulation M4(2) is an optional Building Regulation which exceeds the mandatory standards M4(1), the Regulation enables adaptations to the home, for example, the provision of a stair lift or shower room and for level access from the driveway to the home. Implementing these standards means that people can adapt their home to meet their needs without having to move.
- 4.21 In recognising the ageing population of the district and the needs of all people regardless of age who may have a mobility impairment, the Council considers it important to implement the optional building regulation M4(2) with evidence in the Strategic Housing Market Assessment (Part II) identifying a figure of 20% to be appropriate and viable taking account of current and future population needs. This figure applies for both market and affordable housing across any proposed scheme. In the interests of supporting the delivery of smaller schemes and the recognition that costs are often harder to absorb, the requirement will only apply to schemes of more than ten dwellings.
- 4.22 In exceptional circumstances it may not be appropriate to implement the housing standards on a proposed scheme. However, this will be agreed in discussion with the Council at the time of an

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<sup>15</sup> National Housing Standards (DCLG 2015) <https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard>

application.

- 4.23 The Strategic Housing Market Assessment (Part II) has identified a low level of household need for wheelchair accessible or adaptable properties. There are significant costs involved in building homes which meet wheelchair adaptable (able to be adapted for a wheelchair user) or accessible (built ready for wheelchair use) standards. In 2013 for a three bedroom home costs were projected on average to be in the region of £10,000 for a wheelchair adaptable home and £25,000 for a wheelchair accessible home. In light of these costs, the low level of need and the limited viability in building homes to such a standard, the Council offers strong support to proposals which are built to these standards but the Council has not made a specific requirement for them to form part of future market residential schemes.
- 4.24 Evidence has shown that developers in general are not building to current Nationally Described Space Standards. Smaller new homes such as those with 1, 2 and some 3 bedrooms fall considerably short of the space standards (including storage space). As such, the Council believes there to be a need for the Nationally Described Space Standard to be implemented locally as space inside the home can be an important determinant on quality of life<sup>16</sup>. Therefore all new residential dwellings will be required to be built to the Nationally Described Space Standard (or any future successor). There may be instances where it would not be appropriate to build to such standards, this may for example include specific needs. Each case will therefore be considered on its own merits.

### Affordable Housing Requirements

#### **POLICY DM3: THE DELIVERY OF AFFORDABLE HOUSING**

**The Council will continue to support and promote the delivery of new affordable housing within the district through a variety of differing tenures.**

**The tenure of affordable housing will need to conform to the definition of affordable housing as defined by Annex 2 of the National Planning Policy Framework. Should the definition of affordable housing be revised through changes to the National Planning Policy Framework, proposals will need to accord with the revisions to this Framework.**

#### **Affordable housing thresholds**

**Proposals for new residential development will be required to contribute towards the provision of affordable housing and meet the requirements set out in the table below. The Council will consider detailed proposals for new housing development that falls into Use Class C3 with reference to the following requirements:**

AFFORDABLE HOUSING TARGET BY DEVELOPMENT TYPE			
LANCASTER, CARNFORTH AND RURAL WEST*			
Greenfield	15 Units and Over	On-site	30%

<sup>16</sup> Housing standards and evidence research Space Standards: the benefits, University College of London for CABE April 2010

<http://webarchive.nationalarchives.gov.uk/20110118111541/http://www.cabe.org.uk/files/space-standards-the-benefits.pdf>



Greenfield	10-14 Units	On-site	20%
Brownfield	10 Units and Over	On-site	20%
<b>MORECAMBE, HEYSHAM AND OVERTON</b>			
Greenfield	10 Units and Over	On-site	15%
<b>RURAL EAST**</b>			
Greenfield	10 Units and Over	On-site	40%
Brownfield	10 Units and Over	On-site	30%
Nil contribution will be sought on schemes of less than 10 units outside of the district's two Areas of Outstanding Natural Beauty, nor will any contributions be sought on schemes in any part of the district which comprise solely of apartment-led development, nor brownfield development in Morecambe and Heysham. No affordable housing will be sought from proposals located within the boundaries of the Morecambe Area Action Plan.			

*\*Rural West Includes the wards of Ellel and Bolton-with-Slyne*

*\*\*Rural East includes the wards of Halton-with-Aughton, Kellet, Lower Lune Valley and Upper Lune Valley (excluding any part of the Forest of Bowland AONB).*

Affordable Housing requirements within the Arnsdale & Silverdale AONB are identified within the Arnsdale & Silverdale AONB DPD and requirements for the Forest of Bowland AONB are identified under Policy DM6 of this DPD.

#### Affordable housing requirements

The provision of affordable housing will be required to accord with the following criteria:

- I. Affordable housing shall remain affordable in perpetuity unless there are justified reasons which would require otherwise, in such circumstances this justification will need to be agreed with the Local Planning Authority at the time of application;
- II. The size, type, tenure and the means of delivery will accord with the most up to date Strategic Housing Market Assessment or an up-to-date village or parish housing needs assessment that is a more appropriate indication of housing need.
- III. Where affordable housing is being delivered, the Council will seek to ensure an appropriate tenure mix using the following percentages as a guide (sizes and types as set out in Policy DM1 of this DPD)
  - 60% affordable / social rent and 40% intermediate tenure; or
  - 50% affordable or social rent and 50% intermediate tenure.
- IV. Accommodation provided will be required to be genuinely available to those households who have been identified as being in housing need;
- V. Housing must be well integrated into the design of an overall scheme and be consistent with market housing in quality of materials, design and open spaces.
- VI. Financial contributions towards the provision of affordable housing will be calculated in accordance with the methods detailed in the emerging Viability Protocol SPD.

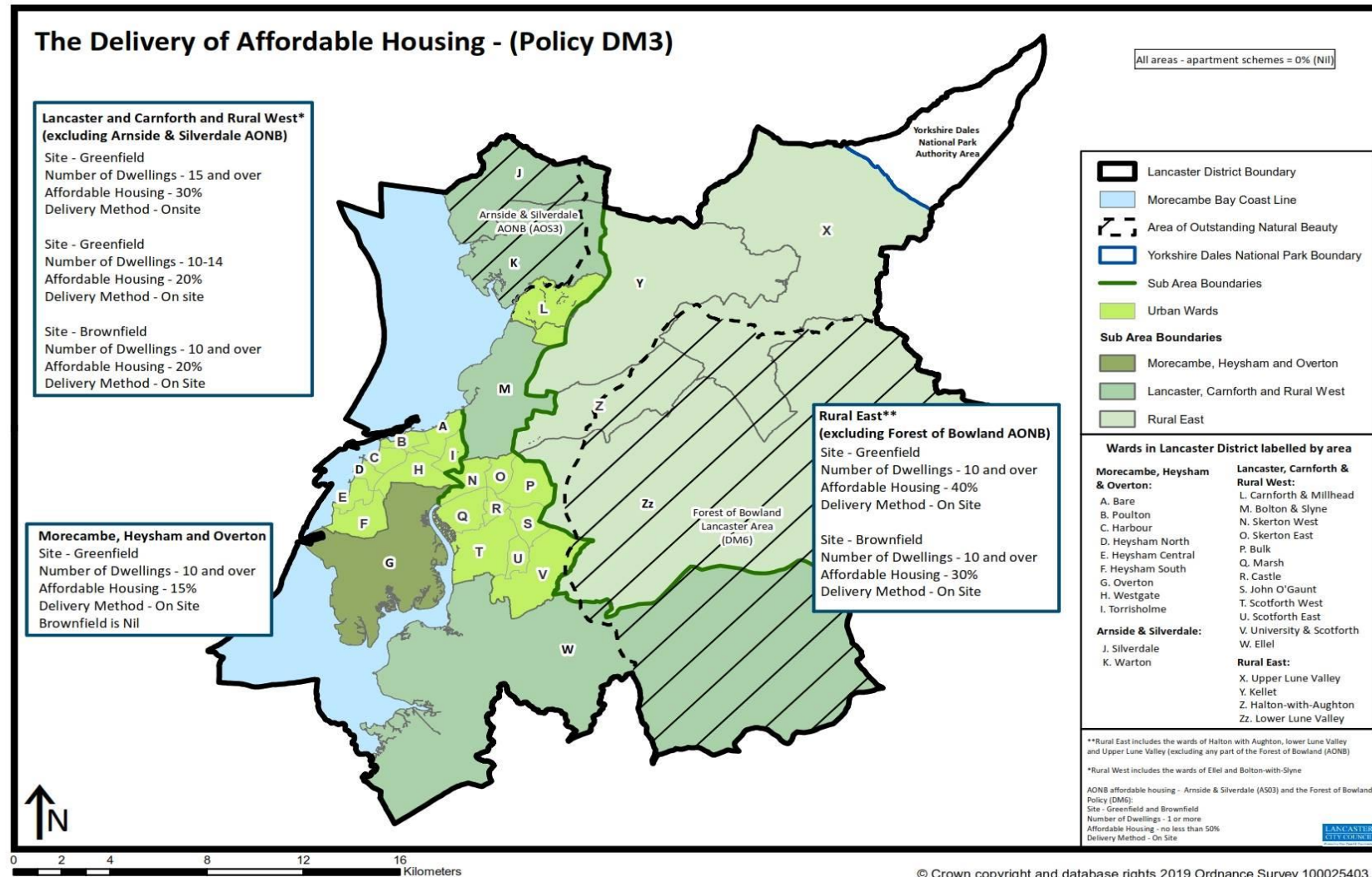
#### Loss of affordable housing

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

#### Viability

Where compelling and detailed evidence demonstrates that the provision of affordable housing in accordance with the above requirements 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. Such evidence must include an open book financial viability appraisal which will need to accord with guidance in the emerging Viability Protocol SPD.**



**Figure 4.1:** Affordable Housing Requirements in Lancaster District (Lancaster CC 2019)

- 4.25 Ensuring that residents are able to live in a home which meets their living needs at a price they can afford is an important Council priority. Median house prices are more than 5 times median incomes within the district, whilst lower quartile house prices are also more than 5 times lower quartile incomes. This leaves the housing market inaccessible for many people within the district, particularly those households on lower incomes.
- 4.26 Therefore a high level of affordable need exists within the district, with an annual imbalance identified in the Strategic Housing Market Assessment (Part II) of 376 affordable homes each year, taking account of current and future need and the average level of supply. The Council therefore considers it to be very important that effective policies are implemented through the Local Plan to ensure new development contributes towards the delivery of housing for all sections of the community, which includes the provision of affordable housing.

*Affordable Housing Thresholds*

- 4.27 The level and threshold of affordable housing within the District's two Areas of Outstanding Natural Beauty are considered under separate Local Plan policies. Proposals within the Forest of Bowland AONB are considered against criteria in policy DM6 of this DPD, whilst proposals within the Arnsdale and Silverdale AONB are considered against policy AS03 of the Arnsdale and Silverdale AONB DPD. In accordance with national policy, outside of the districts two Areas of Outstanding Natural Beauty, affordable housing provision will only be sought on major developments. As a result of marginal viability, affordable housing will not be sought on schemes which are for apartments only or schemes which are located on brownfield sites located in Morecambe, Heysham and Overton Wards.

*Amount of Affordable Housing*

- 4.28 The majority of new affordable housing is expected to be delivered through Section 106 agreements on market housing schemes brought forward by private sector house builders. The Council through Local Plan viability testing recognise the challenge of bringing forward new housing within the district when also taking into account the need for new infrastructure. Viability considerations alongside the considerable physical constraints that exist within the district means that it is unlikely that all the affordable housing imbalance will be met through the Local Plan. However, the Council has an ambition to deliver as much of the affordable imbalance as possible and therefore has set requirements that will be challenging for developers whilst still being considered to offer competitive returns.
- 4.29 Affordable housing requirements for the two Areas of Outstanding Natural Beauty within the district are set out within separate policies. Please refer to Policy DM6 for the Forest of Bowland AONB. For proposals within the Arnsdale & Silverdale AONB please refer to Policy AS03 of the Arnsdale & Silverdale AONB DPD.

*Tenure*

- 4.30 The 2018 Strategic Housing Market Assessment (Part II) identified a need for a split of 56% rented and 44% intermediate tenure. It is recognised that such a figure may not easily be translated into real life development schemes and therefore the Council will accept proposals which provide for between 60% rented and 40% intermediate tenure, and 50% rented and 50% intermediate tenure, provided that the sum total is 100%. This provision exceeds national policy.
- 4.31 With regard to starter homes, the Council has considered the incomes required to access starter homes where a 20% discount would be applied to the market value of a property, and does not consider that it would meet local needs when compared with other forms of affordable home ownership tenures. However, the Council recognises the duty to promote starter homes in the

Housing and Planning Act 2016, and therefore promotes alternative means of low cost home ownership through a preferred tenure of shared ownership as defined by Annex 2 of the NPPF.

- 4.32 The Council requires rented affordable and social housing in all instances to be delivered in partnership with Registered Providers. Exceptions to this are for community-led development as classified under Policy DM12 of this DPD or, affordable rent delivered as part of a Build to Rent scheme. The Council requires a minimum of 50% nomination rights and already has robust nomination agreements in place with all partner Registered Providers with the exception of community led developments, which are set out in more detail via Policy DM12 of this DPD. The Council see this approach as the preferred method of delivery.
- 4.33 Where practicable, the Council will ensure that the homes remain affordable in perpetuity. This will not be possible for shared ownership homes or for some homes that are grant funded by Homes England, or where tenants can exercise the right to buy.

*Loss of Affordable Housing*

- 4.34 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.
- 4.35 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 of off-site affordable dwellings will be in addition to any other affordable dwellings generated from any new market dwellings on both the original and the alternative site and should be considered to be of equivalent value / suitability.

*Vacant Building Credit*

- 4.36 In line with National Planning Practice 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 internal area 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 that has expired within the last twelve months for the same or substantially the same development.

*Development Viability in relation to Affordable Housing*

- 4.37 The Council recognises that the delivery of affordable housing can, in certain circumstances, place strain on the viability of development, particularly where genuine site abnormalities can result in financial pressure to deliver housing. In such cases and where it is appropriately evidenced through an open book approach, the Council may agree to deviations from the proposed requirements for affordable housing provision to ensure that housing delivery is achieved. The degree to which proposals deviate from the requirements set out in Policy DM3 will be weighed against the benefits of any resulting scheme.
- 4.38 Where the Council requires independent advice through a qualified Chartered Surveyor to validate an Affordable Housing Statement, viability appraisal and any other evidence submitted

## **Review of the Development Management DPD**

by the developer/applicant that 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.

- 4.39 The Council intends to bring forward a Supplementary Planning Document setting out a viability protocol which will provide detailed guidance on how site specific viability matters will be appraised.

## **Managing Housing Development outside Main Urban Areas**

### **POLICY DM4: RESIDENTIAL DEVELOPMENT OUTSIDE MAIN URBAN AREAS**

The Council will support proposals for residential development outside of the main urban areas of the district where they reflect sustainable patterns of development and accord with the Council's settlement hierarchy, as described in Policy SP2 of the Strategic Policies & Land Allocations DPD.

Proposals for new housing in other settlements which have not been identified as sustainable settlements will only be supported if it can be demonstrated that the development will enhance the vitality of the local community and meet an identified and specific local housing need. Proposals lacking sufficient justification will be considered using the Rural Exceptions Sites criteria set out in Policy DM5 of this DPD.

#### **New Homes in Isolated Locations outside Settlements**

Proposals for new homes in locations outside of identified sustainable settlements or other rural villages are unacceptable unless they meet the special circumstances set out in Paragraph 55 of the Framework.

#### **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.

#### **General Requirements for Rural Housing**

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

- I. Be well related to the existing built form of the settlement;
- II. Be proportionate to the existing scale and character of the settlement unless exceptional circumstances can be demonstrated;
- III. Be located where the environment and infrastructure can accommodate the impacts of expansion;
- IV. Demonstrate good siting and design in order to conserve and where possible enhance the character and quality of the landscape; and

**V. Consider all other relevant policies, in particular Policy DM44 and policies contained within the Arnside and Silverdale Area of Outstanding Natural Beauty DPD.**

- 4.40 The district contains large areas of open countryside and a significant number of rural settlements. A sizeable 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 that is adopted towards development in rural areas.
- 4.41 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.
- 4.42 The Council expects that development opportunities for residential development outside urban areas will be brought forward in line the Strategic Policies and Land Allocations DPD, and where applicable Neighbourhood Plans. Whilst this is accepted to be the preferred approach, the Council recognises that in some circumstances acceptable development proposals may come forward outside of the locations identified within the plan-making process in unexpected, but not less sustainable, locations.
- 4.43 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 the evidence within the Strategic Housing and Employment Land Availability Assessment (SHELAA)<sup>17</sup>. The degree to which such proposals accord with the policy provisions of the Local Plan in general and represent sustainable development by helping to meet housing needs, thereby re-balancing the housing market and enhancing local services will be considered in the determination of such proposals.

*Sustainable Settlements*

- 4.44 The Council will support proposals for new housing development in rural areas in sustainable settlements as identified in Policy SP2 of the Strategic Policies and Land Allocations DPD. 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 Strategic Housing Market Assessment Part (II) undertaken by Arc4 in 2018 or Parish level surveys or successor housing needs studies undertaken by the City Council). The Council will also support proposals that are locally developed and driven by rural communities where they deliver sustainable development and accord with the requirements of the Local Plan.
- 4.45 Residential development in sustainable settlements within Areas of Outstanding Natural Beauty will be supported subject to constraints of the protected landscape and where a landscape capacity approach has been taken. As a result proposals in the settlements of Silverdale and Warton should be considered in the context of the Arnside & Silverdale AONB DPD. Policy DM6 will be a key consideration for housing development proposals in the settlements of Caton,

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



## Review of the Development Management DPD

Brookhouse, Hornby and Wray (all allocated within the Forest of Bowland Area of Outstanding Natural Beauty), unless policies within Neighbourhood Plans state otherwise.

### Rural Estates

- 4.46 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.

### New Homes in Isolated Locations outside Settlements

- 4.47 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 Framework. It will be for applicants to demonstrate that there are exceptional circumstances for a new dwelling to be located within an isolated location, for the purposes of clarity the Council identify the definition of isolated to mean the connections with identified settlements within the district.

### Rural Exception Sites

#### **POLICY DM5: RURAL EXCEPTION SITES**

**In rural locations where housing would not normally be acceptable under policies DM1 and DM4 proposals for Rural Exception Sites will be supported where:**

- I. Housing meets the needs of the local community (either through evidence in the Strategic Housing Market Assessment or other local housing needs assessment or any other suitable evidence undertaken as part of a neighbourhood plan);**
- II. Proposals are either adjacent, or well related to, existing settlements enabling residents to access education, employment and other important facilities;**
- III. Proposals are for small schemes of ten dwellings or fewer, unless if it is demonstrated that a higher level of need for affordable housing exists within the Parish;**
- IV. 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**
- V. 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;**
- VI. The proposal can demonstrate that the development can be delivered.**

**On occasions where exceptional circumstances exist a proportion of the new homes proposed on a Rural Exception Site may be for open market housing. These circumstances are:**

- 1. Where site constraints result in significant abnormal costs;**

**2. Where a Registered Provider is able to justify that open market housing is essential to the delivery of affordable housing on the site.**

**Any open market housing being proposed must be part of a viability appraisal, submitted by the applicant, which demonstrates that it is the minimum required to achieve site viability.**

- 4.48 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 open market 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.
- 4.49 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 evidence on rural affordable need in the relevant sub area within the Lancaster Strategic Housing Market Assessment (Part II) 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 and enable residents to access important facilities such as education, healthcare and employment. Proposals should involve rural communities in order to ensure that they will provide for local housing needs.
- 4.50 Occupancy will be controlled via a Section 106 agreement to ensure that the housing remains affordable in perpetuity to meet local needs preventing the housing from being sold at open market rates in the future.

#### **Housing Provision in the Forest of Bowland AONB**

### **POLICY DM6: HOUSING PROVISION IN THE FOREST OF BOWLAND AONB**

**Within the Forest of Bowland AONB, the number, size, types and tenures of all homes provided should closely reflect identified local needs in accordance with current housing needs evidence at the time of the application. This includes the Strategic Housing Market Assessment and other robust local housing needs assessments, for example, where there is an up-to-date village or parish housing needs assessment that is agreed to be a more appropriate indication of housing need.**

**Proposals for new housing development will be supported where they deliver no less than 50% affordable housing. Only where this is demonstrably unachievable will a lower percentage be supported, for example where there are viability issues this will need to be demonstrated through the applicant submitting a financial viability appraisal.**

**Given the evidence of affordable need within the Forest of Bowland AONB, proposals of two to five dwellings will be expected to provide a financial contribution towards affordable housing in the form of a commuted sum in lieu of on-site provision of affordable housing.**

Contributions will be sought per unit of affordable housing that would have been provided. Proposals for six or more dwellings will be required to provide affordable housing on the application site. Proposals will be expected to demonstrate that densities make best and efficient use of land and reflect local settlement character.

**Major Development**

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, form, character and 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:

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

- 4.51 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. This policy seeks to ensure that the approach to housing delivery in the AONB reflects the local needs within the AONB and better ensures that new development supports the AONB's primary purpose and Special Qualities.
- 4.52 Rather than identify specific types to meet particular needs, which can change over time, the policy requires that proposals show how they reflect local needs as identified in the most recent and up-to-date AONB-specific housing needs evidence. A requirement for 50% of new homes to be affordable has been identified because the AONB is a sensitive landscape protected at a national level. It is inappropriate to use those sites that are suitable for development in the AONB to deliver development that does not meet local affordable or other local needs.
- 4.53 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.
- 4.54 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 with

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

- 4.55 The difficulties of providing on-site affordable housing for very small schemes are recognised and therefore proposals of two to five dwellings will be expected to make a financial contribution in lieu of on-site provision of affordable housing. This will be sought per unit of affordable housing that would have been provided. Proposals for six or more dwellings will be required to provide affordable housing on site.
- 4.56 Policy DM6 does not control the occupancy of new properties other than by the requirement to restrict affordable housing to those with a local connection. 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. However, where development proposals offer occupancy controls that help meet local housing needs, this will be looked at favourably as part of the overall consideration of the scheme.
- 4.57 National planning policy does not allow major new development in the Areas of Outstanding Beauty other than 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.
- 4.58 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. Development could have the potential to have a significant impact on the special qualities of the AONB if it is located inside or adjacent its boundary or within the setting of the AONB.

#### **Purpose-Built Student Accommodation**

### **POLICY DM7: PURPOSE BUILT ACCOMMODATION FOR STUDENTS**

**Proposals for new purpose built student accommodation will be supported where they satisfy the requirements of all relevant policies in the Local Plan and meet the following criteria:**

- I. Are located on campus, within or directly adjacent to Lancaster 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. Development proposals should be appropriate to the character of the local area in terms of design, layout and materials used;**

- III. Proposals should meet the criteria set out in Appendix G;
- IV. Proposals should demonstrate that there will be no unacceptable impact upon residential amenity in the surrounding area through issues such as increased noise and disturbance;
- V. High density developments will be encouraged but only in locations where they are compatible with the existing townscape;
- VI. Proposals should demonstrate that they would not lead to an unacceptable increase in anti-social parking in the surrounding area;
- VII. Proposals should be designed to be safe and secure for their occupants whilst respecting the character and permeability of the surrounding area; and
- VIII. Ensure students can be housed in quality accommodation all new development will be required on completion to sign up to the Lancaster University Homes Standard or any future successor.

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.

Proposals for student accommodation should, through its layout and design, be adaptable so that it provides opportunity to be used flexibly for alternative future uses.

Such proposals may be supported where they would provide an appropriate standard of self-contained accommodation (in accordance with Appendix G of this DPD) in a sustainable location and would accord with all other relevant planning policies.

- 4.59 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 from the UK and abroad. 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.
- 4.60 The city centre is considered to be an acceptable location for new student accommodation. Most parts of the city centre are within reasonable walking distance of the University of Cumbria and have good public transport and cycling connections to Lancaster University. A specific policy approach to concentrate new student accommodation within the city centre will ensure that the district benefits from concentrating activity and spend in this central location. It is also important that new investment protecting 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 wanting to live in the city centre. Other locations outside of the city centre and university campuses will not normally be suitable for student accommodation unless it can be clearly demonstrated that there will be no adverse impacts on residential amenity, anti-social behaviour and will not disperse accommodation too widely.
- 4.61 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.

- 4.62 New student accommodation can also help make a positive contribution to the mix of uses within the city centre and by doing so 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.
- 4.63 The Council, Lancaster University and the University of Cumbria always aim to ensure that students are able to live in a pleasant and appropriate environment conducive to well-being and study and is managed by a fit and proper landlord. In achieving this the Lancaster University Homes Standard is the main student housing accreditation scheme within the City, partnered by all three organisations. The scheme provides certification of properties and ensures quality is achieved in student housing across the City. To continue to ensure this is the case, all new developments will be required to sign up to the Lancaster University Homes Scheme.

#### **Accommodation for Older People and Vulnerable Groups**

### **POLICY DM8: ACCOMMODATION FOR OLDER PEOPLE AND 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. Meets the genuine needs of older people and makes a positive contribution towards meeting the identified need for specialist housing for older people as identified in the latest Strategic Housing Market Assessment;
- II. Is well located to shops, public transport, community facilities and medical services including Primary Health Care facilities that can be reached easily by those without access to a car;
- III. Accords with the requirements of Policy DM2 in relation to accessibility and internal space standards;
- IV. Contributes 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 and confirmed in writing;
- VI. The provision of sufficient car parking in accordance with Appendix E of this DPD;
- VII. Provides suitable open space / grounds that can be used by residents for sitting, relaxing and gentle exercise; and

**VIII. Resists development that would lead to a reduction in the number of extra care premises unless it can be demonstrated that a replacement facility will be provided or that such a use was not viable or no longer fit for purpose.**

**Accommodation for Vulnerable Groups**

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

- IX. The proposal meets genuine housing needs of the intended occupiers;**
- X. Provides the appropriate standards regarding accessibility, facilities, independence, support and/or care needs;**
- XI. Is well located to shops, public transport, community facilities and the social networks appropriate to the needs of the intended occupiers;**
- XII. Is affordable in the context of financial support available to the intended occupiers;**
- XIII. Is 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;**
- XIV. Facilitates move-on accommodation where appropriate;**
- XV. 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**
- XVI. All proposals have the full support of the relevant Commissioning Manager in writing 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 that is appropriately evidenced.**

- 4.64 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 Strategic Housing Market Assessment (Part II) 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.
- 4.65 It is important that proposals for new older people's accommodation are 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. Family and friends who may not have access to a car should also be able to visit residents. Provision should also be made for communal open space in order to promote the health and wellbeing of residents.
- 4.66 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.

- 4.67 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 confirmed in writing and align to Commissioning Plans and relevant standards.
- 4.68 The different communities that live in the district have varying requirements in relation to accommodation needs. Vulnerable groups in particular have specific requirements that often involve the provision of on-site/visiting care and support, which can either be in the form of 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 – 2017<sup>18</sup> or future successor strategies.
- 4.69 Vulnerable groups include people with learning disabilities, mental illness, physical disabilities, refugees and asylum seekers, homeless households, young people leaving care, people suffering domestic abuse, people with a history of substance misuse, and people with a history of offending.
- 4.70 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 that generate higher rents and housing benefit requirements.

