



Promoting City, Coast & Countryside

Lancaster District Local Plan
Supplementary Planning Guidance Note 17

Morecambe Central Promenade Development Brief

Lancaster City Council
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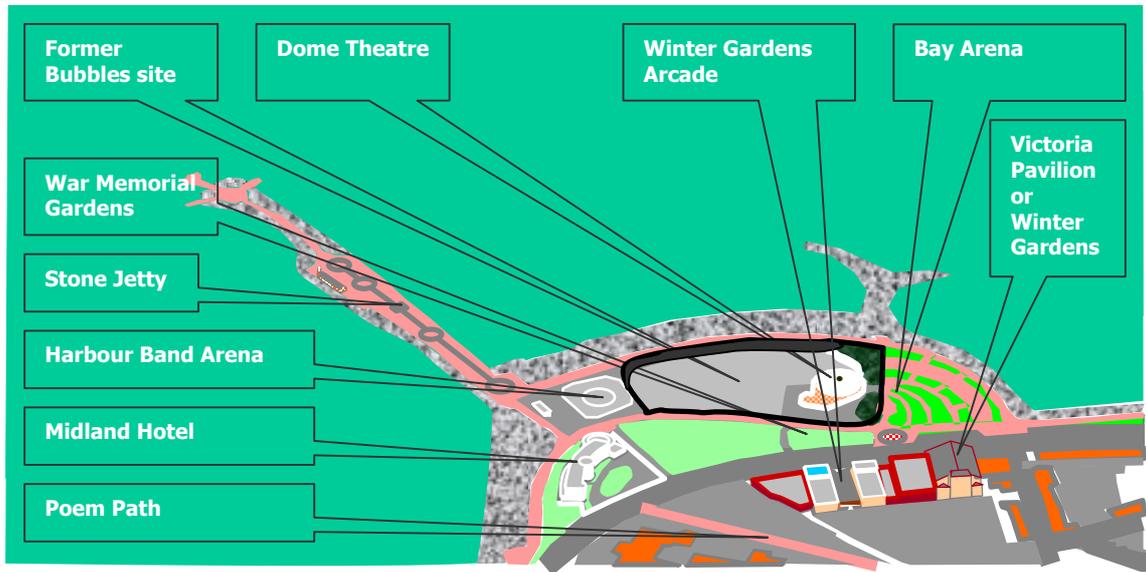


Diagram 1 - Site Features

1. Summary, Scope and Purpose

- 1.1 This Brief relates to Morecambe's centrepiece - the Grade 2* listed art deco Midland Hotel and its surroundings. This unique site is the only development site on the seaward side of Morecambe's Promenade. The restoration of the Hotel is a key proposal of the Morecambe Action Plan and a key aim of the Lancaster Community Strategy.
- 1.2 The hotel has been acquired by developers 'Urban Splash' who are in the process of securing funding from the North West Development Agency and the Heritage Lottery Fund to restore it. The hotel is surrounded by an area of Council-owned land including the Stone Jetty, the Dome Theatre, the Town's war memorial gardens and the partly reclaimed site of the former Bubbles leisure centre. The site represents a 'one-off' opportunity to complement the restoration of the Midland Hotel with a high quality landmark development in a unique location with outstanding sea views.
- 1.3 This brief sets out for public consultation the Council's proposed policy framework for the development and use of the site. It identifies:
- Uses which might be acceptable on the site and which would not;
 - Open areas to be protected and enhanced;
 - Measures to ensure that important views of the hotel are protected;
 - Criteria for the design of new buildings;
 - Arrangements for the circulation of pedestrians, cyclists and vehicles;
 - The relationship between development on the site and surrounding areas.

2. Vision

2.1 The vision for the site is as a comprehensive development which will deliver:

A restored Midland Hotel, complemented by a vibrant mixture of new buildings and public spaces of a quality which respects Morecambe's built heritage, which forms the centrepiece of Morecambe's public realm and which symbolises Morecambe's renaissance as a place to live, work and visit.

This brief sets out how this vision could be achieved.

3. Status of the draft Brief

3.1 Following consultation in the autumn of 2004, this brief was adopted as Supplementary Planning Guidance to Policy TO1 of the Lancaster District Local Plan in January 2005. It now represents a major consideration in determining planning applications affecting the site.

4. Stakeholder and Community Involvement

4.1 The Council carried out extensive consultations on this Brief. The Council will also carry out statutory and other consultations on any future planning applications. Key consultees have and will include:

- People with a direct interest in the site as far as these are known;
- Ward Members, County Councillors and relevant members of Parliament;
- Morecambe Neighbourhood Council;
- Statutory consultees such as water, gas and electricity;
- Community and Local Interest Groups, including the Friends of the Midland Hotel;
- Lancashire County Council;
- English Heritage.

4.2 The Council considered all representations received on the Brief at its Cabinet meeting in December 2004 when it decided to adopt the Brief.

4.3 The Council will expect any prospective developer to involve stakeholders and the local community in the development of proposals prior to the submission of a planning application. These should include:

- A master-planning exercise considering options for the development of the site;
- Engagement of key stakeholders set out above;
- 'Planning for Real' involving local people directly in developing proposals;
- Preparation of sufficient presentational materials to enable proposals to be understood including models, visualisations and leaflets;

- Visual analysis of the proposals including how they would look from along the Promenade in relation to views of the hotel;
 - Manned public exhibitions, and leafleting exercises.
- 4.4 The Council will provide support and advice to prospective developers including contact details for key stakeholder groups, advice on the preparation of leaflets and exhibitions and the selection of venues for meetings and exhibitions.
- 4.5 The Council will expect the measures undertaken and the responses from any such exercise to be accurately reported in a Statement of Community Involvement setting out comments made and responses to them. This should be appended to any planning application.
- 4.6 The Council will expect any planning application to be accompanied by sufficient presentational material to enable the proposals to be fully understood. It must be accompanied by accurate plans of what is proposed including site plans, layout plans, floor plans, elevations and sectional drawings. Plans should indicate the relationship between any proposed new building and adjoining buildings.
- 4.7 Height and floor levels will be critical to understanding the relationship between the development and its surroundings. Models and artists impressions will allow for detailed analysis of the impact of the development on surrounding townscape.
- 4.8 In addition to consultations carried out by Developers, The Council will continue to carry out its own consultations on Planning Applications in accordance with its scheme of consultation.



