



Lancaster City Council

Morecambe Area Action Plan

Sustainability Appraisal and Strategic Environmental
Assessment

Sustainability Appraisal Report

Hyder Consulting (UK) Limited

2212959

Firecrest Court
Centre Park
Warrington WA1 1RG
United Kingdom

Tel: +44 (0)1925 800 700

Fax: +44 (0)1925

www.hyderconsulting.com

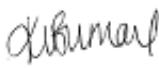




Lancaster City Council

Morecambe Area Action Plan

Sustainability Appraisal and Strategic Environmental Assessment

Sustainability Appraisal Report

Author	Kate Burrows	
Checker	David Hourd	
Approver	David Hourd	
Report No	011-WX44644-WXR-04-F	
Date	30 September 2013	

This report has been prepared for Lancaster City Council in accordance with the terms and conditions of appointment for Sustainability Appraisal and Strategic Environmental Assessment dated 7 June 2012. Hyder Consulting (UK) Limited (2212959) cannot accept any responsibility for any use of or reliance on the contents of this report by any third party.

CONTENTS

Abbreviations	iii
1 Introduction	1
1.1 Background to and Purpose of this Report	1
1.2 Background to and Purpose of the SA Report	2
1.3 Structure of this Report	3
1.4 Habitats Regulations Assessment	4
1.5 Update Following Consultation	4
1.6 Equality and Health Impact Assessment Update	4
2 The Sustainability Appraisal	5
2.1 Legal Requirements	5
2.2 Stages in the SA Process	5
3 The Morecambe AAP Alternatives	24
3.1 Introduction	24
3.2 Initial Morecambe AAP Options November 2011	24
3.3 Morecambe AAP Discrete Investment / Development Options March 2012	30
4 Appraisal of the Morecambe AAP – Preferred Option	35
4.1 Introduction	35
4.2 Spatial Approach Appraisal Findings	35
4.3 Spatial Policies, Development Opportunity Policies and Action Sets Appraisal Findings	38
4.4 Appraisal of Cumulative Effects	50
4.5 Equalities and Health Impact Assessment	53
5 Monitoring Framework	58
5.1 Introduction	58
5.2 Approach	58
5.3 Existing Monitoring Programmes	58
5.4 Proposed Monitoring Framework	59
6 Next Steps	65

Appendices

Appendix A

Review of Plans, Programmes and Environmental Protection
Objectives
Appendix B
Baseline Data
Appendix C
SA Objective Compatibility
Appendix D
Appraisal of Spatial Policies and Development Opportunities
Appendix E
Figures
Appendix F
Consultation Response Table

Abbreviations

AAP	Area Action Plan
AMR	Annual Monitoring Report
AQMA	Air Quality Management Area
cSAC	Candidate SAC
DPD	Development Plan Document
HRA	Habitats Regulations Assessment
IMD	Index of Multiple Deprivation
LSOA	Lower Super Output Area
pSPA	Potential SPA
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
SuDS	Sustainable (urban) Drainage Systems

1 Introduction

1.1 Background to and Purpose of this Report

Lancaster City Council is in the process of preparing its Morecambe Area Action Plan (AAP) Development Plan Document (DPD). The AAP will form part of the Lancaster Local Plan, which, together with the Core Strategy (adopted 2008), Land Allocations DPD (currently in preparation) and Development Management Policies DPD (currently in preparation) will replace the existing Lancaster District Plan that was adopted on 16 April 2004. The AAP and the Core Strategy will form the most important considerations when determining planning applications in central Morecambe.

As part of the AAP preparation process, a combined Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) is being undertaken. The term SA shall be used to refer to the combined SA/SEA for the remainder of this report. This report presents the process and findings of the SA of the AAP.

1.1.1 Background to and Purpose of the AAP

The Morecambe AAP is a spatial plan for central Morecambe and covers an area that extends the length of the main promenade from the Battery in the west almost to the Town Hall in the east and landward takes in the main central parts of the town. The Morecambe AAP provides a framework to facilitate and manage development and change within central Morecambe to 2021 (the period of the Core Strategy). The Morecambe AAP is the document through which the vision and objectives for the area have been developed, considered and co-ordinated for implementation. It identifies key infrastructure projects that will contribute to the regeneration of central Morecambe. It directs investment, provides increased certainty to potential investors, builds confidence and assists the Council in securing funding and facilitating new development. It is acknowledged that economic circumstances will affect the pace of regeneration, however, bringing forward the AAP will ensure that central Morecambe is well placed to capture and benefit from an economic upturn.

The Morecambe AAP includes:

- A Plan Vision and Spatial Approach;
- Four Spatial Policies;
- Six Development Opportunity Policies; and
- 15 Action Sets.

Lancaster City Council has been developing the Morecambe AAP since 2010 and a number of documents have been produced and been subject to SA. Table 1-1 provides a summary of the documents that have been produced, whether they were subject to SA and SEA and when consultation occurred.

Table 1-1 Morecambe AAP Development, the SA Process and Consultation

Morecambe AAP Document	Subject to SA/SEA	Consultation Dates
Draft Scoping	Yes – a draft SA Scoping report was produced by Lancaster City Council in March 2010 and consulted upon alongside the Draft Morecambe AAP Scoping Document.	Monday 22nd March and ended on 26th April 2010

Morecambe AAP Document	Subject to SA/SEA	Consultation Dates
A series of Topic Papers were produced to inform the development of the AAP.	Yes – an updated SA Scoping Report was produced by Lancaster City Council in July 2010. This accompanied a consultation on the Vision and Approach Topic Paper.	Monday 28th June 2010 - 30th August 2010
	Yes – as initial SA of outline options was produced and the results documented in Hyder Report Reference: 009-WX44644-WXR-01. This accompanied a consultation on the Outline Options Narrative Topic Paper	Friday 18 November 2011 - Friday 6 January 2012.
Discrete Investment / Development Options Report	Yes - the options that formed part of this document were appraised and the results documented in Hyder Report Reference: 010-WX44644-WXR-02.	The Discrete Investment / Development Options Report SA Report was not issued for consultation.
Preferred Option Morecambe AAP	Yes - The results of the appraisal are presented in this SA Report.	

Table 1-1 demonstrates that a highly iterative approach has been adopted for the development of the Morecambe AAP with assessments of its sustainability performance having been completed and feedback provided to the plan-makers. This report does not repeat the appraisal results for earlier iterations of the Morecambe AAP in detail, although a summary of findings is provided in Section 3. The purpose of this SA Report is to present the results of the appraisal of the Preferred Option Morecambe AAP dated June 2012.

1.2 Background to and Purpose of the SA Report

SA (incorporating the requirements of the SEA Directive¹) has been undertaken on the Morecambe AAP throughout its development. SA is an essential tool for ensuring that the principles of sustainable development are inherent throughout the preparation of the Morecambe AAP and that it broadly complies with the relevant planning guidance. The overarching aim of the process is to contribute to better decision-making and planning. SA is an iterative process and follows a series of prescribed stages (refer to Section 2.2) in which the elements of the Morecambe AAP are appraised against Sustainability Objectives, to encourage the selection of the most sustainable options and to ultimately improve the sustainability of the development that is brought forward.

This SA Report provides a summary of the SA process so far and presents the findings and recommendations of the assessment of the Morecambe AAP. The key aims are to:

- Provide information on the Morecambe AAP and the SA process;
- Present the key existing social, economic and environmental conditions within Morecambe, in the context of existing plans, programmes and environmental protection objectives, together with relevant baseline information;
- Identify, describe and evaluate the likely significant effects of the Morecambe AAP;

¹ Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment, June 2001

- Recommend measures to avoid, reduce or offset any potentially significant adverse effects; and
- Propose a monitoring framework that can be used to monitor the identified significant effects.

It is essential that the Preferred Option Morecambe AAP is read in conjunction with this SA Report.

1.3 Structure of this Report

Table 1-2 provides an outline of the contents and structure of this SA Report.

Table 1-2 Contents and Structure of the SA Report

Section of SA Report	Outline Content
Non Technical Summary (separate document)	Summary of the SA process and SA Report in plain English (a legislative requirement).
Abbreviations	Abbreviations used in this report.
1: Introduction	Provides the background to and purpose of the Morecambe AAP and this SA Report, and presents the structure of this SA Report. It also introduces the concept and application of the Habitats Regulations Assessment (HRA) process.
2: The Sustainability Appraisal	This section outlines the legal requirements for the SA, including links with the SEA Directive. It outlines the key elements of the SA process and the approach adopted for appraising the effects of the Morecambe AAP (including the SA Framework), together with an overview of the consultation requirements.
3: The Morecambe AAP Alternatives	Outlines the development of alternative options that were considered and appraised as part of the development of the Morecambe AAP.
4: Appraisal of the Preferred Option Morecambe AAP	Presents the appraisal of the individual elements of the Morecambe AAP against the SA Framework including cumulative effects.
5: Monitoring Framework	Provides an outline of the proposed monitoring framework.
6: Next Steps	Identifies the next steps in the SA process, following consultation on this SA Report. Details of how to comment upon this SA Report are also provided.
Appendix A	Analysis of relevant plans, programmes and environmental protection objectives and their relationship/conflicts with the Morecambe AAP and the SA.
Appendix B	Baseline data, a summary of which is presented in Chapter 2.
Appendix C	SA Objective Compatibility.
Appendix D	Appraisal of Spatial Policies and Development Opportunities
Appendix E	Figures
Appendix F	Update following receipt of consultation responses

1.4 Habitats Regulations Assessment

European Council Directive 92/43/EEC on the Conservation of natural habitats and of wild flora and fauna (the 'Habitats Directive') requires that any plan or programme likely to have a significant impact upon a Natura 2000 site (Special Area of Conservation (SAC), candidate Special Area of Conservation (cSAC), Special Protection Area (SPA), potential Special Protection Area (pSPA) and Ramsar site), which is not directly concerned with the management of the site for nature conservation, must be subject to an Appropriate Assessment. The overarching process is referred to as Habitats Regulations Assessment (HRA).

The western boundary of Morecambe lies adjacent to the Morecambe Bay SAC, SPA and Ramsar site. A HRA screening exercise is therefore being undertaken in tandem with this SA to determine if the Morecambe AAP (either in isolation and / or in combination with other plans or projects) would generate an adverse impact upon the integrity of a Natura 2000 site, in terms of its conservation objectives and qualifying interests. This process is documented in a Screening Report that will be submitted to Natural England.

1.5 Update Following Consultation

The Morecambe AAP was released for consultation with the general public and stakeholders, during late 2012 and early 2013. Numerous responses were received and some have resulted in amendments to the document. As a result, it has been necessary to revisit this SA in light of these changes and assess whether any further sustainability impacts are evident.

Appendix F contains a table detailing the consultation responses that have resulted in a change in the Morecambe AAP. The Assessment Matrix contained within Appendix D has been updated to include the amendments completed by Lancaster City Council. These are also reflected in the main body of this SA Report as appropriate. However, the vast majority of the changes are very minor textual amendments and will not result in a change to the conclusions of this report.

1.6 Equality and Health Impact Assessment Update

The Morecambe AAP SA has been updated to include an assessment of the policies on the health and equality receptors within the scheme area.

2 The Sustainability Appraisal

2.1 Legal Requirements

It is a legal requirement that the Morecambe AAP is subject to SA, under the Planning and Compulsory Purchase Act 2004. This Act stipulates that the SA must comply with the requirements of the SEA Directive which was transposed directly into UK law through the SEA Regulations².

The aim of the SEA is to *'provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development'* (Article 1 of the SEA Directive).

A combined SA and SEA has been undertaken (hereinafter referred to as SA), as the Morecambe AAP has the potential to have a range of significant sustainability effects (both positive and negative). The SA has been undertaken in accordance with guidance from the Planning Advisory Service (<http://www.pas.gov.uk/pas/core/page.do?pageId=152450>). In addition, published Government guidance on SEA³ (hereafter referred to as the Practical Guide) has also been followed.

2.2 Stages in the SA Process

Although there are formalised approaches for both SA and SEA, only the latter has a legal obligation to perform certain activities as stipulated in the SEA Directive. These legal obligations have been adhered to throughout the SA process by following a series of prescribed stages, through which the elements of the Morecambe AAP have been appraised using Sustainability Objectives (Table 2-1 provides further detail).

Table 2-1 presents a summary of the key stages of the SA process, together with the SEA Directive requirements for each stage. Reference is given to where the requirements have been addressed within this SA Report.

Table 2-1 Key SEA Directive Requirements

SA Stage	Key SEA Directive Requirements	Relevant Section of the SA Report	Application to the Morecambe AAP
Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope			
A1: Identifying other relevant policies, plans and programmes and sustainability objectives	The environment report should provide information on: <i>"the relationship (of the plan or programme) with other relevant plans and programmes"</i> (Annex 1(a)) <i>"the environmental protection objectives, established at international (European) Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental</i>	Chapter 2 and Appendix A.	Stage A corresponds to the scoping stage of the SA. An SA Scoping Report was produced by Lancaster City Council which was consulted upon in 2010. During this stage the scope of

² S.I. 2004 No. 1633: The Environmental Assessment of Plans and Programmes Regulations, 2004

³ ODPM *et al.* (2005) *A Practical Guide to the Strategic Environmental Assessment Directive*

SA Stage	Key SEA Directive Requirements	Relevant Section of the SA Report	Application to the Morecambe AAP
	<i>considerations have been taken into account during its preparation” (Annex 1(e))</i>		the SA for the Morecambe AAP was defined.
A2: Collecting baseline information	The environment report should provide information on: <i>“relevant aspects of the current state of the environment and the likely evolution thereof without its implementation of the plan or programme” and, “the environmental characteristics of the areas likely to be significantly affected” (Annex 1(b), (c))</i>	Chapter 2 and Appendix B	The results of stages A1-A4 are presented in this SA Report.
A3: Identifying sustainability issues and problems	<i>“any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC” (Annex 1 (c))</i>	Chapter 2	
A4: Developing the SA Framework	N/A	Chapter 2	
A5: Consulting on the scope of the SA	<i>The authorities referred to in Article 6(3) shall be consulted when deciding on the scope and level of detail of the information which must be included in the environmental report.(Article 5.4)</i>	The scope of the appraisal is presented in Chapter 2. A Scoping Report was produced and consulted upon.	