#### **Accommodation for Gypsies and Travellers, and Travelling Showpeople**

### **POLICY DM9: ACCOMMODATION FOR GYPSY AND TRAVELLERS AND TRAVELLING SHOWPEOPLE**

Proposals which may come forward in advance of the preparation of the Gypsy and Traveller Site Allocations DPD or are in sustainable locations not identified for allocation post adoption of the DPD, will be supported subject to the criteria set out below:

#### **General Development Principles**

Proposals for new or expanded 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 or have a culturally identified need under the Equality Act 2010; and
- II. Provide no more than 15 permanent residential Gypsy and Traveller pitches and 5 permanent Travelling Showpeople plots; and
- III. Are in a sustainable location. Preference will be given to new sites within the urban areas of Lancaster, Morecambe, Heysham or Carnforth. However, sites in Sustainable

<sup>18</sup> <http://www.lancaster.gov.uk/planning/housing-strategy>

Settlements in accordance with the Settlement Hierarchy set out in Policy SP2 of the Strategic Policies & Land Allocations DPD will be considered where it can be demonstrated that appropriate sites cannot be provided within the specified urban areas and that the proposal would neither dominate nor be disproportionate to the scale of the existing community.

#### Locational Requirements

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

- IV. That proposals can achieve safe and satisfactory access onto the highway network which is also suitable for use by trailers and caravans;
- V. The site is located within reasonable proximity (preferably within walking distance) of public transport facilities and services in order to access GP and other health services, education, employment and training, and other essential services;
- VI. The site is in a location where it will not cause significant harm to the amenity of neighbouring properties;
- VII. The site is situated in a location that would enable satisfactory living conditions for intended occupants including appropriate consideration of flood risk, land contamination, land stability, and the integrity of important nature sites; and
- VIII. The site is not located in areas where there are potential amenity or land compatibility issues (e.g. proximity to waste disposal facilities, electricity pylons, and industrial areas). Where potential conflict is identified individual risk assessments must be carried out to identify whether mitigation can be achieved.

#### 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 it would not be possible to access existing provision safely;
- X. Make adequate provision for vehicular parking, turning areas and servicing;
- XI. Provide adequate access to all emergency vehicles; and
- XII. Provide adequate utilities, sanitation facilities, a mains water supply and drainage.

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 (XII).

#### Transit Provision

New transit sites for Gypsy and Travellers will only be considered acceptable where they meet criteria (I) to (XII). However, new transit sites must provide no more than 5 pitches. In addition, applicants must demonstrate that they can and will enforce a suitable time limit on how long pitches are occupied.

#### Safeguarding Pitches

All proposals that 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.**

- 4.71 There are currently 21 Gypsy and Traveller sites in the district (including one transit site at Carr Lane, Middleton) providing in the region of 82 pitches. The majority of these sites are privately run. However there are 19 social pitches provided at the Mellishaw Lane site which are managed by the Council on behalf of Lancashire County Council.
- 4.72 Planning Policy for Traveller Sites (2015) requires the Council to set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople that address the likely permanent and transit site accommodation needs of Travellers in the district. The 2017 Lancaster District Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTAA) has informed the Council of the need for additional pitches that will be kept under review in the light of changing conditions and definitions in National Planning Policy for Gypsies and Travellers. The accommodation needs of Gypsies and Travellers within the district are considered under Policy SP6 of the Strategic Policies and Land Allocations DPD. The Council is also committed to bringing forward a Gypsy and Traveller Site Allocations DPD which will allocate land to meet the accommodation needs over the lifetime of the Local Plan.
- 4.73 Until such time as the Gypsy and Traveller Site Allocations DPD is adopted it will be necessary to take a proactive criteria based approach to proposals which come forward for development of new or expanded sites. There may also be circumstances where proposals come forward for new or expanded sites which have not been identified for allocation post the adoption of the emerging DPD, where this is the case such proposals will be supported where they meet the criteria within this policy.
- 4.74 There is a preference for new sites to be located in the urban areas of Lancaster, Morecambe, Heysham or Carnforth as this is where services are generally best provided such as healthcare, education etc. However, it is recognised that identifying sites for gypsy and traveller uses is challenging, with the Council having already undertaken two call for sites exercises. Therefore where proposals come forward in Sustainable Settlements which are in the rural area and meet the other criteria set out in other relevant policies, the Council may consider these favourably if it can be demonstrated that no suitable sites exist in the urban area.

#### **Residential Accommodation for Rural Workers**

### **POLICY DM10: ACCOMMODATION FOR RURAL WORKERS**

**Proposals for residential accommodation for rural 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 / rural based employment activities on well-established agricultural / forestry holdings and rural based businesses provided they meet the following criteria:**

- I. There is a clearly identified existing functional need that passes the policy test relating to functional need set out in Appendix F of this DPD;
- II. The need relates to a permanent full-time worker, or one who is primarily employed in agriculture, forestry or rural based businesses and does not relate to a part-time requirement;
- III. The unit and agricultural / forestry / rural based business activity concerned is economically viable and has been established for at least three years;
- IV. The functional need could not be fulfilled by another dwelling or by converting an existing suitable, underused or redundant building on the agricultural unit, except where the use of such a dwelling or building already contributes to the vitality of the business;
- V. There is no other suitable and available accommodation in the area that is suitable and available for occupation by the workers concerned; and
- VI. 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 related to the business.

#### Temporary Dwellings

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

- VII. 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);
- VIII. There is a clearly identified existing functional need that passes the policy test relating to functional need set out in Appendix F of this DPD;
- IX. Clear evidence is provided by the applicant that the proposed enterprise is economically viable;
- X. The functional need could not be fulfilled by another dwelling on the agricultural or rural based business unit, or any other accommodation in the area that is suitable and available for occupation by the workers concerned; and
- XI. New dwelling(s) are sited to minimise the impact on the surrounding area, are well designed and well-related to existing agricultural buildings or other dwellings.

When the permission granted for a temporary occupational dwelling expires, a proposal for a permanent dwelling must satisfy criteria (I) to (VI). 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 occupational dwellings will be subject to appropriate planning conditions. The removal of conditions relating to occupancy on temporary occupational dwellings will not be permitted and on permanent occupational dwellings will only be permitted in exceptional circumstances as set out in Appendix F of this document providing that:

- XII. The applicant can demonstrate that there is no longer a long-term need for the occupational dwelling on the particular enterprise on which the dwelling is located; and**
- XIII. The applicant can demonstrate that the occupational dwelling has been marketed at a realistic price that 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.**

- 4.75 One of the few circumstances in which isolated residential development may be justified is when accommodation is required to enable certain 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 that would otherwise not be permitted in such locations.
- 4.76 Proposals for both permanent and temporary dwellings for rural workers should also have due regard to all other relevant policies within this DPD, in particular (but not exclusively) Policy DM46 relating to landscape impacts, DM29 relating to the design of development and Policy DM33 relating to flood risk.

#### **Residential Moorings on Lancaster Canal**

### **POLICY DM11: RESIDENTIAL MOORINGS ON LANCASTER CANAL**

**The Council will support the provision of new additional moorings on Lancaster Canal to meet evidenced and identified needs. Any proposals will be expected to address the following criteria:**

- I. That there are no significant impacts to navigational safety along the Lancaster Canal and satisfy the operational requirements of the Canal & River Trust;**
- II. It can be demonstrated that appropriate facilities and servicing is provided either on-site or in close proximity to the site, including refuse disposal, sewerage disposal, a facilities buildings (which should incorporate toilets, showers and a laundry facility) and re-fuelling facilities;**
- III. Proposed moorings should be located in places which provide reasonable access to basic key services, public transport routes, education and health facilities;**
- IV. Adequate access and parking is provided to the site, particularly in relation to emergency services; and**
- V. There will be no significant adverse effect on the amenity, biodiversity, water resources or heritage value of the Canal and its surroundings.**

## **Review of the Development Management DPD**

- 4.77 This policy should be read in conjunction with Policy T3 of the Strategic Policies and Land Allocations DPD which relates to Lancaster Canal. The Canal, whilst providing value in heritage, nature and leisure terms, is also to some people a place they call home.
- 4.78 Galgate Marina is now the sole permanent mooring within the District on the Lancaster Canal after the closure of the moorings in Carnforth in 2017. Evidence identifies a need for around 8 additional permanent moorings over the course of the plan period.
- 4.79 The Council encourage the provision of moorings within the District and will support boaters, landowners, navigation authorities and other interested parties to increase the supply of residential moorings in sustainable and appropriate locations along the Canal within the District. However, given the low level of need specific allocations for moorings have not been made.
- 4.80 Any new moorings should not conflict with the Canal & River Trust's operational requirements or impede navigational safety or recreational access along the Canal. Proposals should also ensure that they do not have a detrimental effect on amenity, water quality, character and appearance of the locality, biodiversity and nature conservation value of the canal and its surroundings.
- 4.81 For planning applications relating to permanent residential mooring, adequate supporting infrastructure, including details regarding arrangements for waste disposal, recycling and wide accessibility (if appropriate) should be addressed. With regard to car parking, such facilities will only be required where the scale or nature of the proposal is significant enough to generate the need for car parking to be provided.

### **Self-Build, Custom Build or Community-Led Housing**

#### **POLICY DM12: SELF BUILD, CUSTOM BUILD AND COMMUNITY-LED HOUSING**

Planning applications for self, custom or community-led 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 and other smaller sites will be encouraged to investigate the possibility of making provision for a proportion of serviced plots of land to contribute towards meeting the evidenced demand for self, custom or community-led housebuilding in the district.

Serviced plots of land 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 via the Self Build Register. The Council will support proposals from community groups seeking to provide affordable housing units and who will implement their management and lettings arrangements (providing these meet a local need and comply with other relevant planning requirements and policies, including Policy DM44).

- 4.82 The Self Build and Custom Housebuilding Act 2015<sup>19</sup>, with its accompanying Regulations, requires Councils to have a register of all of those who wish to acquire a plot for self-build or custom-build dwellings, and imposes a “duty” to grant sufficient sites to meet the need for plots expressed by the register. The 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.
- 4.83 At present both evidence from the register and evidence from the Strategic Housing Market Assessment (Part II) indicates limited demand within the District for self and custom build housing. The evidence generally indicates that there is a wide search area across the District as well as a desire for larger properties of three or more bedrooms. The Assessment also identified that those who do have a desire for self or custom build housing are generally on high incomes.
- 4.84 Whilst suitable opportunities may exist for larger self or custom build properties to be constructed, the thrust of the policy is to support opportunities for individuals or groups of individuals that wish to build their own homes as a more affordable means by which to access home ownership.
- 4.85 The Council has been identified as a Local Authority directly affected by second homes ownership and qualified for an allocation of Community Housing Fund grant in 2017/2018 to support community led developments. The Council may work directly with and provide funding for community groups wishing to advance community led developments, particularly for proposals that will deliver affordable housing that will meet a local need. A grant policy was approved by Cabinet in August 2017. As the delivery of affordable housing will be an important element of community led developments, community groups by nature are encouraged to have their own bespoke management and letting arrangements for affordable units, so there is no requirement for units to be owned and/or managed by Registered Providers (although community groups may wish to deliver schemes in partnership with Registered Providers at their own discretion).
- 4.86 The Council considers self, custom or community 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 that would provide high quality accommodation at a lower cost than conventional market housing.
- 4.87 There is also potential through the construction phase of self, custom or community 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.
- 4.88 On larger sites primarily brought forward for open market housing there may be opportunities to devote part of the site for custom, self-build or community led housing. Developers could offer certain plots for sale, with servicing, or offer a custom-building service themselves, offering 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

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<sup>19</sup> <http://services.parliament.uk/bills/2014-15/selfbuildandcustomhousebuilding.html>



## Review of the Development Management DPD

services as part of their product offer.

- 4.89 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.
- 4.90 In accordance with the national policy, 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 should the need arise to a level where this can be justified. The Council will monitor expressions of interest and direct people to the Council's Self Build Register<sup>20</sup> and wherever possible to individual landowners.

### Residential Conversions

#### **POLICY DM13: RESIDENTIAL CONVERSIONS**

**Proposals that 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 Policies DM3 and DM6 and the relevant policies of the Arnsdale & Silverdale AONB DPD;**
- III. Not result in a significant detrimental impact on the amenity of nearby residents and the character and appearance of the street scene; and**
- IV. Satisfy all other relevant planning policy including the requirements of Appendix H where appropriate.**

#### **Houses of Multiple Occupation (HMOs)**

The Council considers the importance of maintaining an appropriate housing mix and safeguarding the character of residential areas to be important priorities. In doing so, the Council have adopted an approach of a general presumption against new housing in multiple occupation within the district. Proposals which would lead to a concentration of more than 10% of houses being classed as HMOs of the total housing stock within a 100m radius will not be considered acceptable. This includes proposals for changes of use to HMOs, or extensions to existing HMOs.

The Council are considering the merits of bringing forward Article 4 directions to manage the amount of small HMOs being developed (i.e. those where 3 to 6 people live separately within the same dwelling house).

**Proposals may on exception be considered acceptable where:**

- V. Effective measures are proposed to minimise noise and other forms of disturbance to neighbouring residential properties;**

<sup>20</sup> <http://www.lancaster.gov.uk/planning/planning-policy/custom-build-and-self-build-homes>

- VI. Suitable means of storage including refuse, recycling and bicycle storage is provided;**
- VII. The proposal would not harm the character of the building or surrounding area;**
- VIII. The proposal would not result in unacceptable impact on parking including unacceptable levels of on-street parking;**
- IX. The proposal would not result in the creation of sub-standard living conditions.**

- 4.91 Residential conversions can have significant sustainability and regeneration benefits, and can help to preserve local character in both urban and rural locations. The Council will generally support such proposals where there will be a positive contribution to sustainable development.
- 4.92 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.
- 4.93 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 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 that fall outside of permitted development rights and therefore require planning permission will not be accepted.
- 4.94 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 DM49 of this DPD.

## 5. Employment and Economic Growth

- 5.1 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 this area an attractive place for business to invest.
- 5.2 The district has a range of economic assets – large and small, some allocated and some un-designated – that should be protected and offered the opportunity to grow in order for the district to be economically prosperous both now and into the future.
- 5.3 In total there are approximately 78,100<sup>21</sup> economically active people within the district.. Unemployment remains close to the national average, though parts of both Lancaster and Morecambe do suffer from higher than average levels of deprivation and, in particular, levels of unemployment.

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<sup>21</sup> Employment Land Review (Turley Economics 2015)

<https://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-information>

- 5.4 To assist with the delivery of economic growth, development proposals that 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**

**POLICY DM14: PROPOSALS INVOLVING EMPLOYMENT AND PREMISES**

Proposals for new employment premises should preferably be located on allocated employment sites, as identified in Policy EC1 of the Strategic Policies and Land Allocations DPD. Where this is demonstrated not to be practical or achievable then proposals should be located within, or be well connected to, the main urban area or sustainable settlements identified in the Settlement Hierarchy in Policy SP2 of the Strategic Policies and Land Allocations DPD.

**Proposals for Employment Purposes on Non-Allocated Employment Sites**

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

- I. That there is sufficient access and capacity in the local highways network to accommodate the proposed use, including provision for cycling and walking;
- II. That the proposal includes a robust sequential test which demonstrates that consideration has been given to alternative suitable sites within the district. The test should firstly focus on opportunities within allocated employment areas and secondly on existing non-allocated employment areas;
- III. Proposals should be located in accessible places with good connections to public transport and provide sufficient car parking in accordance with Appendix E;
- IV. That there is no significant detrimental impact on local residential amenity or the natural environment; and
- V. The proposal is in accordance with the design guidance set out in Policy DM29 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 DM44, DM46, DM47 and DM48 of this document. Proposals in the Arnsdale & Silverdale AONB should address the requirements of Policy AS10 of the Arnsdale & Silverdale AONB DPD.

Proposals that, by their very scale and nature, generate significant traffic movements may also be required to provide a travel plan, in accordance with Policy DM63 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 to protect land allocated for employment purposes under Policies EC1 and EC2 of the Strategic Policies & Land Allocations DPD for their identified employment purpose. Outside of allocated employment areas, the Council will seek the retention of land and buildings that are in an active employment use, have a previous recent history of employment use, or still has an economic value worthy of retention. Proposals that involve the use of employment land for alternative uses, such as residential, will only be permitted where one of the following criteria are met:

- VI. It has been demonstrated, through satisfactory and robust marketing which has taken place over a reasonable period of time (at least 12 months) that an ongoing employment use of the site / premises is no longer appropriate and viable. The marketing should include information on all offers made, together with copies of the sales particulars to demonstrate that the site / premises has been marketed using appropriate media sources at a realistic price for both the existing use and for redevelopment (if appropriate) for other employment uses; or**
- VII. 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**
- VIII. The re-use of the employment land meets the wider regeneration objectives set out in the Local Plan in relation to Policy EC5 of the Strategic Policies and Land Allocations DPD and where it is clearly demonstrated that the benefits of the proposal outweighs the loss of the site for employment purposes.**

- 5.5 Proposals that re-use previously developed land and / or existing buildings for employment purposes, which are not formally allocated for employment, will be supported in principle by the Council where it represents sustainable development. Proposals for employment generating uses in non-allocated 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.
- 5.6 Where it is anticipated that development proposals will generate significant footfall and traffic movement, special attention should be given to the accessibility of 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 DM63 of this document, which should seek to mitigate and reduce traffic movements generated by the proposal. Such requirements will be assessed and agreed on a case-by-case basis depending on the potential impacts of the proposal.
- 5.7 The Council recognises the importance that employment land has within the local economy. Business and commercial premises provide job opportunities for local people and present opportunities for investment into the local economy. The cumulative loss of employment sites will have an adverse effect on business, economic growth opportunities and on the character of the district.

## Review of the Development Management DPD

### The Protection of Employment Land and Premises

- 5.8 In accordance with paragraph 22 the National Planning Policy Framework<sup>22</sup> (the Framework), the Council will not seek to retain employment uses that 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 that involve the loss of employment / commercial premises or land should clearly demonstrate that such uses are no longer appropriate or viable for the site to satisfy the requirements of national guidance.
- 5.9 Applications should be supported by information which clearly demonstrates that the premises or site has been marketed for employment purposes for a realistic period, normally for a minimum of 12 months, at a realistic price. The Council will determine if the marketing has been sufficient and appropriate. Any proposals that do not include this supporting information will generally be refused planning permission unless exceptional circumstances are demonstrated. This is particularly the case where the land / premises in question have been allocated for employment uses in the Strategic Policies and Land Allocations DPD.
- 5.10 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.
- 5.11 The Strategic Policies and Land Allocations DPD has established an approach to future employment land provision through the plan period, ensuring that any employment land that 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 Strategic Policies & 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 for 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 retain industrial land for a range of employment and economic needs.
- 5.12 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 consequently creates pressure for the redevelopment of land 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 by proposing housing as the only viable option for the future.
- 5.13 Many employment areas within the district present opportunities for regeneration and remodeling, providing more modern employment facilities than currently exist, such opportunities are identified as Regeneration Priority Areas in Policy EC5 of the Strategic Policies and Land Allocations DPD. The Council will support proposals that can genuinely demonstrate

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<sup>22</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

that regeneration of an employment site for a mixture of uses can provide significant economic regeneration benefits to the locality.

### **Small Business Generation**

#### **POLICY DM15: SMALL BUSINESS GENERATION**

**The Council will support proposals that 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 sustainable 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 compliance with other policies within this document; or**
- III. The proposal is for the conversion or re-use of suitable existing buildings in accordance with all other relevant policies within this document.**

**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 that are contrary to policies within the Local Plan and the Framework purely on the basis that they would assist in the delivery of home-working.**

- 5.14 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 Framework recognises the importance of small businesses, 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'*.
- 5.15 In response to this policy position within the Framework, Policy DM15 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 wishing to invest in the local area and create jobs for local people.
- 5.16 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, however there are a range of projects, such as B4RN, which are seeking to improve rural

broadband provision.

- 5.17 In accordance with Policy DM59 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 that, 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.
- 5.18 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. Proposals in the Arnside & Silverdale AONB area should have due regard to the content of Policy AS10 of the Arnside & Silverdale AONB DPD.

## 6. Town Centres and Retailing

- 6.1 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 the 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.
- 6.2 This district is characterised by a large rural hinterland that 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 the defined boundaries of the three main town centres (as defined in Policy TC1 of the Strategic Policies & Land Allocations DPD) and should not result in densities and uses that would damage local amenity.

### Town Centre Development

#### **POLICY DM16: TOWN CENTRE DEVELOPMENT**

**Proposals for retail development will be supported where they are located within defined Primary Shopping Areas, as set out on 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 Plan.**

#### ***Proposals for Main Town Centre Uses in City or 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 city or 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 a designated retail frontage. Such proposals should include a separate and secure access, preferably to the rear of the property that does not result in a net loss of ground floor retail space.

Development proposals for main town centre uses will be supported in city or 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.

Proposals for retail development that are located between the Primary Shopping Area (PSA) and the city or 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 City or Town Centre Locations***

Development proposals for main town centre uses that are not located in city or town centre locations (as defined in Policy TC1 of the Strategic Policies & Land Allocation DPD), or are not in accordance with specific policies in the Strategic Policies and Land Allocations DPD, will be expected to demonstrate that the sequential test has been applied to identify the proposal's site, as set out in paragraph 24 of the National Planning Policy Framework. Proposals for main town centre uses that are not located in defined city or town centre locations, or are not in accordance with specific policies within the Local 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 that are well connected to the centre by means of good pedestrian and public transport networks; and
- IV. Ensure that in considering sites on the edge of existing centres, developers and operators have demonstrated flexibility in terms of scale and format.

**Retail Impact Assessment**

The Council will not expect or require Impact Assessments for proposals which are located within the defined city or town centres of Lancaster, Morecambe or Carnforth.

Outside of city and town Centre boundaries for Lancaster, Morecambe and Carnforth (as defined on the Local Plan Policies Map), the Council will require an impact assessment in accordance with paragraph 26 of the Framework for any proposals which will result in the creation of over 500sqm of gross floorspace.



## Review of the Development Management DPD

- 6.3 To retain and develop their vibrancy and vitality, town 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. However, smaller units and a greater mix of shops that *‘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 Framework<sup>23</sup>) should be retained.
- 6.4 Development should make efficient use of buildings and / or land. This could be achieved by creating development that 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

- 6.5 Town centre uses should be directed to city or town centre locations. Where proposals seek to deliver these uses outside city or town centres, the sequential test set out in paragraph 24 of the Framework will be applied.
- 6.6 Significant weight will be given to the scope, 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 the advice set out with regards to town centres within National Planning Practice Guidance<sup>24</sup>.

### Retail Frontages in City or Town Centres

## **POLICY DM17: 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 is addressed in the Morecambe Area Action Plan DPD<sup>25</sup>. To ensure vitality and viability, development proposals within primary retail frontages that involve the change of use of ground floor premises to non-A1 uses will only be permitted where:

- I. All adjoining frontages have an A1 retail use or contain uses that generate active street frontages 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 would not result in the proportion of non-A1 uses exceeding 20% of continuous retail frontage.

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

<sup>24</sup> <http://planningguidance.communities.gov.uk/>

<sup>25</sup> <http://www.lancaster.gov.uk/sites/regeneration/morecambe-area-action-plan>

**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 that 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 an A1 retail use or includes a use that generates an active street frontage during normal daytime trading hours.

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 will consider the following:

- V. Whether the proposed use would provide a service to shoppers;
- VI. Whether the proposed use of the ground floor would provide an active frontage; and
- VII. Whether the proposal has a significant adverse effect on the character of the street or locality or the amenity of neighbouring residents or businesses.

Proposals for hot-food takeaways and betting shops should have due regard to Policy DM20 of the Development Management DPD.

**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 cross both an alley or wrap around a corner.

- 6.7 The frontages policy acts to highlight areas in city or 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 Framework. The primary purpose of this policy is to promote city and town centre A1 retail uses along primary frontages within the defined town centre boundary, which can generate active street frontages during normal daytime trading hours.
- 6.8 The shopping frontages are defined on the Local Plan Policies Map, which accompanies the Strategic Policies & Land Allocations DPD. These have been designated within the provisions of paragraph 23 of the Framework which states that Local Plans should 'define the extent of the town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.'
- 6.9 The Local Plan Policies Map identifies primary shopping frontages within 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 that has assisted in the consolidation of town centres and helped to define their function.

## **Review of the Development Management DPD**

- 6.10 Secondary frontages near the edge of Lancaster's Primary Shopping Area are also identified on the Local Plan Policies Map. Their role is to support the key shopping frontages and they are areas where some degree of diversification would be supported, whilst ensuring their primary town centre function is retained.
- 6.11 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. However, the Council acknowledges the contribution that non-A1 units can make to a healthy town centre particularly where they provide an active street frontage during the day. Where the policy indicates that A1 uses should be retained, conversions that 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.
- 6.12 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 DM17.
- 6.13 Secondary Retail 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 occupied by retail uses, although the Council will support a degree of diversification in some circumstances. Additionally, Secondary Retail Frontages may have been identified in areas where diversification has already taken place. In these instances the policy recognises the importance of 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.
- 6.14 The retail frontages policy primarily protects the ground floor and street frontage part of the unit. Although the Council will seek to avoid the reduction of the overall retail floorspace, 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 from retail on other floors would not be contrary to the frontage policy.
- 6.15 In 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 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 Centres**

**POLICY DM18: LOCAL CENTRES**

Within local 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 street frontage.

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

- I. The proposed use is proportionate to the scale, role and function of the existing local centre and is compatible with a shopping frontage and provides a direct service to the general public;
- II. The proposal would not harm the vitality and viability of the local centre or result in a significant break in the active street frontage which is to the detriment of the function and role of the local centre;
- III. Equivalent provision exists within reasonable walking distance, or forms part of the proposal;
- IV. The use would not result in the loss of local pedestrian accessible shopping facilities;
- V. A shop front display is provided; and
- VI. There would be no adverse impacts on the amenity of local residents, road safety, car parking or traffic flows would result.

- 6.16 Local centres are important for basic local service provision and enable opportunities for local trade and commercial activity to serve the local community without the need to travel to the nearest town centre. Proposals for small-scale, convenience shopping, business and community facilities (such as doctors or dentists) will be encouraged within local centres, particularly where there is no such facility within easy walking or cycling distance of a residential area.
- 6.17 When a change of use is proposed within a local centre, the new use must demonstrate that it would provide a local service which supports the vitality of the local centre, provide active street frontage and have no adverse effects on the amenities of residents, road safety or traffic flows.