Diagram 2 - Morecambe Conservation Area (western end)

5. Background and Context

- 5.1 The proposed development of the site is the latest phase of the regeneration of Morecambe, following its decline as a seaside resort in the 1970s and 1980s. The 1990s saw the implementation of coastal protection measures and remodelling of most of the central Seafront and implementation of the Tern Public Art project which gave Morecambe a new image based on the bird life and environment of Morecambe Bay. It also saw the external refurbishment of the Victoria Pavilion [Winter Gardens]. This period also saw the conversion of Morecambe station into the Platform arts venue. Other aspects of this period have been less successful. Although new facilities such as the cinema, market and bowling alley have been provided, some of the new buildings have been undistinguished and the open appearance of the large car parks on Central Drive has attracted criticism.
- 5.2 The Lancaster District Local Plan (adopted 2004) proposes the upgrading of the area around the Midland Hotel and identifies the area primarily for commercial leisure (Policy TO1) and informal recreation (Policy R9) use. The general policies set out in the Local Plan are elaborated on in the Morecambe Town Centre Strategy (May 2002) which identifies the restoration of the Hotel and the development of the Bubbles site as a key objective. The District's Community Strategy also demonstrates very strong local support for the restoration of the Midland Hotel.

- 5.3 The regeneration of Morecambe has also become a regeneration priority of regional and county significance with the identification of coastal resorts as regeneration priority areas in Regional Planning Guidance, the North West Regional Economic Strategy and the deposit Joint Lancashire Structure Plan.
- 5.4 The Morecambe Action Plan, (adopted as a Corporate Document in January 2003), was prepared for the Council by consultants DTZ with funding from the North West Development Agency as part of an overall strategy to regenerate Central Morecambe. Although not a planning policy document, it proposes the comprehensive redevelopment of the Central Promenade area including the following main elements:
- Creation of a mixed use high quality development with a focus on tourism to be delivered through a public/private partnership;
 - Refurbishment and possible extension of the Midland Hotel to bring this landmark building back into use, possibly as a quality hotel with spa complex, as part of the comprehensive redevelopment of the Central Promenade Site;
 - Conversion of the Victoria Pavilion to create a new high profile visitor attraction in Morecambe as part of the comprehensive redevelopment of the Central Promenade;
 - Redevelopment of the Bubbles site, ideally to support the viable refurbishment of the Midland Hotel, to contribute to the critical mass of tourism infrastructure in the Central Promenade area.
- 5.5 Through the Morecambe Townscape Heritage Initiative (THI), the Council is, in partnership with the Heritage Lottery Fund, seeking to realise the potential of Morecambe's historic built environment. The site lies within Morecambe Conservation Area, a cross-section of the town's development as a resort from its fishing-village origins to its 1930s heyday. Under the THI, a number of projects to upgrade historic buildings and public spaces are being prepared and implemented. The Midland Hotel and Victoria Pavilion will take centre stage in a renewed Morecambe.

Conclusion

- 5.6 The Morecambe Central Promenade Area is fundamental to the regionally significant regeneration of the resort. Its regeneration is the logical next step for Morecambe's regionally important renaissance following the completion of the Tern Project. It is central to the restoration of Morecambe's built heritage. The redevelopment of this area could bring about a transformation of the site from a symbol of decline into a symbol of renaissance. It will also support complementary regeneration initiatives in the West End and Poulton.