Stage B: Developing and Refining Options and Assessing Effects

B1: Testing the DPD objectives against the SA Framework	The environment report should consider <i>“reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme” and give “an outline of the reasons for selecting the alternatives dealt with” (Article 5.1 and Annex I(h))</i>	Chapter 3 and Appendix C.	Stage B of the SEA process is linked to the overall production of the Morecambe AAP which includes the development of plan options and the finalisation of the preferred option. There has been a considerable degree of interaction between the plan-making and SA teams during this stage in the process. This has enabled potential adverse effects of the Morecambe AAP to be avoided / minimised and potential sustainability benefits maximised. Stage B is the primary assessment stage of the SA process and is the main output of this report.
B2: Developing the DPD Options	In the environmental report, <i>“the likely significant effects on the environment of implementing the plan or programme ... and reasonable alternatives ... are [to be] identified, described and evaluated” (Article 5.1)</i>		
B3: Predicting the effects of the DPD			
B4: Evaluating the effects of the DPD			
B5: Considering ways of mitigating adverse effects and maximising beneficial effects	Annex I (g) states that it should also include <i>“measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme...”</i>		
B6: Proposing measures to monitor the significant effects	<i>The Environmental Report should provide information on “a description of the measures envisaged concerning monitoring” (Annex I (i))</i>		

SA Stage	Key SEA Directive Requirements	Relevant Section of the SA Report	Application to the Morecambe AAP
of implementing the DPDs			
Stage C: Preparing the Sustainability Appraisal Report			
C1: Preparing the SA Report	Article 5.1 contains the requirement for an environmental report to be produced where an assessment is required. The environmental report “ <i>shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process in order to avoid duplication..</i> ” (Article 5.2). Details of the information to be given in the Environmental Report are provided in Annex 1.	This SA Report represents the required Stage C output.	This SA Report has been produced in line with the requirements of the SEA Directive for producing an Environmental Report. A Non Technical Summary is also provided.
Stage D: Consultation on the Proposed Submission Documents and the SA Report			
D1: Public participation on the proposed submission documents	Article 6 contains the requirements for the draft plan or programme and the environmental report to be made available to statutory authorities and the public. They should be given an ‘ <i>early and effective opportunity within time frames to express their opinions</i> ’ (Article 6.2).	Arrangements for consultation are indicated in Chapter 6.	The SA Report and the Morecambe AAP will be consulted upon in accordance with Regulation 27 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008.
D2: Appraising significant changes resulting from representations	N/A	N/A	Following the receipt of representations, the SA Report may need to be updated to reflect comments received. The SA Report will need to be updated to accompany the Publication (Regulation 30) version of the Morecambe AAP. It will be essential for the SA Report and the Morecambe AAP to remain consistent.
D3: Making decisions and providing information			
Stage E: Monitoring the significant effects of implementing the DPD			
E1: Finalising aims and methods for monitoring	“ <i>Member States shall monitor the significant environmental effects of the implementation of plans and programmes... in order, inter alia, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action</i> ” (Article 10.1)	Monitoring will commence once the Morecambe AAP has been adopted. A draft monitoring framework is included within Chapter 5 of this SA Report.	Monitoring undertaken for the SA process should feed into the Annual Monitoring Report (AMR).
E2: Responding to adverse effects			

The following sections detail the activities that have been, and are proposed to be, undertaken at each stage of the SA process. This provides context and background to the SA to date including its agreed scope, the methodology for the appraisal of the Morecambe AAP, and the technical limitations to the appraisal.

2.2.1 Stage A: Setting the Context, Establishing the Baseline and Deciding on the Scope

Review of Plans, Policies and Environmental Protection Objectives

A review of other plans and programmes that may affect the preparation of the Morecambe AAP was undertaken to identify the relationship between them.

This included:

- Identification of any external social, environmental or economic objectives, indicators or targets that should be reflected in the SA process.
- Identification of any baseline data relevant to the SA.
- Identification of any external factors that might influence the preparation of the plan, for example sustainability issues.
- Identification of any external objectives or aims that would contribute positively to the development of the Morecambe AAP.
- Determining whether there are clear potential conflicts or challenges between other identified plans, programmes or sustainability objectives and the emerging Morecambe AAP.

The review included documents prepared at international, national, regional (sub-regional) and local scale. These documents cover a broad range of issues, not all of which apply directly to the Morecambe AAP. The key principles of relevant plans, programmes and environmental protection objectives were taken forward to positively influence the direction of the Morecambe AAP. The full review is presented in Appendix A.

Establishing the Baseline

Characterising the environmental and sustainability baseline, issues and context helps to define the SA Framework. It involves the following key elements:

- Characterising the current state of the environment within Morecambe (including social and economic aspects as well as the natural environment); and,
- Using this information to identify existing problems and opportunities which could be considered in the Morecambe AAP where relevant.

The baseline was characterised through the following methods:

- Review of relevant local and sub- regional, plans, policies and environmental protection objectives;
- Data gathering using a series of baseline indicators developed from the SEA Directive topics, the PAS guidance, and the data available for Morecambe; and,
- Consideration of the scope and contents of the Morecambe AAP.

A detailed description of the baseline characteristics of Morecambe is provided in Appendix B, together with any identified data gaps and inadequacies, and is accompanied by constraints plans (see Appendix E). Obtaining these datasets would help to further increase the knowledge

of the areas and therefore the potential impacts of the Morecambe AAP. Such data gaps could potentially be overcome through the use of the monitoring framework.

The baseline data has been used to identify the key sustainability issues and opportunities within Morecambe, a summary of which is presented in the paragraphs below. Although these have been grouped by sustainability topic, many are indirectly or directly linked and are therefore closely related.

Population

- Morecambe has a relatively young population.
- Access to services within Morecambe is good due to the implementation of urban concentration policy.
- There are potential challenges that could arise in the future relating to the type and tenure of housing provision on offer in the Morecambe. This is analysed in detail within the Lancaster Strategic Housing Market Assessment (2008).

Education and Qualifications

- Educational attainment in Morecambe is generally poor when compared to the district, regional and national levels and should be improved where possible. However, there remains a higher than the district, regional and national percentage of the population in Morecambe with attained level 1 qualification.
- Work-based learning opportunities should be developed further to minimise the number of 16-18 year olds not in education or employment training and increase levels of attainment of qualifications.
- Lancaster District's universities and colleges should be promoted in order to raise educational attainment levels in Morecambe.

Health

- Health in the Morecambe is generally poor with high levels of health deprivation and people living with long-term life limiting illnesses.
- Access to doctor's surgeries within Morecambe is limited and may need to be improved, particularly if large new residential developments are proposed.
- There are opportunities to promote access to outdoor recreational pursuits in open areas and local sporting facilities the Morecambe Bay to benefit the health of the local population.
- There are also opportunities to further promote walking and cycling within Morecambe.

Crime

- Morecambe currently suffers with high levels of crime and crime deprivation when compared to the Lancaster district. However, there has been a reduction in overall crime levels recently.
- Juvenile nuisance and anti-social behaviour is a key source of crime in Morecambe and further work is needed to reduce such problems, although recent initiatives have been successful in reducing such problems.

Water

- There may be opportunities to further improve bathing water quality at Morecambe South.

- Areas at risk from flooding should be protected from development that would increase that risk. New developments should be encouraged to use SuDS to manage runoff and further reduce flood risk if appropriate.
- New developments and households within the Morecambe should also be encouraged to minimise water use and to re-use rainwater where possible i.e. grey water recycling systems.
- United Utilities forecast a water deficit in the future which may affect water resources availability for new developments. United Utilities and the Council will need to work together over this issue.

Soil and Land Quality

- Where previously developed sites exist, the aim should be to continue to remediate and re-use them, although this decision should be made on a site-by-site basis as some brownfield sites may now have developed significant biodiversity interests.
- Morecambe has large areas of previously developed land and a large number of vacant / unfit dwellings in the ward of Poulton, therefore opportunities to use brownfield land and to bring dilapidated buildings back into use should be sought.

Air Quality

- In general terms the air quality in Morecambe is good with no designated Air Quality Management Areas (AQMAs).
- Opportunities should be sought to reduce road traffic and promote sustainable transport use to further improve air quality.
- There may be opportunities to reduce travel and distances between homes and employment sites through the Morecambe AAP.

Energy and Climate Change

- Reducing the carbon footprint through energy conservation and efficiency and the promotion of renewable energy sources should be encouraged where possible in the AAP.
- New developments should be encouraged to include sustainable design principles.
- Reducing transport on Morecambe's roads and encouraging more sustainable modes of transport would contribute to reducing the effects of climate change.
- Emissions of CO₂ are generally low in Morecambe, however, opportunities should be sought to maintain/reduce these levels.

Biodiversity Flora and Fauna

- The Morecambe Bay Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site are internationally designated sites. The Bay is also designated a Site of Special Scientific Interest (a national designation). These sites (which overlap each other) should be afforded significant protection against any potential adverse effects of development.
- The high quality of the environment provides opportunity to develop recreation and tourism in the Morecambe, although care should be taken to ensure that development is appropriate and does not adversely affect biodiversity resources.

Cultural Heritage

- Morecambe contains a number of cultural heritage features (in particular Conservation Areas and listed buildings) which should be appropriately conserved and enhanced.
- Heritage risks can be reduced by good land management, or by informed planning policies and decisions that take full account of the national importance of historic sites.
- In addition to protecting statutory sites it is important to ensure that the wider historic landscape is protected and also non-designated heritage and archaeological resources.
- Morecambe has a good tourism potential due to the quality of its natural environment which is complemented by its cultural heritage resources.

Landscape/Townscape/Seascape

- It is important for townscape character and quality to be maintained and where possible restored and enhanced.
- Morecambe's high quality seascape is an important resource for attracting visitors and enhancing the quality of life for residents.
- Opportunities should be sought to enhance design and landscaping at the local level to improve the quality of the local environment through improvements to the public realm for example.

Minerals and Waste

- Opportunities should be sought to further improve composting and recycling performance where this is possible through the Morecambe AAP.
- Sustainable sourcing and waste management principles should be promoted for all new developments that occur in within the Morecambe AAP boundary.

Transportation

- Opportunities should be sought to reduce dependence on the private car and increase sustainable modes of transport such as walking and cycling. It will be important to ensure that any new employment sites can be easily accessed by sustainable transport.
- The good road connections to other parts of Lancaster and proximity to the motorway network are both an opportunity and a threat to Morecambe as they could help to encourage inward investment but they also could enable Morecambe's residents to easily commute to neighbouring authorities and areas for employment purposes leading to a leakage of skills and also daily spending from Morecambe.

Economy

- The collapse of the town's role as a traditional English seaside resort is well known.
- Morecambe is massively underperforming in economic terms and this impacts badly in wider ways including on social functioning and the attraction of the town to visitors.
- Attracting new investment has been difficult in recent years.
- Harbour, Heysham North and Poulton wards are identified in the 2010 IMD as being in the bottom 10% nationally for employment deprivation nationally.
- A small number of employers provide a significant amount of the employment. Opportunities should be sought to promote diversification and to support new businesses where possible.

- There are further opportunities to capitalise upon Morecambe's tourist attractions and unique selling points to further develop the tourist industry.
- The economic slowdown has affected most parts of the UK and there is a need to ensure that the impacts on residents are reduced and that future needs continue to be met. Diversification of the employment market and provision of attractive employment and business opportunities will be central to this.

Deprivation and Living Environment

- The wards of Poulton, Harbour and Heysham North experience high levels of deprivation and all have wards within the bottom 10% nationally for the index of multiple deprivation and living environment deprivation.
- The wards of Poulton, Harbour and Heysham North are considered to be within the bottom 20% most deprived for income deprivation.
- The wards of Poulton, Harbour and Heysham North are considered to be within the top 20% least deprived for barriers to housing and services deprivation. This indicates that housing affordability is not an issue within Morecambe.
- Engaging with local residents and making sure that they feel the Council keeps them well informed will be essential in creating vibrant communities.
- There may be scope in the future to more actively involve the local community in decision-making which will also enable the Council to understand the needs and desires of the residents which in the long-term could help contribute to the establishment of more sustainable communities.

Housing

- There is a shortage of high quality housing in Morecambe and investment is required to upgrade the significant numbers of unfit and vacant housing.
- Since May 2008, the Government has introduced a mandatory rating against the Code for Sustainable Homes for all new homes. The Code measures the sustainability rating of a new home against categories of sustainable design. The overarching aim is to make the design of homes more sustainable and to carbon emissions. The promotion of the Code for Sustainable Homes and awareness raising about its use and application should be promoted where possible in the AAP.

Scope of the Appraisal

The SA process commenced in March 2010 with the preparation of an SA Scoping Report for the Morecambe AAP, the report contained:

- A review of relevant plans, programmes and environmental protection objectives that could influence the SA and the development of the Morecambe AAP;
- Identification of key sustainability issues and opportunities, together with recommendations for mitigation where required; and
- The development of the SA Framework against which the elements of the Morecambe AAP have been assessed.

Geographical Scope of the Appraisal

The Scoping Report set out the scope and approach to the assessment of the Morecambe AAP. Geographically the scope of this SA comprises the area of Morecambe within AAP boundary. Where effects may indirectly be realised outside of this boundary, these have also been considered in the SA.

Temporal Scope of the Appraisal

The Morecambe AAP sets out the framework for facilitating the determination of future planning applications within Lancaster City Council until 2021 (in line with the period of the adopted Core Strategy).