**Retail Development outside Defined Centres**

**POLICY DM19: RETAIL DEVELOPMENT OUTSIDE DEFINED CENTRES**

Outside of defined city, town and local centres, the development of main town centre uses (as defined by Annex 2 of the Framework) will be supported provided that:

- I. The proposal generates no more than 150sqm gross floorspace in total;
- II. The proposal is located within the urban area of the district or within a sustainable settlement (as defined in Policy SP2 of the Strategy Policies and Land Allocations DPD);

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

Retail proposals that exceed 150sqm will be directed towards defined centres as identified in the Local Plan Policies Maps. The cumulative impact of proposals will be considered in terms of the implications on the vitality and viability of defined centres in the locality.

- 6.18 It is recognised that not all retail development takes places within defined centres and therefore the Council will support small-scale retail development that demonstrates a local benefit and its proposed use serves the community.
- 6.19 It is recognised that not all retail development takes places within defined centres and therefore the Council will support small-scale retail development that demonstrates a local benefit and its proposed use serves the community.

#### **Hot-Food Takeaways and Betting Shops**

### **POLICY DM20: HOT FOOD TAKEAWAYS AND BETTING SHOPS**

The City Council will support proposals for hot-food takeaways within identified centres unless:

- I. It would result in a clustering of A5 hot food takeaway uses to the detriment of the character, function, vitality and viability of the defined centre and would have an adverse impact on the standard of amenity for existing and future occupants of adjacent land and buildings; or
- II. There are two or more consecutive A5 hot food takeaway uses in any one length of frontage. Where hot food takeaway uses already exist in any length of frontage, a gap of at least two non-A5 uses shall be required before a further A5 hot food takeaway use will be permitted in the same length of frontage; or
- III. It would result in additional hot food takeaways in a ward where more than 15% of year 6 pupils or 10% of reception pupils are classed as obese.

Consideration should be given to other relevant policies within this DPD, in particular Policy DM57.

The City Council will support proposals for betting shops within identified centres unless:

- IV. It would result in a clustering of betting shops to the detriment of the character, function, vitality and viability of the defined centre or would have an adverse impact on the standard of amenity within the local area; or
- V. There are two or more consecutive betting shops in any one length of frontage. Where betting shops already exist in any length of frontage, a gap of at least two units shall be required before further betting shop uses will be permitted in the same frontage.

- 6.20 The high concentration of hot-food takeaways in a small geographic area can lead to significant amenity issues in the locality in terms of litter, noise, traffic and odour which can have wider detrimental impacts on the visual amenity of an area. The Council will therefore carefully consider applications for new hot food takeaways to deter clustering of such uses.
- 6.21 Beyond local amenity issues, national planning policy is clear that through both the plan-making process and decision-taking processes the aim should be to deliver healthy, inclusive and safe places which, particularly in relation to public health, enable and support healthy lifestyles especially where this addresses identified local health and wellbeing needs. Examples of how this could be achieved include access to a healthier range of food.
- 6.22 The National Institute for Health and Care Excellence (NICE) guidance on the prevention of cardiovascular disease states that food from takeaways and the ‘informal eating out sector’ comprises a significant part of many people’s diets and indicates that local planning authorities have powers to control fast-food outlets. It recommends that local planning authorities should be encouraged to restrict permissions for takeaways and other food retail outlets in specific areas (for example, within walking distance of schools as well as consider the concentration of fast food outlets in specific areas to address disease prevention.
- 6.23 Lancashire County Council’s Public Health Team have prepared a Public Health Advisory Note on ‘Hot Food Takeaways and Spatial Planning’ which was published in late 2017. This builds on the direction given at a national level and provides greater encouragement to local planning authorities to manage the level of new hot food takeaways to stop the proliferation of such uses which are particularly prevalent in areas of deprivation. This is highlighted with the use of the FEAT mapping tool<sup>26</sup> in relation to the location of takeaways.
- 6.24 As Table 6.1 displays both Lancashire and Lancaster have significantly more fast food outlets per 100,000 population than England. Fast food outlets are defined as premises that prepare and supply food that is available quickly covering a range of outlets including (but not limited to) burger bars, kebab and chip shops, fish and chip shops. It excludes outlets classed as bakeries, as well as those considered to be cafes and restaurants. However, in the case of large fast food chains, all outlets including those classed as cafes and restaurants are included in the figures.

	2012		2016		DIFFERENCE	
	Count of Outlets	Rate per 100,000 population	Count of Outlets	Rate per 100,000 population	Actual	%
ENGLAND	40,486	77.5	47,928	87.8	+7,442	16%
LANCASHIRE	1,028	87.9	1,282	121.9	+254	20%
LANCASTER	119	84.4	127	89.9	+8	6%

**Table 6.1:** Table to show the levels of fast food outlets at National, Sub-Regional and Local Levels (Source: Public Health England).

- 6.25 Improving the health and wellbeing of communities in the district is a key objective of the Local Plan, only way this can be achieved is to encourage healthy eating. Large concentrations of hot food takeaways within our commercial centres and surrounding schools can have the opposition effect by encouraging unhealthy eating habits. Approximately 58% of adults in Lancaster District are classified as overweight or obese (2017/18). Child excess weight is of particular concern as excess weight in reception year children was significantly worse than

<sup>26</sup> <https://www.feat-tool.org.uk/>

## Review of the Development Management DPD

England's average from 2014/15 to 2016/17 and currently stands at 21.6% for the district. 32.4% of year 6 children in the district are currently classed as overweight or obese<sup>27</sup>.

- 6.26 In Lancaster District, the ward level percentage of obese children in reception year varies between 6.1% and 12.2% (2013/14 to 2015/16), this compares to an England average of 9.3%. The percentage of obese children in year 6 in Lancaster varies between 11.4% and 22%, this compares to an England average of 19.3%. Therefore, the aim of this policy is to help assist in reducing these levels by restricting new hot food takeaways within wards where more than 15% of year 6 pupils or 10% of reception pupils are classed as obese<sup>28</sup>.
- 6.27 In making decisions on hot food takeaways, the Council will have regard to the content of the County Council's Public Health Advisory Note and seek advice and guidance from the Lancashire County Council Public Health team in relation to obesity levels within young people.
- 6.28 An over-concentration of hot food takeaways can also have a detrimental impact upon the vitality and viability of centres. They can give rise to complaints about noise, disturbance, odour and litter. In assessing proposals within town centres and local centres (as identified via Policy TC1 of the Strategic Policies and Land Allocations DPD), consideration will therefore be given to the detrimental impact that an over-provision of A5 uses may have. Through assessments of local centres prepared in 2017, the Council has a good understanding of the number of A5 units within its identified main centres and local centres.

### Advertisements and Shopfronts

#### **POLICY DM21: 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 that require consent must not cause a public safety hazard or contribute to clutter or loss of amenity. Schemes that are submitted should meet the following criteria:

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

<sup>27</sup> <https://fingertips.phe.org.uk>

<sup>28</sup> <https://www.localhealth.org.uk/>

**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. It should seek, where possible, to enhance the visual amenity of the local area. In particular, proposals should have regard to:

- VII. The architectural merit of the existing shopfront and the character of the wider area;
- VIII. The suitability of the overall form, materials, scale and architectural detail in relation to the 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 in proposals of this nature.

- 6.29 Advertisements can be one of the most dominant elements of the environment in which we live. The provision of high quality well designed 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. For instance the Council will not usually support the use of internally illuminated advertisements in Conservation Areas.
- 6.30 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 or other public safety concerns.
- 6.31 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, advanced directional signage and signage which is poorly related to development will not be supported.

**Shopfronts**

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



- 6.34 The Council formally adopted a Supplementary Planning Document (SPD) on Advertisement and Shopfront Design<sup>29</sup> in spring 2016, it is anticipated that this will be updated following the adoption of this DPD. Any proposals that involve the creation of new advertisements and shopfronts should give regard to the content of this document.

## 7. Leisure and Culture

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

### The Creation of New Leisure Facilities and Attractions

#### **POLICY DM22: 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 the site is:

- I. Within the identified town centre boundary of Lancaster and Morecambe, preferably in a brownfield location within Morecambe in accordance with Policy EC5 of the Strategic Policies & Land Allocations DPD, which can provide a catalyst for regeneration within the locality; or
- II. Supported by a specific site allocation in the Strategic Policies & Land Allocations DPD; or
- III. Part of an identified direction of mixed-use growth set out elsewhere within the local development plan.

Proposals in rural areas will also be supported where it is demonstrated through a robust assessment 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 supported where:

- IV. 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
- V. 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**

<sup>29</sup> <https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

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

- VI. Is located within an identified town centre boundary, preferably in a brownfield location, or within a complex of existing rural buildings;**
- VII. Is accessible by a variety of modes of transport, including public transport;**
- VIII. Does not result in an adverse impact on the visual amenity of the locality; and**
- IX. With regard to rural buildings, the proposal satisfies the relevant criteria of Policy DM49.**

**Proposals for leisure uses (both major and minor facilities) that are located outside of defined town centre locations should address the relevant requirements of Policy DM16 of this DPD in relation to the Sequential Test and Impact Assessment.**

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

- 7.2 The Council will support the development of leisure facilities and attractions in sustainable locations within the main urban settlements, primarily within sustainable town centre locations or edge of town centres where the sequential approach has been followed in accordance with paragraph 24 of the National Planning Policy Framework. 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 associated with Morecambe Bay.
- 7.3 Policy DM22 provides a positive framework for the promotion of leisure facilities and attractions 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 town city or town centres, ensuring that facilities can be accessed by a range of transport modes and continue to protect the natural environment.
- 7.4 The Council recognises the benefits that the leisure economy can have on the rural economy through the creation of new businesses, new jobs and more investment within the local area. Therefore, the development of leisure facilities and attractions in the countryside will be supported in principle, but only in appropriate locations and to an appropriate scale, where it is demonstrated that adverse impacts are minimised and proposals are in accordance within other policies within this document.
- 7.5 For the purposes of clarity, the term 'leisure attractions and facilities' should include major visitor attractions and major leisure / sporting attractions.

#### **Visitor Accommodation**

### **POLICY DM23: VISITOR ACCOMMODATION**

**Hotel Accommodation**

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

Proposals that 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 Strategic Policies and 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 by a range of transport modes and public transport.

**Other Visitor Accommodation**

Proposals for other visitor accommodation, including bed & breakfast and self-catering accommodation (excluding caravan sites, camping pods, log cabins and chalets which are addressed under Policy DM52 of this DPD) will be acceptable where the proposal:

- I. Is on a site within the existing built-up area of Lancaster, Morecambe, Heysham, Carnforth or sustainable settlement that provides a sufficient level of basic service provision, preferably on previously developed land; or
- II. Is on a site that 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 DM49.

Developments which are likely to increase harm through visitor pressure upon internationally designated wildlife sites or in protected landscapes will not be supported.

Proposals for other visitor accommodation within the Arnsdale & Silverdale AONB will be considered against the relevant policies in the Arnsdale & Silverdale AONB DPD.

- 7.6 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 Framework, should be located in sustainable town centre locations. Therefore, proposals for hotels should be focused in the main centres of Lancaster, Morecambe and Carnforth in the first instance. Should an edge-of-centre or out-of-centre location be proposed, that the sequential approach set out in Paragraph 24 of the Framework will 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.

- 7.7 Visitor accommodation can take many forms ranging from substantial hotels through to smaller bed & breakfast establishments to holiday cottages. Proposals for smaller-scale visitor accommodation may be acceptable beyond town centres and into rural locations, provided that their scale is in keeping with the surrounding area. This may be as a guest house or farm-related visitor facilities, particularly where proposals can aid agricultural diversification and involve the re-use of existing buildings that are worthy of retention.

### **The Creation and Protection of Cultural Assets**

## **POLICY DM24: THE CREATION AND PROTECTION OF CULTURAL ASSETS**

### **The Creation or Improvement of Cultural Assets**

Proposals that 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 that can be accessed by a range of transport methods, including public transport;
- IV. The proposal should ensure that there is no negative impact to the local amenity of the area, particularly in terms of the impacts on residential amenity and highway safety; and
- V. The proposal would help to secure the future of an existing heritage asset through its conservation and enhancement.

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

The Council will seek the protection of existing cultural assets in the district that are considered to be of value to the local and / or wider community. Any proposals that involve the re-use of existing cultural facilities for alternative uses will be required to demonstrate that the previous use of the premises is no longer viable through a robust marketing exercise of no less than 12 months, and that the facility is no longer of value either economically or to the local and / or wider community.

- 7.8 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 visit, live and work within the district.
- 7.9 For the purposes of clarity, the term cultural asset is used to describe a range of facilities including theatres, museums, live music venues, 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.

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

### The Evening and Night-Time Economy

#### **POLICY DM25: 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 where relevant;**
- II. That there will be no significant individual or cumulative affect on the surrounding character of the area and residential amenity;**
- III. Arrangements for mitigating pollution including odour and noise, are provided in a way that minimises visual and environmental impact;**
- IV. Access requirements for people of all ages and abilities are provided where relevant; and**
- V. The day time use does not detract from the character and amenity of the surrounding area, shops and services, by creating 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. Proposals for hot food takeaways should be also considered against Policy DM20 of this DPD.**

- 7.12 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, that these uses are carefully balanced so that evening and night-time uses are complementary to, rather than conflict with, other town centre uses.
- 7.13 The evening and night-time economy in Lancaster and Morecambe has grown over many years with growth in the food and drink sector. When managed correctly a successful evening and night-time economy becomes part of a town's character and atmosphere. It also contributes to creating jobs, increasing visitor numbers and providing opportunities to showcase a wide range

of arts and cultural events.

- 7.14 The Council will plan positively for a range of complementary evening and night-time uses, including 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.
- 7.15 The promotion of an evening and night-time economy in the 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 the primary shopping area and primary frontages, considering the cumulative impact on the character and function of the town centre, crime and local amenity.
- 7.16 In some town centre locations the clustering of evening and night-time uses has led to an adverse impact on local amenity. Proposals that exacerbate existing problems will be resisted by the Council.

### **Public Realm and Civic Spaces**

#### **POLICY DM26: PUBLIC REALM AND CIVIC SPACE**

**The Council will expect development proposals to make a positive contribution to their surroundings. This should be achieved through the use of good design, layout and high quality materials, to create positive, safe and attractive streetscapes that contribute to the visual amenity of their locality and encourage good accessibility and connectivity between buildings and urban spaces.**

**Improvements proposed by development to public realm and civic space 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.**

**Exceptionally, where the overall benefits justify the development, proposals that have an adverse impact on public realm, connectivity or civic spaces will be expected to contribute towards the delivery of improvements to public realm and civic space elsewhere.**

- 7.17 The creation of high quality streets and spaces in the district, particularly in urban locations, is an 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.
- 7.18 To deliver such improvements, the Council will work with all relevant stakeholders to improve the accessibility and quality of the urban environment. This will be achieved by addressing the following issues: provision, accessibility, rationalisation and maintenance of street furniture, street clutter, lighting, planting, signage and paving, in order to reduce street clutter, improve

the streetscape and produce a high quality urban environment that is accessible to all.

- 7.19 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 that 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 Lancaster<sup>30</sup> and future public realm works associated with the implementation of the Morecambe Area Action Plan DPD<sup>31</sup>. Projects such as these, whether they are public or private that have significant benefits to public realm, will be supported by the Council.
- 7.20 High quality spaces can play an important role in the delivery of green infrastructure in the district; accordingly the application of this policy should consider the guidance set out in Policy DM43 of this document which relates to green infrastructure provision.

### **Open Spaces, Sports and Recreational Facilities**

#### **POLICY DM27: OPEN SPACE, SPORTS AND RECREATIONAL FACILITIES**

##### **Protection of Open Space, Sports and Recreational Facilities**

The Local Plan Policies Map identifies a range of designated open spaces, sports and recreational facilities within the district which have been provided for their important value. Proposals that seek to protect and enhance existing designated open spaces, sports and recreational facilities shall be supported by the Council. The Council will not permit the loss of designated open space, sports and recreational facilities unless:

- I. An assessment has been undertaken to demonstrate that it is surplus to requirements;
- II. An assessment has been undertaken to demonstrate that it no longer has an economic, environmental or community value, which shall include consultation with key stakeholders and the local community;
- III. The loss resulting from development would be replaced by equivalent or better, high quality provision in a suitable location;
- IV. The development is for alternative open space, sports and recreation provision, the benefits of which clear outweigh the loss.

Development proposals that are adjacent to designated open spaces, sports and recreational facilities will be required to incorporate design measures that ensure that there are no negative impacts on amenity, landscape value, ecological value and functionality of the space. The Council will only permit development that has identified negative impacts on open space, sports and recreational facilities where appropriate mitigation measures or compensation measures have been provided.

<sup>30</sup> <http://www.lancaster.gov.uk/business/regeneration>

<sup>31</sup> <http://www.lancaster.gov.uk/sites/regeneration/morecambe-area-action-plan>

**The Council will protect amenity spaces, particularly in the main urban settlements of Lancaster, Morecambe, Heysham and Carnforth that 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 to the satisfaction of the Council that the land in question does not provide any economic, environmental or social value.**

**The Creation of New Open Space, Sports and Recreational Facilities**

**Development proposals located in areas of recognised open space, sports and recreational facility deficiency will be required to provide appropriate contributions toward open space, sports and recreational facility provision, either through provision on-site or a financial contribution toward the creation of new or the enhancement of existing open spaces, sports and recreational facilities 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 Strategic Policies & Land Allocations DPD.**

**Any provision made for open space, sports or recreational facilities 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, with any potential impacts being appropriately mitigated against. The management and maintenance of open space, sports or recreational facilities should address the requirements of Appendix D of this DPD.**

- 7.21 The provision of open spaces, sports and recreational facilities, 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.
- 7.22 The Council have prepared and published a new Open Space Assessment for the district (prepared by KKP consultants and published in 2018) and a Playing Pitch and Outdoor Sports Strategy (also published by KKP consultants and published in 2018). These provide an up-to-date position on open space and recreational matters which will be relevant in the determination of future planning applications.
- 7.23 At this point in time it remains the position that a deficiency applies across most of the urban areas of the district. Therefore the Council's approach will be to resist development that would result in the loss of open space, sports and recreational facility provision, in particular spaces that 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 expects development proposals to seek to address deficiencies in open spaces where necessary and appropriate to do so, making use of the most up-to-date Council evidence on public open space and playing pitch provision.
- 7.24 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



## **Review of the Development Management DPD**

environment or enhancements to existing open spaces. Therefore, where exceptional circumstances are demonstrated, consideration will be given to proposals that 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.

- 7.25 The Council will seek to retain all open space, sports and recreational facilities where they are concluded to have a value, either to the local community that they serve or for other environmental values. Community ownership of open spaces, sports and recreational facilities will be encouraged by the Council. The management and improvement of such assets should be championed through the local communities in 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 open space, sports and recreational facilities.
- 7.26 Proposals will be expected to have due regard to the inclusion of open spaces, sports and recreational facilities within the development that is appropriate in scale and nature to what is being proposed. Proposals should be considered against the requirements for on-site provisions and off-site financial contributions that are set out in Appendix D of this DPD. The requirements set out in Appendix D are based on national standards and will be used as a basis for negotiations between the local planning authority and applicants. Consideration should also be given to the content of the Council's Planning Advisory Note (PAN) on this matter, or successor documents.
- 7.27 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. This is set out in more detail via the Council's Planning Advisory Note on this matter. Dialogue is recommended between applicants and the Council to inform the understanding over open space requirements in the local area. Issues of viability will be given due consideration within the negotiation process.
- 7.28 Whilst commercial development is unlikely to give rise to the need for open space provision, landscaping will form a key element of any proposal.
- 7.29 Development that forms part of a strategic land allocation, as identified in the Strategic Policies & Land Allocations DPD should take direction from the specific policies relating to the site (and Masterplan / Development Brief where applicable) in relation to open space, sports and recreational facility requirements.

## **8. Education and Skills**

- 8.1 The district is home to a number of higher education establishments. The wider development plan will seek to support sustainable growth at these establishments throughout the plan period to encourage both increased job growth and opportunities for appropriate skills and training for young people. Further detail on how the development plan will support growth in these establishments is set out in the Strategic Policies and Land Allocations DPD.

## Policy DM28: 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 an 'Employment and Skills Plan' that will set out opportunities for, and enable access to, employment and the 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.*

- 8.2 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 the 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 and 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.
- 8.3 New development in the district can contribute towards providing training and employment opportunities for local residents. To ensure that development is not overburdened, employment and skills plans will only be requested from developments of a certain scale and also those where the Council have a leading role and/or interest. This will cover residential and commercial development (i.e. office, retail and leisure, hotels, industrial and warehousing).
- 8.4 The Government defines major development as 10 or more residential units or more than 1,000sqm of commercial floorspace. It is considered that the development of 10 residential units is relatively small with regards to this issue and therefore requiring employment and skills plans from these developments could prove over burdensome. The Council therefore suggest that a more appropriate threshold for residential development would be 20 or more units.
- 8.5 It is therefore proposed that the following thresholds in Table 8.1 should be applied in relation to the preparation and implementation of an Employment and Skills Plan.

<b>Residential Development</b>	20 or more residential units
<b>Commercial Development</b>	The creation of 1,000sqm of new commercial floorspace.

**Table 8.1:** Thresholds for the delivery of Employment and Skills Plans

- 8.6 Flexibility will be applied when considering the application of Employment and Skills Plans to development proposals which exceed the thresholds set out in table 1. The Council recognises that not all development proposals will suit the application of Employment and Skills plans (for example the developer may already have an appropriate training scheme in place) nor will the Council seek to overburden development in accordance with paragraph 153 of the National Planning Policy Framework. However, all proposals which exceed the thresholds set in table 9.1 will be considered in relation to their suitability to undertake an Employment and Skills Plan.

- 8.7 The Council have published a Supplementary Planning Document (SPD) on this matter which should be given due consideration where an ESP is required.

## 9. The Design of Development

- 9.1 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. The Local Plan should be read as a whole with additional detail in some areas provided within other policies of the Strategic Policies & Land Allocations DPD and Development Management DPD.
- 9.2 The Council will expect evidence of these considerations to be provided in the accompanying 'Design and Access Statement' as identified in the Council's Validation Guide. Further information on the key principles outlined in Policy DM29 has been provided in a Planning Advisory Note (PAN) on residential design<sup>32</sup>. This provides additional guidance on the key design principles that the Council will look to apply to residential proposals.

### **POLICY DM29: KEY DESIGN PRINCIPLES**

#### **General Principles**

**New development should be as sustainable as possible and make a positive contribution to the surrounding landscape and / or townscape. The Council will expect development 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 there is 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 that are adaptable to changing social, environmental, technological and economic conditions.**

#### **Accessibility and Highway Safety**

- 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;**
- VIII. Incorporate suitable and safe access to the existing highway network and road layout design, in line with the latest standards;**
- IX. Ensure that highway safety and efficiency is maintained or improved; and**
- X. Maximise opportunities for cycling and walking linkages through and to/from a site to promote sustainable healthy travel**

<sup>32</sup><https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

**Green Infrastructure and the Natural Environment**

- XI. Deliver net gains in green infrastructure, retaining and enhancing, where possible, appropriate amounts of garden / outdoor space for occupiers of both proposed and neighbouring uses; and
- XII. 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**

- XIII. Minimise impacts on air quality (including odour), noise and light pollution;
- XIV. Locate new development sensitive to pollution in locations where existing sources of noise, light or air pollution can be satisfactorily mitigated;
- XV. Improve existing ground conditions and protect existing soil quality through addressing and remediating contaminated land and land instability issues where they exist;
- XVI. Enhance opportunities for protected species such as bats and swifts through the inclusion of appropriate roosting habitats;
- XVII. Incorporate sustainable surface water drainage through appropriate management techniques maximising, where possible, their opportunity to deliver amenity and biodiversity enhancements. Consideration should also be given to the direction of Policy DM35 in relation to water efficiency matters;
- XVIII. Incorporate electric vehicle charging points in line with the guidance contained within Policy DM31 and the forthcoming Supplementary Planning Document on this matter;
- XIX. Incorporate appropriate waste and recycling facilities with consideration given to the content of the Planning Advisory Note on this subject

Where major development proposals are likely, due to their size, location and scale, to have an adverse impact on the local built environment, the Council will encourage applicants to make use of 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 A683 (Caton Road & Parliament Street); and the northern approach to Carnforth via the A6).

**Ensuring Privacy**

- 9.3 New dwellings should be as private and free from overlooking and overshadowing as possible. To achieve this, development proposals should give consideration to the following principles:

## Review of the Development Management DPD

- 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;
- For every half-metre change in levels between properties, a further 1 metre separation should be provided;
- The main windows of habitable rooms should not be overshadowed by boundary walls, fences or two-storey gable walls; and
- There should be an avoidance of excessively high screening.

- 9.4 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

- 9.5 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 that at least 50sqm of usable private garden space is provided, 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. This is provided that the garden area still provides a minimum 50sqm of useable, private amenity space (which must be proportionate to the size of dwelling – for example 50sqm for a two-bedroom house and an extra 10sqm for each additional bedroom) 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 the site and building characteristics; and
- Provide opportunities for the growing of food for personal consumption.

### Accessibility

- 9.6 The Council will ensure that new development is proposed in locations that are sustainable, 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 DM60).
- 9.7 Proposals for new development should also incorporate safe and appropriate access arrangements that are not detrimental to highway safety and satisfy the local highway authority.
- 9.8 The Council will seek to ensure that all new developments is fully accessible to all members of the community and therefore compliant with the most relevant and up-to-date legislation. This is particularly important for public buildings and development that would generate significant footfall.

*The Natural and Built Environment*

- 9.9 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 that new development achieves this by seeking high quality design, layout and landscaping.

*Pollution and Waste Management*

- 9.10 The Council will seek to ensure that new development minimises any adverse impacts arising from pollution, including noise, light, air, 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.
- 9.11 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 street scene). To provide further information on how this can be achieved the Council has published a Planning Advisory Note (PAN) 'Waste and recycling provision at domestic dwellings'<sup>33</sup>.

*Gateway Locations*

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

*Design Review Panels*

- 9.13 In accordance with paragraph 62 of the National Planning Policy Framework<sup>34</sup> the Council will encourage the use of Design Review Panels to assess the impacts of major development proposals, particularly those which due to their size, scale and location may have an impact on their surroundings. The views and recommendations of these panels will be given due consideration in determining a planning application.

**Sustainable Design**

**POLICY DM30: SUSTAINABLE DESIGN**

**Sustainable design has an important role to play in improving the overall sustainability performance of new development, offering opportunities to deliver improved efficiency and reduced environmental impacts. The Council is supportive of proposals that 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:**

<sup>33</sup> <https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

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

- 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, water consumption and water efficiency measures;**
- 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'.**

- 9.14 Sustainable design can make a positive contribution to improving the overall sustainability of the district. Through sensible construction and design, new developments offer opportunities to minimise the use of resources (including energy and water), deliver improved energy efficiency, avoid negative environmental impacts and importantly deliver developments that mitigate and are resilient to the impacts of climate change. Opportunities to improve the sustainability performance of new developments will be encouraged by the Council.
- 9.15 Building Regulations establish the minimum requirements that buildings must meet. They ensure that buildings are safe and structurally sound, conserve energy and provide access for those with disabilities. Checking compliance with Building Regulations is a separate process to securing 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.
- 9.16 Whilst opportunities to deliver enhancements in renewable energy provision and energy / water efficiency performance of new developments in advance of those required by Building Regulations will be encouraged by the Council, specific local targets have not been set. The Council will continue to support proposals that seek to deliver innovative and high standards of sustainable design and construction, with low carbon and energy efficient developments being encouraged.