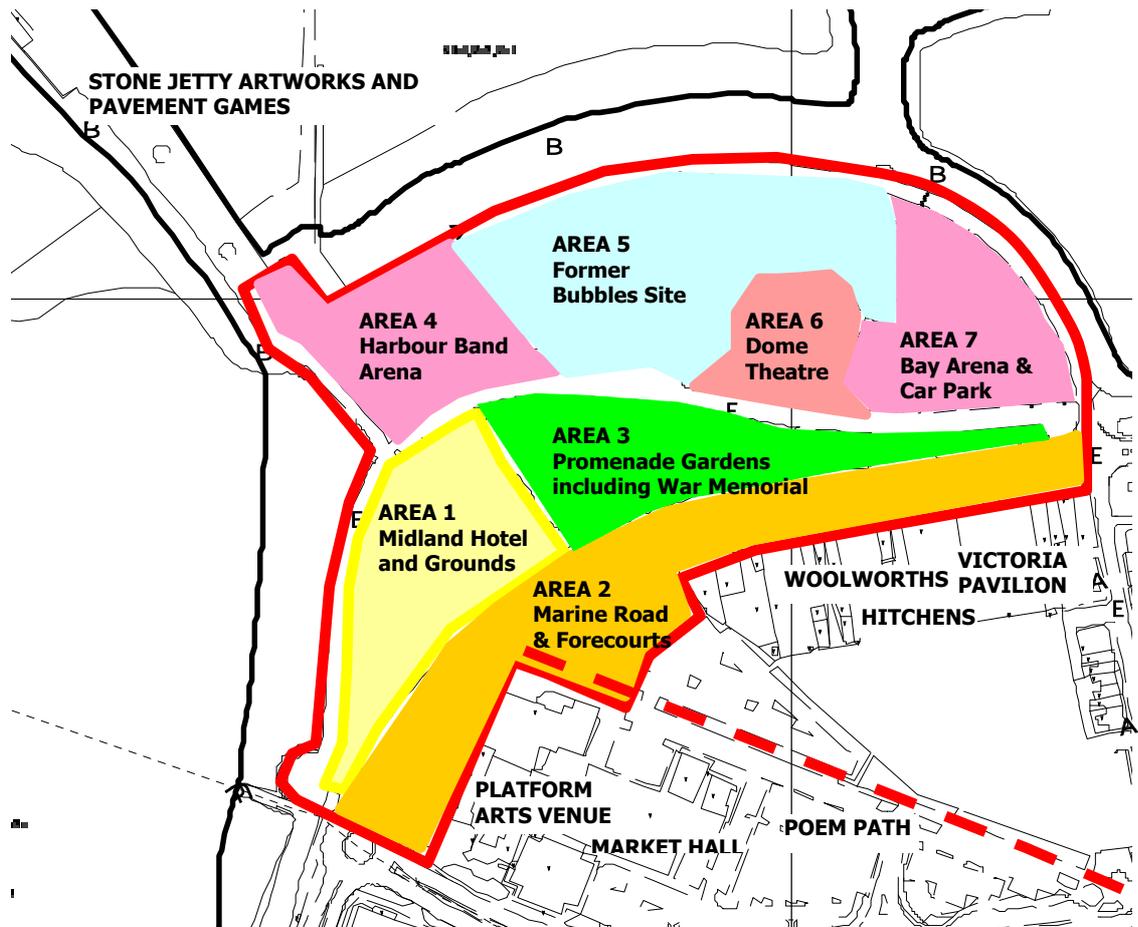


Diagram 3 - Site Definitions

6. Site Description

- 6.1 The Brief relates to a site of around 7.5 ha at the centre of Morecambe's seafront around the Midland Hotel. Although the perimeter of the site is level, there is a large depression at the centre of the site corresponding to the former Bubbles water-based leisure complex. The site has been used variously in the past as railway sidings, a ship-breaking yard, swimming pool and water-based leisure complex.
- 6.2 The site occupies a very prominent location on Morecambe's seafront. It commands outstanding views across Morecambe Bay to the Lake District mountains. The Hotel and other site features are also very prominent in views along Morecambe's seafront, particularly from the North East.
- 6.3 The site lies on the District's Quality Bus Route, which links it with Heysham, Lancaster and Lancaster University. It is also close to the railway station and at a strategic point in the Town's pedestrian network. The site also lies close to the terminus of the Lancaster-Morecambe cycle track. The Promenade is also a major cycle route. Existing pedestrian routes across the site are the footways along Marine Road, the Promenade that runs along the seafront, the former Promenade, which runs behind the War Memorial Gardens and the Midland Hotel. There are numerous small routes and cut-throughs.

6.4 The site lies within Morecambe Conservation Area. The beach and foreshore around the site are of international nature conservation importance, being part of the Morecambe Bay Site of Special Scientific Interest, ¹Special Protection Area, ²Ramsar site and ³Special Area of Conservation.

6.5 The site contains the following main elements:

Area 1 - The Midland Hotel and Grounds

- The Grade 2* listed art deco Midland Hotel (1933), designed by Oliver Hill and containing artworks by Eric Gill and Eric Ravilious is one of North West England's most important buildings. Following a period of disuse, the hotel has now been acquired by developers Urban Splash who are seeking to restore it as a hotel with assistance from the North West Development Agency and the Heritage Lottery Fund.

Area 2 - Marine Road and Forecourts

- Marine Road and adjoining forecourts and car parks present a wide expanse of tarmac severing the popular Promenade area from the shops' cafes and amusement arcades of the town's commercial seafront as well as the Poem Path, the Listed Victoria Pavilion, the Platform Arts Venue, Morecambe Market and the Apollo Cinema. On other stretches of Marine Road, pavements have been widened, car parking reorganised and pedestrian crossing facilities improved. On the landward side of Marine Road are a number of privately owned tarmac forecourts, some of which are used by traders for the display of goods.

Area 3 - The Promenade Gardens/War Memorial

- The secluded area of gardens alongside Marine Road contains the Town's War Memorial designed by Thomas H. Mawson and completed in 1921. The memorial stands in intimate landscaped gardens and its quiet, contemplative atmosphere contrasts with the bustle of the resort around it. The open garden area to the west of the enclosed area around the memorial is more recent dating from the improvements carried out in the 1930s.

Area 4 - The Harbour Band Arena

- Between the Midland Hotel and the Stone Jetty is the Harbour Band Arena, opened in 1933 and formerly in use as part of a ship breakers yard. Following the same art deco principles of the hotel it is a small events area and bandstand. This area is in temporary seasonal use as a fairground.

Area 5 - The Former Bubbles site

- This sunken area was, between 1979 and 2000, the site of the 'Bubbles' swimming pool. Previously it was the site of the Morecambe Super Swimming Stadium, which was opened in 1935. Following closure of

¹ Designated as a Wetland of International Importance under the UN Ramsar Convention.

² Designated under Article 4 of EC Directive on the Conservation of Wild Birds (April 1979)

³ Proposed for designation under the European Habitats Directive

Bubbles in 2000, the site has been cleared and hard-surfaced and is currently in interim temporary seasonal use as a fairground.

Area 6 - The Dome Theatre

- The Dome Theatre was built as the 'Superdome' in 1979. It can seat up to 650 and is used for theatre, event and concerts.