Topics Covered in the Appraisal

The SA comprises the consideration of the environmental, social and economic effects of the Morecambe AAP. The baseline characterisation has therefore reflected the topics set out in the SEA Directive, but also considers relevant additional social and economic topics as recommended in the PAS SA guidance. Table 2-2 identifies the topics covered, together with their relationship with the topics listed in Annex I of the SEA Directive.

Table 2-2 Topics Covered in the SA and Relevant SEA Directive Topics

Topics covered in the SA	Relevant topics listed in Annex I of the SEA Directive
Population	Population and Human Health Material Assets
Education and Qualifications	Material Assets
Health	Population and Human Health Material Assets
Crime	Population and Human Health
Water	Water and Soil
Soil and Land Quality	Water and Soil Material Assets
Air Quality	Air
Energy and Climate Change	Climatic Factors
Biodiversity, Flora and Fauna	Biodiversity, Flora and Fauna
Cultural Heritage	Cultural heritage and landscape
Landscape	Cultural heritage and landscape
Minerals and Waste	Material Assets
Transportation	Material Assets
Economy	Material Assets
Deprivation and Living Environment	Population and Human Health Material Assets
Housing	Material Assets

Annex I of the SEA Directive also requires an assessment of secondary, cumulative and synergistic effects, the results of which are provided in Chapter 4.

The Scoping Consultation

The Scoping Report was issued for public consultation in March 2010, for a five week consultation period. The aim of this was to obtain comment and feedback upon the scope and level of detail of the SA.

It was issued to the three statutory consultees (the Environment Agency, English Heritage and Natural England) and the public through availability on the Council's website. The report was subsequently updated following this consultation feedback.

The SA Framework

The SA Framework was developed for all documents within the Local Plan and has been used for the Core Strategy, then updated for use with the Land Allocations and Development Management Policies DPDs. It was not considered necessary to revise this in principle for the Morecambe AAP although some of the guide questions regarding rural issues have been removed in this instance (these are shown as striked-out text in Table 2-3). The SA Framework underpins the assessment methodology and comprises a series of 18 objectives (SA Objectives) against which the Morecambe AAP has been assessed. The SA Objectives are intended to be overarching and aspirational. The SA Objectives address the full cross-section of environmental, economic and social sustainability issues within the Lancaster district.

The SA Objectives have been developed using the review of other relevant plans, programmes and environmental objectives, the baseline data and the key issue and opportunities identified. Each of the SA Objectives is supported by a series of sub-objectives to add further clarity and to assist the assessment process. These sub-objectives have been considered by the assessors when undertaking the appraisal in order to inform their decision.

The SA Objectives and associated sub-objectives are presented in Table 2-3.

Table 2-3 SA Objectives and Sub-Objectives

SA Objective		Sub-Objectives
S1	To reduce crime, disorder and fear of crime and reduce exposure to hazards	<i>S1.1 To reduce levels of crime</i>
		<i>S1.2 To reduce the fear of crime</i>
		<i>S1.3 To reduce levels of anti-social behaviour</i>
		<i>S1.4 To encourage safety by design</i>
		<i>S1.5 To reduce exposure to environmental hazards</i>
		<i>S1.6 To reduce exposure to noise disturbance</i>
S2	To ensure there is housing to meet all needs	<i>S2.1 To ensure there is enough housing available to meet needs in all areas</i>
		<i>S2.2 To increase the availability of affordable housing</i>
		<i>S2.3 To ensure housing is decent</i>
		<i>S2.4 To reduce fuel poverty</i>
S3	To improve physical and mental health for all and reduce health inequalities	<i>S3.1 To reduce health inequalities amongst different groups in the community</i>
		<i>S3.2 To improve access to health and social care services</i>
		<i>S3.3 To promote healthy lifestyles</i>

SA Objective		Sub-Objectives
		<p><i>S3.4 To ensure there is access to greenspace, countryside, public spaces, rights of way, play areas and open coast for people to enjoy</i></p> <p><i>S3.5 To ensure there are cultural /social/ community facilities and activities for people to enjoy / participate in</i></p> <p><i>S3.6 To encourage the development of strong and cohesive communities</i></p>
S4	To encourage lifelong learning	<p><i>S4.1 To maintain and increase levels of participation and attainment in education for all members of society</i></p> <p><i>S4.2 To improve the provision of education and training facilities</i></p> <p><i>S4.3 To improve access to and involvement in Lifelong Learning opportunities</i></p> <p><i>S4.4 To improve access to environmental education</i></p>
S5	To improve sustainable access to basic goods, services and amenities for all groups	<p><i>S5.1 To ensure public transport services (bus and train) meet peoples' needs</i></p> <p><i>S5.2 To ensure highways infrastructure serves peoples' transportation needs (including for private vehicular travel, walking and cycling)</i></p> <p><i>S5.3 To ensure buildings and public spaces are readily accessible</i></p> <p><i>S5.4 To promote the use of more sustainable modes of transport and reduce dependence on the private car</i></p> <p><i>S5.5 To improve access to cultural and leisure facilities</i></p> <p><i>S5.6 To maintain and improve access to essential services and facilities</i></p> <p><i>S5.7 To improve access to basic goods, services and amenities in rural areas</i></p>
EC1	To encourage thriving local economies	<p><i>EC1.1 To diversify employment opportunities</i></p> <p><i>EC1.2 To increase employment opportunities</i></p> <p><i>EC1.3 To encourage economic growth</i></p> <p><i>EC1.4 To encourage inward investment</i></p> <p><i>EC1.5 To ensure sufficient land, buildings and premises are available to accommodate for business start up and growth</i></p> <p><i>EC1.6 To ensure Infrastructure (including transportation) meets the needs of business</i></p> <p><i>EC1.7 To encourage rural diversification</i></p>
EC2	To ensure key economic drivers are strong	<p><i>EC 2.1 Town and village centres are strong and vibrant</i></p> <p><i>EC 2.2 The higher education sector is vibrant</i></p> <p><i>EC 2.3 The visitor economy is strong</i></p>

SA Objective		Sub-Objectives
		<i>EC 2.4 The knowledge economy is strengthened</i>
EC3	To ensure the workforce meets local economic needs	<i>EC 3.1 The labour supply meets local economic needs</i>
		<i>EC 3.2 People are educated, trained and skilled to meet local economic needs</i>
EC4	To encourage economic inclusion	<i>EC 4.1 To reduce levels of unemployment in the areas most at need</i>
		<i>EC4.2 To improve physical accessibility to jobs for those in greatest need</i>
EN1	To limit and adapt to climate change	<i>EN 1.1 To reduce greenhouse gas emissions</i>
		<i>EN 1.2 To ensure existing buildings have optimal energy efficiencies</i>
		<i>EN 1.3 To ensure new development is low carbon / carbon neutral</i>
		<i>EN 1.4 To promote the use of more sustainable modes of transport and reduce dependence on the private car</i>
		<i>EN 1.5 To reduce or manage flooding</i>
		<i>EN 1.6 To encourage the inclusion of flood mitigation measures such as SuDS</i>
		<i>EN 1.7 To ensure new developments are able to withstand extreme weather events</i>
EN2	To protect and enhance the quality of water features and resources	<i>EN 2.1 To ensure the marine environment is clean and unpolluted</i>
		<i>EN 2.2 To ensure watercourses and impounded waters (including canals) are clean and unpolluted</i>
		<i>EN 2.3 To ensure groundwater is clean and unpolluted</i>
EN3	To protect and enhance biodiversity	<i>EN3.1 To protect and enhance designated sites of nature conservation importance</i>
		<i>EN3.2 To protect and enhance wildlife especially rare and endangered species</i>
		<i>EN 3.3 To protect and enhance habitats and wildlife corridors</i>
		<i>EN3.4 To provide opportunities for people to access wildlife and open green spaces</i>
		<i>EN3.5 To protect and enhance geodiversity</i>
EN4	To protect and enhance landscape and townscape character and quality	<i>EN 4.1 To ensure places and views, whether urban or rural, are of distinctive character and quality</i>
		<i>EN 4.2 To ensure night skies are dark</i>
		<i>EN 4.3 To promote sensitive design in development</i>
EN5	To ensure the sustainable use of natural resources	<i>EN 5.1 To ensure land not yet developed in the District is safeguarded for the future</i>

SA Objective		Sub-Objectives
		<i>EN 5.2 To ensure the quantity and quality of soil resources and function is safeguarded for the future</i>
		<i>EN 5.3 To minimise consumption of the earth's finite primary materials</i>
		<i>EN 5.4 To ensure that contaminated land will be guarded against</i>
		<i>EN 5.5 To ensure that fossil fuel consumption is minimised</i>
		<i>EN 5.6 To encourage development of brownfield land where appropriate</i>
		<i>EN 5.7 To encourage sustainable use of water resources</i>
EN6	To increase energy efficiency and require the use of renewable energy sources	<i>EN 6.1 To increase energy efficiency</i>
		<i>EN 6.2 To increase the use of renewable energy</i>
		<i>EN 6.3 To reduce the use of energy</i>
		<i>EN 6.4 To minimise the use of fossil fuels</i>
EN7	To protect and enhance the historic environment and heritage assets	<i>EN7.1 To protect and enhance historic buildings and sites</i>
		<i>EN 7.2 To protect and enhance historic landscape/townscape value</i>
EN8	To protect and improve air quality	<i>EN8.1 To protect and improve local air quality</i>
EN9	To minimise waste, increase re-use and recycling	<i>EN9.1 To increase the proportion of waste recycling and re-use</i>
		<i>EN9.2 To reduce the production of waste</i>
		<i>EN9.3 To reduce the proportion of waste landfilled</i>
		<i>EN9.4 To promote the use of recycled and secondary materials in construction</i>

SA Objective Compatibility

The 18 SA Objectives have been tested against each other to identify any potential areas of internal incompatibility. The results are presented in Appendix C and summarised below.

A number of areas of compatibility were identified between the SA Objectives, although there were some uncertainties identified which are documented in more detail below.

The compatibility was assessed as uncertain between SA Objective S2 'To ensure there is housing to meet all needs' and also EC1 'To encourage thriving local economies' against the following SA Objectives:

- EN2 To protect and enhance the quality of water features and resources;
- EN3 To protect and enhance biodiversity;
- EN4 To protect and enhance landscape and townscape character and quality;
- EN5 To ensure the sustainable use of natural resources;
- EN6 To increase energy efficiency and require the use of renewable energy sources;

- EN7 To protect and enhance the historic environment and heritage assets; and
- EN9 To minimise waste, increase re-use and recycling.

This is because new development has the potential to adversely affect biodiversity resources through direct land take, landscape and heritage resources from inappropriate siting and water resources through an increase in water consumption and development in the floodplain. In addition new development requires the use of natural resources, raw materials and energy, and can increase pressure upon waste management.

The compatibility of SA Objective EN6 '*To increase energy efficiency and require the use of renewable energy sources*' was assessed as uncertain against SA Objectives EN3, EN4 and EN7 as renewable energy development could potentially affect biodiversity resources i.e. through bird strike (wind turbines) and adversely affect landscape and heritage resources through inappropriate siting.

These areas of potential conflict were considered when undertaking the appraisal of the Morecambe AAP to ensure that appropriate mitigation was included within the policy wording to address any potential conflicts between new development and protection of the environment.

2.2.2 Stage B: Developing and Refining Options and Assessing Effects

Options Assessment

Following consultation on the Scoping Reports, the policy options for the Morecambe AAP were developed by Lancaster City Council, as set out in Topic Paper 3: Outline Options Narrative Report (November 2011). This document contained an initial set of six policy options to help guide the regeneration of Morecambe, and formed an important step in developing the preliminary set of policy options.

At this stage the policy options did not provide detailed guidance on standards / thresholds and requirements, but rather an essence of the policies the Morecambe AAP would cover and the issues it would ultimately attempt to address. It was the intention that the policy options would be further developed to create a preferred option document (i.e. the Morecambe AAP as it is now), which would set out in more detail those requirements which the developers / applicants will have to consider when preparing planning applications.

A workshop was held on 3 November 2011 to provide feedback on the policy options using the SA Objective topics as a guide. The invited attendees included representatives of Lancaster City Council officer groups, the primary Care Trust, Age UK and Lancaster County Council to provide a range of knowledge.

Following the workshop, a high-level review of the policy options against the SA Objectives was undertaken by way of an initial SA assessment. One table was produced for each policy option, comparing the option against the 18 SA Objectives topics. Positive elements, negative elements and potential mitigation / enhancement of the policy options were identified and recorded in a simple matrix.

The results of this exercise, together with recommendations for improvement, were presented within an Initial SA Report (Initial SA Report, Options Development, Hyder Ref: 009-WX44644-WXR-01). A summary of the recommendations from the options assessment is documented in Chapter 3.

A Further Initial SA Report was then produced in March 2012 based on the discrete investment / development options, which took the options development a stage further. A high-level review of the four discrete investment / development options against the SA Objectives was undertaken by way of a second initial SA assessment. As per the Initial SA Report one table was produced for each discrete investment / development options, comparing the option against the 18 SA Objectives topics. Positive elements, negative elements and potential mitigation / enhancement of the options were identified and recorded in a simple matrix. The results of this exercise, together with recommendations for improvement, were presented within the Further Initial SA Report (Further Initial SA Report, Discrete Investment / Development Options, Hyder Ref: 010-WX44644-WXR-02). A summary of the recommendations from the options assessment is documented in Chapter 3.

Assessing the Effects of the Morecambe AAP

The findings of the options assessments were fed back to the plan-makers. The options were subsequently developed and refined.

The Morecambe AAP has been assessed against the SA Objectives in order to determine the overall sustainability performance of the document. The following elements of the Morecambe AAP have been assessed:

- The Spatial Approach;
- The four Spatial Policies;
- Development Opportunity Policies; and
- 15 Action Sets.