#### **Air Quality Management and Pollution**

### **POLICY DM31: AIR QUALITY MANAGEMENT AND POLLUTION**

**All development proposals must demonstrate that they have sought to minimise the levels of air polluting emissions generated and adequately protect their new users, and existing users, from the effects of poor air quality.**

**Development which is located within an Air Quality Management Area (AQMA), or any development which has the potential to, individually or cumulatively, contribute to increasing levels of air pollution, will be required to demonstrate how either on-site or off-**

**site mitigation measures will be put in place to reduce the air quality impact. Any proposal must not significantly worsen any emissions or air pollutants in areas where pollution levels are close to objective / limit value levels.**

**Proposals should contribute towards delivering the actions detailed within the Lancaster District Air Quality Action Plan, once in place.**

**Any proposal must not worsen any emissions or air pollutants in areas that could result in a breach of, or worsen site-level critical loads for ecosystems within relevant Internationally designated nature conservation sites during both construction and operational phases. Air Quality Assessments must be submitted for relevant development proposals, as outlined in the Council's Validation Guide.**

**All development proposals will be expected to take account of the Council's forthcoming SPD on Low Emissions and Air Quality.**

- 9.17 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 issues<sup>35</sup>. 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 crossroads and each location has been declared an Air Quality Management Area (AQMA).
- 9.18 The largest AQMA is located in the centre of Lancaster, where emissions from vehicles on the one-way system contribute toward high levels of nitrogen dioxide. 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 is being monitored.
- 9.19 The Council has published an Air Quality Strategy<sup>36</sup>. The direction of this strategy has also been incorporated into the Highways and Transport Masterplan for Lancaster District which is available on the Lancashire County Council website.
- 9.20 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 also seek to ensure developments do not have an unacceptable negative impact on local air quality particularly in relation to 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. Exposure assessments should be prepared for residential schemes and where appropriate other developments (e.g. offices and day nurseries) within AQMAs in order to protect living conditions for residents and users of the space.
- 9.21 The Council will seek to ensure that proposals for all new development, regardless of location,

<sup>35</sup> <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality>

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



## Review of the Development Management DPD

have sought to minimise the levels of air polluting emissions during the construction and operation phases of development through appropriate on-site and off-site mitigation.

- 9.22 Development which is located in AQMA's will be carefully considered in terms of their individual and cumulative impacts within the designated area, and it will be expected that mitigation is put forward to reduce the air quality impact arising from each proposal. The Council will not support proposals which would significantly worsen any emissions or air pollutants where pollution levels are close to their objective limits.
- 9.23 In relation to nitrogen oxide levels, 'significantly worsen' means an increase of  $0.1\mu\text{g}/\text{m}^3$  or more in the annual mean nitrogen level (all local AQMA's are designated due to likely exceedance of objective standards for nitrogen dioxide). In relation to nitrogen oxide levels 'close to' objective / limit value levels, this means that the nitrogen dioxide pollution levels are indicated to be at or above 85% of the air quality / limit value.
- 9.24 An Air Quality Assessment (AQA) will be required where proposals are within or have the potential to adversely affect the AQMA, where emissions exceed recommended thresholds or where the proposal is of such a scale that it could itself result in the designation of a new AQMA. Further guidance on this is provided in the Council's Planning Validation Guide. AQAs should include emission and concentration assessments.
- 9.25 The Council will seek to work with Lancashire County Council in the preparation of a new Supplementary Planning Document relating to Low Emissions and Air Quality which will be based on the outcomes of the District's Air Quality Action Plan and build upon the previous work undertaken to prepare a Planning Advisory Note on this matter.
- 9.26 One of the ways in which the Council will seek to minimise the impact of new development on air quality will be to ensure that development provides a suitable level of infrastructure for the charging of electric / plug-in hybrid vehicles. The provision of facilities and infrastructure to enable and encourage walking and cycling and the use of lower emission transport options such as ultra-low emission car sharing / car hubs / fleet vehicles, will also be key mitigations measures. Opportunities to secure improvements via Travel Plans will also be encouraged. This could include the establishment of a low carbon fund to help incentivise and fund future households to buy electric/low emission vehicles.
- 9.27 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. Consequently, in urban areas the use of solid fuel installations in new development will be discouraged.

**Contaminated Land**

**POLICY DM32: CONTAMINATED LAND**

**Where it is 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 and recording the nature of any contamination, can be undertaken without the escape of contaminants that could cause unacceptable risk to health or to the environment;**
- II. Suitable methods of remediation are proposed, which set out an appropriate method statement for the treatment of contamination to the satisfaction of the Council; and**
- III. It is demonstrated that the development 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.**

- 9.28 The Council is not aware of any development sites in the district that are contaminated to such an extent as to render them undevelopable. Nevertheless, the Council is keen to ensure that on derelict or vacant sites which come forward for development can be developed and occupied safely. As the local pollution control authority, the Council is required by the Environment Act 1995 to identify contaminated sites.
- 9.29 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 the Council's Contaminated Land Officer at an early stage in the development process.
- 9.30 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 that 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.
- 9.31 Care should be taken throughout the development process, including any preliminary investigations, and survey work (such as borehole drilling) that may sometimes release contaminants. Care also 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.
- 9.32 Where investigations conclude that contamination is present, then proposals should set out appropriate remediation measures which seek to address contamination issues. Remediation measures should be set out through a robust method statement about how materials will be handled and removed from the site, which then should be agreed to the satisfaction of the Council's Environmental Health team. Only after such remediation measures are agreed will the site be suitable for use.

- 9.33 Although the Council have yet to identify any contaminated sites that are likely to come forward for redevelopment, Policy DM32 of this DPD sets out criteria that will be applied if proposals emerge.

### Development and Flood Risk

#### **POLICY DM33: DEVELOPMENT AND FLOOD RISK**

Proposals will be required to minimise the risk of flooding to people and property by taking a sequential approach which directs development to the areas at the lowest risk of flooding. Consideration should be given to all sources of flood risk.

New development will need to satisfy the requirements of the sequential test and exception test where necessary in accordance with the requirements of national planning policy and any other relevant guidance. Where proposals fail to satisfy the requirement of these tests they will be refused.

The functional flood plain (flood zone 3b as identified within the Council's most up-to-date Strategic Flood Risk Assessment) will be protected from new development. New development must not impede the flow of water within flood zone 3b nor should it reduce the volume available for the storage of flood water. Proposals, other than for necessary essential infrastructure or water compatible uses, will only be permitted in the flood plain in exceptional circumstances.

Proposals for new development in areas at risk of flooding as defined by National Planning Policy will be required to meet the following criteria:

- I. Proposals are supported by a Sequential Test, and where necessary Exception Test in accordance with National Planning Policy;
- II. That they are supported by an appropriate site-specific Flood Risk Assessment (FRA) which demonstrates that the proposal meets the requirements of National Planning Policy and accompanying practice guidance;
- III. That safe, suitable and appropriate flood prevention and mitigation measures are agreed, implemented and maintained, including through design and layout, taking Climate Change into account, to ensure that development is appropriately flood resilient and resistant for its lifetime;
- IV. There will be no net increase of flooding beyond the site as a result of development (such as increases in surface water run-off or the reduction in the capacity of flood storage areas);
- V. There is no adverse effect on the operational functions of any watercourse or existing flood defence infrastructure;
- VI. Sites should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way, in accordance with the SuDS hierarchy; and
- VII. All proposals for new development must take account of the Council's most up-to-date Strategic Flood Risk Assessment (or the most up-to-date Council flood risk assessment available) in combination with any other relevant evidence including that of the Lead Local Flood Authority (Lancashire County Council) and the Environment Agency.

**Consideration must be given to the implementation of natural flood management techniques in partnership with the Lune Rivers Trust and other key organisations.**

- 9.34 Lancaster District is an area that is particularly susceptible to flood risk. The district contains a stretch of coastline along Morecambe Bay which lies off the Irish Sea as well as a number of main rivers. In particular the River Lune, which is liable to flood in extreme weather events. The extreme floods of Storm Desmond in 2015 and more recently the flooding in Galgate and Halton in November 2017, highlighted the risk that remains within the district from flooding.
- 9.35 Many of the main settlement areas in the district lie within areas that, to varying degrees, are vulnerable to flooding, such as Lancaster along on the River Lune and Morecambe adjacent to Morecambe Bay, and a number of the sustainable settlements identified under Policy SP2 of the Strategic Policies & Land Allocations DPD. There are approximately 400 homes in the district with a 1% Annual Probability Event risk of fluvial flooding (from rivers). The number of properties at potential risk from surface water is greater still. There are currently no Critical Drainage Areas within the District. However, the Council will continue to work with the Lead Local Flood Authority and the Environment Agency, to periodically consider the need and appropriateness of this position.
- 9.36 In light of the risk of flooding that exists within the District the development strategy proposed in the Strategic Policies and Land Allocations DPD seeks to direct the majority of new development to those areas at lowest risk, for example through leaving much of the area falling within higher flood risk zones between Heysham and the River Lune free from development.
- 9.37 The Council has prepared an updated Strategic Flood Risk Assessment (Level 1) published in November 2017 which provides recommendations for managing flood risk within the District. The Assessment also identifies those areas within the functional floodplain (Flood Zone 3b). These areas are required to be kept free from development so that they allow the storage of floodwater at times of flooding in a place which avoids risk to people.
- 9.38 The Council will seek to ensure that new development does not increase flood risk through steering development to areas at lowest risk. Where this cannot be achieved the Council will expect proposals to include appropriate mitigation measures to effectively deal with flood risk. . One method of how flood risk can be mitigated is 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.
- 9.39 It is important that new development proposals, particularly those which are located in areas which are at risk from flooding are designed to be resilient in terms of their layout, design and construction to ensure that they are adaptable and can withstand potential future flood events and take into account the impacts of Climate Change.
- 9.40 Development proposals in locations which are vulnerable to flood risk should be accompanied by an appropriate assessment of the risks posed, either directly or in-directly. Flood risk assessments should include clear details of existing drainage arrangements, for example flood risk assessments for brownfield sites should identify existing points of connection for surface

## Review of the Development Management DPD

water drainage and details of those points of connection. This information is critical to ensure adequate assessment of pre and post development run off rates and therefore to ensure flood risk is not increased.

- 9.41 New development must consider the Strategic Flood Risk Assessment and any updated Environment Agency Flood Zone Maps that highlight areas at risk and vulnerable to flooding, either from fluvial (river) sources, coastal flooding or surface water 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.
- 9.42 The National Planning Practice Guidance (NPPG) published by the Government in 2014 sets out a full range of guidance on matters relating to flood risk. Development proposals in areas that are vulnerable to flood risk should take account of the guidance provided in the NPPG, ensuring that matters such as providing a flood risk assessment, and addressing the sequential and exceptions test have been demonstrated through the application process.
- 9.43 Where relevant new development must also consider the Environment Agency's Shoreline Management Plan (SMP)<sup>37</sup> which sets out the recommendations for coastal management over the forthcoming 100 years. Similarly, for local river catchments new development must also consider the relevant Environment Agency's Catchment Flood Management Plans (CFMP)<sup>38</sup>.

### Surface Water Run-Off and Sustainable Drainage

#### **POLICY DM34: SURFACE WATER RUN-OFF AND SUSTAINABLE DRAINAGE**

**Surface water should be managed sustainably within new development. The Council expects that proposals for all new development will use Sustainable Urban Drainage Systems in accordance with the Surface Water Drainage Hierarchy.**

**Proposals for all new development should implement sustainable drainage systems, alternatives will only be permitted where it has been demonstrated to be inappropriate or impracticable.**

**Sustainable drainage systems should be designed with due regard to the Department for Environment, Food and Rural Affairs technical standards (2015) or any future replacement.**

**All proposals for major development will require a drainage strategy to be submitted. The drainage strategy must show the type of drainage system and/or measures proposed, how minimum standards of operation are appropriate and that clear arrangements are in place for ongoing maintenance over the lifetime of the development.**

<sup>37</sup> <https://www.gov.uk/government/publications/shoreline-management-plans-smpls>

<sup>38</sup> <https://www.gov.uk/government/collections/catchment-flood-management-plans>

- 9.44 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, particularly within the district's urban settlements.
- 9.45 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.
- 9.46 The Council advocates the use of a Surface Water Drainage hierarchy for new development in line with best practice. The hierarchy is as follows:
1. Into the ground (infiltration at source);
  2. Attenuated discharge to a surface water body, watercourse or the sea;
  3. Attenuated discharge to surface water sewer, highway drain or another drainage system; and as a last resort
  4. Attenuated discharge to a combined sewer (only in exceptional circumstances where it can be demonstrated that no other options higher up the hierarchy are feasible).
- 9.47 In line with the Surface Water Drainage hierarchy, the Council will expect relevant proposals to investigate the suitability and, where appropriate incorporate 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.
- 9.48 Where no alternative option exists other than to discharge surface water to a combined sewer, applicants must demonstrate why no alternative exists and submit clear evidence that discharge will be limited to an attenuated rate, including an allowance for climate change. The City Council will liaise with the appropriate bodies to ensure that this is acceptable.
- 9.49 There are clear merits of green solutions to manage surface water, and in the benefits they provide to ecology, local habitat and biodiversity. These approaches outweigh more conventional systems and usually improve the visual amenity of a proposed. Proposals should be designed with this in mind and the areas that are most susceptible to pooling or with the most scope for infiltration / soakaways should be reserved for SuDS features.
- 9.50 SuDS can enhance biodiversity opportunities within new development. Further information on how this issue can be found on the Natural England's, Environment Agency's and RSPB's websites. Careful consideration should also be given to the impacts of water run-off on designated environmental sites.

## **Review of the Development Management DPD**

- 9.51 Surface water must not be discharged into the foul sewer system; United Utilities will not grant permission for such a proposal, except for in exceptional circumstances where it can be proven that there is no other feasible alternative. Equally surface water must not be discharged onto the highway or onto other land without a watercourse nor be discharged in an unrestricted or uncontrolled fashion.
- 9.52 Any drainage proposal will be expected to be included as part of a site-wide strategy to avoid piecemeal development and demonstrate how the site delivers sustainable drainage as part of interconnecting phases, and will be provided early on in a development in order not to cause issues whilst a site is partially developed.
- 9.53 The Council will require evidence to demonstrate that the SuDS hierarchy has been followed and to adequately justify if / why higher priority disposal routes cannot be utilised. Land acquisition should therefore ensure that the required rights for the development to discharge have been secured.
- 9.54 SuDS that are not adopted by public bodies will be expected to be supplemented by appropriate maintenance and management regimes for the lifetime of any surface water drainage schemes, which will be secured by planning condition or planning obligation.
- 9.55 Further information on best practice examples of SuDS designs can be found within the Planning Advisory Note<sup>39</sup> on this matter.

### **Water Supply and Waste Water**

#### **POLICY DM35: 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.**

**New development must demonstrate adherence to the National Planning Practice Guidance (water supply, wastewater and water quality) for sewerage infrastructure, this includes the following prioritised hierarchy:**

- A. Connection to the public sewer;**
- B. A package sewerage treatment plant; or lastly**
- C. The provision of septic tanks.**

**The Council will support development proposals where:**

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

<sup>39</sup> <https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

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

**Proposals in the Arnside & Silverdale AONB should have due regard to the content of Policy AS12 of the Arnside & Silverdale AONB DPD.**

- 9.56 Adequate water supply, surface water drainage, foul drainage and sewerage treatment capacity must be available to serve all new development.
- 9.57 Shortages and gaps in capacity may affect the timing, delivery and design of development. Water supplies are limited in some places, sewerage capacity varies locally and some Treatment works will require significant upgrading before the end of the plan period. The Council will continue to work with United Utilities to ensure that these matters are addressed.
- 9.58 New development must demonstrate adherence with the National Planning Practice Guidance in relation to the hierarchy of provision of sewerage infrastructure, firstly via connection to the public sewer, secondly via a package sewerage treatment plan and lastly via the provision of a septic tank.
- 9.59 Large-scale schemes, particularly the strategic sites identified in the Strategic Policies & Land Allocations DPD, may have a major impact on the infrastructure capacity, whereas smaller schemes can cumulatively have the same effect. For major development proposals, contact should be made with Lancashire County Council as Lead local Flood Authority early in the planning process in order to assess the surface water drainage requirements and flood risk of the development both on and off site. All developers are also encouraged to contact United Utilities as early as possible before submitting a planning application to establish the following:
- 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.
- 9.60 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 that must be completed prior to the occupation of the development.
- 9.61 Pressure on water supplies can be addressed in part 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 proposal that seeks to commence a new supply, or brings back into use a formerly used supply, must notify the Council.



- 9.62 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

#### **POLICY DM36: PROTECTING WATER RESOURCES AND INFRASTRUCTURE**

##### **New development must:**

- **Not have a detrimental impact on surface water and groundwater quantity and quality caused by water run-off into nearby waterways;**
- **Not have a detrimental impact on 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.**

- 9.63 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. The Council will work with key partners such as the Environment Agency, the Canal and Rivers Trust and United Utilities in order to improve and protect water resources and water quality.
- 9.64 The EU Water Framework Directive<sup>40</sup> 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 water environment and the incorporation of measures to improve water bodies where required.
- 9.65 The Environment Agency is responsible for the implementation of the Water Framework Directive and in 2015 it updated the series of River Basin Management Plans<sup>41</sup> 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. The Marine Management Organisation (MMO) are in the process of revising the Marine Strategy for the North West Coast.

<sup>40</sup> [http://ec.europa.eu/environment/water/water-framework/index\\_en.html](http://ec.europa.eu/environment/water/water-framework/index_en.html)

<sup>41</sup> <https://www.gov.uk/government/collections/river-basin-management-plans-2009>

- 9.66 The Council can contribute towards tackling the challenges highlighted in the North West River Basin Management Plan and where appropriate the Marine Strategy, 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.
- 9.67 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 and 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).

## 10. The Historic Environment

- 10.1 Lancaster district has a very high number of buildings that 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.
- 10.2 The district's other heritage assets include 37 Conservation Areas, 37 Scheduled Monuments and 3 Registered 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, and little damaged by inappropriate development. Lancaster District's places and buildings show a strong historic legacy, which mixes Roman and Medieval elements, such as Lancaster Castle with the strongly Georgian and Victorian city centre and more contemporary suburbs.
- 10.3 The heritage assets found within the district range in significance, from assets that have been specifically designated for their national importance to non-designated heritage assets that are recognised at a local level to have historic significance. Policies DM37 to DM42 seek to conserve and, where appropriate enhance the value of all types of heritage asset. The Council 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 Framework<sup>42</sup>.

### Assessment of Significance

- 10.4 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, under paragraph 128 of the NPPF<sup>43</sup>. This should also involve an assessment of any

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<sup>42</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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

## Review of the Development Management DPD

contribution that the setting makes to its significance. Further details on understanding the significance of an asset can be found in Historic England's *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (April 2008)<sup>44</sup>.

10.5 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 Heritage Statement guidance<sup>45</sup> and Planning Application Validation Guide<sup>46</sup> should be referred to for further details.

10.6 In determining applications the Council will take account of the following issues:

- The desirability of sustaining and enhancing the significance of heritage assets, securing 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

10.7 High quality design is vital for new developments in the historic environment, as the vibrancy and richness of the heritage assets strongly contribute to the cultural values of the district, the quality of which could be eroded through inappropriate or low quality proposals.

10.8 In certain circumstances, and with an understanding of the significance of heritage assets and their setting, high quality contemporary and innovative design may be acceptable within the historic environment.

### Development affecting Listed Buildings

#### **POLICY DM37: DEVELOPMENT AFFECTING LISTED BUILDINGS**

Proposals affecting Listed Buildings should conserve and, where appropriate enhance those elements which contribute to its significance. All proposals should be based on a thorough understanding of the buildings significance.

The significance of a Listed Building can be harmed or lost through alteration or destruction of those elements which contribute to its special architectural or historic interest or through development within its setting. Any harm (substantial or less than substantial) to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

Substantial harm to or total loss of significance of Listed buildings, including demolition will be permitted only in exceptional circumstances where it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh

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

<sup>45</sup> <http://www.lancaster.gov.uk/planning/conservation/heritage-statements>

<sup>46</sup> <https://www.lancaster.gov.uk/planning/submit-a-planning-application>

that harm or loss. 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 not-for-profit 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.

**Listed Buildings and Climate Change**

The Council will support proposals that seek to reduce the carbon footprint of a Listed Building provided that it does not harm elements that contribute towards the significance of the Listed building.

Development proposals involving the installation of renewable energy equipment on a Listed Building will be permitted where it conserves those elements which contribute to its significance and that all of the following criteria have been addressed as part of the design and access statement / heritage statement:

- V. The energy efficiency of the Listed Building itself has first been appraised and suitable measures, which will not affect its significance, have already been undertaken;
- VI. Locations other than on a Listed building have been considered and dismissed as being impracticable;
- VII. There is no irreversible damage to the historic fabric;
- VIII. The locations of the equipment on the Listed building would not detract from elements that contribute towards its significance, either when viewed in close proximity or from a distance; and
- IX. 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.

**Information to Support an Application**

Permission will not be granted for applications which are not fully justified and accompanied by all the information necessary to assess the impact of the proposals on the Listed Building.

Proposals should be accompanied by a statement of significance which should form part of the heritage assessment (which may form part of the design and access statement) to demonstrate that the architectural and historic interest of the structure has been understood and accounted for in any proposal in accordance with paragraph 128 of the National Planning Policy Framework.

**Where permission is granted for development which would result in the total or partial loss of a Listed Building, approval will be conditional upon the asset being fully recorded and the record deposited with the Historic Environmental Record (HER).**

**Buildings at Risk**

**Proposals which will help to safeguard the significance of and secure a sustainable future for the district's Listed buildings, especially those identified as being at greatest risk of loss or decay, will be supported.**

- 10.9 Listed building consent is required for any works of demolition, and for any works involving alteration or extension to a Listed building that 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 listing description of the Listed Building.
- 10.10 The Council will expect 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.
- 10.11 In judging the impact of any alterations on or to a Listed building, it is essential that there is a thorough understanding of the elements that contribute towards the significance of the asset. These elements may comprise a variety of features including windows, staircases, internal layouts, landscaping and tree planting for example. In the assessment of the level of harm to the asset, consideration must be given to paragraphs 133 and 134 of the NPPF.
- 10.12 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.
- 10.13 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.
- 10.14 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 Policies DM37 and DM39 are directly relevant to this issue.
- 10.15 Historic England's Advice Note 2: Making Changes to Heritage Assets (February 2017) is a useful document which provides advice on the different categories of intervention in heritage assets,

including repair, restoration, addition and alteration, based on heritage asset type.<sup>47</sup>

- 10.16 Minor repairs are unlikely to require listed building consent if the works are carried out using the same materials and techniques and they do not affect the significance of the asset. However, for the avoidance of doubt, a Certificate of Lawfulness of Proposed Work to a Listed Building (CoL) should be applied for. This provides formal confirmation that the proposed works do not require listed building consent because they do not affect the character of the listed building as a building of special architectural or historic interest.<sup>48</sup>
- 10.17 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.
- 10.18 Alterations to shop fronts and other alterations on commercial premises that 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 replaced on a like-for-like basis. In such cases, this policy should be read in conjunction with Policy DM21 which relates to advertisements and shopfronts.

#### Change of Use of Listed Buildings

- 10.19 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 originally designed and continuation or reinstatement of that use should be the first option within development proposals.
- 10.20 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 due to modern practices and requirements. The Council will encourage any development proposal that secures the optimum long-term viable use for any Listed building where it meets the requirements of other policies in the Local Plan.

#### Climate Change and Listed Buildings

- 10.21 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.
- 10.22 In addition, heritage assets are capable of improved energy efficiency. Historic England has produced a host of guidance on Energy Efficiency and Historic Buildings, including Building Regulations (Part L), insulating roofs, chimneys, walls, windows, doors and floors.<sup>49</sup>
- 10.23 The sympathetic use of renewable energy equipment, on a level that does not harm the significance of the heritage asset or its setting, will be considered to be appropriate.

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<sup>47</sup> <https://historicengland.org.uk/images-books/publications/making-changes-heritage-assets-advice-note-2/>

<sup>48</sup> <http://www.lancaster.gov.uk/planning/conservation/certificates-of-lawfulness>

<sup>49</sup> <https://www.historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/>

## Review of the Development Management DPD

10.24 The use of renewable energy may be acceptable, subject to the approach set out within Policy DM53. Evidence that the impact of the proposal is truly understood and details of any mitigation will be required and should form part of the heritage statement. Historic England have produced a number of guidance documents relating to microgeneration, which provide building owners with guidance on the issues they need to consider when installing microgeneration equipment.<sup>50</sup>

### Heritage at Risk

10.25 There are a number of buildings considered to be at risk from deterioration and dereliction within the district. The Council will work with the owners of these buildings to find viable uses to secure their long-term future.

10.26 The Council expects that where a use for these buildings cannot be identified in the short-term, that they are maintained and secured to prevent them from decaying further. Not only will this help prevent the loss of important historical fabric, but maintenance will help prevent costs from escalating to such an extent that repair of such buildings is uneconomical or unviable.

10.27 Historic England maintains a National Heritage at Risk Register<sup>51</sup> 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. Historic England 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.

10.28 With regard to Grade II Listed Buildings, the Council maintains a Local Building at Risk register of all those assets that are considered to be at risk.

### Development affecting Conservation Areas

#### **POLICY DM38: DEVELOPMENT AFFECTING CONSERVATION AREAS**

Any development proposals and / or alterations to buildings, features and open spaces in Conservation Areas should preserve or enhance the character and appearance of the Conservation Areas. Specifically, they will be required to demonstrate 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;
- II. Proposals will not have an unacceptable impact on the historic street patterns / boundaries, open spaces, roofscape, skyline and setting including important views into and out of the area;
- III. Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and
- IV. 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.

<sup>50</sup> <https://www.historicengland.org.uk/advice/planning/infrastructure/renewable-energy/microgeneration/>

<sup>51</sup> <https://www.historicengland.org.uk/advice/heritage-at-risk>

**Outline applications for development within Conservation Areas will be discouraged as it is expected that a full assessment will be required of the impact that the proposal may have on elements that contribute to the area's significance and understanding.**

**There will be a presumption in favour of the retention of buildings and/or features which make a positive contribution to the special character and appearance of a Conservation Area (as identified within a Conservation Area Appraisal). Any harm (substantial or less than substantial) will be weighed against the public benefits arising from the scheme.**

**Substantial harm to 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 the harm or loss. All the criteria which are set out within paragraph 133 of the National Planning Policy Framework should be met.**

**Where a development proposal will lead to less than substantial harm to the significance of the Conservation Areas, this harm should be weighed against the public benefits of the proposal.**

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

**All proposals that are located within a Conservation Area or its setting must be accompanied by a clear Heritage Statement providing details of the proposed development and its impact on the significance of the Conservation Area. They should give due consideration to all relevant policies within the Development Management DPD.**

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

10.29 The district has a large number of Conservation Areas<sup>52</sup>. 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 where necessary and appropriate.