Area 7 - Bay Arena and Car Park

- The reclaimed area of open space, sometimes used for outdoor events, is known as the Bay Arena. There is also car park for 77 cars. The area also provides pedestrian and limited vehicular access to the Stone Jetty.

7. Site Ownership and Existing Interests

- 7.1 The Midland Hotel is owned by Urban Splash. Most of the remainder of the site is in the ownership of Lancaster City Council. Concessionaires on short leases operate the fairgrounds on the Bubbles site and Harbour Band Arena. There are also two ice cream concessions on the Promenade. Information on these should be sought from the Council's Property Service.

8. Site History

- 8.1 Key dates in the history of the site are as follows:
- Morecambe Harbour built in 1848 by Little North Western Railway Company incorporating the existing stone jetty. Several railway lines and sidings subsequently constructed;
 - Original Midland Hotel built – Late 1840s;
 - Heysham Harbour opened in 1904. Morecambe Bay Harbour closes;
 - 1909 Promenade Improvement Scheme – all but one rail siding removed;
 - Harbour, including Harbour Band arena area leased by Midland Railway to Wards of Sheffield as ship breaking yard. Large ships including transatlantic liners dismantled;
 - 1921 War Memorial Gardens opened;
 - 1931 Ship Breaking Lease ends, 'Brighten the Promenade' project begins;
 - 1933 Midland Hotel and Harbour Band Arena open;
 - 1935 Super Swimming Stadium opens;
 - 1975 Super Swimming Stadium closes;
 - 1979 Bubbles complex and Dome Theatre open;
 - 1995 Coastal Protection Work is completed and Stone Jetty opens;
 - 1999 Bubbles complex closes;
 - 2001 Bubbles site cleared and reclaimed;
 - 2003 Midland Hotel acquired by Urban Splash.

8.2 Key planning decisions affecting the site are set out below.

Date	Ref No	Applicant	Proposal	Decision	Notes
26/04/04	04/0422	Lancaster City Council	Temporary Change of Use for Fairground Amusement Operator – Bubbles site;	APPROVED – 6 months	
24/02/04	03/1438	Urban Splash (Homes) Ltd	Listed Building Consent– Midland Hotel – as below.	APPROVED	Awaiting implementation
24/02/04	03/1437	Urban Splash (Homes) Ltd	Refurbishment of vacant hotel, replacement of sun terrace, new rooftop residents lounge, new bathhouse and pool, revised landscaping and parking at Midland Grand Hotel;	APPROVED	Awaiting implementation
28/04/03	03/0287	Lancaster City Council	Temporary Change of Use for Fairground Amusement Operator – Bubbles site;	APPROVED – 6 months	
25/03/02	03/0135	Lancaster City Council	Temporary Change of Use for Fairground Amusement Operator – Bubbles site;	APPROVED – 6 months	
20/12/01	01/1429	Kalber Leisure	Refurbishment of existing building and replacement of existing sun lounge. – Midland Hotel;	APPROVED	Superseded by 03/1437-8
20/12/01	01/1428	Kalber Leisure	Listed Building Consent for 3 storey extension and internal alterations– Midland Hotel;	APPROVED	Superseded by 03/1437-8

9. Planning Policy Context

9.1 The Development Plan for the site comprises the Lancashire Structure Plan (adopted in February 1997), the Lancaster Minerals and Waste Disposal Plan and the Lancaster District Local Plan (adopted in April 2004). The Replacement joint Lancashire Structure Plan is at an advanced stage of preparation having received the report of the Panel following its Examination in Public. Relevant policies are set out in Appendix 1. The key themes of the Development Plan are:

- A strategic emphasis on the regeneration of Morecambe;
- A focus on tourism and commercial leisure related development;
- A strong emphasis on the importance of informal recreation;
- The need for new development to respect Listed Buildings and the Morecambe Conservation Area.

9.2 Also of major relevance is the City Council's Supplementary Planning Guidance Note 16 on the phasing of new residential development. In response to Regional Planning Guidance and the emerging Structure Plan, this document introduces a policy of restraint on new residential development except where required to meet identified special needs or with regeneration benefits (summary).

10. Technical Constraints

- 10.1 Most of the site lies within an indicative floodplain and flood warning area identified by the Environment Agency. These maps do not reflect existing flood defence infrastructure although the site has benefited from the implementation of major coastal protection works in the mid-1990s. Development proposals will have to satisfy Local Plan policy E11, which states that development in areas of flood risk will only be permitted where appropriate flood protection measures are in place. Developers will be required to provide a flood risk assessment as part of any future planning application.
- 10.2 The site is a previously used site with a history of uses including ship breaking over a substantial portion of the site and subsequent disturbance associated with land reclamation and the construction of the Super Swimming Stadium in the 1930s. The Council will need to be satisfied that there are no significant contamination issues affecting the site and will expect developers undertake a contaminated land survey prior to development.
- 10.3 As mentioned earlier in para. 6.4, Morecambe Bay is a Site of Special Scientific Interest (SSSI), a Special Protection Area (SPA), a Special Area of Conservation (SAC) and a Ramsar Site. Development affecting the beach or foreshore will be subject to close scrutiny to ensure that they do not have an adverse effect on the ecology or nature conservation interest of Morecambe Bay. Development proposals with a significant effect on the bay, beach or foreshore will require Environmental Assessment and English Nature will be a significant consultee.

11. SWOT Analysis

Strengths

- 11.1 The main strengths of the site which need to be capitalised upon are the following:
- A high profile site;
 - A unique, nationally known iconic listed building with outstanding art deco architecture and decoration;
 - Established areas of high quality public open space;
 - A waterfront location with outstanding views in many directions over a site of international nature conservation importance to a National Park;
 - Surroundings which have already been successfully regenerated to national acclaim through the TERN project;
 - Major visitor attractions such as the Stone Jetty, the Eric Morecambe Statue and the Poem Path in close proximity;
 - A high level of vitality with high footfall along the Promenade;
 - Good public transport and pedestrian and cycle links;
 - Proximity to town centre, supermarket, cinema and arts venues;
 - A relatively uncongested local road network.