The Plan Vision for the Morecambe AAP was not assessed as it is the same as the regeneration vision as set out in the Core Strategy. The Core Strategy was adopted in July 2008 and subject to SA.

Assessment of the Morecambe AAP Spatial Approach

Good practice guidance recommends that the goals of a plan should be assessed against the SA Objectives, in order to test their compatibility and to determine whether they accord with broad sustainability principles.

The assessment of the Spatial Approach elements of the Morecambe AAP against the SA Objectives was undertaken using a compatibility matrix. Recommendations were suggested to offset or alleviate any potential sustainability conflicts with the Spatial Approach Elements. Section 4.1 presents the SA of the Spatial Approach.

Assessment of the Morecambe AAP

The Morecambe AAP contains a series of policies and action sets designed to guide development in Morecambe. For the purpose of the assessment the policies and action sets within the Morecambe AAP have been grouped together by the overarching heading they fall under within the plan. Table 2-4 presents the groups of policies that have been assessed.

Table 2-4 Morecambe AAP Groups

Morecambe AAP Groups	Policy Name / Action Set
Managing the Environment	AS1: Managing and maintaining streets and spaces
	AS2: Improving the condition of buildings and encouraging beneficial occupancy

Morecambe AAP Groups	Policy Name / Action Set
Managing Development	SP1: Key Pedestrian Routes and Spaces
	AS3: Improving Key Routes for Pedestrians and Cyclists
Further encouraging business investment and development	SP2: Investment Exemptions
	AS4: Further encourage business investment and development
Morecambe's Main Seafront and Promenade	SP3: Morecambe Main Seafront and Promenade
	AS5: Central Seafront and Main Beach
	DO1: The Battery
	AS6: Western Seafront and Beach
	DO2: Strategic Leisure – Seafront Headland, Central Promenade
	AS7: Seafront Headland, Central Promenade
The Town Centre	SP4: Town Centre
	DO3: The Andale and Area
	MAAP Policy DO4: West View
	MAAP Policy DO5: Festival Market and Area
	Action Set AS8: The Town Centre
South of the Town Centre	AS9: Edge of Centre Retail Park
	DO6: Former Frontierland Site
Travel and Transport	AS10: Traffic route signage to and from central Morecambe
	AS11: Parking provision and management
	AS12: Bus services
	AS13: Rail services
Marketing to Investors and Visitors	AS14: Investor marketing strategy
	AS15: Visitor marketing strategy

The Morecambe AAP policies have been assessed against the SA Framework. The assessment has been undertaken using a series of assessment matrices, which have used to document the following:

- Impact - whether the effect is positive, negative or neutral when assessed against the objectives;
- Timescale – the timescale over which the impact is likely to be realised (i.e. short-term, medium-term or long-term);
- Permanency – whether the impact is likely to be reversible or irreversible;
- Certainty – the level of certainty of the impact prediction i.e. whether it is low, medium or high.

The notation presented in Table 2-5 was used in the matrices. When undertaking the assessment, the symbols assigned in the matrix were justified in the commentary box along with any uncertainties.

Table 2-5 Notations used in the SA Assessment

Impact	Description	Symbol
Major Positive Impact	The policy contributes to the achievement of the SA Objective and is likely to deliver enhancements.	++
Positive Impact	The policy contributes partially to the achievement of the SA Objective but not completely.	+
No Impact/ Neutral	There is no clear relationship between the policy and/or the achievement of the SA Objective or the relationship is negligible.	0
Negative Impact	The policy partially detracts from the achievement of some elements of the SA Objective.	-
Major Negative Impact	The policy detracts from the achievement of all elements of the SA Objective.	--
Uncertain impact – more information required	It is not possible to determine the nature of the impact as there may be too many external factors that would influence the appraisal or the impact may depend heavily upon implementation at the local level.	?
Positive and Negative Impacts	The policy has a combination of both positive and negative contributions to the achievement of the SA Objective.	+/-

This assessment has enabled the identification of the key sustainability strengths and weaknesses, and the potential areas for improvement. Recommendations are made to offset or alleviate any adverse impacts that have been predicted, or to enhance any opportunities that have been identified.

A summary of the assessment of Preferred Option Morecambe AAP is provided in Section 4.2. The complete results of the assessment are presented in Appendix D.

Mitigation

Where appropriate, mitigation measures are recommended to avoid, reduce or offset the potential adverse impacts as a result of the Morecambe AAP. In addition, potential opportunities to benefit and enhance the social, economic and environmental receptors are identified.

As the Morecambe AAP has been developed in parallel to SA process, mitigation measures have been incorporated on a continual basis.

Appraisal of Cumulative and Synergistic Effects

The SEA Directive requires *inter alia* that cumulative effects should be considered. It stipulates consideration of “*the likely significant effects on the environment...*” and that “*These effects should include secondary, cumulative, synergistic...effects*” (Annex I). The Practical Guide sets out the following definitions for these terms:

- Secondary or indirect effects comprise effects which do not occur as a direct result of the proposed activities, but as a result of complex causal pathway (which may not be predictable).
- Cumulative effects arise from a combination of two or more effects, for instance, where several developments each have insignificant effects but together have a significant

effect; or where several individual effects of the plan or programme have a combined effect.

- Synergistic effects – synergy occurs where the joint effect of two or more processes is greater than the sum of individual effects.

The potential for cumulative, synergistic or secondary or indirect effects as a result of the Morecambe AAP has been inherently considered within the appraisal, the findings of which are presented in Section 4.3.

Appraisal of Transboundary Effects

The SEA Directive also requires SAs to consider the transboundary effects of the plan on other EU member states. It is considered there the plan will not have any significant transboundary effects.

Technical Limitations and Uncertainties

During the assessment of the Morecambe AAP, there has sometimes been uncertainty when predicting the potential effects. Where this has occurred, the uncertainty is identified within the appraisal matrices and accompanied by recommendations to mitigate such impacts.

In addition, a number of data gaps are identified within the baseline context where data is unavailable or out of date. Obtaining these datasets would help to further increase the knowledge of the areas, and could potentially be filled through the use of the monitoring framework.

Finally, the Morecambe AAP essentially acts as a guidance document for the future development of Morecambe. There is therefore reliance upon future decision-makers to ensure sustainable development is ensured.

2.2.3 Stage C: Preparation of the SA Report

This SA Report presents the findings of the assessment to-date including the information collated in Stage A and during scoping, and documents the entire SA process. The results of the appraisal together with any mitigation measures proposed are recorded in the remaining chapters of this document.

The SA Report also includes a separate NTS.

2.2.4 Stage D: Consultation on the Morecambe AAP and the SA Report

This Preferred Option SA Report has now been issued for consultation alongside the Morecambe AAP to all key stakeholders (including statutory consultees and the public) for comment. Following the close of the consultation period, Lancaster City Council will review the feedback and revise the plan as appropriate. If significant amendments are made to the document, the SA Report may also need to be updated to reflect the assessment of these amendments prior to the Morecambe AAP being adopted.

2.2.5 Stage E: Monitoring the Significant Effects of Implementing the Morecambe AAP

The SEA Directive requires that the plan is monitored to test the actual significant effects of implementing the plan against those predicted through the assessment. This process helps to ensure that any undesirable environmental effects are identified and remedial action is implemented accordingly.

Based on the assessment conducted on the options and identification of potential significant environmental effects, a monitoring framework has been prepared and is presented in Chapter 5. Monitoring will be undertaken following adoption of the Morecambe AAP.

3 The Morecambe AAP Alternatives

3.1 Introduction

A requirement of the SEA Directive is to consider “reasonable alternatives taking into account the objective and the geographical scope of the plan or programme” and to “give an outline of the reasons for selecting the alternatives dealt with”.

This section outlines the results of the two rounds of SA appraisal undertaken for the Morecambe AAP’s alternative options and includes the recommendations made to improve the performance of the AAP.

3.2 Initial Morecambe AAP Options November 2011

As previously stated, Lancaster City Council identified six initial policy options for review (as set out in the Initial SA Report, Options Development (Hyder Ref: 009-WX44644-WXR-01) in November 2011).

The policy options are presented in the following sections.

3.2.1 Strategic Option 1 – Do-Minimum Strategy

Low intervention strategy where the Council would facilitate change, however, they would not deliver it. This is a market-led approach, which will anticipate low levels of change, but be flexible enough to respond to larger levels of investment. The plan will set parameters for development to address key requirements, but allow the private sector to effect change within these. Change is likely to be limited. Policies will generally be permissive. Likely to include:

- Small, incremental improvements to Marine Rd and seafront promenade;
- Visitor marketing plan;
- Programme of seafront festivals;
- Review of car parking management and pricing;
- Five year investment programme in land and buildings through forthcoming Townscape Heritage Initiative;
- Closer working with private partners to increase focus on street and place management
- Commitment to improve housing stock, with limited ability to deliver;
- Focus on securing beneficial development at the Central Promenade Area and/or Winter Gardens; and
- Investing hope into the Heysham / M6 Link Rd, Heysham Nuclear Power Station and on shore facilities to improve the gas transmission network.

3.2.2 Strategic Option 2 – Intervention Strategy

A directed regeneration option providing the optimum conditions for investment, with an aim to give Morecambe a heart. The plan will aim to actively change how Morecambe works to increase general activity, improve the appearance and feel of the town, communicate that the council and community want change for the better, identify investment, development and

business opportunities and set out what people and organisations need to do to deliver the plan. This is likely to include:

- Phased amenity improvements along the seafront to connect the town to the seafront with good pedestrian links;
- Selective interventions to improve access to the beaches;
- Provision of facilities at the Battery to support active recreation uses;
- Transform the look and feel through a scheme of improvements to New Town Square, Euston Rd, Victoria St, Peddar St Car Park, Peddar St and Queen St;
- Replace new street signage as appropriate throughout the area;
- Improve facilities at the railway and bus stations, giving clarity on directions and improve the welcoming feeling;
- Remove or remedy eyesores and visual impediments to movement;
- Improve the presentation of the Arndale Centre;
- Widen and diversify community uses at Morecambe Library; and
- Publicise and make available public services in the centre.

3.2.3 Sub-Area Options: Eric & Beach and Arndale / Euston

Eric & Beach - Selective interventions to improve access to the beaches, making more out of the iconic Eric figure and associated heritage as part of the Morecambe offering.

Arndale / Euston - Improvements to the presentation and feel of the two primary retail areas – the Arndale Centre and the Euston Road area via a scheme of improvements

3.2.4 Sub-Area Option: Festival / Winter Gardens

Option A – Mixed-use development with significant commercial/leisure development

Option B – Mixed-use with predominantly residential

3.2.5 Sub-Area Option: Central Promenade

Option A – Phased large scale mixed use development, including large residential, public realm, some retail and a hotel expansion

Option B – Incremental re-use for low key outdoor leisure uses accommodating development (e.g. hotel expansion, public realm)

3.2.6 Sub-Area Option: Frontierland Site

Option A – Mixed-use development with significant commercial/leisure development

Option B – Predominantly residential with limited other uses fronting Marine Road only

3.2.7 Initial Morecambe AAP Options Assessment Results

As previously stated, the options assessment commenced during a workshop held in November 2011 with the aim to obtain feedback on the policy options using the SA Objective topics as a

guide. A high-level review of the six policy options against the SA Objectives was undertaken, comparing each option against the 18 SA Objectives.

Table 3-1 summarises the key findings of the policy options assessment, and presents the main recommendations made.

The full Initial Appraisal Tables used to assess the policy options are presented in the Initial SA Report, Options Development (Hyder Ref: 009-WX44644-WXR-01) November 2011.

Table 3-1 Initial Policy Options Assessment Summary

Policy Option	Summary of Key SA Recommendations
Strategic Option 1 – Do-Minimum Strategy	<p>The option was not considered strong enough to bring about significant economic change in Morecambe and many uncertainties were identified. As such, the existing sustainability problems identified in Section 2.2.1 are likely to continue. Therefore stronger policy, leadership (from Lancaster City Council) and proposals are required to enhance this option. A ‘spearhead’ development could help to overcome initial inertia in Morecambe. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ The production of development briefs and a stricter policy framework would ensure some of the uncertainties identified regarding the outcomes of this approach are carefully managed. In addition, further proposals could be included to reduce uncertainty and guide development in Morecambe. ▪ Again as above, the option is not considered strong enough to bring about significant change in Morecambe. Proposals and stronger policy would be required to significantly improve the townscape of Morecambe. Proposals to pedestrianise parts of the town centre would offer benefits to local air quality and improve local streetscapes. ▪ Specific policy regarding environmental protection and enhancement would strengthen this option. However, a balance should be achieved so not to deter investment.
Strategic Option 2 – Intervention Strategy	<p>This option provides a far more pro-active strategy which would be better able to deliver the investment required with potential benefits to a number of the economic, social and environmental SA Objectives. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Pedestrianised streets could be identified within the area action plan boundary in order to minimise car traffic within the town centre. In addition to improving signage and movement within Morecambe’s town centre, some consideration could be given to sustainable links with the wider area (including the West End). ▪ The option could go further to design out opportunities for crime through improving street legibility and connectivity. ▪ The intervention option could include a new ‘spearhead’ development within the action plan area which could help encourage investment in the town centre and raise local confidence. ▪ The option could include a stronger lead and drive from Lancaster City Council (within their limited resources) in order to improve local business confidence. This could be supplemented with local stakeholder consultation in order to agree a way forward for Morecambe. ▪ The option should include measures to ensure current flooding issues are not exacerbated.
Sub-Area Options: Eric & Beach and Arndale / Euston	
Eric & Beach	<p>The Eric and Beach option does not address traffic issues related to crossing roads which are seen as a current barrier to connectivity in the area. In addition, the option does not encourage connectivity with areas outside the Eric and Beach area. Recommendations to improve the sustainability performance of the option included:</p>