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

10.31 Many Conservation Areas rely on their relationship between buildings and spaces and the nature of these spaces for their character. 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 that does not

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<sup>52</sup> <http://www.lancaster.gov.uk/planning/conservation/>



## **Review of the Development Management DPD**

respect its historic form, layout and street patterns, and of development that does not respect the scale of the neighbouring buildings.

10.32 When determining any development proposal that affects a Conservation Area, the Council will take into account the impact on views into and across the area, including 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 Plan<sup>53</sup> which is relevant to the locality. A Conservation Area is a designated heritage asset and therefore Policy DM38 and DM39 is directly relevant to this issue.

10.33 Alternations to shopfronts and other alterations on commercial premises within Conservation Areas should be designed to a high standard and use materials that 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 that involve the siting of advertisements should have due regard to Policy DM21 relating to advertisements and shopfronts and the associated SPD on this matter<sup>54</sup>.

10.34 Conservation Areas relate to the quality and interest of historic 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 that seek to enhance these features.

### Article 4 Directions

10.35 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.

10.36 Article 4 Directions cover a number of properties within the following Conservation Areas: Lancaster, Westfield Memorial Village, Bath Mill, Morecambe, Glasson Dock and Heysham.

10.37 Where the Council 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**

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<sup>53</sup> <http://www.lancaster.gov.uk/planning/conservation/conservation-area-appraisal>

<sup>54</sup> <https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

## **POLICY DM39: THE SETTING OF DESIGNATED HERITAGE ASSETS**

The Council recognises the contribution that the setting of a designated heritage assets can make to its significance. This includes Listed Buildings, Scheduled Monuments, Registered Parks and Gardens and Conservation Areas.

The Council will look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance. Development proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset will be treated favourably.

When assessing a proposal affecting the setting of a designated heritage asset, reference will be made to any existing evidence which may include Conservation Area Appraisals, Heritage Assessments, Landscape or Urban Characterisations and Design Guidance.

Development proposals affecting the setting of designated heritage assets will be expected to include an assessment, which should be undertaken as a series of four steps:

Step 1: identify which heritage assets and their settings are affected;

Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;

Step 3: assess the effects of the proposed development, whether beneficial or harmful, on the significance or the ability to appreciate it. This will include consideration of the location and siting of development, form and appearance, wider effects of development and the permanence of development; and

Step 4: explore the way to maximise enhancement and avoid or minimise harm and provide a statement which sets out necessary mitigation measures to achieve this.

All proposals which would impact upon the setting of a designated heritage asset must be accompanied by a clear heritage statement providing details of the proposed development and the assessment outlined in this Policy. They should give due consideration to all relevant policies within the Development Management DPD.

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

10.38 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, as well as the setting of non-designated heritage assets.

10.39 A setting is the surroundings of a heritage asset in which the asset is experienced. All heritage assets have a setting, whether they are designated or not. Settings are generally more extensive

## Review of the Development Management DPD

than a curtilage, and its perceived extent may change as an asset and its surroundings evolve or as an understanding of an asset improves.

- 10.40 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.
- 10.41 In Lancaster itself, for example, the topography of the city means that many areas are visible from a number of different vantage points. Views from high ground, such as Castle Hill and Williamson Park should always be considered in the context of their wider setting. Similarly the impact of tall buildings on the townscape and roofscape of Lancaster and Morecambe requires careful consideration.
- 10.42 Historic England has published several important guidance documents that are available on their website including *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3*<sup>55</sup> (March 2015) and *Tall Buildings: Historic England Advice Note 4*<sup>56</sup> (December 2015). Due consideration should be given to these documents in formulating any proposals that affect the setting of a heritage asset.

### Registered Parks and Gardens

#### **POLICY DM40: REGISTERED PARKS AND GARDENS**

**Proposals that harm the significance of a designated Park and Garden will not be permitted.**

**Proposals affecting a historic park or garden or its setting should ensure that development does not detract from the enjoyment, layout, design, character or appearance of that landscape, cause harm to key views from or towards these landscapes or, where appropriate, prejudice their future restoration.**

**Opportunities for their conservation or enhancement will be supported.**

- 10.43 Designated landscapes that are considered to be of national importance are included on The Register of Parks and Gardens of Special Historic Interest in England. The register is maintained by Historic England on behalf of the Government. They are graded according to their quality and importance as Grade I, II\* and II in descending order.
- 10.44 Registered Parks and Gardens do not enjoy any additional legal protection but are designated heritage assets as set out in the NPPF. As such, when permission is required, the significance of a registered park or garden or its setting will be taken into account.
- 10.45 Planning permission will not be granted for proposals that would harm the historic structure, character, principle components or setting of an area included in the Register of Parks and

<sup>55</sup> <https://www.historicengland.org.uk/images-books/publications/setting-heritage-assets/>

<sup>56</sup> <https://historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4/>

Gardens of Special Historic Interest in England. Where feasible, the Council will seek the removal of structures and uses that detract from the special historic interest of these historic parks and gardens and prepare plans to restore them. New landscaping, planting and other works within these parks and gardens should respect their historic landscape design and seek to preserve and enhance their character.

#### **Non-Designated Heritage Assets**

### **POLICY DM41: DEVELOPMENT AFFECTING NON-DESIGNATED HERITAGE OR THEIR SETTINGS**

Where a Non-Designated Heritage Asset is affected by a development proposal, the effect of the application on its significance will be taken into account.

All proposals which would impact upon a Non-Designated Heritage Asset must be accompanied by a Heritage Statement describing the significance of the heritage asset, including any contribution made by its setting, as well as providing details of the proposed development and its impact on the significance of the Non-Designated Heritage Asset.

The effect of a proposal on the significance of a non-designated heritage asset will be taken into account and in weighing proposals that affect directly or indirectly non designated heritage assets, a balanced judgement will be made having regard to the scale of any harm or loss and the significance of the heritage asset.

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 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.

Proposals affecting 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. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset will be treated favourably.

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

10.46 Lancaster district has a rich and varied historic environment which contains a large number of

## Review of the Development Management DPD

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 that survive in many locations. Many of the district's heritage assets have been statutorily recognised. However, this does not necessarily provide the whole picture.

10.47 As well as the approximately 15% of known heritage assets that are formally designated. There may also be other heritage assets classed as 'Non-Designated Heritage Assets' that 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.

10.48 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 website<sup>57</sup>.

10.49 There may be other non-designated heritage assets that have not previously been 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.

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

### Archaeology

#### **POLICY DM42: ARCHAEOLOGY**

**Development proposals should conserve or enhance those elements which contribute towards the significance of a Scheduled Monument or an archaeological site of national importance. Harm to such elements will only be permitted where it is clearly justified and outweighed by the public benefits of the proposals. Substantial harm or total loss of the significance of a Scheduled Monument or a site of national significance will only be permitted in exceptional circumstances.**

<sup>57</sup> <http://www.lancaster.gov.uk/planning/conservation/local-heritage-assets>

**Proposals affecting archaeological sites of less than national importance should conserve those elements which contribute to their significance in line with the importance of the remains.**

**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 solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development. Subsequent analysis, publication and dissemination of the findings will be required to be submitted to the Council and deposited with the Historic Environment Report. The ability to record should not be a factor in deciding whether such a loss should 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 with reference to the Historic Environment Record (HER), 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.**

- 10.51 There are a large number of sites which are known for their archaeological interest within the district. Information on many of these sites is held in the Historic Environmental Record<sup>58</sup> (HER), which is managed by Lancashire Archaeology Advisory Service on behalf of Lancashire County Council. These sites are not shown in the Strategic Policies & Land Allocations DPD or on the accompanying Local Plan Policies Maps. However, work undertaken by Lancashire Archaeology Advisory Service has been used to inform the individual site suitability assessments and the subsequent land allocations and policies.
- 10.52 The HER includes Lancaster's Urban Archaeological Database (UAD), which brings together all the known archaeological data for the Historic Core of Lancaster city centre into one place. The UAD contains information on all known pre-1800 archaeological material found within the locality, whether they are archaeological deposits or upstanding remains.
- 10.53 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.
- 10.54 Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to Schedule Monuments should be subject to the same policies as a designated heritage asset, in accordance with paragraph 139 of the NPPF.
- 10.55 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

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<sup>58</sup> <https://www.lancashire.gov.uk/council/planning/historic-environment-record/>

## Review of the Development Management DPD

required in addition to any planning permission for proposals that impact on Scheduled Monuments or their settings. Where there is significant impact on its significance, the proposal is likely to be unacceptable.

- 10.56 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. The Council may refuse any application when such information is needed but not supplied. Where a development is permitted that does have an impact upon 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.

# 11. The Natural Environment

- 11.1 The natural environment is a key feature of the district. It consists of many different components and is defined by different characteristics which may be summarised as natural capital, ecological networks and ecosystem services. Briefly, natural capital is the stock of natural assets which include geology, soil, air, water and all living things. Many of these features depend on linkages or networks of spaces that are characterised by certain habitats, species or geological features, known as ecological networks. Human populations derive ecosystem services from natural capital and ecological networks. These are grouped into four broad categories: provisioning, such as the production of food and water; regulating, such as the control of climate and disease; supporting, such as nutrient cycles and crop pollination; and cultural, such as spiritual and recreational benefits.
- 11.2 Planning has a role to play in ensuring that natural capital is protected against unsustainable loss, because of the harmful impacts that such losses would have on ecosystem services. Some aspects are covered elsewhere in the Local Plan, including the approach taken to air quality management, contaminated land and flood risk management. This chapter provides guidance and policy to conserve and protect green infrastructure, biodiversity and geodiversity, trees, hedgerows and woodland, and the value of the landscape.

### Green Infrastructure

#### **POLICY DM43: GREEN INFRASTRUCTURE**

##### *Green Spaces and Green Corridors*

**The Council seeks to prevent the fragmentation and isolation of Green Infrastructure. To achieve this 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 that will result in damage to the integrity of or severance of a green corridor will be resisted by the Council.**

**Individual green spaces should be retained wherever possible, particularly in relation to spaces that have a recognised value, whether this is a community or environmental value.**

Any development proposal that involves the loss of designated green space will be resisted by the Council. Development proposals should seek to integrate green spaces and green corridors into development proposals and forge linkages with existing green space networks.

In exceptional circumstances, the loss of green spaces and green corridors will only be considered acceptable where appropriate mitigation measures are provided. This would include replacement habitat / provision being provided which is of an equal or better standard (in both quantitative and qualitative terms) than existing.

Development proposals should incorporate new and/or enhanced amenity green spaces of an appropriate type, standard, size and reflects the needs / deficiencies for the area as set out within the Councils Open Space Assessment or successor documents. Proposals will be expected to give due consideration to the requirements set out in Policy DM27 and Appendix D of this DPD and, where appropriate, the requirements of site specific policies contained in the Strategic Policies and Land Allocations DPD.

Where on-site amenity green space provision has been demonstrated to not 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.

#### **Allotment Provision**

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

#### **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 that will involve the loss of garden spaces to built development where it will result in harm to the local environment and amenity.

- 11.3 Green Infrastructure is a wide-ranging term that 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. The National Planning Policy Framework defines Green Infrastructure as '*a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities*'. Policy DM43 sets out the beneficial roles of green spaces



## Review of the Development Management DPD

and green corridors can contribute to in the locality.

- 11.4 The Council will retain a presumption towards the retention and protection of green spaces and green corridors, particularly where it can be demonstrated that they provide value, either economically, environmentally or socially, to the community they serve. Opportunities to enhance and extend these natural assets should also be sought and will be supported by the Council. Development proposals that 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.
- 11.5 The Council published a new Open Space Assessment for the district (prepared by KKP consultants and published in 2018) and a Playing Pitch and Outdoor Sports Strategy (also prepared by KKP consultants and published in 2018). These provide an up-to-date position on open space and recreation matters that will be relevant in the determination of future planning applications. These assessments are considered to represent key pieces of evidence in relation to this topic and therefore the Council will expect applicants to have due regard to their content and recommendations of these documents or other successor documents on this topic area.
- 11.6 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 D are based on national standards and will be used as a basis for discussion for negotiations between the Council and applicants. Consideration should also be given to the Planning Advisory Note (PAN) on this matter. 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.
- 11.7 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 improvement of existing nearby facilities. Dialogue is recommended between applicants and the Council to inform the understanding of open space requirements in the local area.
- 11.8 Development that forms part of a strategic land allocation, as identified in the Strategic Policies & Land Allocations DPD, should take direction from the specific policies relating to the site (and Masterplan if applicable) in relation to open space requirements.

### Local Food Growing & Allotments

- 11.9 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.
- 11.10 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 the demand for allotment sites continues to increase, with the greatest levels of both supply and demand in the Lancaster area.

- 11.11 From a planning perspective, the Council will address such demand through new development, in particular larger development proposals that will be able to accommodate provision for new allotments and community growing spaces.
- 11.12 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.
- 11.13 The Council will continue to seek to address this deficiency through the more efficient use of existing provision and the identification of new sites for this purpose in areas of need. The development of new housing, particularly in the South Lancaster area as set out within the relevant policies of the Strategic Policies & Land Allocations DPD, will be expected to address specific needs in this locality.

**Development affecting Environmentally Sensitive Sites**

**POLICY DM44: THE PROTECTION AND ENHANCEMENT OF BIODIVERSITY**

The Council will support proposals where the primary objective is to conserve or enhance biodiversity and/or geodiversity or where development proposals provide better opportunities to secure management for the long-term biodiversity and geodiversity enhancement.

Development proposals should protect and enhance biodiversity and/or geodiversity, to minimise both direct and indirect impacts. There should, as a principle, be a net gain of biodiversity assets wherever possible. Where harm from development cannot be avoided, a developer must clearly demonstrate that the negative effects of a proposal can be mitigated, or as a last resort, compensated for. Where a proposal leads to significant harm planning permission should be refused.

Priority should be given to protecting and enhancing the habitats and species of principal importance for conservation as outlined in the Section 41 list, of the 2006 National Environmental and Rural (NERC) Act.

**Development affecting Internationally Designated Sites**

A development proposal affecting directly or indirectly an international designated site's qualifying habitat and/or species are subject to the requirements of The Conservation and Habitats and Species Regulations 2017. In accordance with the above regulations where a proposal has implications for internationally designated sites, the proposal will be expected

to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.

Adverse effects should be avoided, but where this is not possible they should be mitigated, to make sure that the integrity of the internationally important sites are protected. Development that 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, which are shown to be functionally linked and support species listed as being important in the designations of the internationally important sites (i.e. supporting habitat).

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

**Development affecting Nationally Designated Sites**

A development proposals will not be permitted where it results in 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**

A 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.

**Ecological Networks**

Development proposals should retain, protect and enhance ecological networks to prevent these habitats from becoming fragmented and isolated. Opportunities should also be sought to improve and extend the ecological network. Existing landscaping and natural features (such as trees, hedges, riverbanks and watercourses) should also be retained,

**where possible, to enhance biodiversity and create wildlife and recreational corridors. Proposals should not result in habitat fragmentation.**

**Development should, where appropriate, seek to achieve beneficial measures within the design and layout of development. For new buildings and conversions, practical measures such as swift bricks, hedgehog highways, bat boxes or access tiles and living walls should be considered for species that are dependent on the built environment.**

**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 best and most versatile agricultural land and should, as far as possible, use the lowest grade of land suitable.**

- 11.14 The importance of sites of an international, national, regional and local nature conservation interest within the district are indicated by a range of statutory and non-statutory designations. These include Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs) and RAMSAR sites.
- 11.15 The district contains 5 Natura 2000 sites – Morecambe Bay and Duddon Estuary (SAC, SPA and RAMSAR Site), Morecambe Bay Pavements SAC (which includes 4 sites in the Silverdale area: Gait Barrows National Nature Reserve (including Haweswater Moss), a separate area just south east of Haweswater Moss, Yealand Hall Allotment and Cranglebarrow Wood/Deepdale Wood), Leighton Moss (SPA and RAMSAR Site), Bowland Fells SPA and Calf Hill / Cragg Woods SAC near Caton.
- 11.16 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, Warton Crag Quarry and Trowbarrow Quarry and around 250 County Biological Heritage sites and 25 Geological Heritage Sites.
- 11.17 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 other locally important nature reserves such as Freeman's Pools, Middleton Nature Reserve and Heysham Moss which are managed by the Lancashire Wildlife Trust. 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 a habitat by a variety of different paths and gateways.
- 11.18 In addition to sites that have been identified and designated for their ecological value, habitat which is located outside of these areas may also contribute toward the importance of these sites. Natural England define functionally linked land as '*a term often used to describe areas of land or sea occurring outside of a designated site which is considered to be critical to, or*

## Review of the Development Management DPD

*necessary for, the ecological or behavioral functions in a relevant season of a qualifying feature for which an SPA / RAMSAR site has been designated. This land will be important to the continuing survival, reproduction and viability of the species or population associated with a designated site'. These areas of land or sea should also be protected as part of any development proposal, and where possible enhanced.*

- 11.19 A Lancashire Ecological Network Approach and Analysis has been prepared by Lancashire Wildlife Trust. This focusses on the ecological value of green infrastructure noting their role in providing important movement corridors for wildlife and key linkages between habitats. Mapping and evaluating the likely movement corridors means that potential threats can be identified and managed, and barriers can be removed and managed. The Council recognises the importance of these corridors for species migration and dispersal and will seek to resist development that would adversely affect them. Where possible opportunities to strengthen and consolidate them will be sought.
- 11.20 The district's European Sites (RAMSAR and Natura 2000 sites), which include Morecambe Bay, are of significant international importance and are given very high levels of protection. If development has the potential to adversely affect these sites then the provisions of the Habitats Regulations (2017) will apply. The implications of the preparation of the North West Marine Management Plan will also be a key consideration in this assessment. This will be kept under review in order to ensure that marine and inter-tidal resources are protected.
- 11.21 Development that would adversely affect the integrity of European sites, either alone or in combination with other developments unless under exceptional circumstances will not be supported. In such circumstances, an assessment should be undertaken in line with the requirements of the Habitats Regulations.
- 11.22 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 based upon the most up-to-date information available.
- 11.23 Development proposals that involve the re-use, alteration or extension of 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. Proposals should provide appropriate protection and prevent 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.
- 11.24 Particular regard should be given to the protection and enhancement of the habitats and species of principal importance for conservation of biodiversity In England, as identified on the Section 41 (S41) list of the 2006 Natural Environment and Rural Communities (NERC) Act.

- 11.25 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

- 11.26 It is government policy to safeguard the highest grades and most versatile agricultural land (land grades 1, 2 and 3a of the Agricultural Land Classification) 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 that are essential for human existence and would provide economic prosperity.
- 11.27 Soil 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.
- 11.28 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

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

Trees and Woodland

**POLICY DM45: PROTECTION OF TREES, HEDGEROWS AND WOODLAND**

Protection of Trees, Hedgerows and Woodland

The Council will support the protection of trees and hedgerows that positively contribute, either as individual specimens or as part of a wider group, to the visual amenity, landscape character and/or environmental value of the location.

The Council will also protect ancient trees and ancient woodland, supporting opportunities which increase the resilience of all woodlands to Climate Change, pests and diseases.

**New development should positively incorporate existing trees and hedgerows. Where this cannot be achieved the onus is on the applicant to justify the loss of trees and hedgerows 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 Validation Guide). Where the loss is adequately justified the Council will seek replacement tree planting at the ratios adopted in the Council’s Tree Policy (2010), or successor documents.**

**Encouraging Tree and Hedgerow Cover**

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

- 11.31 The district has many fine examples of important and significant trees, which may be defined as trees that are ancient, of veteran status, of historic importance or rare. Trees are also a wildlife resource and are notable for their contribution to the landscape character and visual amenity of an area. The Council will actively seek to protect these significant trees from development that 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.
- 11.32 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.
- 11.33 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 that can allow for retention and incorporation of such features into the overall design of a new development.
- 11.34 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 that 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 Tree Policy<sup>59</sup>, adopted in 2010, and the replanting ratios contained therein.
- 11.35 Any development proposals that have implications for existing trees must be accompanied by an Arboricultural Implications Assessment, which should set out the potential impacts and

<sup>59</sup> <https://www.lancaster.gov.uk/planning/trees/tree-policy>

implications for existing trees that may arise from a development proposal. The assessment must also include measures to protect trees and provide appropriate mitigation measures.

- 11.36 Although a felling licence is not required from the Forestry Commission if full planning permission is granted, the Forestry Commission remain a non-statutory consultee on development that 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

- 11.37 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, and 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. Where possible, opportunities should also be sought to extend these valuable ecological networks by increasing and enhancing hedgerow cover.

#### Increasing Tree Coverage

- 11.38 Tree cover across the district was estimated to be approximately 6.9% in March 2010 (Woodland Trust) compared to 9.9% for England. 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.
- 11.39 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 of trees in new development, through suitable and appropriately designed landscaping schemes, is a key component of delivering growth in tree cover.
- 11.40 Development proposals will be encouraged and supported to incorporate trees, which should be at an appropriate scale, be indigenous species and of local provenance. The inclusion of fresh tree planting will be considered in relation to 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

### **POLICY DM46: DEVELOPMENT AND LANDSCAPE IMPACT**

#### *Development affecting Protected Landscapes*

In determining planning applications the Council will attach great weight to the protection of nationally important designated landscapes. The Council will require proposals that are within, or would impact upon the setting of, designated landscapes to be appropriate to the landscape character type and designation. In relation to proposals within Areas of Outstanding Natural Beauty (AONBs) they should be sustainable, consistent with the



primary purpose<sup>60</sup> of the AONB designation and support the special qualities of the AONB as set out in the AONB Management Plans.

Development proposals should, through their siting, scale, massing, materials, landscaping, 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 that would have a significant adverse effect upon the character of the landscape or visual amenity of protected landscapes will not be permitted in accordance with paragraphs 115 and 116 of the National Planning Policy Framework.

Development proposals within the Arnside & Silverdale Area of Outstanding Natural Beauty will be expected to comply with the policies of the DPD for this area.

**Development affecting Local Landscape Designations**

Key Urban Landscapes and Urban Setting Landscapes are two local landscape designations identified on the Local Plan Policies Map. The contribution that these designations make to the character and setting of the urban areas will be conserved and important natural features safeguarded, providing particular regard to the historic townscape and built form of the urban areas. 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 EN5 of the Strategic Policies & Land Allocations DPD.

**Development outside of Protected and Designated Landscapes**

In addition to nationally protected and locally designated landscapes the district also has a range of landscapes and townscape which are valued, unique and provide a distinct sense of place, which the Council seeks to protect and enhance.

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

**Development affecting Coastal Landscapes and Seascapes**

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

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<sup>60</sup> As set out in the National Parks and Access to the Countryside Act 1949; confirmed by Section 82 of the Countryside and Rights of Way Act 2000:

- The primary purpose of the designation is to conserve and enhance natural beauty.
- In pursuing the primary purpose of the designation, account should be taken of the needs of agriculture, forestry and other rural industries and of the economic and social needs of local communities, Particular regard should be paid to promoting sustainable forms of social and economic development that in themselves conserve and enhance the environment.
- Recreation is not an objective of the designation, but the demand for recreation should be met insofar as this is consistent with the conservation of natural beauty and the needs for agriculture and other uses.

**The Council will look to protect the undeveloped coast, supporting proposals that conserve the natural character and landscape of the undeveloped coast.**

**Landscape and Visual Impact Assessments**

**A Landscape and Visual Impact Assessment (LVIA) will be required where the proposal is for a Schedule I EIA development; the proposal is for wind turbines, pylons, telecommunication masts and solar farms; the proposal involves significant landscape or visual impact by virtue of the sensitivity of the location within or adjacent to an AONB or National Park or the proximity of the proposal to a heritage asset where it is likely to affect the assets setting.**

**The LVIA should systematically assess the effects of change on the landscape character and visual amenity, including cumulative impacts, as a consequence of the 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.**

- 11.41 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 NPPF<sup>61</sup> which states that great weight should be given to conserving such areas. The requirements set out in paragraph 116 of the NPPF should be a material consideration for proposals for major developments located within these areas.
- 11.42 The district contains two AONBs, the Arnside & 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. In 2016 the boundaries of the Yorkshire Dales National Park were extended to incorporate countryside in the Leck and Ireby areas within the National Park. Whilst continuing to form part of Lancaster District, future development proposals in this area will be determined by the Yorkshire Dales National Park in line with policies contained in this DPD, until such a time that the National Park reviews its Local Plan.
- 11.43 AONB and National Park 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)<sup>62</sup>.
- 11.44 Lancaster City Council, in conjunction with their neighbours at South Lakeland District Council,

<sup>61</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>62</sup> Arnside and Silverdale AONB: <http://www.arnsidesilverdaleaonb.org.uk/what-we-do/the-management-plan/>  
Forest of Bowland AONB: <http://forestofbowland.com/Management-Plan>

## Review of the Development Management DPD

have prepared and adopted a Development Plan Document (DPD) for the Arnside & Silverdale AONB<sup>63</sup>. The DPD sets out key areas of policy that will have specific relevance to this area and also identifies which policies contained in this Development Management DPD will be relevant. Proposals within the Arnside & Silverdale AONB will be expected to give material consideration for the policies contained within the Arnside & Silverdale AONB DPD.

### Development affecting Local Landscape Designations

- 11.45 Within the main built up areas of the district, the Council has identified a number of larger areas of landscape that are classified as Key Urban Landscapes or Urban Setting Landscapes which are particularly important to the character and setting of the urban area of the district. The continuation and appropriateness of these local Landscape designations were reviewed by external consultants, Woolerton Dodwell in 2012 entitled 'Key Urban Landscape Allocations in Lancaster District Study'<sup>64</sup> and more recently by Arcadis, on behalf of the Council.
- 11.46 Key Urban Landscapes are identified as those areas within the main urban areas which are integral to the built form of the district, providing a setting for important features and/or heritage assets. They play an important role in defining the townscape of the main urban area and are inextricably linked to the experience of the wider setting of these features. These areas also provide amenity value for local residents and the wider community. The amenity value of these areas is protected by other policies within the Local Plan. In comparison, Urban Setting Landscapes are peripheral to the built form and are located only on the edge of the main urban area. They are identified because they provide a visual frame for the urban area, providing an important role in the setting of existing development, and providing a significant context or legibility to features within the wider landscape.
- 11.47 Both local 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.
- 11.48 Policy EN5 of the Strategic Policies & Land Allocations DPD supplements the approach to Key Urban Landscapes and Urban Setting Landscapes in Policy DM46 above, and the Local Plan Policies Map identifies the detailed boundaries of these allocations.