Weaknesses

- 11.2 Some areas which are obstacles to regeneration and need change are the following:
- a declining role as a resort and a shrinking traditional long-stay holiday market;
 - low levels of private sector investment and historically poor perceptions of Morecambe amongst potential investors;
 - the poor appearance of privately owned buildings and forecourts on the landward side of the Promenade;
 - the continued deterioration of the built fabric;
 - a high transient population and high levels of deprivation in parts of the surrounding area;
 - apart from the Hotel the surrounding area has little sense of identity;
 - poor connections to the national motorway network;
 - the severance effect of Marine Road and poor appearance of many car parks.

Opportunities

- 11.3 There are a number of key opportunities that are offered by the site. These include:
- an agreed action plan for the regeneration of the resort;
 - a substantial area of land in a single ownership providing the opportunity for comprehensive, planned redevelopment;
 - a site with significant flexibility;
 - the opportunity to develop a quality building in a quality setting;
 - the only development site in Morecambe on the seaward side of the Promenade;
 - a planning policy framework which directs investment to regeneration priority areas;
 - commitment by the North West Development Agency, the Heritage Lottery Fund and a major developer to the restoration of the Midland Hotel;
 - Townscape Heritage Initiative funding for complementary investment in the resort's historic built fabric and townscape;
 - an established framework for community involvement through Neighbourhood Management Pathfinder status;
 - a pro-active council committed to the regeneration of Morecambe;
 - the potential to re-examine the role of Marine Road and create better linkages;
 - the potential to create a better pedestrian network;
 - the opportunity to develop linkages with vacant and under-used properties on the south side of Marine Road.

Threats

11.4 Key threats are:

- continued physical decline and lack of investment;
- failure to build on the opportunity presented by the hotel proposal;
- poor quality or piecemeal development which detracts from the hotel;
- the continued impact of symbols of decline on the Town's self-esteem;
- the reinforcement of reactive and negative attitudes;
- loss of opportunities for public funding due to failure to capitalise on available funding streams.



Cormorant Sculpture – Stone Jetty

12. Development Principles

12.1 As noted above, the Council's vision is for a comprehensive development which will deliver:

'A restored Midland Hotel, complemented by a vibrant mixture of new buildings and public spaces of a quality which respects Morecambe's built heritage, which forms the centrepiece of Morecambe's public realm and which symbolises Morecambe's renaissance as a place to live, work and visit'

To bring the vision about, the Council seeks a development of the site that is:

- vibrant, attracts people and vitality to the Hotel and its surroundings and has the highest possible degree of access to the public;
- creates a new central resort area which is attractive and lively all day and all evening and all year round, provides public open areas which maximise sun, shelter from the wind and Bay views and creates attractive covered and indoor public areas which remain attractive in inclement weather;
- develops linkages between the seafront and the rest of the Town to allow the restoration of the hotel to act as a focus for the wider regeneration of the resort;
- delivers high quality public realm of a standard which matches the Stone Jetty and the rest of the Tern Project;
- delivers high quality landmark architecture of a quality which complements and respects the Midland Hotel and protects and enhances the character of the Morecambe Conservation Area.

The following paragraphs set out the key considerations which prospective developers should take into account.

13. Acceptable Uses

13.1 Whilst there is considerable flexibility as to the uses that will be acceptable on the site, the key consideration must be that development, particularly at ground floor level must achieve a high level of accessibility to the public and a vibrant atmosphere particularly on sea frontages. Uses that may be acceptable include food and drink, leisure and recreation, arts and entertainment and additional hotel accommodation. Development must be comprehensive and "lively" elements must predominate.

13.2 As noted above, Lancaster District currently has an over-supply of residential planning permissions. This means that further residential approvals could prejudice the Council's ability to plan, monitor and manage the demand for new housing and new approvals are granted only in exceptional circumstances, such as where there are clear local benefits (see SPG16). The central seafront area is intended to have the sounds, sights and smells of a successful, lively resort area. It is also intended that the area will continue to have a role in accommodating events such as open-air concerts with

amplified music and announcements. All of this may give rise to conflict with residential amenity. Conversely a predominantly residential environment will detract from the vitality of this important part of the resort as well as potentially detracting from its predominantly open and public character with garages and parking, enclosures and gardens. This is therefore not an area that is suitable for family housing.

- 13.3 Flatted residential development on upper floors will be acceptable but only where it can be shown to be necessary as an integral part of a mixed use scheme to regenerate the whole site, where 'lively' uses are retained on the ground floor. Development will be phased to ensure that any residential development does not take place until more 'lively' elements are in place. This will ensure that the key elements of the scheme are delivered and that any future residents are aware of potential amenity conflicts.
- 13.4 Similarly an element of B1 or A2 office, employment, health or education use may be acceptable as supporting development but should not detract from the overall vitality of the development and must be phased to ensure that more key elements of the scheme are delivered first.
- 13.5 The site lies outside the defined shopping centre some distance from the Primary Retail area. Any retail development would have to meet the tests set out in PPG6, require exceptional justification and complement, not compete against, the overall vitality and viability of existing centres. If a retail element forms part of a package of supporting development, linkages between the development site and the Town Centre will be critical. There may, however, be a role for small-scale ancillary retailing with a clear relationship to the visitor role of the site, such as gifts and souvenirs. Such retailing should be from small units (no more than 50 sq. m gross) and goods types to be sold will be controlled. There may also be a role for occasional events such as specialist markets, as part of the event programme, in the new public space.