Policy Option	Summary of Key SA Recommendations
	<ul style="list-style-type: none"> ▪ The option should be developed to address the barriers (causes) of a disconnect that exists between the town and the beach. An urban designer could assist with this. ▪ Promotion of the National Cycle Route and Lancashire Coastal Way could have health benefits for visitors and locals alike. Connecting these routes with the town centre would also be beneficial. ▪ Traffic calming and pedestrian crossing measures across Marine Road to Euston Road may help with connectivity along with a reduction of some on street car parking Marine Road. ▪ The option should address current barriers between the town centre and the beach and encourage recreational activities in the Eric and Beach area in the winter along with the peak seasonal summer months. It would be vital to use this to open up access to the town centre.
Arndale / Euston	<p>Many positive elements were identified in the initial SA assessment; however, a number of issues were also identified. Central Drive acts as a barrier between the residential areas of Morecambe and the primary shopping areas therefore more could be included within the option to address this issue. In addition, vehicular safety issues are not addressed within the option. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Connectivity should be improved between Euston Road and the Arndale Centre with the rest of Morecambe. Improved signage from the promenade and access from the residential areas would both encourage more people to use the Arndale Centre and Euston Road. ▪ The option could include provisions to improve access points particularly by foot. This would offer health benefits for the local population. It could also increase footfall within the shopping areas as they are easier to access. Improved signage from the promenade to the retail centre would also encourage visitors to move into the area rather than staying on the sea front. ▪ The option should consider current safety issues associated with road traffic. ▪ Connectivity between the residential areas and the promenade should be improved in order to increase spending in the retail areas. This would contribute to a sustainable economy. Seasonal retail business within the shopping areas should be discouraged.
Sub-Area Option: Festival / Winter Gardens	
Option A	<p>The development of this site would potentially remove the facility currently occupied by a successful Sunday market and associated car parking which would be a loss to the current local economy. There would also be potentially knock-on traffic problems related to the removal of the car park at this site. However, the intention of the action plan is to encourage visitors to remain in the town for longer periods of time through developing a mix of commercial / leisure development. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Potential crime issues could be mitigated through good design, lighting and choice of uses. ▪ Within mixed-use development, there could be an emphasis on providing some office space which may provide jobs for a more highly skilled workforce. ▪ Opportunities to retain the Sunday market facility within an accessible, suitable part of the town should be sought (or local relocation) where this option would remove the ability for the market to remain. ▪ Additional car parking may be required – further investigation into this may be needed. The conflict with Morrison’s car park may need some joint thinking. ▪ Potential noise issues can be addressed through design and where necessary, mitigation, e.g. screening, tree planting etc. ▪ This option should give consideration to protecting wildlife where appropriate. Measures could be included within this option to connect the wildlife corridor along the railway with the

Policy Option	Summary of Key SA Recommendations
	<p>coast. This could be achieved for example through tree planting.</p> <ul style="list-style-type: none"> ▪ Policies could be included to maximise sustainable materials use in new development along with minimising energy use.
Option B	<p>This option is not as strong as Option A economically as it predominantly provides for residential development and less of a commercial focus. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ The potential crime issues could be mitigated through good design and lighting. ▪ The potential conflict between residential and commercial uses can be avoided through good design and planning to largely avoid issues arising. ▪ There may be a need to introduce some key community facilities into the development to support new residents' needs. ▪ Opportunities to retain the Sunday market facility within an accessible, suitable part of the town should be sought where this option would remove the ability for the market to remain. ▪ Additional car parking may be required – further investigation into this may be required. The conflict with Morrison's car park may need some joint thinking. ▪ Potential noise issues could be addressed through design and where necessary, mitigation, e.g. screening, tree planting etc. ▪ This option should give consideration to protecting wildlife where appropriate. Measures could be included within this option to connect the wildlife corridor along the railway with the coast. This could be achieved for example through tree planting along Central. Drive ▪ Policies could be included to maximise sustainable materials use in new development along with minimising energy use.
Sub-Area Option: Central Promenade	
Option A	<p>The option would increase the overall housing availability for the town which would benefit housing quality and stock in Morecambe. Increased activity in the area through an increased population would also increase passive surveillance, which could contribute to a reduction in crime. The option would also make better use of public space, which may offer health benefits. Although many benefits were identified a number of recommendations were also suggested to strengthen the sustainability performance of the option:</p> <ul style="list-style-type: none"> ▪ Controls would most likely be needed on the amount of type of housing introduced and ensure that retail development is of the right mix to fill meet current and future intended needs. ▪ This option could promote safety and education in the Bay i.e. through interpretation boards. ▪ Controls would most likely be needed on the amount or type of housing introduced and ensure that retail development does not detract from the town centre as this could lead to adverse effects on the Arndale Centre and Euston Road. ▪ There is an opportunity to incorporate renewable energy and environmental enhancements as part of large scale development as long as it is compatible with nature conservation interests. The policy could be enhanced to get the best possible scenario from new development. ▪ There is also a recommendation that the option be developed with the need to protect the Special Protection Area, with tight controls on the type and scale of development required. ▪ Appropriate mitigation measures regarding flood risk should be addressed within this option.
Option B	<p>This option would not provide for any residential development, but would increase opportunities for outdoor leisure which contributes towards healthier lifestyles. Public realm improvements would also engage the public and residents, creating a more active area and more opportunities for education i.e. learning about ornithology and local heritage. The options focus on leisure</p>

Policy Option	Summary of Key SA Recommendations
	<p>would also provide opportunities for low cost leisure activities for young people, which would not only create an active lifestyle, but potentially contribute to reducing instances of antisocial behaviour. Although many benefits were identified a number of recommendations were also suggested to strengthen the sustainability performance of the option:</p> <ul style="list-style-type: none"> ▪ There may be an option to plan for leisure development, rather than leaving it to incremental opportunist investment. This may reduce the risk of low skilled, seasonal jobs and also create a stronger investment pull. It would also create a stronger and more cohesive approach. ▪ Controls would need to be in place for environmental issues, such that incremental development does not have a build up of significant adverse cumulative impacts.
Sub-Area Option: Frontierland Site	
Option A	<p>New mixed-use development with significant commercial/leisure development would increase confidence for further economic development i.e. empty derelict sites within an area lower economic confidence. In addition, a successful mixed use development would increase job opportunities for the local population which would help to achieve a thriving economy. Although many benefits were identified a number of recommendations were also suggested to strengthen the sustainability performance of the option:</p> <ul style="list-style-type: none"> ▪ Opportunities should be sought to incorporate areas of greenspace within the derelict site i.e. soft landscaping as there is currently a shortage within the AAP boundary. Additional greenspace would offer health benefits for the local population. ▪ Opportunities to encourage the use of sustainable transport should be incorporated into this option. ▪ Opportunities should be sought to incorporate development on the Frontierland site to cater for the residents of the Midland Hotel i.e. commercial / leisure development that would encourage them to stay for more than one night. The Midland is an iconic four star hotel that attracts people with a higher disposable income and there are few attractions for them to exploit. ▪ There are opportunities for public realm improvements to be incorporated into new development. ▪ New areas of greenspace could be created which would benefit local biodiversity resources and address the current shortage within the AAP boundary. Links could also be created between the coast and the wildlife corridor associated with the railway.
Option B	<p>New residential development on the Frontierland site would increase confidence for further economic development i.e. empty derelict sites within an area lower economic confidence and could be considered more financially viable in the current economic climate providing they can be sold. Although many benefits were identified a number of recommendations were also suggested to strengthen the sustainability performance of the option:</p> <ul style="list-style-type: none"> ▪ Opportunities should be sought in this option to encourage new residents to walk to local facilities. ▪ Commercial/leisure development that caters for residents of the Midland Hotel could be more beneficial for the area than purely retail. Links to the Arndale Centre and Euston Road should be strengthened. ▪ There are opportunities for public realm improvements to be incorporated into new development. ▪ New areas of greenspace could be created which would benefit local biodiversity resources and address the current shortage within the AAP boundary.

3.3 Morecambe AAP Discrete Investment / Development Options March 2012

As previously stated, Lancaster City Council identified four discrete investment / development policy options for review (as set out in the Further Initial SA Report, Discrete Investment / Development Options (Hyder Ref: 010-WX44644-WXR-02) in March 2012).

The options are presented in the following sections.

3.3.1 Site 1: Former Frontierland Site

The preferred option for this site includes housing structured by public realm with commercial / leisure uses fronting to part Marine Road or a related option for a retirement village-type development. The alternative option for this site includes mixed use development, structured by public realm with commercial / leisure uses fronting to part Marine Road.

3.3.2 Site 2: Festival Market

The preferred option involves developing the site as an anchor to the town centre and includes the following:

- Redevelopment of part of the building to improve the accommodation and its use/potential and further, augment and activate it with new retail premises fronting to the Flock of Words / Poem Path, to include new retail and food and drink uses; and
- Investment in the market operations and introduction of more innovative management to create a true “festival” market.

There are two alternative options for this site, they include:

- Retaining the existing building format and operation with only limited ongoing investment; and
- Disposal of the site for well structured commercial development and proceeds to finance capital costs of a new indoor market operation (no specific building / development options to date identified).

3.3.3 Site 4: Central Promenade

The preferred option for this site includes the following elements:

- a** Investment to rejuvenate and refresh the established public realm (Sub-Area 4a) that arcs from the front of the Winter Gardens via the War Memorial round to the Midland;
- b** Investigate the potential to re-configure and re-work the main area to accommodate a mix of commercial leisure uses and also potentially a bay discovery centre;
- c** To make investment and marketing decisions subsequent to the results of such studies; and
- d** Pending these retain the ambition for comprehensive (including a refresh 4a but to retain as public realm), mixed use redevelopment (but not predominantly for town centre uses) and in the meantime maintain as existing with investment and improvements as opportunities permit.

The alternative option for this site includes retaining ambition for a comprehensive redevelopment (including a refresh of Sub-Area 4a but to retain as public realm) and, in the meantime, maintain as existing with improvements as opportunities permit.

3.3.4 Site 5: Telephone Exchange Car Park

The preferred option is to redevelop this site for housing. The alternative option for this site is to retain it as a car park with limited investment to improve.

3.3.5 Morecambe AAP Discrete Investment / Development Options Assessment Results

The discrete investment / development options assessment commenced in March 2012. A high-level review of the four options was undertaken which involved, comparing each option against the 18 SA Objectives.

Table 3-2 summarises the key findings of the discrete investment / development options assessment, and presents the main recommendations made.

The full Further Initial Appraisal Tables used to assess the options are presented in the Initial SA Report, Options Development (Hyder Ref: 010-WX44644-WXR-02) March 2012.

Table 3-2 Initial Policy Options Assessment Summary

Options	Summary of Key SA Recommendations
Site 1: Former Frontierland Site	
Preferred Option	<p>This option would contribute to improving local housing stock and could attract new residents to central Morecambe which in the long term could facilitate regeneration. New residential development on the Frontierland site would increase confidence for further economic development i.e. empty derelict sites within an area lower economic confidence and could be considered more financially viable in the current economic climate providing they can be sold. Although many benefits were identified a number of recommendations were also suggested to strengthen the sustainability performance of the option:</p> <ul style="list-style-type: none"> ▪ It should be ensured that local services have the capacity to deal with an increased population i.e. schools and health facilities. ▪ A mix of retirement and other private housing on this site may present a more beneficial option than purely retirement. ▪ There is a lack of housing with gardens in central Morecambe and a general lack of green space. Therefore public realm improvements should include soft landscaping elements and green space. In addition, providing gardens would increase green space (albeit private) within the AAP boundary, which would also offer environmental and wellbeing benefits to home owners. ▪ New development on this site should be designed in a way that encourages walking /cycling. ▪ Residential along with commercial / leisure (along Marine Road) development on this site should be of a high quality and sensitive to the adjacent Conservation Area. There are opportunities to incorporate a high standard of sustainable design and renewable energy technology into new development. ▪ Opportunities should be sought to ensure commercial/leisure development on areas fronting Marine Road cater for residents of the Midland Hotel as this could be more beneficial for the area than purely retail. Links to the Arndale Centre and Euston Road should also be strengthened.

Options	Summary of Key SA Recommendations
	<ul style="list-style-type: none"> ▪ Public realm improvements should include green space and soft landscaping as this would benefit local biodiversity resources and address the current shortage within the AAP boundary.
Alternative Option	<p>Mixed-use development would provide a number of benefits as per the preferred option. It has been assumed that this option would provide some residential development therefore would contribute to improving local housing stock, albeit not as significantly as the Preferred Option. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Opportunities should be sought to incorporate areas of greenspace within the derelict site i.e. soft landscaping as there is currently a shortage within the AAP boundary. Additional greenspace would offer health benefits for the local population. ▪ Opportunities to encourage the use of sustainable transport should be incorporated into this option. ▪ Opportunities to include some quality residential development should be sought as part of this option which provides for a range of needs. ▪ As with the Preferred Option, this option should ensure it is well linked to the town centre maximising pedestrian movements, connectivity and legibility together with encouraging walking and cycling. ▪ Opportunities should be sought to incorporate development on the Frontierland site to cater for the residents of the Midland Hotel i.e. commercial / leisure development that would encourage them to stay for more than one night. The Midland is an iconic four star hotel that attracts people with a higher disposable income and there are few attractions for them to exploit. ▪ Mixed used development on this site should be of a high quality and sensitive to the adjacent Conservation Area. There are also opportunities to incorporate a high standard of sustainable design and renewable energy technology.