### Development Outside of Protected and Designated Landscapes

- 11.49 Whilst there are a number of designated landscapes and townscapes in the district that have been recognised for their importance in contributing to the district's distinctive sense of place (such as Conservation Areas, Key Urban landscape and Urban Setting Landscapes) the Council acknowledges that there are other locally important landscapes or townscapes including the open countryside that 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 and the ways in which potential impacts can be minimised.
- 11.50 Where work has been undertaken on landscape assessments by either the local or county

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<sup>63</sup> <https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

<sup>64</sup> <https://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-information>

council's, this work should be given due consideration in relation to their recommendations and outcomes in determining planning applications.

- 11.51 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 that will clearly demonstrate how new development will create positive linkages and contribute to the local landscape and townscape.

*Development affecting Coastal Landscapes*

- 11.52 The district has a long and important coastline which stretches around Morecambe Bay, an internationally recognised area for its importance for wildlife and habitats. The Lune Estuary is also a nationally designated ecological area and a key feature within the landscape of the district. Not only do they both provide a unique and important wildlife habitat, but they also create a unique landscape that is very sensitive to change.

- 11.53 Therefore development proposals in coastal locations that may have a negative impact on the coastal setting will only be supported by the Council where it has been demonstrated that sufficient mitigation measures have been provided to limit any impact or where significant overriding benefits are shown to outweigh any impact.

*Cumulative Landscape Impacts*

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

## 12. Development in Rural Areas

- 12.1 National Policy via the National Planning Policy Framework<sup>65</sup> (the Framework) 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 in which development outside urban settlements should be considered, where taking into account the particular characteristics of the locality and rural economy.
- 12.2 The Council will resist inappropriate development in sensitive rural locations, balancing the need to protect the value and distinctiveness of rural character, landscapes and townscapes against the need to encourage sustainable growth in the rural economy, through a sympathetic policy approach.
- 12.3 The Council will prioritise development proposals that relate to economic growth and the delivery of new homes that address local housing needs. Development proposals should be promoted, where possible, through the conversion and re-use of existing rural buildings and development within existing rural settlements.

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<sup>65</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Economic Development in Rural Areas

**POLICY DM47: ECONOMIC DEVELOPMENT IN RURAL AREAS**

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

Proposals should be located in sustainable locations and represent sustainable development. 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 DM49 of this document and National Planning Practice Guidance (PPG). Development proposals on greenfield sites within the open countryside will only be supported where it is clearly demonstrated through a robust assessment that no alternative suitable locations exist within local settlement areas and that the benefits of the proposal outweigh the impacts on local amenity.

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 is required for new or existing outdoor sport and leisure facilities and where a rural location is needed, 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 biodiversity or geodiversity value;
- V. A site allocated for particular purposes through the Strategic Policies and Land Allocations DPD or other Local Plan documents; and
- VI. The alteration, replacement, extension or change of use of existing buildings in accordance with other Local Plan policies.

Development in rural locations should not adversely affect biodiversity and/or geodiversity through, for example, increasing the risk of disturbance created by visitor pressure. The principles of Policy DM44 should apply.

- 12.4 The rural economy is a valuable asset to the district, creating jobs for local residents, encouraging visitors and generating investment in the districts economy as a whole. The Council recognises the importance of this, and will support the sustainable growth of the rural economy.

- 12.5 With this support, the Council is mindful that a balance is required between the delivery of economic growth and maintaining the character and function of rural areas, especially within the open countryside. In these circumstances, proposals for economic purposes will not be permitted where it is considered to be an inappropriate form of development, for example where its scale or use conflicts with wider countryside objectives or where it would introduce new amenity concerns or where it would have a negative impact on the natural environment.

A range of uses will be supported by the Council that are consistent with a rural location, as set out in criteria (I) to (VI) of Policy DM47. 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.

#### **Diversification of the Rural Economy**

### **POLICY DM48: DIVERSIFICATION OF AGRICULTURAL PREMISES**

The Council will support proposals in rural areas that seek to diversify the rural economy where it is demonstrated that significant economic benefits exist from the diversification of the farm holding without generating adverse impacts on the environment. Proposals should remain ancillary to the existing agricultural use and retains the farm enterprise as the primary business. Proposals that involve the loss of a farm unit for alternative economic uses will not be supported by the Council.

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 that assist in the diversification and economic stability of an agricultural holding where it does not detrimentally affect the operation of the agricultural business and:

- 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 (either singularly or cumulatively) remains ancillary to the primary agricultural use and gives priority to the re-use of 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 and the traditional character of the holding can be retained;
- IV. The scale and use of any diversification proposal 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 that 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 DM59 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 DM44 and DM46 should apply.**

**Proposals in the Arnside & Silverdale AONB should have due regard to relevant policies within the Arnside & Silverdale AONB DPD.**

- 12.6 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 recognises the importance of farm diversification and the re-use and adaption of existing buildings or, where appropriate, replacement buildings for economic purposes.
- 12.7 Diversification of the rural economy may include allowing the re-use or like-for-like replacement of buildings for employment opportunities that are appropriate in scale and nature to their surroundings.
- 12.8 Given that generally diversification schemes are located within the open countryside careful consideration must be given to a proposal's impact on its surroundings. The Council will not support proposals to convert or re-use buildings that are poorly sited, poorly designed or constructed, and detract from the character of its rural setting. Buildings that are temporary or structurally unsound and require significant alterations to bring them into their desired use are also unlikely to be supported.
- 12.9 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.

#### **The Re-Use and Conversion of Rural Buildings**

### **POLICY DM49: 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 (VI) in Policy DM47 of this document will be supported where:**

- I. Suitable services and access are available without the need for works that would adversely affect the character of the building and / or locality;**
- II. The building is of a permanent and substantial construction, is structurally sound, capable of conversion, and that any important architectural and historical features are retained within the proposal and designed to retain the agricultural character of the locality;**
- III. The proposal safeguards the roosting or nesting habitat of any protected species present within the building from disturbance;**
- 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 landscape character, visual amenity or rural setting of the surrounding area 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 proposal is accompanied by an acceptable Travel Plan where it is recognised that the proposed use will generate a significant level of trips.**

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

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

**Proposals that involve the re-use and / or conversion of rural buildings to residential purposes should have due regard to Policies DM4, DM6, DM44 and DM49 of this document. Consideration should be given to Historic England's guidance entitled 'Adapting Traditional Farm Buildings' published in October 2017.**

12.10 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 that are 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 that could arise within the locality and setting of the development.

12.11 The Council will expect proposals to re-use existing buildings that are already of a substantial and permanent construction and can be converted and re-used without any major structural works. Any features that are of either historical or architectural value should be retained within any scheme. Proposals that involve the re-use of buildings that, either through their design, degradation or original construction, cannot be considered to be substantial or permanent will



not be supported by the Council.

- 12.12 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 mitigation to minimise any potential impacts. Proposals that may result in a significant landscape impact will be expected to be accompanied by a Landscape & Visual 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

#### **POLICY DM50: DEVELOPMENT IN THE GREEN BELT**

Development proposals within the North Lancashire Green Belt will be considered in accordance with national planning policy and inappropriate development will be resisted.

##### *Re-use of Existing Buildings in the Green Belt*

The re-use of buildings within the Green Belt will be considered not inappropriate where:

- I. It does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land within its boundaries;
- II. Strict control is exercised over the extension of re-used buildings so that it does not result in disproportionate additions over and above the size of the original building;
- 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 that result in disproportionate additions over and above the size of the original building.

##### *Replacement Dwellings in the Green Belt*

Proposals to replace an existing dwelling within the Green Belt that meet the following criteria will be supported by the Council where:

- V. The existing dwelling is lawful and permanent in nature;
- VI. The new dwelling is not materially larger than the one it replaces; and
- VII. The proposal adheres to the original dwelling curtilage.

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

- 12.13 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 definition, harmful to the Green Belt and should not be approved except in very exceptional

circumstances.

- 12.14 Proposed development should be genuinely required for uses of land that 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 DM50 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**

### **POLICY DM51: 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, 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 in accordance with policies DM47 and DM49 of this document;
- II. New stables and associated infrastructure (including ménages, sand paddocks, 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 with changing and brewing facilities, equipment, tack and food accommodated internally;
- 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, visual amenity and landscape; and
- VI. Provision should be made for removing any equipment and re-instating the site once its use for horses is no longer required.

- 12.15 Although there continues to be pressure for equine related development within the district the Council recognises that such development contributes towards 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), visual amenity and landscape character is respected. Therefore the Council considers a specific policy in relation to this type of development is required.
- 12.16 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. Therefore, local

## Review of the Development Management DPD

landscape character assessments should be employed to inform the appraisal of all development proposals.

- 12.17 The Council expects applicants to follow a sequential approach towards the siting of equine related facilities. Preference will be given to locating such uses within existing farmsteads and re-using existing buildings where possible, to reduce any impact on the landscape. Preference will also be given to locations that are close to existing settlements and accessible to both the highway and bridleway network.
- 12.18 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 that will reduce the potential visual impact on the surrounding landscape. Proposals that involve the siting of such buildings in open or prominent isolated positions will not be supported by the Council.
- 12.19 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.
- 12.20 Ancillary development, including ménages, storage facilities, hard-standings, access tracks and paddocks should be the minimum size necessary and should not encroach into the open countryside. Additional equipment (such as jumps, tack, food, waste and transporter vehicles) should be stored internally so not to impact on the visual amenity of its surroundings. Furthermore, changing and 'brew room' facilities should be accommodated within well designed structures, not caravans.
- 12.21 Careful 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 or 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

#### **POLICY DM52: HOLIDAY CARAVANS, CHALETs, CAMPING PODS AND LOG CABINS**

**Within the Forest of Bowland Area of Outstanding Natural Beauty (AONB) or its setting, proposals for new static or touring caravan development will not be permitted where it is concluded that such proposals will have an adverse impact on conserving the landscape and natural beauty of the AONB.**

**Similar proposals within the Arncliffe & Silverdale AONB or its setting, will be expected to comply with the relevant policies relating to caravan development found within the Arncliffe & 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 designated for landscape importance, in appropriate and sustainable locations, 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 DM46.
- 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 creates new areas of recreational open space which are of a proportionate scale;
- V. Proposals should seek to address and mitigate against flood risk on the site;
- VI. The proposal does not have an adverse impact on biodiversity and where appropriate seeks to raise the environmental value of the locality;
- VII. The proposal does not have an adverse impact on surrounding residential amenity; and
- VIII. That the proposal is in an accessible location close to existing tourism and leisure attractions and has no adverse impact on the capacity of the local highways network, highway safety and other important local infrastructure.

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 DM50 of this document.

**Development of Chalets, Camping Pods and Log Cabins**

The Council will consider proposals relating to chalets, camping pods, log-cabins subject to criteria (I) and (VIII) above and:

- IX. 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
- X. Makes use of appropriate materials which are sympathetic to its locality.

**Occupancy of Caravans, Chalets, Camping Pods and Log Cabins**

The Council will seek to regularise the duration of opening of existing caravan sites within the district (including chalets, camping pods 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 the duration of opening and occupancy will be permitted where:

- XI. There will be no significant impacts on the surrounding landscape character, visual amenity or nature conservation interests;

- XII. There are no adverse impacts on local infrastructure and highway safety;
- XIII. Appropriate on-site improvements, including improved facilities and recreational provision of an appropriate scale, are agreed with the Council and implemented before the extended opening season begins, subject to landscaping improvements; and
- XIV. The proposal is accompanied by a legal agreement stating that the accommodation will remain in visitor use only and will not be used for permanent residential occupation.

Caravan, Chalet, Camping Pod and Log Cabin owners and occupiers are to be provided with a 'Visitor Pack' to include details of the sensitivities of the nearby environmental designations and the wider Morecambe Bay coastline to recreational pressure, and promote the use of alternative areas for recreation such as public open space.

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 not 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 (XIV) 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.

- 12.22 The district contains a large number of touring and static caravan sites for visitors who are attracted 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.
- 12.23 The geographical location of the district, along with the unique and important landscapes and habitats it contains, results in significant pressure on the growth and usage of caravan sites. The Council acknowledges the significant demands that exist for caravan development, both in terms of for growth of existing sites and the creation of new sites.
- 12.24 The unrestricted growth of visitor accommodation, particularly in sensitive locations, will not be permitted. 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

- 12.25 The Council will seek to protect the most sensitive landscapes in the district, particularly those landscapes that have been designated for their importance, such as Areas of Outstanding Natural Beauty (AONBs), from development that may have a negative impact on the quality of local landscapes and their setting. Given the significant provision of caravan sites that already

exists within the AONB's, the Council will not permit any proposals that involve the creation of new caravan sites or the further expansion of existing sites where it is concluded that proposals will have an adverse impact on conserving the landscape and natural beauty of the AONBs.

- 12.26 Proposals for caravan sites should utilise appropriate and sustainable locations that are accessible to local settlements which offer basic services, facilities and reduce the need 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 in regard 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 sites or site extensions to work towards being 'Quality Assured' accommodation.
- 12.27 The Council will support the improvement of 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 are in accordance with all other relevant policies within this document. Proposals that 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

- 12.28 In recent years there has been significant pressure for longer opening seasons for caravan sites. Whilst benefits to the local economy will exist from extending the 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 measures.
- 12.29 Whilst the Council will be sympathetic towards proposals for an 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.
- 12.30 The Council will expect any caravan site operators who 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 necessary expedient enforcement action will be taken.

## 13. Energy Generation

- 13.1 UK Government 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, and as part of which a legally binding target was introduced to reduce the UK's greenhouse gas emissions by at least 80% by 2050 (from 1990 levels), achieving a 34% reduction from the 1990 level by 2020. Alongside a commitment to source 15% of the total

energy demand

- 13.2 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 it needs to ensure the 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

#### **POLICY DM53: 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 the District where this energy generation is compatible with other sustainability objectives.

The Council will support proposals for renewable and low carbon energy schemes, including ancillary development, where the direct, indirect, individual and cumulative impacts on the following considerations are, or will be made, acceptable (unless material considerations indicate otherwise):

- I. As a result of its scale, siting or design impacts on the landscape character, visual amenity, biodiversity, geodiversity, flood risk, townscape and historic assets of the district, highway safety, aviation and defence navigation system/communications are satisfactorily addressed;
- II. Impacts on the amenities of sensitive neighbouring uses and local residents are minimised (including by virtue of noise, dust odour, shadow flicker, 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. The proposal is consistent with other relevant policies within the local development plan.

In areas that 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 that do not contribute positively to the objectives of the designation, is sympathetically designed and includes any necessary mitigation measures.

Proposals for wind turbines will only be supported where they are located within an area identified as suitable for wind energy as shown on the Local Plan Policies Map and in Figure 13.1 (Areas identified as suitable for Wind Energy). Wind turbines in the areas identified as suitable for wind energy will be considered acceptable where the development can be

**positively assessed against the criteria outlined in (I) to (IV), National Planning Policy, the relevant Ministerial Statements and/or Guidance 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.**

**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.**

- 13.3 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 by international and national designations and sites that hold a functional linkage to sites of national or international importance.
- 13.4 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.
- 13.5 All projects, regardless of their size, will be supported in principle by the Council subject to satisfying criteria (I) to (IV) and where they relate to wind turbines within the area identified as being suitable for wind energy and have community support, as set out in Policy DM53, and takes account of the 2015 Ministerial Statement. Each location and situation is different, so all proposals will be assessed and considered on their individual merits. It is recommended that pre-application advice is sought from the Council prior to pursuing a planning application. The Council recognise that small-scale projects can make a valuable contribution to renewable and low carbon energy generation, as well as the 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. National Planning Policy and Guidance 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.
- 13.6 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).
- 13.7 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



## **Review of the Development Management DPD**

well as opportunities for shared ownership.

- 13.8 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.
- 13.9 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.
- 13.10 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 that 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.
- 13.11 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.
- 13.12 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, landscaping and design. This could include the use of existing landforms to limit visual impacts on sensitive views and local amenity, creating a design layout that 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.
- 13.13 As outlined within Policy DM53, 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. Investigation into the viability of connecting to a network will be required to be evidenced as part of an application. Where no connection can be made into an existing nearby District Heating Network, the potential delivering a new District Heating Scheme should be explored, especially for larger developments.
- 13.14 Renewable and low carbon energy proposals 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.

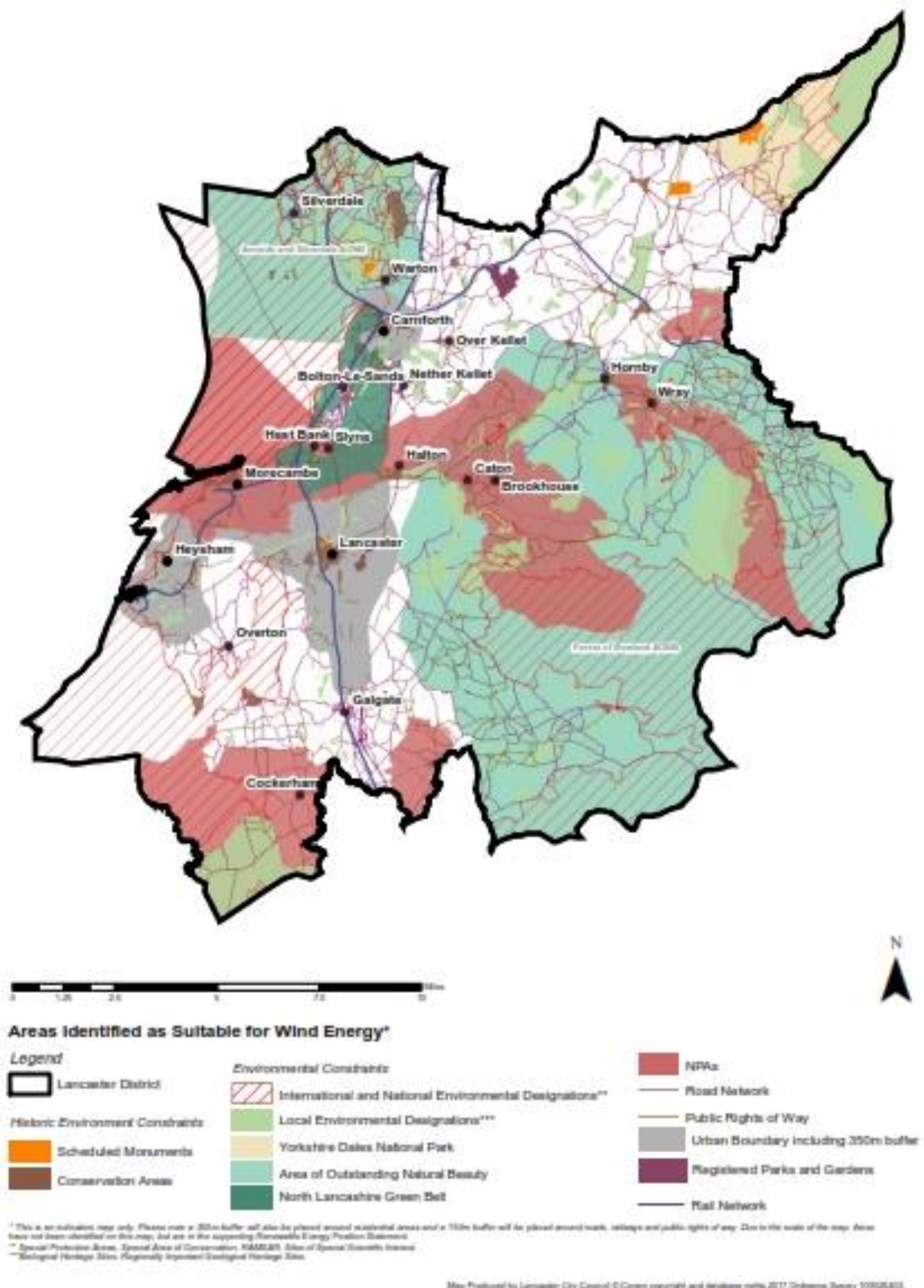
13.15 Due to changes in national planning policy, wind turbine proposals will be considered in accordance with relevant national policy and guidance, including the Government's Written Ministerial Statement (WMS) published on the 18<sup>th</sup> June 2015<sup>66</sup>. The WMS states that the Local Planning 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.

13.16 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 potential areas that could be identified as suitable for wind energy. This has involved the consideration of a number of environmental designations and other potential constraints, to help guide the most appropriate locations for wind energy development. Areas identified as suitable for wind energy development are identified on the map below (these are the areas shown in white in Figure 13.1 that are not covered by a designation or constraint). However, as noted in Policy DM53, only where individual proposals within these areas are positively assessed against criterion (I) to (IV), and demonstrated to have the backing of the local community will they be considered suitable within these areas. As each development proposed and individual site will differ, the suitability of emerging proposals will be assessed based upon their individual merits.

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<sup>66</sup> <https://www.gov.uk/government/news/giving-local-people-the-final-say-over-onshore-wind-farms>



**Figure 13.1:** Areas that are not covered by the constraints (i.e. areas in white) are areas that are considered to be suitable for wind energy development (subject to compliance with other planning policy considerations).

Upgrades to the National Grid

**POLICY DM54: 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 Business, Energy and Industrial Strategy 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 impacts that result from this proposal (this should seek to deliver underground routes as far as technically, economically and practically possible);
- II. The route chosen does not compromise the landscape value or visual amenity of the district, in particular specially designated landscapes of the Arnside & Silverdale and Forest of Bowland Areas of Outstanding Natural Beauty;
- III. The proposed development would not result in a significant adverse impact on the historic environment or nature conservation interests;
- IV. That appropriate mitigation measures are put in place to minimise the impacts on residential amenity and 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.

13.17 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 infrastructure network that is of national importance. Locally, the grid system predominantly runs north / south through the district utilising the M6 corridor, and runs in close proximity to areas of significant landscape importance, in particular, the Arnside & Silverdale, and, the Forest of Bowland Areas of Outstanding Natural Beauty (AONB).

13.18 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 new power generating capacity to be built and connected into the National Grid Network. The proposed construction of a new power station in West Cumbria will require new grid connections to be made across Lancaster district, the National Grid is leading this project, also known as the 'North West Coast Connections'.

13.19 Decisions on the proposed routing and siting of pylons will not be determined at a local level but by the Secretary of State for Business, Energy and Industrial Strategy 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 DM54 will not carry any material weight in the decisions made on the 'North West Coast Connections' project by that commission. Nevertheless, the policy sets a framework for the Council to prepare submissions to the Planning Inspectorate in respect of

## Review of the Development Management DPD

proposals to upgrade the National Grid.

13.20 The Council is engaged in the 'North West Coast Connections' project 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 DM54 will help local residents and other key stakeholders to understand the Council's position and involvement in the NSIP process

13.21 The issues that are set out in Policy DM54 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 proposal will have on the surrounding landscape should be mitigated against through the sensitive design and siting of powerlines;
- That any adverse impacts upon the residential amenity of people who live close to the proposed route is mitigated 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.

# 14. Sustainable Communities

## Neighbourhood Planning

### **POLICY DM55: NEIGHBOURHOOD PLANNING**

The Council will support and assist the relevant qualifying organisation to positively prepare a Neighbourhood Plan that 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 meeting the criteria above and the wider basic conditions set out in the Neighbourhood Planning Regulations.

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

- 14.1 Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders have the potential to allow communities to shape their neighbourhoods, plan positively and work with landowners, developers and service providers to deliver new development and facilities. A neighbourhood plan and its policies will work alongside the policies within the district-wide Local Plan. The policies will only apply to the specific area covered by that Neighbourhood Plan or Order.
- 14.2 Neighbourhood Plans need to meet certain basic conditions<sup>67</sup> at local and national levels before they can come into force (i.e. made). 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.
- 14.3 The plan will also need to demonstrate involvement of the local community and key stakeholders throughout the plan preparation and decision-making process. These basic conditions will be tested through independent examination and checked by the Local Planning Authority prior to proceeding to referendum.
- 14.4 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 (i.e. the Local Plan). For the purposes of meeting this basic condition the Council will expect neighbourhood plans to be in general conformity with all Strategic Policies within the Local Plan that are set out in more detail in Appendix C of the Strategic Policies and Land Allocations DPD.
- 14.5 There is no statutory duty for communities to prepare neighbourhood plans, only a right to do so if they wish. The Council have eleven designated areas for the purposes of neighbourhood planning. The designated neighbourhood plan areas include Aldcliffe-with-Stodday, Caton-with-Littledale, Cockerham, Dolphinhole, Halton-with-Aughton, Morecambe, Carnforth, Slyne-with-Hest, Wennington, Arkholme-with-Cawood and Wray-with-Botton. These neighbourhood plans are highlighted on the Local Plan Policies Map via Policy SC1 of the Strategic Policies and Land Allocations DPD.
- 14.6 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

<sup>67</sup> <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/>

## Review of the Development Management DPD

and resourcing opportunities offered through organisations such as Locality and Planning Aid.

- 14.7 Following a successful examination and referendum, a neighbourhood plan will be made and adopted by the Council. At this point it forms part of the Local Plan for the district and will be a material consideration in determining planning applications within that local area.
- 14.8 The Council expects all neighbourhood plans to include proposals for monitoring the policies contained within the plan. Should monitoring indicate that development is not coming forward as envisaged in the neighbourhood plan, then action will be taken by the Council to bring forward sites through the wider plan.
- 14.9 Further information on the neighbourhood plan process, neighbourhood plans that are currently being prepared in the district and the levels of resource available to neighbourhood groups from the Council can be found online<sup>68</sup>.

### Protection of Local Services and Community Facilities

#### **POLICY DM56: 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 will be significantly improved and 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 that can be used for a flexible range of uses, including the co-location of different services.

##### **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. Proposals will be expected to ensure that:

- I. 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. Alternative provision of the key service exists within a rural settlement or within a nearby neighbouring settlement, that can be reasonably accessed by pedestrians and public transport; and

<sup>68</sup> <https://www.lancaster.gov.uk/planning/planning-policy/neighbourhood-planning>

**III. The current / previous use no longer retains an economic and social value for the community it serves.**

- 14.10 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 that are located in close proximity to where people live has a significant relationship with well-being and a positive quality of life.
- 14.11 The Council will therefore support proposals that seek to enhance the range of local services, subject to them satisfactorily meeting all other relevant policies within this document. Proposals that involve the delivery of additional key services in rural locations will be particularly supported in principle by the Council.
- 14.12 Proposals for local services should be located in accessible and central locations that 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 certain 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.
- 14.13 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 a post office or local grocery store.
- 14.14 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.
- 14.15 Development proposals for new local services should create a flexible and adaptable building that, 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 that involve the creation, retention and management of facilities which are demonstrated to have a wider community benefit.
- 14.16 Where there is community support to do so, the Council will prepare a register of community assets as part of the Community Right to Bid<sup>69</sup>. This will provide the opportunity for local communities to purchase such assets should they become available to buy.

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<sup>69</sup> <https://www.lancaster.gov.uk/planning/planning-policy/neighbourhood-planning>



Health and Wellbeing

## **POLICY DM57: HEALTH AND WELL-BEING**

The Council will expect development in the district to promote health and well-being and contribute to addressing health inequalities. To do this, development should seek to deliver health benefits to all sections of society, but must focus proportionately more to benefiting those lower down the social gradient. Measures to ensure this expectation is achieved are 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 infrastructure is in place to support development, such as providing or contributing to open space, children's play facilities, food growing, indoor and outdoor leisure provision and healthcare facilities;
- IV. Ensuring development does 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 where appropriate.