14. Developable Area

- 14.1 The site is made up of a complex of previously developed areas and open spaces. Having regard to the consideration of the design of new buildings set out in Paragraphs 15.1-6 and paragraph 18.1 (open space) below, it is felt inappropriate at this stage to precisely define developable areas and potentially stifle innovative approaches to development. However, the overall requirement to preserve and enhance the setting of the Midland Hotel, including the protection of important views, and the integrity and dignity of the War Memorial Gardens must be respected in any future redevelopment proposal.
- 14.2 The Harbour Band Arena area would benefit from limited development although extreme care would be needed to achieve a satisfactory relationship with the hotel. Here a new gateway open space to the Stone Jetty could be created at the crossroads between the Jetty-Poem Path pedestrian access and the two Promenade routes.
- 14.3 The site of the Bubbles pool, although reclaimed and landscaped as an interim use, is previously used, was previously occupied by a substantial building and is identified as a potential development site in the Morecambe Town Centre Strategy and Morecambe Action Plan. This site is likely to form

the central element of a built scheme. Any proposal that affects the Dome Theatre must be discussed with the Council's Arts and Events Officer.

- 14.4 The Bay Arena and its car park adjoin the Dome Theatre. The overall quantity of visitor parking in Morecambe is protected by the Local Plan. There is however provision within the policy to allow for the development of car parks subject to replacement provision being made. The arena is used for outdoor events and any proposal affecting it must be discussed with the Council's Arts and Events Officer. There may also potential conflicts between amplified music and residential amenity.

15. Building Design

- 15.1 The Midland Hotel is one of the most important buildings in the North West of England and the Council will scrutinise proposals for its re-use to ensure that the essential character and integrity of the hotel is protected and enhanced. Major extensions would detract from the essential character of the building and will not be acceptable. Small extensions will require exceptional justification and will only be permitted at the south western end of the building. Subject to sensitive design, use of the roof area may be acceptable. The conservatory on the seaward side is a 1970s addition and there would be significant benefits in its removal. There should be no advertising material on the building itself other than the original 1930s signage. The Council will pay close attention to the lighting of the building to ensure that any lighting scheme respects the character of the hotel.

- 15.2 The key design consideration for any other buildings on the site is the need for a satisfactory relationship with the hotel. Any new buildings will need to satisfy the following criteria:

- Providing significant space around the Midland and avoiding 'crowding' the hotel;
- Be generally subordinate in terms of height, bulk and massing to the hotel;
- Having a satisfactory and complementary appearance in long views along the Promenade from the East;
- Respecting the dignity and seclusion of the War Memorial Gardens;
- Provide interest and diversity at ground floor level to encourage vitality;
- Use designs and materials which will tolerate a high level of exposure to the marine environment and which will withstand weathering without detracting from their appearance;
- Create public open areas which will be sunny, sheltered from the wind and maximise views of the Bay and Lakeland Fells;
- Create attractive covered public spaces and routes, which will continue to attract people to the site in inclement weather;
- Design in security and use landscaping, building design, lighting and management to design out any potential crime generators.

- 15.3 Visual impact on the hotel and views of it could be reduced by tapered or stepped up building designs. Colours should not detract from the hotel and large expanses of bright white should be avoided where they interfere with views of the hotel. Any proposals should also take advantage of the views from the site over the bay to the Lakeland hills.
- 15.4 If additional accommodation is required for the hotel in terms of annexes for additional bed spaces, there will be a need to ensure that additional blocks are well spaced from the hotel and that any linking canopies or covered walkways are light and insubstantial in appearance.
- 15.5 The Council is committed to achieving sustainable development. An important element of this is encouraging energy efficient buildings. The site is exposed and well positioned both for solar and wind energy. New buildings should maximise passive solar gain as well as designing in solar panels where possible. It may also be possible to use small-scale roof-mounted urban wind turbines. The use of sustainable construction materials, the re-cycling of materials on site and use of a sustainable urban drainage system (SUDS) will also be encouraged.
- 15.6 All new buildings should be as accessible as possible to people with limited mobility.

16. Lighting

- 16.1 A comprehensive lighting scheme for the site is essential. Such a scheme should incorporate the following elements:
- A sensitive and subtle lighting scheme for the Midland Hotel which emphasises its role as the architectural centrepiece of the site, highlights architectural features, does not detract from the sensitive art-deco colours used in the hotel, uses discrete lighting apparatus, avoids apparatus on the building itself as far as possible and is not intrusive to hotel guests;
 - Strong white lighting for pedestrian routes and public spaces, similar in effect to that used on the Poem Path. Lighting of public spaces should have the fundamental aim of enhancing community safety and maintaining vitality during the evening;
 - More innovative and adventurous lighting for new landmark buildings and public art features;
 - New 'event' street lighting along Marine Road.

17. Community Safety

- 17.1 Promoting Community Safety is a key Council objective and the development of this site must be carried out in a way that creates public areas which feel safe at all times. Measures to maximise community safety include:
- Maintaining vehicular and bus use of Marine Road to avoid the appearance of a large deserted area at night;
 - An effective lighting strategy;

- Maximising uses which attract people to the site;
- Possible extension of CCTV to the area;
- Strictly controlling vehicle movements within the site to maintain pedestrian safety;
- Proper management of cycling and avoidance of conflict with pedestrians;
- Public spaces which are predominantly open and safe in character;
- The use of pavement seating in locations designed to maximise public safety;
- Wide pedestrian routes with good natural surveillance;
- Effective control of dogs;
- Avoidance of dominant or over-bearing security measures such as razor wire and steel roller-shutters.