Site 2: Festival Market

Preferred Option	<p>This option involves improving the existing accommodation and increasing the use of the Festival Market which may bring about more activity and a higher footfall to the area. Increasing activity and footfall would be facilitated by the site's location on the Flock of Words / Poem Path (a key route between the bus station and the promenade) along with the site's links to retail units south of Central Drive, Winter Gardens and Victoria Street. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Potential crime issues could be mitigated through good design, lighting and choice of uses. ▪ Opportunities could be sought within this option to provide a high quality evening eating and drinking offer, something which is largely unavailable to residents and visitors currently. ▪ Opportunities should be sought to ensure this site is legible and linked to the town centre. ▪ Opportunities to enhance the Sunday market facility within this site should be sought. ▪ Additional car parking may be required – further investigation into this may be needed. ▪ Potential noise issues can be addressed through design and where necessary, mitigation, e.g. screening etc. ▪ Opportunities could be sought to maximise sustainable materials use in the redevelopment of Festival Market along with incorporating energy efficient technology. ▪ Development on this site should complement central Morecambe and not detract from other areas. This option may also contribute to reducing spending leakage in Morecambe. ▪ Opportunities should be sought to ensure development is sensitive and of a high quality design to minimise any adverse impacts on the adjacent Conservation Area and Listed Building.
------------------	--

Options	Summary of Key SA Recommendations
Alternative Option 1	This option does not facilitate any significant changes from the current baseline. Therefore no significant beneficial impacts are anticipated. However, this option does include limited ongoing investment which may represent a more feasible option due to the current economic climate.
Alternative Option 2	<p>This option provides for demolition of the existing Festival Market with, a new well-structured similar development in its place. Due to the current economic climate there are uncertainties relating to whether this option would be feasible. In addition, there is there is an element of uncertainty that the site will be sold and redeveloped in the way the Council requires.</p> <p>Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Opportunities could be sought within this option to provide a high quality evening eating and drinking offer (which may also complement the adjacent Platform), something which is largely unavailable to residents and visitors currently. ▪ Potential crime issues could be mitigated through good design, lighting and choice of uses. ▪ Temporary relocation of the successful Sunday market facility should be sought within an accessible, suitable part of the town during the demolition and construction works. ▪ Opportunities should be sought to ensure the development is integrated with the town centre and parking provision is sufficient in a way that it attracts investors.
Site 4: Central Promenade	
Preferred Option	<p>The option seeks to make better use of public space through incorporating commercial leisure development and a refreshed public realm which may offer health and well being benefits. In addition, this option may provide opportunities for low cost leisure activities for young people, which would not only promote active lifestyles, but potentially contribute to reducing instances of antisocial behaviour. There would also be the creation of a small number of local employment opportunities through the Bay Discovery Centre and commercial leisure development. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ The option should be developed to address the barriers (causes) of a disconnect that exists between the town and the beach. An urban designer could assist with this. ▪ Traffic calming and pedestrian crossing measures across Marine Road to visitor attractions i.e. winter gardens may help with connectivity along with a reduction of some on street car parking Marine Road. ▪ Promotion of the National Cycle Route and Lancashire Coastal Way could have health benefits for visitors and locals alike. Connecting these routes with the town centre would also be beneficial. In addition, public realm improvements could promote safety and education in the Bay i.e. through interpretation boards. ▪ There are opportunities to incorporate measures to reduce hazards associated with the Bay within this option this could be through interpretation boards and through education in the Bay Discovery Centre. ▪ If new residential development is proposed as part of the comprehensive redevelopment of this area is should be ensured a proportion of homes are affordable and meet a variety of local needs. In addition, it should be ensured there are adequate public services and facilities to facilitate an increase in population. ▪ Provisions should be included in the option to ensure commercial leisure development and leisure development caters for both the summer months and the winter months. ▪ Opportunities could be sought to incorporate renewable energy and environmental enhancements as part of this development (particularly within the comprehensive redevelopment and the Bay Discovery Centre) as long as it is compatible with adjacent nature conservation interests. The option could be enhanced to get the best possible scenario from new development.

Options	Summary of Key SA Recommendations
	<ul style="list-style-type: none"> ▪ The option should be developed in a way that protects the adjacent SPA, SAC and Ramsar site with tight controls on the type and scale of development required. ▪ Opportunities should be sought to protect areas of open space within this option from inappropriate development.
Alternative Option	<p>This option only provides for a longer term plan for the area compared with the Preferred Option. It does not make active provision for immediate change and would therefore not achieve the same short term benefits. In addition the option does not seek to make better use of public space or incorporate new commercial leisure development. There is uncertainty over whether the long-term ambition will definitely be achieved or not. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Enhancements and opportunities for this option would be similar to the Preferred Option. Therefore refer to the Preferred Option. ▪ Promoting some short-terms, small-scale targeted interventions may help bring more immediate, tangible benefits.
Site 5: Telephone Exchange Car Park	
Preferred Option	<p>This option would contribute to improving local housing stock and could attract new residents to central Morecambe which in the long term could facilitate regeneration. In addition, there is currently a lack of quality housing stock within central Morecambe and research has shown there are health and social benefits that arise from providing high quality housing. Recommendations to improve the sustainability performance of the option included:</p> <ul style="list-style-type: none"> ▪ Controls would most likely be needed on the amount and type of housing introduced. A range of new housing to meet local need should be provided for. ▪ Opportunities could be sought to maximise sustainable materials use in this residential along with incorporating energy efficient technology where possible. ▪ There is a lack of housing in central Morecambe with gardens and a general lack of green space. Therefore opportunities should be sought to provide housing with gardens within the AAP boundary, which would also offer health benefits to home owners and enhance biodiversity. ▪ There are opportunities to include public realm improvements within this option. ▪ Opportunities should be sought to integrate residential development on this site with adjacent areas through good design.
Alternative Option	<p>This option does not facilitate any significant changes from the current baseline. Therefore no beneficial impacts are anticipated. However, this option includes limited ongoing investment which may represent a more feasible option due to the current economic climate. Morecambe currently has a surplus of car parks within the town centre, therefore, this option would not contribute to reducing this problem. Retaining the existing car park would not result in any environmental enhancements associated with new development.</p>

4 Appraisal of the Morecambe AAP – Preferred Option

4.1 Introduction

This section outlines the results of the appraisal of the Morecambe AAP including details of mitigation measures that could be implemented to improve the performance of the Morecambe AAP.

4.2 Spatial Approach Appraisal Findings

The Morecambe AAP contains 18 Spatial Approach elements to deliver the AAP. The Spatial Approach elements include the following:

- 1 A focus on quality and good care of all aspects of the environment.
- 2 The environment at the central seafront protected and further enhanced and animated, with the potentials to use and enjoy the seafront environment along its length clearly explained.
- 3 The town centre integrating well with the seafront with as seamless a join between town and seafront as possible to ensure the provision for pedestrians to move between the two areas is made much easier, more pleasant and inviting. As a priority improving connections between the Eric Morecambe statue and Euston Road, between the Midland and the Winter Gardens and by the former Frontierland site.
- 4 Better places at the seafront for Morecambe to host and stage festivals and events and making that these bring much more to the town.
- 5 The bay between the Midland and the Battery improved through new sea defences and with new opportunities for enjoyment of the coastal setting including for active recreation.
- 6 Footfall of visitors on the seafront feeding into the town centre and the town centre becoming an integral element in and asset to the visitor experience.
- 7 A well defined town centre, comprising the established centre of the Arndale and traditional streets around improved and enhanced, augmented by land to the east of Northumberland Street redeveloped to a clear urban structure.
- 8 The Arndale and area around one anchor to the town centre, the other the Festival Market / Platform / Apollo complex as rejuvenated to make for an indoor entertainment hub.
- 9 Victoria Street improved and effectively extended west to link through to the Festival Market and so making for a clear axis to the town centre landward of Marine Road.
- 10 The seafront headland at the central promenade made Morecambe's lead leisure destination, with a high quality of public realm and relating well to the town centre landward. Uses to include significant leisure / recreation elements complementary to that of the mixed town centre but not competitive with its retail elements.
- 11 The edge of centre retail park existing south of Central Drive at Morrison's and around relating well to the tighter centre and feeding footfall into it.
- 12 Development of the former Frontierland site predominantly for housing to help activate central Morecambe with an increased residential population and to improve connectivity for pedestrians to / from the West End.

- 13** Functionality further supported by improved connections for pedestrians to and from adjacent residential areas (including the West End) so these feed footfall and activity into the centre. Increased pedestrian activity spinning west along an improved seafront and along Marine Road West through to the West End.
- 14** A welcoming arrival (and pleasant departure) experience including at the railway station and bus halts, for people walking and cycling and for people travelling by motor vehicle with ready, pleasant onward connections for pedestrian routes serving the town centre and helping concentrate footfall and activity in the tighter town centre.
- 15** Changes to highways and parking arrangements to make traffic circulation more efficient and reduce excess traffic circulation and with parking located and managed in such a way as to feed footfall into the town centre.
- 16** Good signage for pedestrians throughout central Morecambe with information / interpretation points.
- 17** Visitor accommodation and including that just outside central Morecambe that is readily found by vehicle and on foot.
- 18** Well considered, clear signage of vehicle routes to and from Morecambe on all route approaches including via Lancaster and Carnforth and well located long and short stay parking options in central Morecambe.

Table 4-1 presents the compatibility of the Spatial Approach elements against the SA Objectives.

Table 4-1 Compatibility of the SA Objectives and the Spatial Approach elements

SA Objectives	Spatial Approach Elements																	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
S1. Crime	0	0	0	✓	0	0	0	0	0	0	0	✓	0	0	0	0	0	0
S2. Housing	0	0	0	0	0	0	0	0	0	0	0	✓	0	0	0	0	0	0
S3. Health	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	0	✓	✓	✓	0	✓	✓	0
S4. Education	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	✓	0	0
S5. Sustainable access	0	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	?	✓	✓	?
EC1. Thriving economies	0	0	0	✓	0	✓	✓	✓	0	0	✓	✓	0	✓	✓	0	✓	✓
EC2. Economic drivers	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	0	✓	✓	0	✓	✓
EC3. Workforce	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
EC4. Economic inclusion	0	0	0	0	0	0	0	0	0	0	0	✓	0	✓	✓	0	0	0
EN1. Climate change	✓	0	✓	0	✓	0	✓	✓	✓	✓	0	✓	✓	✓	?	0	✓	?
EN2. Water	✓	0	0	0	✓	0	0	0	0	0	0	0	0	0	0	0	0	0
EN3. Biodiversity	✓	✓	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
EN4. Landscape	✓	0	0	0	0	0	✓	✓	0	✓	0	✓	0	0	0	0	0	0
EN5. Natural resources	✓	✓	0	0	0	0	0	0	0	0	0	✓	0	0	0	0	0	0
EN6. Energy efficiency	✓	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
EN7. Heritage	✓	0	0	0	0	0	✓	✓	0	✓	0	✓	0	0	0	0	0	0
EN8. Air quality	✓	0	✓	0	0	✓	✓	✓	✓	0	✓	✓	✓	✓	?	0	✓	?
EN9. Waste	✓	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Key

✓ = Objectives are compatible

✗ = Objectives are potentially incompatible

0 = There is no link between objectives

? = The link between the objectives is uncertain

Discussion of Appraisal Findings

Each of the Spatial Approach elements were assessed against the SA Objectives in a compatibility matrix to determine their compatibility and to identify any potential areas where new Strategic Objectives need to be established or the existing ones clarified.

On the whole the Spatial Approach elements and the SA Objectives either complemented each other or there were no links between the two. Furthermore, no potential conflicts were identified in the compatibility matrix. However, some areas of uncertainty were identified against Spatial Approach element 15 '*Changes to highways and parking arrangements to make traffic circulation more efficient and reduce excess traffic circulation*' and 18 '*clear signage of vehicle routes to and from Morecambe on all route approaches including via Lancaster and Carnforth*' against the following SA Objectives:

- SA Objective S5 '*To improve sustainable access to basic goods, services and amenities for all groups*';
- SA Objective EN1 '*To limit and adapt to climate change*'; and
- SA Objective EN8 '*To protect and improve air quality*'.

Compatibility was assessed as uncertain, as improving traffic circulation and signage into Morecambe from the road network may encourage more people to access / more around the town via private car rather than more sustainable modes of transport. In the long term this may decrease air quality and lead to an increase in transport emissions. Improving traffic circulation around Morecambe would not benefit health in the same way as other Spatial Approach elements as people would not be encouraged to walk / cycle to access goods / services. However, the Spatial Approach elements should be read as a whole and not individually, therefore health, climate change and air quality would all be protected through other elements which promote healthy lifestyles and sustainable access /transport.

Recommendations for Mitigation/Enhancement

No recommendations are proposed to improve the sustainability performance of the Spatial Approach elements.

4.3 Spatial Policies, Development Opportunity Policies and Action Sets Appraisal Findings

The appraisal and findings in this section have been formatted to mirror the layout of Section 3 of the AAP, the Action Plan, with the appraisal under each of the following headings:

- Managing the Environment;
- Managing Development;
- Further Encouraging Business Investment and Development;
- Morecambe's Main Seafront and Promenade;
- The Town Centre;
- South of the Town Centre;
- Travel and Transport; and
- Marketing to Investors and Visitors.

Each of these sections include a mixture of Action Sets, Spatial Policies and Development Opportunity Policies. A commentary has been provided on the Action Sets where appropriate whereas a more detailed appraisal of the Spatial Policies and Development Opportunities has been undertaken using the appraisal matrices in Appendix D. A summary of the results of these appraisals are presented below.

4.3.1 Managing the Environment

Components

This section of the AAP comprises:

- Action Set (AS) 1: Managing and maintaining streets and spaces
- AS2: Improving the condition of buildings and encouraging beneficial occupancy

Discussion of Appraisal Findings

This section does not contain any policies, however, the following commentary has been made regarding the text and Action Sets included.

The Action Sets and supporting text complement the AAP policies by providing further detail on the important aspects of the Town Centre's environment which afford protection and attention overall. These focus on issues such as: appearance, creation of attractive, safe public spaces, traffic management, toilet provision, maintenance and cleanliness of highways and buildings and creating an improved environment for pedestrians and cyclists.