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 where they are considered to have potential impacts on health and well-being. This will depend 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 across the social gradient the Council will expect proposals to:

- V. Protect and improve social and community facilities such as healthcare facilities, community halls and indoor leisure provision, and arts and cultural facilities and ensuring that new development contributes appropriately to supporting such 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 proposals 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. Seek 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 and ensure that areas dedicated to vehicular circulation are designed with pedestrian safety and needs of vulnerable groups in mind.

**Proposals should have due regard to all relevant policies within the Local Plan, in particular Policies DM20, DM27, DM57 and DM61 of the Development Management DPD.**

- 14.17 Health and wellbeing is a key component of sustainable development and sustainable communities. Development should be delivered in a way that improves health and wellbeing, reduces health inequalities and enhances a sense of wellbeing and safety. Lancaster district is an attractive place to live and therefore it is important that new development consolidates the existing environment and distinctive sense of place. Proposals should utilise high quality design and contribute to residents' sense of wellbeing. Opportunities should be sought to deliver health benefits to all sections of society but must focus proportionately more to benefiting those lower down on the social gradient.
- 14.18 Within national planning policy, guidance is provided on how health should be considered by the planning system. It is clear that as part of delivering on the social dimension of sustainable development that planning has a role in supporting and developing strong, vibrant and healthy communities.
- 14.19 National planning policy is clear that through both plan-making and decision-taking processes there is a need to take account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.
- 14.20 Lancaster district, whilst a relatively 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 in life expectancy across the district.
- 14.21 It is important that the Local Plan contributes to working 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.
- 14.22 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, easy 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.

## 15. Infrastructure Delivery

- 15.1 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.
- 15.2 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 towards necessary and required infrastructure to enable its provision in an appropriate manner.

### Infrastructure Tariffs and the Community Infrastructure Levy (CIL)

#### **POLICY DM58: INFRASTRUCTURE DELIVERY AND FUNDING**

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)

The Council will continue to investigate the role of the Community Infrastructure Levy (CIL) with the intention of establishing a robust and up-to-date charging mechanism to deliver strategic infrastructure from new development.

##### Planning Contributions

The Council will require planning contributions where they meet the tests set out in paragraph 204 of the Framework. 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 that will 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 as set out in relation to sites that have been identified and allocated within the Strategic Policies and 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 may also be subject to the criteria set out in the CIL Regulations<sup>70</sup> (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.

##### Assessing Viability

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

<sup>70</sup> <http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents>

**Development viability is a material consideration in assessing development proposals. In some circumstances, requirements for planning obligations may render development at the margins of viability.**

**Where it is demonstrated through the submission of a Financial Viability Assessment (FVA), using an agreed methodology (e.g. through residual valuation appraisal), that a 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. Once the Viability Protocol SPD has been adopted FVAs submitted alongside planning applications will need to accord with the principles of this SPD.**

**Infrastructure Delivery Plan**

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

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

**The Council will not support proposals that cannot be supported by the delivery of infrastructure necessary to make a development acceptable in planning terms.**

- 15.3 It is important that new development contributes towards the delivery of strategic growth. For a number of years the Government has supported Local Planning Authorities in the preparation of a Community Infrastructure Levy (CIL) for their area.
- 15.4 CIL is a charge that local authorities in England and Wales can place on a developer / applications 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 is based on the size, type and location of development being proposed.
- 15.5 CIL has been promoted by the Government as a more effective and transparent way of securing financial contributions from development and sought to replace the mechanism of Section 106 agreements.
- 15.6 In November 2017 the Government announced that it was to retain CIL as the preferred method of tariff in charging new development for infrastructure requirements (supplemented by the Section 106 process).
- 15.7 The Government undertook a consultation on draft amendments to the CIL Regulations in December 2018 and issued its response in June 2019. The Government recognises the importance of developer contributions in delivering the infrastructure that new homes require.

## Review of the Development Management DPD

Amendments to the Regulations are proposed to make the system less complex and more transparent. Proposed amendments include the removal of restrictions on the pooling of s106 agreements.

- 15.8 The Council is undertaking work with a view to adopting CIL to fund the wider infrastructure necessary for the delivery of the growth planned for.

### Planning Obligations

- 15.9 The purpose of planning obligations (via the Section 106 process) is to make development acceptable in planning terms. Planning obligations will be sought to compensate and/or mitigate the impact of development that, without that mitigation, would render the development unacceptable in planning terms.
- 15.10 Where necessary, the Council will require 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 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 the development.
- 15.11 There are a range of infrastructure requirements that may be necessary to ensure that development is acceptable in planning terms, Table 15.1 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 15.1:** List of Infrastructure that may be secured through CIL or Planning Obligations to make development acceptable and/or meet Local Plan objectives.

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

- 15.13 Where a development is agreed to be unviable, applicants should take all reasonable and practical steps to enable the delivery of required planning obligations through alternative mechanisms including public sector grants. The Council will assist in identifying such mechanisms where known and support the applicant to secure their implementation. Where this cannot be achieved and the necessary infrastructure required to make development acceptable in planning terms cannot be delivered, then planning permission will be refused.
- 15.14 Where issues of viability arise the Council will require applicants to clearly demonstrate the margins of viability through the use of an agreed methodology and open book approach. 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.
- 15.15 Whilst the Council will work with applicants to achieve a positive outcome it is clear that planning permission should not be granted for development that is not considered acceptable in planning terms.
- 15.16 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 when these are in operation.
- 15.17 In relation to areas that 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.

*Infrastructure Delivery Plan*

- 15.18 The issue of delivering new infrastructure is a key public concern that arises from new development proposals. In order to ensure that the infrastructure issues within the district are clear and understood the Council has prepared an Infrastructure Delivery Plan (IDP)<sup>71</sup>. The IDP sets out a range of infrastructure requirements and aspirations that are either necessary to ensure that the impacts of new development are mitigated or where future Section 106 or CIL monies may be used.
- 15.19 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, the location or type of development proposed may result in a request for a contribution towards infrastructure improvements set out within the IDP.
- 15.20 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.
- 15.21 Further information on the Infrastructure Delivery Plan can be found on the Council's website at

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<sup>71</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

**Telecommunications and Broadband Connections**

**POLICY DM59: TELECOMMUNICATIONS AND BROADBAND IMPROVEMENTS**

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

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

All major developments within the district will enable Fibre to the Premises (FTTP). For smaller schemes, the Council will encourage FTTP to be provided where it is practical and viable to do so.

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 DM44 and DM46 will apply in relation to the impacts on the natural environment and Policies DM37, DM38 and DM39 in relation to the historic environment.

15.22 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 which is not covered by the prior approval process.

15.23 This will particularly be 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 Strategic Policies & Land Allocations DPD.

15.24 The Council supports the principle of investing in telecommunications. However, 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 the impact on its locality, whether this is to minimise the impact on the landscape or to minimise impacts on a particular building or setting.

- 15.25 In general it will not be acceptable to position satellite dishes or other telecommunications equipment on the frontage of buildings or other locations where they are highly visible and result in a damaging affect 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 a designated landscape area such as an Area of Outstanding Natural Beauty (AONB).
- 15.26 The Council will work positively with all stakeholder groups, whether they are groups from the private sector, public sector or local community groups to improve telecommunication networks throughout the district.

## 16. Transport, Accessibility and Connectivity

- 16.1 Enhancing and promoting transport modes that 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. As made explicit by the National Planning Policy Framework<sup>72</sup> in paragraphs 29 and 30 state 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.”*
- 16.2 The district is strategically positioned on the transport network in terms of the M6, West Coast Mainline and the Port of Heysham. The Local Plan recognises the role that the strategic transport network plays in the district in terms of its benefits to local people, businesses and economic growth. The Council will work with all key partners to ensure that the capacity and operation of the strategic road network is protected.
- 16.3 As described in the Strategic Policies and Land Allocations DPD, there are key constraints in local transport movements, particularly in relation to local movements in the urban areas of the district. It is therefore important that new development proposals recognise these constraints and where applicable seek opportunities for mitigation. Furthermore, development proposals, in urban areas will be expected to assist in generating a modal shift away from the use of the private car towards more sustainable forms of travel, such as cycling, walking and public transport.
- 16.4 There is a clear direction in terms of the transport and highways improvements that are necessary through the plan period up to 2031. This direction comes from the Lancaster District

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<sup>72</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>



## Review of the Development Management DPD

Highways and Transport Masterplan<sup>73</sup> which has been prepared by Lancashire County Council and was published in October 2016.

- 16.5 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 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.
- 16.6 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, to reduce 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, are 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.

### Enhancing Accessibility and Transport Linkages

#### **POLICY DM60: ENHANCING ACCESSIBILITY AND TRANSPORT LINKAGES**

The Council will seek to ensure that development proposals, particularly those that will generate significant footfall and motorised vehicle journeys, are located where sustainable travel patterns can be achieved. This will seek to ensure that higher density mixed-use developments are 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 amenities, including education, employment and community 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. Include measures that address matters of highway safety to the satisfaction of the local highway authority;
- VI. Ensure that the proposal site can be accessed safely both during the construction and occupation phases of development;
- VII. Make appropriate provision for parking in accordance with Policy DM62 and the car parking standards set out in Appendix E of this document, in terms of both the

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

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

- VIII. 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 efficiency and excessive volumes of traffic, fumes and noise and also where possible road infrastructure should seek to complement and enhance the landscape and townscape.

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 DM63.

Development proposals should seek to maximise efficiency and capacity on the existing transport and highway network. Where such capacity is insufficient to accommodate the proposal, 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 inadequate mitigation measures are proposed to remediate this issue, then planning permission is likely to be refused.

- 16.7 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.
- 16.8 Development proposals that generate significant footfall and traffic should, in accordance within Policy DM63 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 that the Council believe generate a significant highway impact but fail to address such issues through an appropriate travel plan will not be permitted.
- 16.9 Proposals that generate significant levels of development and which, as a consequence, generates significant levels of new traffic movement, including those greenfield sites which have been allocated through the Strategic Policies and Land Allocations DPD, will be expected to provide or contribute towards necessary improvements to the local transport network.
- 16.10 It is important that development proposals seek early engagement with the responsible highway authorities, including Lancashire County Council and Highways England. With relation to Highways England, proposals should have due regard to their most up to date guidance<sup>74</sup>.

### **Walking and the Pedestrian Environment**

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<sup>74</sup> Highways England 'The Strategic Road Network - Planning for the Future: A guide to working with Highways England on Planning Matters' (September 2015)

## **POLICY DM61: 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 in accordance with Policy T2 of the Strategic Policies & Land Allocations DPD, including the Public Rights of Way (PROW) and green infrastructure network;
- II. Ensure that no adverse impacts are created for the pedestrian environment, particularly in relation to pedestrian safety, and provide 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 routes to be retained along existing alignments. Appropriate alternative diversion routes will be considered where it is not feasible or appropriate to retain the existing route, to the satisfaction of Lancashire County Council.

Development that 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, and deliver appropriate cycle access. Proposals should also include appropriate linkages to the existing cycle network and secure and covered cycle parking and storage facilities.

Cycling improvements should be implemented across all communities on the social gradient, but with a particular focus on those lower down the gradient. 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 (as defined in Policy T2 of the Strategic Policies and Land Allocations DPD) 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 that seek to enhance and improve the existing network, in accordance with the County Council's Cycling and Walking Strategy and Policy T2.

16.11 The pedestrian environment and the opportunities for people to access key services on 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.

- 16.12 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.
- 16.13 The Council will seek to promote a safe pedestrian network within the district in accordance with Policy T2 of the Strategic Policies & Land Allocations DPD. A safe network means safety from other road users such as motor vehicles and cyclists. Management of other road users including speed restrictions, sufficient widths, segregation and, where appropriate, well designed crossing facilities which can reduce conflicts between users. Proposals should also seek to create 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.
- 16.14 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 that 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.
- 16.15 The Council is not the highway authority for the district, this is the role of Lancashire County Council. The Council will work in partnership with key stakeholders, particularly Lancashire County Council, to identify areas for improvement and to improve the pedestrian environment within the district.

#### Cycling and Cycle Networks

- 16.16 There is a high level of cycle use within the district which has grown through the success of Lancaster as a 'Cycle Demonstration Town'. Cycling is 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.
- 16.17 There is already a strong network of cycle routes within the district, which are used and provides sustainable linkages between urban centres. These are not just local linkages, but they also link in with the National Cycle network, which include the Way of the Roses and the Morecambe Bay cycle route. 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 support increased usage of cycling and walking through the implementation of the Lancashire Cycling and Walking Strategy<sup>75</sup> and Policy T2 of the Strategic Policies & Land

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<sup>75</sup> <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>

## Review of the Development Management DPD

Allocations DPD.

- 16.18 The Council will seek to ensure that development proposals protect and link in with the 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.
- 16.19 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.
- 16.20 Development proposals should not only consider the linkages with the surrounding cycle network, but also through their design, encourage cycling through the layout and orientation of buildings, ensuring that facilities for cycling, such as parking and storage are fully considered as part of the proposal.

### **Vehicle Parking Provision**

#### **POLICY DM62: 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.

Where garage provision is to be provided, these should be of a sufficient size to be genuinely used by a car and should include an internal space of at least 6 metres long by 3 metres wide.

##### **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. Proposals should give consideration to 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.

- 16.21 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.

- 16.22 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 alternatives that 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.
- 16.23 For proposals that 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.
- 16.24 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 availability of town centre parking for town centre users.

#### **Transport Efficiency and Travel Plans**

### **POLICY DM63: TRANSPORT EFFICIENCY AND TRAVEL PLANS**

The Council will support proposals that 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 (bus and rail) to encourage the use of alternative forms of transport from the private car.

Proposals that 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 that 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. This requirement will be dependent on the size, nature, scale, location and potential impact of the proposal. The requirement for such an assessment or statement is set out in the Council's Planning Application Validation Guide.

The 'Travel Plan' will also be required where the development involves significant residential, commercial or employment development or non-residential institutions including schools, colleges, universities and hospitals.

**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.**

- 16.25 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 a transport statement and Travel Plan will be required so that the transport impacts of development proposals are identified and addressed.
- 16.26 Transport assessments are required to assess the impact of development proposals on transport infrastructure, including the capacity of roads, public transport, footfall at rail stations, 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. This should include details of accessibility of the site by all transport modes to all users, including those with specialist requirements.
- 16.27 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.
- 16.28 Travel Plans are a key management tool for implementing any transport solutions highlighted as a mitigation measure, and are 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 to deliver sustainable transport objectives with a package of measures to promote sustainable transport. This includes measures to achieve a modal shift to the most sustainable forms of transport, such as walking and cycling, and improvements in air quality.
- 16.29 A Travel Plan will be a requirement for all large development proposals or proposals that are expected to have a significant impact on the local transport networks. Such a plan should be based on the Department for Transport's guidance on Transport Assessments and look at linkages with rail and bus services, pedestrian and cycling networks. 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 the approach taken to monitoring and reviewing - which is an essential component of a travel plan.

### Lancaster District Highways and Transport Masterplan

## **POLICY DM64: LANCASTER DISTRICT HIGHWAYS AND TRANSPORT MASTERPLAN**

**Lancashire County Council has published a Highways and Transport Masterplan for Lancaster District, which sets out a range of strategic transport interventions to 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 that are addressed in the Masterplan include:**

- **Improvement to highway capacity on the A6 Corridor between Lancaster City Centre and Galgate.**
- **Improvements to traffic management in Lancaster City Centre to provide greater priority to public transport, pedestrian and cycling movements.**
- **Improvements to connectivity around Morecambe Bay improving rail services and improving cycling and walking linkages.**
- **Establishing a new Rapid Transit System between South Lancaster – Lancaster City Centre – Junction 34 Park and Ride – Morecambe – Heysham.**

**Proposals which by their scale, location and nature, compromise the delivery of strategic highway and transport improvements in the district, as outlined in the Highways and Transport Masterplan, will not be supported.**

**Where appropriate, the Council may seek contributions towards the delivery of new infrastructure to achieve the aims and objectives set out in the Highways and Transport Masterplan where such contributions are reasonable and directly related to the development proposed, in line with national planning policy.**

**Schemes that 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 SG3, SG8 and SG10 of this DPD.**

16.30 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan<sup>76</sup> in October 2016, which sets out a range of strategic transport interventions that address existing transport issues within the district. These include improvements to both the road network and also to opportunities to access more sustainable forms of public transport, cycling and walking.

16.31 The Highways and 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 Highways and 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.

16.32 Lancaster City Council has been fully involved in the preparation of the Highways and Transport Masterplan with the final masterplan fully complimenting the proposals that are set out within this local development plan. The City and County Councils will continue to work together in order to investigate and implement the interventions identified in the Highways and Transport

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<sup>76</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>



Masterplan.

## 17. Planning Enforcement

- 17.1 Paragraph 207 of the National Planning Policy Framework<sup>77</sup> 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 Council's 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 DM65: THE ENFORCEMENT OF PLANNING CONTROLS**

Where a breach of planning control has taken place, the Council will take enforcement action where necessary that 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 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 that cause no harm to the amenity or prejudice the aims and objectives of the Council.

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

- 17.2 The Council adopted its own local enforcement plan, the Planning Enforcement Charter<sup>78</sup> 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 DM66: ENFORCEMENT ACTION AGAINST UNTIDY SITES AND BUILDINGS**

<sup>77</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>78</sup> <http://www.lancaster.gov.uk/planning/planning-enforcement>

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 Section 215 Notices of the Town and Country Planning Act 1990. This will 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.

# Appendix A: Glossary of Terms

- A.1 This Glossary provides terms and references that will be relevant whilst reading this document. The terms included within this Glossary supplement the definitions that are found within Annex 2 of the National Planning Policy Framework and other relevant National Planning Documents. The Glossary below does not seek to repeat or contradict terms described within the Framework and therefore this Glossary should be read in conjunction with the Framework and other relevant National Guidance.

Term	Definition
<b>Adoption</b>	The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.
<b>Affordable Housing</b>	Housing that is made available to households who cannot afford to access housing (either for rent or intermediate sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework.
<b>Air Quality Management Area (AQMA)</b>	Areas that suffer from significant levels of air pollution, which are primarily found within town centre locations or industrial areas. To counter issues of poor air quality, management plans are prepared by the Council 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.
<b>Amenity</b>	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.
<b>Authority Monitoring Report (AMR)</b>	Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and monitor how successful the implementation of policies has been.
<b>Appropriate Assessment</b>	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.
<b>Area Action Plan (AAP)</b>	Is a Development Plan Document that relates to a specific area or place. The Council has prepared an AAP that relates to the regeneration of Central Morecambe.
<b>Area of Outstanding Natural Beauty (AONB)</b>	Areas that 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.
<b>BRE Environmental Assessment Method (BREEAM)</b>	A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).
<b>Biodiversity</b>	The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.

Term	Definition
<b>Biodiversity Offsetting</b>	These are conservation activities that are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.
<b>Biological Heritage Site (BHS)</b>	A County-level designation that 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.
<b>Brownfield</b>	See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the Framework.
<b>Built Up Area</b>	Land/buildings within the named Regional Centre, Key Service Centres, Market Town and Sustainable Rural Settlements and Rural Villages as specified in the Strategic Policies & Land Allocations DPD Policy SP2 and the Local Service Centres and Small Villages within the Arnsdale and Silverdale AONB, as set out in Policy AS01 of the Arnsdale & Silverdale AONB DPD. The non-built up area is any land/buildings outside of the areas as defined above.
<b>Caravan Development</b>	The creation, extension or adaptation of land that is used for the purposes of accommodating both static and/or touring caravans. The legislative definition can also include chalets that are used for temporary periods for leisure uses. This can also include development that is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.
<b>Catchment Flood Management Plan (CFMP)</b>	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.
<b>Civic Space</b>	Public spaces located in central accessible locations that can help shape a sense of place and be a focal point for the community.
<b>Communities</b>	A group of socially 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.
<b>Community Facilities</b>	Community facilities are defined as any use which provides a wider benefit to the community in economic, environmental and social terms. Such facilities could, for example, include Public Houses, Local Shops, Post Offices, Village Halls and Community Meeting Spaces.
<b>Community Infrastructure Levy (CIL)</b>	A method where developers contribute financially towards the improvement of physical infrastructure. This levy supplements the financial sums, that maybe requested via s.106 and which make development proposals achievable and deliverable. The levy will include an action plan that will set out priorities and a charging schedule on how money will be collected.
<b>Comparison Retailing</b>	Relates to items that are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.
<b>Concealed Households</b>	Family units or single adults living within 'host' households e.g. a family living in a multi-family household in addition to the primary family, such as a young couple living with parents.
<b>Conservation Areas</b>	Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.
<b>Convenience Retailing</b>	Relates to the purchase of everyday essential items, including confectionary, food and drink.

## Review of the Development Management DPD

Term	Definition
<b>Core Strategy</b>	This is a document which sets out strategic policies within the Local Plan process, providing guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in 2008.
<b>Cultural Asset</b>	Can be defined as uses such as museums, theatres, live music venues, cinemas, community halls and other public meeting places.
<b>Designated Heritage Asset</b>	A World Heritage Site, Scheduled Ancient Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.
<b>Development Plan Documents (DPD)</b>	These are key planning documents prepared by the Council. They are subject to public consultation and public examination. The Strategic Policies & Land Allocations, Development Management, Arnsdale & Silverdale AONB DPD and Morecambe Area Action Plan are all classed as Development Plan Documents.
<b>Enabling Development</b>	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.
<b>Equalities Impact Assessment (EqIA)</b>	An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.
<b>Essential Upland Worker</b>	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.
<b>Extra Care Housing</b>	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.
<b>Flood Risk Assessment (FRA)</b>	Assessments that identify the risks to a site or premises from flooding. These assessments are required for development proposals of a certain size or particular location.
<b>Fuel Poverty</b>	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.
<b>Geological Heritage Site (GHS)</b>	A Lancashire wide designation that 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 <a href="http://www.geolancashire.org.uk">www.geolancashire.org.uk</a> .
<b>Green Belt</b>	Land that 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 conurbations of Lancaster and Morecambe to the South and Carnforth to the North.
<b>Greenfield</b>	Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.

Term	Definition
<b>Green Infrastructure</b>	Green infrastructure is a strategically planned network of natural and semi-natural areas with other environmental features designed and managed to deliver a wide range of ecosystem services such as water purification, air quality, space for recreation and climate mitigation and adaptation. This network of green (land) and blue (water) spaces can improve environmental conditions and therefore citizens' health and quality of life. It also supports a green economy, creates job opportunities and enhances biodiversity.
<b>Gypsies and Travellers</b>	Persons of a nomadic habit of life whatever their race, origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily but excluding members of an organised group of travelling showpeople or circus people travelling together as such.
<b>Habitats Regulation Assessment (HRA)</b>	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.
<b>Health Impact Assessment (HIA)</b>	An assessment that understands the implications on health arising from the preparation of a development plan policy or allocation.
<b>Heritage Asset</b>	Is defined within Annex 2 of the National Planning Policy Framework 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).
<b>Houses in Multiple Occupation (HMO)</b>	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.
<b>Infrastructure</b>	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.
<b>Isolated Development</b>	For the purposes of clarity, isolated development is considered to be new development which is poorly related to existing settlement patterns.
<b>Key Services</b>	In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.
<b>Key Workers</b>	Essential public sector workers such as nurses, teachers and social workers.
<b>Landscape Capacity</b>	An approach to planning in the AONBs that allocates and permits development only where it will not harm the primary purpose of the designation, which is to conserve and enhance the natural beauty, wildlife and cultural heritage of the area. This requires an objective assessment of the landscape and visual impact from potential development.

## Review of the Development Management DPD

Term	Definition
<b>Landscape Character Assessment</b>	An assessment to identify different landscape areas that have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.
<b>Large House in Multiple Occupation (HMO)</b>	A large HMO is similar to a HMO but all of the following criteria also apply: <ul style="list-style-type: none"> <li>• It's rented to 5 or more people who form more than 1 household</li> <li>• It's at least 3 storeys high</li> <li>• Tenants share toilet, bathroom or kitchen facilities</li> </ul>
<b>Lead Local Flood Authority (LLFA)</b>	The local authority responsible for taking the lead on local flood risk management including surface water management. In Lancaster District this is Lancashire County Council.
<b>Legally Protected Species</b>	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).
<b>Leisure Facilities</b>	Attractions and places that 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.
<b>Local Housing Need</b>	The housing requirements of existing and concealed households living within Lancaster District as evidenced in the 2017 Strategic Housing Market Assessment (Part II) and other appropriate evidence based documents such as a Local Housing Needs Survey undertaken by a Parish Council.
<b>Localism</b>	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.
<b>Local Development Document</b>	This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.
<b>Local Development Scheme (LDS)</b>	A document that sets out the Council's programme and timescale for the preparation of Local Development Documents and Supplementary Planning Documents.
<b>Local Plan Policy Map (Proposals Map)</b>	This accompanies the Strategic Policies & 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.
<b>Local Services</b>	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.
<b>Local Sources of Flooding</b>	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.

Term	Definition
<b>Local Highways and Transport Masterplan</b>	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.
<b>Local and Neighbourhood Centres</b>	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 a laundrette. In rural areas, large villages may perform the role of a local centre.
<b>(Open) Market Housing</b>	Private housing for rent or for sale, where the price is set in the open market.
<b>National Planning Policy Framework (the Framework)</b>	A document that has been prepared by the Government to direct the decision-making and plan-making process in achieving sustainable development and meeting future development needs.
<b>National Planning Practice Guidance (PPG)</b>	A document providing guidance that supplements the content of the National Planning Policy Framework.
<b>Natura 2000 Sites</b>	Are areas that have been specifically protected at a European level for their environmental value.
<b>Neighbourhood Planning</b>	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.
<b>Night-Time Economy</b>	Activities that 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.
<b>Non-Designated Heritage Asset</b>	These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of historic significance that merits consideration in planning decisions but which are not formally designated heritage assets.
<b>Primary Bus Routes</b>	Bus routes that provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.
<b>Priority Species</b>	Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.
<b>Public Realm</b>	Areas of public space that 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.
<b>Regionally Important Geological Sites (RIGS)</b>	These are locally designated sites that are of importance for their geo-diversity (geology and geomorphology).
<b>Registered Provider of Social Housing</b>	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.
<b>Residential Amenity</b>	Note the general definition of amenity within this Glossary. In relation to residential amenity this can relate to the enjoyment of a residential property and the impacts that development proposals can have on that enjoyment.