18. Open Space/Protected Areas

- 18.1 The site contains a number of important open spaces that need to be safeguarded. However, within the overall requirement to preserve and enhance the setting of the Midland Hotel, the precise disposition of open space within the site could be altered. The Promenade is the only significant area of open space in central Morecambe and provides a vital area for walking and informal recreation. In addition, the War Memorial Gardens provide a quiet, contemplative retreat from the bustle of the resort. Although its surroundings could be remodelled, the integrity and dignity of the memorial gardens must be respected in any future redevelopment proposal.
- 18.2 The grounds and forecourt of the Midland Hotel, although neglected are integral parts of its character. This area is important to the setting of the hotel and should be restored, sympathetically landscaped and kept open.
- 18.3 Open spaces could provide locations for high quality public art. Themes could include the continuation of the bird and wildlife themes related to Morecambe Bay, 1930s art deco or seaside themes. The quality of any public art must be appropriate to its surroundings in a conservation area next to a major listed building.
- 18.4 Although it is unlikely that archaeological remains would be sufficiently important to require preservation in-situ, developers should ensure that appropriate recording takes place in any redevelopment of the site.

19. Events

- 19.1 The Bay Arena is an important area for open-air events. Events such as concerts, performances, displays and festivals are important in attracting people to Morecambe. They are doubly important in this area in being major generators of life and vitality. Any redevelopment must include provision for open-air events as part of the scheme. The proposed open space at the Harbour Band arena could be designed with event-use with seating which

could face a stage and end elevations of buildings which could be used as backdrops or for projected images.

20. Circulation

Access, Traffic and Parking

- 20.1 The main existing access point to the site is via the light controlled junction at Northumberland Street. This access is also used by service and maintenance vehicles to reach the beach frontage, the Dome theatre and the Stone Jetty for maintenance and service vehicles as well as by anglers with limited mobility. There are also two accesses to the Midland Hotel forecourt. With the exception of access to the Hotel, it is the Council's view that, other than for the Hotel, further development on the site should use the Northumberland Street access.
- 20.2 Within the site, vehicle penetration should be kept to an absolute minimum, consistent with an area within which pedestrians are dominant. Vehicle speeds should be restricted to 5mph and effective traffic calming measures incorporated. Access rights to the Stone Jetty will need to be respected.
- 20.3 There is substantial scope for narrowing or re-aligning Marine Road to reduce the barrier between the site and the remainder of Morecambe's Central Promenade area. Measures could include:
- The narrowing of the carriageway;
 - Better quality surfacing;
 - Improved street lighting;
 - Rationalisation of on-street car parking;
 - Additional pedestrian and cycle space;
 - Improvements to forecourts;
 - Improved pedestrian crossing facilities.
- 20.4 The development of the site should make a significant contribution to the completion of the re-modelling of the central section of Marine Road, which has been undertaken over a number of years.
- 20.5 The site is in a highly sustainable location, close to the town centre and public transport. The amount of car parking should therefore be kept to a minimum and should not exceed the maxima set out in Lancashire County Council's standards. A development proposal that results in the loss of the Bay Arena Car Park should be accompanied by replacement provision. Transport assessments and travel plans will also be required for any development with significant transportation implications.

Pedestrian Circulation

- 20.6 A key element of achieving the Council's vision for the site is achieving the high pedestrian flows that are essential to achieving a vibrant and lively atmosphere. The two main elements of the pedestrian network within the site are identified in the Morecambe Town Centre Strategy and are:

- The two routes along the Promenade;
 - The Stone Jetty – Midland Hotel – Poem Path axis.
- 20.7 Development proposals should seek to enhance these two routes. In particular, the opportunity should be taken to improve links between the Stone Jetty and the Poem Path. This should be achieved by a major area of public realm in the Harbour Band Arena area, an enhanced route along the side of the Midland Hotel and an improved pedestrian crossing.
- 20.8 In addition, any redevelopment proposal must achieve pedestrian permeability through the scheme by providing safe, attractive and convenient walkways through the development.

Cyclists

- 20.9 Through the District Cycle Strategy, the Council is seeking to promote cycling both as a recreational pursuit and as a means of transport. Morecambe is well suited to cycling with its flat topography and existing cycle infrastructure. All new development should provide cycle parking facilities. Despite a high level of *de facto* use, the issue of cycling on the Promenade remains contentious and at the present time, cycling on the Promenade area is contrary to local by laws produced by the former Morecambe Town Council in the 1970s. Notwithstanding the above, the need for a cycle route along the Promenade is identified in the District Cycle Strategy and the District Local Plan. Development proposals should make provision for a safe segregated cycle route on or parallel to Marine Road. Areas for cyclists and pedestrians should be clearly identified and conflicts minimised.

Buses

- 20.10 Development should make provision for bus stops to encourage and improve public transport. A traffic calmed Marine Road could provide quality bus stops related to the Poem Path – Stone Jetty pedestrian route.

21. Off Site issues

- 21.1 Linkages between the Site and the rest of the Town are an important factor. The site lies opposite the Victoria Pavilion Theatre, Morecambe's other landmark building and major regeneration challenge. It is anticipated that the regeneration of the Central Promenade site, together with public realm improvements being undertaken through the Townscape Heritage Initiative will catalyse the development and implementation of a permanent solution for the Victoria Pavilion.
- 21.2 The second major issue opposite is the condition of forecourts. These are in private ownership and in many cases have a highly unsatisfactory appearance that detracts from attempts to regenerate the resort and achieve the change in perception that is needed.
- 21.3 The third major issue is the privately owned arcade between Woolworths and Hitchens. These twin shops were also built in the 1930s in art deco style and complement the hotel. The Woolworths building has recently been renovated. The arcade between the two stores, which is potentially an important

pedestrian route between the Central Promenade site, the main car parks and the Poem Path, presents a very poor appearance.