As part of this, special attention is given to the role of landlords in achieving these ambitions, notably in terms of upkeep of their properties. Reference is also provided to the conservation of historic character and the importance of the Conservation Areas. The document also references the possible availability of grant funding through the View for Eric initiative which would also be used to benefit townscape, heritage, streets and spaces. The improvement programme could also include training and capacity building services.

Overall, it is considered that there are some very important themes and messages in this section which could both be added to and be elevated in importance in the document, perhaps through development of a specific environment policy to cover them. Alternatively, it may be beneficial to identify specific policies or policy groups within the Development Management Policies DPD as especially important for Morecambe's environment, for example:

- Policy EN1 - Green Infrastructure (especially with respect to the European Site designations)
- Policy EN2.1 - Enhancement of Biodiversity
- Policy EN3 - The Historic Environment
- Policy EN4 - Adapting and Mitigating Climate Change
- Policy EN5 - Integrated Water Management
- Policy CS1 - Design of Development

Recommendations for Mitigation/Enhancement

The following further recommendations have been made through the SA process:

- Specific reference could be included to cover the following aspects:
 - AS1 could reference the need to encourage connectivity of a network of green spaces.
 - AS2 could make reference to the need for new buildings to have a high quality of sustainable design including energy efficiency measures.

- AS1 could include a greater focus on the importance of the Town's historic character, listed buildings and Conservation Area, and how it will need to be protected and enhanced.
- Reference to the value and importance of the Morecambe Bay environmental designations (see also recommendations for Policy SP3). For example:

Morecambe is situated immediately adjacent to Morecambe Bay. The Bay is of international significance for wildlife as a result of its important bird populations and marine habitats. As a result, the Bay is designated a Special Area of Conservation, a Special Protection Area, a Ramsar Site and a Site of Special Scientific Interest. Morecambe could provide excellent opportunities for people to appreciate and learn more about the Bay's special characteristics but it is also important that development in Morecambe respects the sensitive nature of the Bay. Further details on this are provided in Spatial Policy 3.

4.3.2 Managing Development

Components

This section of the AAP comprises:

- Spatial Policy (SP) 1: Key Pedestrian Routes and Spaces
- AS3: Improving Key Routes for Pedestrians and Cyclists

Discussion of Appraisal Findings

Table 4-2 Summary performance of the policies within the Managing Development section of the AAP

Performance Against SA Objectives	Commentary
Positive Performance	
S1 Crime S3 Health S5 Access EC1 Thriving Economies EC2 Economic Drivers EN 4 Landscape/Townscape	<p>A key aim of the policy is to encourage much greater movement by pedestrians and cyclists in the Town Centre. It also discusses development that fronts onto or includes this pedestrian network.</p> <p>The proposals seek to increase pedestrian presence in the Town Centre and ensure new development fronts key pedestrian routes and spaces. This should help provide active frontages at ground floor level and create good opportunities for passive surveillance from upper levels. These measures should help to reduce opportunities for crime and anti-social behaviour which are currently a problem.</p> <p>Similarly, walking and cycling have been shown to be key contributors to encouraging healthy lifestyles and improving activity levels. The policy should therefore contribute to improving health in an area where health levels are poor. It is recognised that there are a number of other factors which are also important.</p> <p>Such a network of pedestrian routes should also help contribute towards sustainable access to Town Centre Services although this would be stronger if it also linked to surrounding neighbourhoods.</p> <p>The other key area where this policy is beneficial is with regard to encouraging economic development. The policy seeks to encourage a greater circulation of pedestrians in the Town Centre and encourage a higher footfall. By providing this infrastructure, the resulting increase in activity may help to benefit the success of the Town Centre businesses and the economy overall and help to encourage further inward investment. Similarly, this may also encourage a more successful visitor economy by encouraging visitors to explore a wider area of the town on foot. This, however, falls short of aiding economic inclusion by not extending this</p>

Performance Against SA Objectives	Commentary
Positive Performance	
	<p>network to the surrounding neighbourhoods which exhibit high levels of employment deprivation.</p> <p>The policy promotes a sustainable form of travel (by foot and by cycle) which does not emit carbon dioxide or adverse air quality emissions. However, whether these measures would encourage people to travel to the Town Centre by sustainable means and effectively reduce car journeys (and associated emissions) is considered unlikely.</p> <p>The policy makes reference to the requirements of Policy EC1.3 of the Development Management Policies DPD on Public and Civic Spaces. It also makes a number of recommendations for the design and appearance of development fronting onto or including elements of the network which would indirectly benefit townscape.</p>

Comments on Action Sets and Supporting Text

The key actions are positive and supportive of the policy, in particular it identifies the need to link key routes into surrounding residential areas which is a key recommendation of the SA. This would, however, be stronger if embedded within the policy itself.

Recommendations for Mitigation/Enhancement

The following recommendations would further improve the sustainability performance of the policies:

- The objectives could be achieved more fully if the policy states that the network is also expanded in the future to link with surrounding residential areas and public transport hubs such as the railway station, bus stops etc.
- Measures to better define pedestrian routes could be encouraged to include appropriate tree/shrub planting and help to link areas of green space within the Town, thereby encouraging a network of green infrastructure. Such measures could also be reflected in AS1.

4.3.3 Further Encouraging Business Investment and Development

Components

This section of the AAP comprises:

- MAAP SP2: Investment Incentives
- AS4: Further encourage business investment and development

Discussion of Appraisal Findings

Table 4-1 Summary performance of the policies within the Further Encouraging Business Investment and Development section of the AAP

Performance Against SA Objectives	Commentary
Positive Performance	
S1 Crime S3 Health EC1 Thriving economies EC2 Economic drivers EC4 Economic inclusion EN5 Sustainable resources	<p>A key theme of the policy is to encourage economic growth through making Morecambe a more attractive place for investment. The policy seeks to encourage inward investment into Morecambe through preparing a draft Local Development Order (LDO) for the Town Centre and exempting development from certain regulatory and charging requirements in order to facilitate the regeneration of Morecambe. An increase in inward investment in Morecambe over the long-term would facilitate regeneration, economic growth and may reduce currently high crime rates. Increased investment would also result in an increase of new decent homes (of which there is a current shortage) which would offer indirect health benefits.</p> <p>Facilitating regeneration and encouraging new development within Morecambe is likely to bring with it new employment opportunities. This would be particularly beneficial for Morecambe's residents as the area suffers with some of the highest levels of employment deprivation in England.</p> <p>The policy is likely to lead to new development on previously developed brownfield land which represents a sustainable use of land resources. In addition, development on brownfield land may also result in the remediation of contaminated land which would benefit soil resources.</p>
Positive and Negative Performance	
S2 Housing	<p>The policy seeks to facilitate the delivery of new housing within Morecambe through exempting development from Policy SC4.2 (Affordable Housing Requirements) of the Development Management DPD and from making developer contributions via the Community Infrastructure Levy (CIL). Therefore the policy would contribute to ensuing decent new housing is provided within Morecambe (and improving the current poor housing stock). However, affordable housing would not be provide as part of new residential schemes therefore housing that meet the needs of all would not be delivered. Although it should be noted that housing affordability is not currently an issue within Morecambe.</p>

Comments on Action Sets and Supporting Text

The key actions are positive and supportive of the policy; they identify further exemptions which developments within Morecambe would benefit from. The action set would benefit from being included within Policy SP2 as the policy would then provide a comprehensive list of exemptions.

Recommendations for Mitigation/Enhancement

The following recommendation would further improve the sustainability performance of the policy:

- It should be ensured that Policy SP2 states that other than the exemptions outlined within policy, development proposals are expected to comply with all other relevant policies within the Local Plan.

4.3.4 Morecambe’s Main Seafront and Promenade

Components

This section of the AAP comprises:

- MAAP SP3: Morecambe Main Seafront and Promenade
- AS5: Central Seafront and Main Beach
- MAAP Policy Development Opportunity (DO) 1: The Battery
- AS6: Western Seafront and Beach
- MAAP Policy DO2: Strategic Leisure – Seafront Headland, Central Promenade
- AS7: Seafront Headland, Central Promenade

Discussion of Appraisal Findings

Table 4-2 Summary performance of the policies within the Main Seafront and Promenade section of the AAP

Performance Against SA Objectives	Commentary
Positive Performance	
S3 Health S4 Education S5 Access EC1 Thriving economies EC2 Economic drivers EC4 Economic inclusion EN1 Climate change EN3 Biodiversity EN4 Landscape EN7 Historic Environment EN8 Air quality	<p>The policies seek to make better use of the main seafront and promenade through incorporating open space for recreation and enjoyment along with new leisure facilities which may offer health and wellbeing benefits for residents and visitors alike along with promoting healthy lifestyles.</p> <p>The policies also address current poor connectivity between the seafront and Morecambe Town Centre, through ensuring the integration of the two areas and making sure they are legible and safe for pedestrian movement. Policy DO2 also specifically ensures that new pedestrian crossings are provided which would also improve connectivity and accessibility.</p> <p>The policies would create a small number of local employment opportunities through encouraging new leisure development, hotel development, retail and food development and the construction of a new Bay Discovery Centre. Although employment opportunities created would not be particularly highly-skilled, jobs could be particularly beneficial for youth unemployment and general employment deprivation in Morecambe (both of which are high).</p> <p>General improvements to the look and feel of the main seafront and promenade, in addition to high quality new development including visitor accommodation may enhance the visitor economy in Morecambe and reverse the trend of people staying in the area for a single day. Providing further recreation and leisure activities and holding festivals and events may further enhance the visitor economy and change the day visitor trend.</p> <p>Biodiversity resources would be protected through the policies commitment to not permit any proposals that may result in a significant adverse impact on the environment of the Bay in its integrity as a Natura 2000 site or as a European Marine Site. Further environmental benefits would be realised through Policy SP3’s commitment to ensuring the main seafront and promenade are protected from development that would harm the open character of the Bay and its requirements to ensure new development is of a high quality design. Both of which would protect townscape character and heritage resources. Policy DO2 provides additional benefits to heritage resources through its requirement that new development relates well to heritage assets including the Midland and Winter Gardens Listed</p>

Performance Against SA Objectives	Commentary
Positive Performance	
	<p>Buildings.</p> <p>Regarding climate change, Policies SP3 and DO1 state that a programme of new coastal defence works over the plan period will be undertaken including a replacement sea wall and a new wave refraction wall which may benefit current flood risk within the 'Battery' area (the area lies within Flood Zone 2). In addition, improving accessibility and connectivity for pedestrians within the main seafront and promenade area to surrounding areas of Morecambe may encourage residents to leave their cars at home and encourage the use of more sustainable modes of transport (and reduce current congestion problems and emissions).</p>
Positive and Negative Performance	
S1 Crime	<p>A central theme of the policies is to increase activity along the main seafront and promenade area which would increase passive surveillance, which may contribute to a reduction in current high levels of crime and opportunities for crime. However, creating new commercial leisure development may also create additional opportunities for antisocial behaviour.</p>

Comments on Action Sets and Supporting Text

The key actions are positive and supportive of the policy, in particular they identify further enhancements to the seafront and the need to prepare a Management Plan for further improvements and ongoing management. Further enhancements include further investment in public art, new access points for pedestrians accessing the beach, improved seating, coastal defence works and new directional information and interpretation points. The enhancement measures overall would improve the look and feel of the seafront and promenade and improve access to other areas within Morecambe which would benefit the SA Objectives.

AS7 specifically includes a list of uses and activities that may prove appropriate in the short – medium term on the Seafront Headland, Central Promenade site including multi-games space, crazy golf, multi- wheel sports, outdoor gym etc. Policy DO2 may benefit from inclusion of these uses within the actual policy text.

Recommendations for Mitigation/Enhancement

The following recommendations would further improve the sustainability performance of the policies:

- Policy DO2 would benefit from stating that development should relate well to the Town Centre Conservation Area which is also an important heritage asset along with the War Memorial Grade II Listed Structure Building on Marine Road and the adjacent Platform Grade II Listed Building on Marine Road.
- Although Policy SP3 ensures that development would not be permitted if it is likely to lead to adverse effects on the open character of the Bay, it would benefit from a specific reference to ensuring development should relate well to local heritage assets including Conservation Areas and Listed Buildings as this policy takes preference over policies DO1 and DO2.

4.3.5 The Town Centre

Components

This section of the AAP comprises:

- MAAP Policy SP4: Town Centre
- MAAP Policy DO3: The Andale and Area
- MAAP Policy DO4: West View
- MAAP Policy DO5: Festival Market and Area
- Action Set AS8: The Town Centre

Discussion of Appraisal Findings

Table 4-3 Summary performance of the policies within the Town Centre section of the AAP

Performance Against SA Objectives	Commentary
Positive Performance	
S1 Crime S2 Housing S4 Education S5 Access EC1 Thriving Economies EC2 Economic Drivers EC4 Economic inclusion EN 1 Climate change EN3 Biodiversity EN 4 Landscape/Townscape EN7 Heritage EN8 Air quality	<p>This section of policies focuses on revitalising the underperforming Town Centre. Policy SP4 identifies a Primary Shopping Area and encourages a better defined Town Centre area. Policies DO3-5 identify policy and guidance for three key locations: the Andale, West View and Festival Market areas. SP4 makes provision for residential development in the Town Centre but outside the Primary Shopping Area.</p> <p>Cumulatively the policies promote a consolidated and reinvigorated Town Centre by promoting an improved, more legible environment, focussing on typical Town Centre uses only and improved access. Collectively these should help to encourage inward investment and vitality in the area. The Town Centre is located adjacent to some of the most employment deprived neighbourhoods in the Lancaster. An improved Town Centre offer in terms of employment opportunities may benefit these communities although there is some uncertainty over whether this would definitely happen.</p> <p>The strengthening of the Town Centre's function should help essential services to be concentrated in a location that is accessible to a greater range of users, including e.g. those who are less mobile. The Development Opportunity policies would also strengthen the role and viability of these services. Whilst some of the measures to promote pedestrian movements and improve the quality of the environment may benefit health and wellbeing, it is not considered that the extent of change would be significant in this respect. DO3 seeks to improve the setting of Morecambe Library and enable its growth. Indirectly, this may help to provide opportunities for learning.</p> <p>Together with improved levels of investment, regeneration, pedestrian legibility and passive surveillance as promoted through DO3 and DO5, these could contribute to a reduction in crime and fear of crime in an area that currently suffers from this issue.</p> <p>SP4 seeks to consolidate a Primary Shopping Area and better define the Town Centre. As this area is accessible via public transport, it has potential to contribute to reducing trips by car which in turn may have a small benefit to reducing carbon and air quality emissions.</p> <p>Each of the policies in this section work towards a well designed and better defined</p>

Performance Against SA Objectives	Commentary
Positive Performance	
	<p>Town Centre and cross-references are made to other aspects of the AAP and the Development Management Policies DPD in order to encourage good design which would ultimately benefit the existing townscape and Morecambe Conservation Area designation. The Town Centre also includes a number of listed buildings although only DO5 (Festival Market and Area) makes reference to the need to relate well to the Winter Gardens listed building.</p> <p>Whilst DO3 identifies the need to retain and supplement the existing stock of trees for amenity purposes, this is the only aspect of the policies which may contribute to improving biodiversity, however small.</p>

Comments on Action Sets and Supporting Text

The Action Set (AS8) identifies a number of actions for Marine Road Central, Andale and area, Victoria Street and environs and land west of Northumberland Street.