## Review of the Development Management DPD

Term	Definition
<b>River Basin Management Plan (RBMP)</b>	Prepared by the Environment Agency, originally published in December 2009 and updated in 2015. 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 2021 (the end of the management period) or 2027, where more appropriate, and how those actions will make a difference to the local environment.
<b>Rural Enterprise</b>	Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.
<b>Rural Enterprise Worker</b>	Workers employed full-time or primarily in a rural enterprise.
<b>Rural Exception Site</b>	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.
<b>Sequential Test</b>	A planning principle that seeks to identify, allocate or even develop certain types and locations of land before others. For example the development of those sites at least risk of flooding, brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.
<b>Settlement Hierarchy</b>	This is set out in Policy SP2 of the Strategic Policies & Land Allocation DPD. These are settlements that have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.
<b>Sheltered Housing</b>	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 that receive support from a mobile warden or pendent (emergency) alarm service.
<b>Sites of Special Scientific Interest (SSSIs)</b>	These are sites that have been recognised for the importance either for their biological, geological or landscape value.
<b>Spatial Planning</b>	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 that influence the nature of places and how they function. This will include policies that 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.
<b>Stakeholders</b>	Groups, individuals or organisations that 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.

Term	Definition
<b>Static Caravans</b>	Caravan units that 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. The legal definition of a caravan can be found in the Caravan Sites & Control of Development Act 1960 and the Caravan Act 1968 (as amended).
<b>Strategic Housing and Employment Land Availability Assessment (SHELAA)</b>	Previously known as a Strategic Housing Land Availability Assessment, the assessment for Lancaster District was produced in 2009 and last reviewed in 2015. The assessment now also incorporates employment land and has been renamed the Strategic Housing and Employment Land Availability Assessment. The study intended to assess the overall potential for housing and employment development in the area. It identifies and assesses (looking at their suitability, availability and deliverability) specific sites with a development potential over the next 15 years.
<b>Strategic Housing Market Assessment (SHMA)</b>	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 has been produced in two parts, Part I which concerns the overall housing number was produced in 2015 by Turley Associates and Part II which concerns affordable housing and the needs of specific groups which was produced in 2017 by arc4.
<b>Strategic Flood Risk Assessment (SFRA)</b>	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 that are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster District was undertaken in 2017 by JBA.
<b>Street Furniture</b>	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.
<b>Sustainable Development</b>	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, achieving a sustainable economy, promoting good governance and using sound science responsibly.
<b>Sustainable Drainage Systems (SuDS)</b>	Drainage systems that 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 Environment Agency and/or the Lead Local Flood Authority and dependent on site-specific constraints, applies to a broad range of drainage solutions which manage rainfall close to where it falls. SuDS systems can be designed to transport, attenuate, evaporate and cleanse water.
<b>Sustainable Settlement</b>	A settlement which having assessed the population characteristics, townscape and landscape of the environment within which it is located, and the availability and accessibility of key services, facilities and employment opportunities is considered to be sustainable and therefore will provide the focus of growth within the district outside the main urban areas (subject in Areas of Outstanding Natural Beauty to the constraints of protected landscapes where a landscape-capacity approach will be taken), contributing to the vitality of the settlement.

## Review of the Development Management DPD

Term	Definition
<b>Sustainability Appraisal (SA)</b>	The Planning and Compulsory Purchase Act 2004 requires Local Development Plans to be prepared with a view to contributing to the achievement of sustainable development. A 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 Local Plan preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.
<b>Sustainable Growth</b>	This refers to strategic growth that can be either accommodated with the capacity of existing infrastructure, or includes proposals that will meet any potential gaps in infrastructure capacity. It also refers to growth of settlements that is in proportion to the settlements size and character.
<b>Touring Caravans</b>	A touring caravan unit is a unit that can be towed behind a vehicle and 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'.
<b>Transport Infrastructure</b>	Includes pavements, walking and cycling routes and other walking and cycling infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.
<b>Travelling Show people</b>	Members 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, but excludes Gypsies and Travellers who are defined separately within this glossary.
<b>Tree Preservation Orders (TPOs)</b>	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 that do not have a TPO status remain important features within the landscape or townscape.
<b>Upland</b>	There are significant upland areas which form part of the Forest of Bowland AONB. 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 Kay Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.
<b>Visitor Accommodation</b>	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.
<b>Water Framework Directive</b>	A European Union Directive that 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: 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: Arnsdale and Silverdale AONB DPD: Publication (2017)
Lancashire County Council Minerals and Waste Local Plan (Lancashire County Council 2013)
Yorkshire Dales National Park Local Plan 2015 – 2030 (National Park Authority 2016)
Local Plan for Lancaster District – Sustainability Appraisal (Arcadis 2017)
Local Plan for Lancaster District – Habitats Regulation Assessment Screening Report (Arcadis 2017)

## Chapter 6 – Housing

National Planning Policy Framework (DCLG 2012)
Housing White Paper: Fixing Our Broken Housing Market (DCLG 2017)
Technical Standards – Nationally Described Space Standards (DCLG 2017)
Lancaster Strategic Housing Market Assessment (Part II) (Arc4 2017)
Strategic Housing and Employment Land Availability Report (Lancaster City Council 2018)
Lancaster District Independent Housing Requirements Study (Turley Associates 2015)
Lancaster Local Plan Viability Study including affordable housing (Lambert Smith Hampton 2017)
Sustainable Settlements Review (Lancaster City Council 2017)
Ministerial Statement on Affordable Housing (DCLG 2014)
Housing Land Monitoring Report (Lancaster City Council 2017)
Lancaster District Housing Action Plan 2012 – 2017 (Lancaster City Council 2012)
Managing Housing Needs Supplementary Planning Document (Lancaster City Council 2013)
Lancaster Gypsy and Traveller and Travelling Show people Accommodation Assessment (arc4 2017)

## Chapter 7 – Employment and Economic Growth

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Industrial Strategy (Department for Business, Energy & Industrial Strategy (2017)
Strategic Economic Plan (Lancashire Local Economic Partnership 2014)
Review of Employment Land Position for Lancaster District (Turley Economics 2015)
Prospects & Recommendations for Achieving Economic Potential - Update (Turley Economics 2017)

## 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)

## Review of the Development Management DPD

Lancaster District Local Centres Review and Retail Impact Assessment (White Young Green 2017)
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)

### **Chapter 10 – Employment and Skills**

Employment and Skills Plans – Supplementary Planning Document (Lancaster City Council 2016)
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### **Chapter 11 – Design of Development**

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
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)
Marine Management Strategy for the North West - Marine Management Organisation (2017)
Flood and Water Management Act 2010
Land Drainage Act 2010
The SuDS Manual
Lancashire & Blackpool Local Flood Risk Management Strategy (2014)
Lancaster Strategic Flood Risk Assessment (Level 1) (JBA 2017)
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)
Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment (Historic England 2008)
Historic England's Advice Note 2: Making Changes to Heritage Assets (2017)
Historic England's Advice Note 3: The Setting of Heritage Assets (2015)
Historic England's Advice Note 4: Tall Buildings (2015)
Historic Environmental Record (Lancashire Archaeology Advisory Service)
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)

Heritage Assessments (Various) (Lancaster City Council 2017)
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### **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)
Lancashire Biodiversity Action Plan
Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services (DEFRA 2011)
Arnsdale & Silverdale 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)
Lancaster City Council Tree Policy (2010)
Landscape Strategy for Lancaster – Character Assessment (Lancashire County Council 2000)
Landscape Character Assessment Work for Lancaster District (Woolerton Dodwell 2011)
Refresh to the Open Space, Sport and Recreation Facilities Study (Lancaster City Council 2010)

### **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)
Active Design Guidance (Sport England 2007)

### **Chapter 17 – Infrastructure Delivery**

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
Community Infrastructure Levy: An Overview (DCLG 2011)
Community Infrastructure Levy Review (DCLG 2017)
Infrastructure Delivery Plan (Lancaster City Council 2017)
Infrastructure Delivery Schedule (Lancaster City Council 2017)

## Review of the Development Management DPD

### **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)
HGV Movement Strategy for Lancaster (Lancashire County Council 2016)
The Strategic Road Network - Planning for the Future (Highways England 2015)

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

Development Management DPD (2014)	Development Management DPD (2020)
Policy DM1: Town Centre Development	Policy DM16: Town Centre Development
Policy DM2: Retail Frontages	Policy DM17: Retail Frontages
Policy DM3: Public Realm & Civic Spaces	Policy DM26: Public Realm and Civic Spaces
Policy DM4: The Protection of Cultural Assets	Policy DM24: The Creation and Protection of Cultural Assets
Policy DM5: The Evening & Night-time Economy	Policy DM25: The Evening and Night-time Economy
Policy DM6: Advertisements	Policy DM21: Advertisements and Shopfronts
Policy DM7: Economic Development in Rural Areas	Policy DM47: Economic Development in Rural Areas
Policy DM8: The Re-use & Conversion of Rural Buildings	Policy DM49: The Re-use and Conversion of Rural Buildings
Policy DM9: Diversification of the Rural Economy	Policy DM48: Diversification of Agricultural Premises
Policy DM10: Equine Related Development	Policy DM51: Equine Related Development
Policy DM11: Development in the Green Belt	Policy DM50: Development in the Green Belt
Policy DM12: Leisure Facilities & Attractions	Policy DM22: Leisure Facilities and Attractions
Policy DM13: Visitor Accommodation	Policy DM23: Visitor Accommodation
Policy DM14: Caravan Sites, Chalets & Log Cabins	Policy DM52: Holiday Caravans, Chalets, Camping Pods and Log Cabins
Policy DM15: Proposals involving Employment Land & Premises	Policy DM14: Proposals involving Employment Land and Premises
Policy DM16: Small Business Generation	Policy DM15: Small Business Generation
Policy DM17: Renewable Energy Generation	Policy DM53: Renewable and Low Carbon Energy Generation
Policy DM18: Wind Turbines	DELETED
Policy DM19: Upgrades to the National Grid	Policy DM54: Upgrades to the National Grid
Policy DM20: Enhancing Accessibility & Transport Links	Policy DM60: Enhancing Accessibility and Transport Linkages
Policy DM21: Walking & Cycling	Policy DM61: Walking and Cycling
Policy DM22: Vehicle Parking Provision	Policy DM62: Vehicle Parking Provision
Policy DM23: Transport Efficiency and Travel Plans	Policy DM63: Transport Efficiency and Travel Plans
Policy DM24: Telecommunications & Broadband	Policy DM59: Telecommunications and Broadband Improvements
Policy DM25: Green Spaces & Green Corridors	Policy DM43: Green Infrastructure
Policy DM26: Open Space, Sports & Recreation Facilities	Policy DM27: Open Space, Sports and Recreation Facilities
Policy DM27: Protection & Enhancement of Biodiversity	Policy DM44: Protection and Enhancement of Biodiversity
Policy DM28: Development & Landscape Impact	Policy DM46: Development and Landscape Impact
Policy DM29: Protection of Trees, Hedgerows & Woodland	Policy DM45: The Protection of Trees, Hedgerows and Woodland
Policy DM30: Development affecting Listed Buildings	Policy DM37: Development affecting Listed Buildings
Policy DM31: Development affecting Conservation Areas	Policy DM38: Development affecting Conservation Areas
Policy DM32: The Setting of Designated Heritage Assets	Policy DM39: The Setting of Designated Heritage Assets
Policy DM33: Development affecting Non-Designated Heritage Assets or their settings	Policy DM41: Development affecting Non-Heritage Assets or their settings
Policy DM34: Archaeology	Policy DM42: Archaeology
Policy DM35: Key Design Principles	Policy DM29: Key Design Principles
Policy DM36: Sustainable Design	Policy DM30: Sustainable Design
Policy DM37: Air Quality Management & Pollution	Policy DM31: Air Quality Management and Pollution
Policy DM38: Development & Flood Risk	Policy DM33: Development and Flood Risk
Policy DM39: Surface Water Runoff & Sustainable Drainage	Policy DM34: Surface Water Runoff and Sustainable Drainage



## Review of the Development Management DPD

Development Management DPD (2014)	Development Management DPD (2020)
Policy DM40: Protecting Water Resources and Infrastructure	Policy DM36: Protecting Water Resources and Infrastructure
Policy DM41: New Residential Dwellings	Policy DM1: New Residential Development and Meeting Housing Needs
	Policy DM2: Housing Standards
	Policy DM3: The Delivery of Affordable Housing
Policy DM42: Managing Rural Housing Growth	Policy DM4: Residential Development outside Main Urban Areas
Policy DM43: Accommodation for Agricultural /Forestry Workers	Policy DM10: Accommodation for Agricultural and Forestry Workers
Policy DM44: Residential Conversions	Policy DM13: Residential Conversions
Policy DM45: Accommodation for Vulnerable Communities	Policy DM8: Accommodation for Older People and Vulnerable Communities
Policy DM46: Accommodation for Students	Policy DM7: Purpose Built Accommodation for Students
Policy DM47: Accommodation for Gypsies, Travellers & Travelling Showpeople	Policy DM9: Accommodation for Gypsies and Travellers and Travelling Showpeople
Policy DM48: Community Infrastructure	Policy DM58: Infrastructure Delivery and Funding
Policy DM49: Local Services	Policy DM56: Protection of Local Services and Community Facilities
Policy DM50: The Enforcement of Planning Controls	Policy DM65: The Enforcement of Planning Controls
Policy DM51: Enforcement Against Untidy Sites & Buildings	Policy DM66: Enforcement Against Untidy Sites and Buildings

Development Management DPD (2020)	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 Affordable Housing	
Policy DM4: Residential Development outside Main Urban Areas	Policy DM42: Managing Rural Housing Growth
Policy DM5: Rural Exception Sites	NEW POLICY
Policy DM6: Housing Provision in the Forest of Bowland AONB	NEW POLICY
Policy DM7: Purpose Built Accommodation for Students	Policy DM46: Accommodation for Students
Policy DM8: Accommodation for Older People and Vulnerable Communities	Policy DM45: Accommodation for Vulnerable Communities
Policy DM9: Accommodation for Gypsies, Travellers and Travelling Showpeople	Policy DM47: Accommodation for Gypsies, Travellers and Travelling Showpeople
Policy DM10: Accommodation for Agricultural and Forestry Workers	Policy DM43: Accommodation for Agricultural /Forestry Workers
Policy DM11: Residential Moorings on Lancaster Canal	NEW POLICY
Policy DM12: Self build, Custom Build or Community Led Housing	NEW POLICY
Policy DM13: Residential Conversions	Policy DM44: Residential Conversions
Policy DM14: Proposals involving Employment Land and Premises	Policy DM15: Proposals involving Employment Land & Premises
Policy DM15: Small Business Generation	Policy DM16: Small Business Generation
Policy DM16: Town Centre Development	Policy DM1: Town Centre Development
Policy DM17: Retail Frontages	Policy DM2: Retail Frontages
Policy DM18: Local Centres	NEW POLICY
Policy DM19: Retail Development outside Defined Centres	NEW POLICY
Policy DM20: Hot Food Takeaways and Betting Shops	NEW POLICY
Policy DM21: Advertisements and Shopfronts	Policy DM6: Advertisements
Policy DM22: Leisure Facilities and Attractions	Policy DM12: Leisure Facilities & Attractions
Policy DM23: Visitor Accommodation	Policy DM13: Visitor Accommodation
Policy DM24: The Creation and Protection of Cultural Assets	Policy DM4: The Protection of Cultural Assets
Policy DM25: The Evening and Night-time Economy	Policy DM5: The Evening & Night-time Economy

## Local Plan for Lancaster District – Part Two: Review of the Development Management DPD

Development Management DPD (2020)	Development Management DPD (2014)
Policy DM26: Public Realm and Civic Spaces	Policy DM3: Public Realm & Civic Spaces
Policy DM27: Open Space, Sports and Recreation Facilities	Policy DM26: Open Space, Sports & Recreational Facilities
Policy DM28: Employment and Skills Plans	NEW POLICY
Policy DM29: Key Design Principles	Policy DM35: Key Design Principles
Policy DM30: Sustainable Design	Policy DM36: Sustainable Design
Policy DM31: Air Quality Management and Pollution	Policy DM37: Air Quality Management and Pollution
Policy DM32: Contaminated Land	NEW POLICY
Policy DM33: Development and Flood Risk	Policy DM38: Development & Flood Risk
Policy DM34: Surface Water Runoff and Sustainable Drainage	Policy DM39: Surface Water Runoff & Sustainable Drainage
Policy DM35: Water Supply and Waste Water	NEW POLICY
Policy DM36: Protecting Water Resources and Infrastructure	Policy DM40: Protecting Water Resources and Infrastructure
Policy DM37: Development affecting Listed Buildings	Policy DM30: Development affecting Listed Buildings
Policy DM38: Development affecting Conservation Areas	Policy DM31: Development affecting Conservation Areas
Policy DM39: The Setting of Designated Heritage Assets	Policy DM32: The Setting of Designated Heritage Assets
Policy DM40: Registered Parks and Gardens	NEW POLICY
Policy DM41: Development Affecting Non-Heritage Assets or their settings	Policy DM33: Development Affecting Non-Heritage Assets or their settings
Policy DM42: Archaeology	Policy DM34: Archaeology
Policy DM43: Green Infrastructure	Policy DM26: Green Spaces and Green Corridors
Policy DM44: The Protection and Enhancement of Biodiversity	Policy DM27: The Protection & Enhancement of Biodiversity
Policy DM45: Protection of Trees, Hedgerows and Woodland	Policy DM29: Protection of Trees, Hedgerows & Woodland
Policy DM46: Development and Landscape Impact	Policy DM28: Development & Landscape Impact
Policy DM47: Economic Development in Rural Areas	Policy DM7: Economic Development in Rural Areas
Policy DM48: Diversification of the Rural Economy	Policy DM9: Diversification of the Rural Economy
Policy DM49: The Re-Use and Conversion of Rural Buildings	Policy DM8: Re-Use & Conversion of Rural Buildings
Policy DM50: Development in the Green Belt	Policy DM11: Development in the Green Belt
Policy DM51: Equine Related Development	Policy DM10: Equine Related Development
Policy DM52: Holiday Caravans, Chalets, Camping Pods and Log Cabins	Policy DM14: Caravan Sites, Chalets & Log Cabins
Policy DM53: Renewable and Low Carbon Energy Generation	Policy DM17: Renewable Energy Generation
Policy DM54: Upgrades to the National Grid	Policy DM19: Upgrades to the National Grid
Policy DM55: Neighbourhood Planning	NEW POLICY
Policy DM56: Protection of Local Services and Community Facilities	Policy DM49: Local Services
Policy DM57: Health and Wellbeing	NEW POLICY
Policy DM58: Infrastructure Delivery and Funding	Policy DM48: Community Infrastructure
Policy DM59: Telecommunications and Broadband Improvements	Policy DM24: Telecommunications & Broadband
Policy DM60: Enhancing Accessibility and Transport Linkages	Policy DM20: Enhancing Accessibility & Transport Linkages
Policy DM61: Walking and Cycling	Policy DM21: Walking & Cycling
Policy DM62: Vehicle Parking Provision	Policy DM22: Vehicle Parking Provision
Policy DM63: Transport Efficiency and Travel Plans	Policy DM23: Transport Efficiency and Travel Plans
Policy DM64: Lancaster District Transport and Highways Masterplan	NEW POLICY
Policy DM65: The Enforcement of Planning Controls	Policy DM50: The Enforcement of Planning Controls
Policy DM66: Enforcement Against Untidy Sites and Buildings	Policy DM51: Enforcement Against Untidy Sites & Buildings

## Appendix D: Open Space Standards and Requirements

- D.1 In 2015 the Council prepared a Planning Advisory Note<sup>79</sup> which encouraged development proposals to have a due regard to a 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 are also asked to give due consideration to the provisions of the advisory note.
- D.2 The Council have now sought to formalise this advice note into formal requirements within this DPD via Policy DM27 to ensure that sufficient and appropriate levels of open space are provided within new residential development which meets the definitions set out above.
- D.3 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 Policies DM27 and DM43 fully support the need for flexibility, development proposals that seek to argue that no open space contribution should be sought due to viability will not be accepted by the Council.
- D.4 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 so 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**

- D.5 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.
- D.6 The thresholds for on-site provision of each type of open space are based on the future population of a development that will generate a sufficient area for a particular type of open space to be provided on-site. In the case of large-scale residential developments 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.

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<sup>79</sup> <http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds>

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

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

- D.7 Table D.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 D.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 D.2).
- D.8 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 that developers should give consideration to at the outset when providing open space.

#### **Off-Site Provision of Public Open Space**

- D.9 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 of the development site (off-site provision means land not included within the planning application red-line boundary).
- D.10 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 DM27 and this appendix. Where the development involves dwelling numbers below the thresholds set out in Table D.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.
- D.11 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 at 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 of the application site. The required thresholds for contributions in lieu of on-site provision are set out in Table D.2.

TYPE OF OPEN SPACE	DWELLING NUMBER THRESHOLDS FOR OFF-SITE PROVISION
Parks and Gardens	<b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 499 DWELLINGS <b>URBAN LOCATIONS:</b> <10 DWELLINGS TO 499 DWELLINGS
Natural and Semi-Natural Green Space	<b>NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED</b>
Equipped Play Areas (Children up to 12yrs)	<b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 34 DWELLINGS <b>URBAN LOCATIONS:</b> <10 DWELLINGS TO 499 DWELLINGS
Young Persons Play Provision	<b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 149 DWELLINGS <b>URBAN LOCATIONS:</b> <5 DWELLINGS TO 499 DWELLINGS

## Review of the Development Management DPD

Amenity Green space	<b>NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION IS REQUIRED AS THIS SPACE SHOULD BE PROVIDED ON-SITE</b>
Outdoor Sports Facilities	<b>RURAL LOCATIONS: &lt;5 DWELLINGS TO 249 DWELLINGS URBAN LOCATIONS: &lt;10 DWELLINGS TO 249 DWELLINGS</b>
Allotments	<b>NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED</b>

**Table D.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:

<b>1 BEDROOM = 1.3 persons</b>	<b>4 BEDROOMS = 3.2 persons</b>
<b>2 BEDROOMS = 1.9 persons</b>	<b>5+ BEDROOMS = 3.7 persons</b>
<b>3 BEDROOMS = 2.6 persons</b>	

D.12 The financial sums that are set out in Table D.3 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 means of an undertaking or agreement either via the Section 106 process or via the Community Infrastructure Levy process, if applicable.

D.13 The financial costs provided in Table D.3 are based on the following assumptions:

- Outdoor Sport Facilities; costs based on the Sport England 'Inspired Facilities' 2014 guidelines<sup>80</sup>. 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

**Table D.3:** The financial contributions towards Public Open Space in Lieu of On-site Provision

### **Maintenance Sums, Management and Adoption Standards**

D.14 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.

D.15 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 that will be responsible for the long term maintenance, as well as maintaining public access to the open space facility,

<sup>80</sup> <https://www.sportengland.org/funding/inspired-facilities/>

provided that the Council are satisfied that the entity is sufficiently well-funded or will be. This is to ensure that the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.

- D.16 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.
- D.17 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 a fund management plan that 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.

# Appendix E: Car Parking Standards

The following standards provide a number of spaces required as a maximum

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)	-	-

Local Plan for Lancaster District – Part Two: Review of the Development Management DPD

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)	-	-
		Student Accommodation	1 per resident staff and 1 per 10 beds	1 per resident staff and 1 per 5 beds	1 per resident staff and 1 per 5 beds	3 bays or 6% of total	2 bays or 4% of total	1 per 3 beds	1 per 100 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)	-	-



## Review of the Development Management DPD

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 Rural Workers

## Background

- F.1 The Council has successfully used Annex A of Planning Policy Statement 7: Sustainable Development in Rural Areas to determine the criteria for housing development for use by rural workers. In the absence of new guidance from Central Government following the publication of the National Planning Policy Framework the Council will continue to use these criteria.

## Introduction

- F.2 This appendix provides guidance to applicants on Policy DM10 relating to proposals involving residential accommodation for rural land-based workers, in particular agricultural and forestry workers.
- F.3 The majority of residential planning applications received by the 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 Council's 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.
- F.4 The Council acknowledges the needs of rural-based 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

- F.5 In most cases occupational dwellings will be for occupation by workers in rural-based employment. 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.
- F.6 In addition, there may also be other rural enterprises where occupational dwellings are required and the 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 DM10 and satisfy all other relevant Local Plan policy.
- F.7 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: Establishing a Functional Need

- F.8 A functional test is necessary to establish whether it is essential for the proper functioning of

## Review of the Development Management DPD

the rural-based enterprise for one or more rural workers to be readily available at most times. Such a requirement might arise, for example, if workers are needed to be on hand day and night:

- (i) In case animals or agricultural processes require essential care at short notice; 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.

- F.9 In cases where the Council 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 land concerned. Such a sale could constitute evidence of a lack of need.
- F.10 The protection of livestock from theft or injury by intruders may contribute to animal welfare grounds for 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.

### Occupancy Conditions

- F.14 Where planning permission is granted, residential accommodation for agricultural / forestry / rural-based workers will be subject to the following planning conditions:
- 1. Occupancy will be limited to agricultural / forestry / rural based 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.
- F.15 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.
- F.16 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 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 which have outlived their usefulness. However, where there remains a local demand for agricultural / rural dwellings the Council would seek to retain the occupational dwelling.
- F.17 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 that 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.

- F.18 The removal of occupancy conditions will also be subject to the provisions of Policy DM10 of the Development Management DPD.

## Appendix G: Purpose Built Student Accommodation

- G.1 These criteria have been prepared to ensure that appropriate standards are adopted for all purpose built student accommodation.
- G.2 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).
- G.3 Each unit of accommodation shall normally comprise 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 street scene). 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 street scene (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.

**Studio Accommodation**

- G.4 Proposals for studio accommodation must be a minimum of 19sqm with an en-suite (for single person occupancy).
- G.5 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 space;
  - 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.
- G.6 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).

- G.7 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 space
  - 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.
- G.8 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).
- G.9 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 due to the lack of amenity to future residents.
- G.10 The conversion of any property must be designed to achieve the minimum loss of privacy and amenity for neighbouring residents.



# Appendix H: Flat Conversions

- H.1 The Council will resist the conversion of flats or smaller detached or semi-detached suburban properties that 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

- H.2 All flats must be fully self-contained with their own kitchen, bathroom and toilet.
- H.3 Rooms within flats must be of adequate size for the purpose proposed. The submission of a drawing indicating sample furniture layouts may be required in some instances. Suggested minimum room sizes are as follows:

Room Function	Sqm	Sqft
Lounge	11.1sqm	120sqft
Main Bedroom	10.2sqm	110sqft
Second Bedroom	4.7sqm	70sqft
Kitchen	5.6sqm	60sqft
Bathroom	3.7sqm	40sqft

- H.4 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.
- H.5 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.
- H.6 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 due to the lack of amenity to future residents.
- H.7 The conversion of any property must be designed to achieve the minimum loss of privacy and amenity for neighbouring residents.

## External Standards

- H.8 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.
- H.9 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.

- H.10 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

- H.11 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

- H.12 Car parking will be required in accordance with the Council's current standards contained within Policy DM62 and Appendix E of this DPD.
- H.13 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.
- H.14 A condition will be imposed which requires the car parking spaces to be available for all occupants at all times.

Fire Escapes

- H.15 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 Council will encourage alternative means of escape such as internal lobby doors or emergency doors in party walls.