22. Planning Obligations

22.1 The following issues may need to be addressed through planning obligations:

- Securing comprehensive development;
- Provision of new public art;
- Enhancement and management of open spaces;
- Traffic calming and reduction measures;
- Car parking management;
- The provision of new pedestrian and cycle routes and pedestrian crossings;
- The phasing of supporting development;
- The control of any retail uses;
- Ongoing management of public realm.

APPENDIX 1 - POLICY CONTEXT

Lancaster District Local Plan (Adopted 2004)

- EC15 Sets out criteria for employment uses outside identified employment areas;
- S1 Identifies the Town Centre boundary, within which new retail development will generally be permitted, as running along the south side of Marine Road;
- S1A Sets out criteria for new retail development outside identified centres including a requirement to demonstrate need;
- S19 Sets out criteria for new food and drink uses;
- S20 Sets out criteria for retail development in mixed-use schemes;
- TO1 Identifies the site within the Morecambe Tourism Opportunity Area and;
states that new commercial leisure development will be permitted which would enhance Morecambe as a visitor destination and make a positive contribution to the regeneration of the area through sensitive design; and
states that development which would prejudice the tourism and leisure role of Morecambe will not be permitted.
- T1 States that development which would result in a significant adverse effect on a bus, rail, cycle or pedestrian route will not be permitted;
- T5 Identifies Marine Road as part of the District's Primary Bus Corridor;
- T16 States that new development will have to meet Lancashire County Council maximum parking standards;
- T18 States that the Council will remodel Marine Road between Lord Street and Central Drive to improve highway safety and facilities for pedestrians and cyclists;
- T19 Identifies the Bay Arena Car Park and states that proposals which would result in a net loss of coach or car parking provision will not be permitted;
- T20 Requires proposals which would result in the loss of on street parking to make compensatory off street provision;
- T24 Identifies Morecambe Promenade as part of the District's Strategic Cycle Network and states that development which has a prejudicial effect on it will not be permitted;
- T25 States that development which would adversely effect the route or characteristics of a public right of way will only be permitted where a satisfactory diversion can be provided in advance of the development;
- E10 States that development on or near potentially contaminated land will only be permitted where site investigations and remediation work have been carried out;

- E11 States that development in areas of flood risk will only be permitted where appropriate flood protection measures are in place;
- E15 States that development likely to damage or destroy a site of international importance will not be permitted;
- E32-34 Sets out criteria for development affecting Listed Buildings and their surroundings;
- E35 States that development which would adversely affect views in conservation areas will not be permitted;
- E36-39 Sets out criteria for development affecting Conservation Areas;
- R9 Identifies site within Morecambe and Heysham Informal Recreation Area.

Joint Lancashire Structure Plan

(Deposit Edition as amended by Pre-EIP Changes)

Identifies Morecambe as a Regeneration Priority Area and a Strategic Tourism Development Area and seeks, within North Lancashire to direct future growth, including tourism development, towards regeneration priorities in the Coastal towns.

Regional Planning Guidance/Regional Spatial Strategy

Under the new Planning and Compulsory Purchase Act, Regional Planning Guidance (RPG) is afforded Development Plan status as Regional Spatial Strategy (RSS). RPG/RSS promotes the regeneration of seaside towns such as Morecambe.

Para 2.3 States Key Objective of RPG as sustaining the Region's smaller and coastal communities.

POLICY DP1 Sets out a sequential approach to meeting development needs as follows:

- Effective use of existing buildings and infrastructure.
- Use of previously developed land, particularly that which is accessible by public transport.
- Development of previously undeveloped land where this avoids important areas of open space, is well located for houses, jobs and services and is or can be made accessible by public transport, walking and cycling;

POLICY DP3 Emphasises quality in development including:

- Integration with surrounding land-uses;
- Consideration of transport implications including accessibility by sustainable modes of transport.

POLICY SD3 Identifies Lancashire's coastal towns as a Priority Regeneration Area.

POLICY SD7 States that Coastal development within existing developed areas should be encouraged where it will diversify local economies and promote the regeneration of coastal communities without harming natural features and resources,

POLICY EC8 States that plans and strategies should recognise the need to protect, sustain and improve the Region's town centres by encouraging new retail, leisure and/or mixed use developments within, and then on the edge of existing defined town and city centre boundaries (primary shopping areas).

POLICY EC9 Plans should identify sites for new facilities that generate significant numbers of tourists/trips where:

- The infrastructure and environment is able to accommodate visitor impact.
- Existing amenities for local residents and businesses are protected;
- A range of transport modes is available;
- It would help to meet a particular economic need, for example within a Priority Regeneration Area.

POLICY UR1 States that the sustainable regeneration of Priority Regeneration Areas will be a regional priority.

POLICY UR4 States that the redevelopment and re-use of vacant sites and buildings will be a priority;

POLICY UR7 Local planning authorities should monitor and manage the availability of land identified in development plans to achieve annual average rates of housing provision and in doing so must seek to minimise the amount of land needed for new housing by considering the impact of new housing development upon the existing housing stock and market in the immediate area and adjoining districts.

POLICY CZ3 Local authorities should work with their partners to develop and diversify the economies of coastal communities by;

- encouraging developments which require a coastal location within existing developed coastal areas
- developing tourism roles for coastal communities which reflect local heritage and character and protect and enhance existing tourist attractions;
- promoting regeneration based upon the region's maritime heritage and addressing issues of environmental decline and social and economic exclusion.

POLICY T9 Local authorities should develop maximum car parking standards.

APPENDIX 4 Set out proposed car parking standard ceiling of one space per 22 sq. metres for non-food retailing in urban conurbation areas and one space per 20 sq. metre elsewhere.