The majority of the actions relate to improved access, legibility, streetscene and public areas. The actions for the land west of Northumberland Street also include proposals to encourage this area as a leisure and entertainment hub for the Town Centre.

Cumulatively these actions would seek to complement the policies, notably through measures to improve the quality and vitality of the Town Centre and to encourage inward investment. They make specific references to improved lighting, signage and other safety measures to encourage pedestrians and cyclists. The measures overall should also increase the offer of facilities and amenities for residents and visitors which should benefit the SA objectives on access to services as well as economic drivers. Measures proposed to bring St Laurences's Church back to beneficial use are also positive.

It is recommended, however, that a greater reference is made to the historic value of the Town Centres' assets and the need to protect and enhance these, together with collective measures to benefit the Conservation Area.

Recommendations for Mitigation/Enhancement

The following recommendations would further improve the sustainability performance of the policies:

- It is recommended that other policies (perhaps focus in SP4) reference the need for development to complement and not detract from the setting of the Conservation Area and other listed buildings in the Town Centre.
- It is recommended that a reference is made to the Conservation Area and the need for development in these areas to be sensitive to it. It is recommended that a cross reference be included to a policy on sustainable design requirements within the AAP.
- It is recommended that other policies (perhaps focus in SP4) reference the need for development to complement and not detract from the setting of the Conservation Area and other listed buildings in the Town Centre.

4.3.6 South of the Town Centre

Components

This section of the AAP comprises:

- AS9: Edge of Centre Retail Park
- MAAP Policy DO6: Former Frontierland Site

Discussion of Appraisal Findings

Table 4-1 Summary performance of the policies within the South of the Town Centre section of the AAP

Performance Against SA Objectives	Commentary
Positive Performance	
S1 Crime S2 Housing S3 Health S5 Sustainable access EC1 Thriving economies EC2 Economic drivers EC4 Economic inclusion EN4 Landscape EN7 Historic environment	<p>Research has shown there are health and social benefits that arise from high quality housing. In addition, the policy ensures new development includes clear , quality, legible and safe routes for pedestrians (and cyclists) through the site that connect to the seafront, the West End and the adjacent retail park which would benefit health through promoting healthy lifestyles. Further health benefits may arise through the policy’s commitment to ensure new development contributes to appropriate improvements to the adjacent seafront and promenade to help meet needs for recreation.</p> <p>The policy would contribute to improving local housing stock which would benefit the current shortage of high quality housing within central Morecambe. However, as per Policy SP2, it is unlikely these new homes would be affordable, although, affordable housing availability is not a current problem within Morecambe Town Centre.</p> <p>Crime deprivation and incidents of anti-social behaviour within central Morecambe are among the highest in England. Therefore new residential development on the site with a commercial element along Marine Road West (with active frontages) would improve natural surveillance and may reduce fear of crime.</p> <p>A new residential development on the currently derelict former Frontierland site may also act as an economic driver for further investment and economic growth within Morecambe as it would increase developer confidence and may encourage greater inward investment. Further economic growth within Morecambe along with the redevelopment of the former Frontierland site may also contribute to creating a strong and vibrant Town Centre, as new residential development may bring with it new residents to Morecambe which could increase local footfall. New residential development would also provide some short term construction related job opportunities for local residents which would offer minor benefits for local employment deprivation. In addition, some new retail / recreation jobs would be created along Marine Road West which would also benefit employment deprivation.</p> <p>It is likely that new residential development would enhance local townscape character and quality (including the setting of the adjacent West End Conservation Area) Frontierland currently appears run down and derelict from the promenade.</p>
Positive and Negative Performance	
EN1 Climate change EN5 Natural resources	<p>The focus of this policy is to facilitate new development and investment in Morecambe and not specifically to ensure new development is low carbon or has optimal energy efficiencies (consideration is included within Policy EN4.1 -</p>

Performance Against SA Objectives	Commentary
Positive Performance	
EN6 Energy efficiency EN8 Air quality	<p>Sustainable Construction Techniques of the Development Management DPD). However, new residential development on this site is likely to increase traffic movements within Morecambe which may lead to a localised increase in greenhouse gas emissions and adverse effects on local air quality over the long term. Nevertheless, the policy does seek to ensure the site is well connected to surrounding areas via legible pedestrian / cycle routes which may encourage people to use more sustainable modes of transport and reduce the use of the private car.</p> <p>Residential development on this previously developed brownfield site represents a sustainable use of land resources and may also result in the reclamation of contaminated land (if any contamination is present) which would benefit soil resources. However, new development requires the use of natural resources and a large residential development on the site would increase the demand of water resources.</p>

Comments on Action Sets and Supporting Text

The Action Set (AS9) relates to Central Drive Retail Park and identifies a number of actions for improving the appearance of the buildings fronting Marine Road West and improving connectivity of the site with the adjacent former Frontier Land site via walking and cycling. Cumulatively these actions would complement Policy DO6. However, they may benefit from being included within the policy in order to provide a comprehensive Development opportunity Policy.

Recommendations for Mitigation/Enhancement

The following recommendations would further improve the sustainability performance of the policies:

- It should be ensured that local health care services within Morecambe have the capacity to deal with a potential increased population resulting from anticipated development on the former Frontierland site.
- Public realm improvements should be sought within new residential development on the site to include green space and soft landscaping as this would benefit local biodiversity resources and address the current shortage within the AAP boundary.
- Although the Local Plan should be read as a whole it is recommended that the policy includes a cross reference to Policy EN4.1 of the Development Management DPD - Sustainable Construction Techniques, as there are opportunities to minimise waste and incorporate a high standard of sustainable design and renewable energy technology into new development.
- The design and scale of new development should be mindful and sensitive to the adjacent townscape character and the West End Conservation Area.

4.3.7 Travel and Transport

Components

This section of the AAP comprises:

- AS10: Traffic route signage to and from central Morecambe
- AS11: Parking provision and management
- AS12: Bus services
- AS13: Rail services

Discussion of Appraisal Findings

This section does not contain any policies, however, the following commentary has been made regarding the text and Action Sets included.

This section provides a number of positive actions which would complement the policy framework discussed above. In particular the proposals to improve traffic signage to improve people's journeys into the Town and better define its identity should benefit people's sense of arrival.

Parking provision is usually seen as counter-intuitive to promoting travel by sustainable and low carbon means. However, it is recognised that some parking provision is essential for accessing the town centre and attracting visitors and shoppers alike. The proposals to review parking provision and management are sensible, especially those which seek to locate the majority of parking at the edge of the Town Centre to avoid car parks being at the heart of the Town. Provisions are still made for parking close to facilities/amenities where there is a need, e.g. for disabled users and for short stay.

The provisions of AS12 and 13 on public transport are also beneficial and complementary to the plan as a whole.

Recommendations for Mitigation/Enhancement

The following recommendations are made:

Given the oversupply of parking at present it would seem sensible to rationalise and condense the parking into targeted areas rather than retaining the existing low-density spread across the Town. This rationalisation would still enable no net loss of spaces overall. This would enable some underused car parks to be re-used for more beneficial Town Centre functions or public open space.

It is recommended that further text be included in this section which links to the proposals to encourage pedestrians and cyclists elsewhere in the document.

4.3.8 Marketing to Investors and Visitors

Components

This section of the AAP comprises:

- AS14: Investor marketing strategy
- AS15: Visitor marketing strategy

Discussion of Appraisal Findings

This section does not contain any policies, however, the following commentary has been made regarding the text and Action Sets included.

The Action Sets and supporting text complement the AAP policies by providing further detail on the marketing of Morecambe to both investors and visitors alike. Marketing to investors is seen

as the key to facilitating regeneration and improving Morecambe's economy. The marketing strategy aimed at investors includes using the views out across the bay, Morecambe's rich heritage and relatively low rents and land values as unique selling points in order to encourage inward investment. Successful marketing to investors would benefit the economic SA Objectives. Marketing to visitors also includes using Morecambe Bay and its unique natural environment as a differential selling point in order to encourage more visitors to Morecambe. Key themes of AS15 are to ensure there are sufficient activities within Morecambe for day visitors to stay long enough to eat in the evenings and to convert day visitors into staying visitors. Again successful marketing to visitors would benefit the economic SA Objectives.

Recommendations for Mitigation/Enhancement

No recommendations are considered necessary to strengthen the action sets within this section.

4.4 Appraisal of Cumulative Effects

The SEA Directive requires that the assessment includes identification of cumulative and synergistic effects (where the combined effects are greater than the sum of their component parts).

The assessment of the policies has been undertaken in a manner which has enabled the cumulative effects of the policies to be assessed. This is important as none of the policies would ever be implemented in isolation and the plan has to be read as a whole. There is also the potential for the plan to have cumulative effects with other plans and programmes that are produced by other authorities such as neighbouring local authorities or the Environment Agency. Table 4-7 summarises the cumulative and synergistic impacts of the plan. The approach identifies receptors, for example the economy or the townscape, that may be affected by cumulative impacts.

Table 4-1 Cumulative and Synergistic Effects of the Morecambe AAP

Receptor	Cumulative / Synergistic Effect	Causes	Potential Cumulative Trend
Crime Rates and Fear of Crime	Crime and fear of crime should reduce within the Morecambe in response to wider regeneration initiatives in addition to the AAP provisions.	Cumulative overall regeneration as set out in the Morecambe AAP, the Core Strategy (adopted 2008), Development Management DPD and the Land Allocations DPD would create improved living and working environments and could improve aspirations and indirectly help reduce high crime rates in Morecambe in the long-term. Secure By Design principles should be encouraged within developments.	Positive
Educational Attainment Skills and Training Provision	Levels of educational and skills attainment have the potential to improve in the long term.	An overall improved environmental quality, together with an improved quality of life through social regeneration, would indirectly contribute to improved aspirations. New employment opportunities within Morecambe would help to provide skills training opportunities for local people.	Positive
Health of Morecambe's population	Levels of health and well-being have the potential to improve in the long term.	An improved overall environmental quality, together with improved urban renaissance, would positively impact upon the health and wellbeing of the	Positive

Receptor	Cumulative / Synergistic Effect	Causes	Potential Cumulative Trend
		<p>population of Morecambe.</p> <p>Improved access to employment and incomes, together with social regeneration proposals, will improve aspirations and may improve people's ability to afford healthier lifestyles and improve living conditions.</p> <p>Provisions to improve connectivity for pedestrians and cyclists within the Morecambe would encourage increased physical activity and encourage healthier lifestyles. This is proposed in the Morecambe AAP and would link to surrounding areas outside the AAP boundary. Increasing the number of recreational facilities available within Morecambe would also contribute to increasing physical fitness and in turn the health of Morecambe's residents.</p>	
Housing Provision	New housing will be provided which would contribute to meeting local and sub-regional targets.	The Morecambe AAP provides for residential development on the Former Frontierland site which will reflect local need for high quality new housing. Housing provisions are also outlined within the Core Strategy, Development Management DPD and the Land Allocations DPD. The contribution of residential development towards achieving a more balanced and responsive housing market will be high, as more high quality housing will be available.	Positive
Community cohesion	Community cohesion has the potential to improve within Morecambe.	The Morecambe AAP would contribute to an improved image of Morecambe, and could, in turn, help to raise the aspirations of the local community and generate an increased sense of community cohesion and pride. In addition, the provision of higher quality housing and employment opportunities also have the potential to contribute positively to community spirit and cohesion by creating a location where people want to live and work.	Positive
Access to goods and services	Accessibility for local people and visitors would be improved.	Improved connectivity within Morecambe and to surrounding areas is a key feature of the Morecambe AAP, particularly through the promotion of sustainable modes of transport (i.e. walking and cycling). Cumulatively with the Core Strategy, the Development Management DPD, Lancashire's Local Transport Plan 3 and the delivery of the new M6 link road beneficial effects would be greater.	Positive
Sustainable Economic Growth	The Morecambe AAP would help facilitate employment creation, business development and economic	The Morecambe AAP would contribute to sustainable economic growth, employment provision and economic inclusion. An overall improved environment, together with planning	Positive

Receptor	Cumulative / Synergistic Effect	Causes	Potential Cumulative Trend
	growth.	exemptions enhanced connectivity and housing provision, would help to market Morecambe as a place for investment.	
Economic Inclusion	Promotion of employment in areas of high employment / income deprivation.	General regeneration facilitated by economic development and employment provision within the Morecambe would help to reduce deprivation and reduce unemployment in an area most at need. Improved accessibility within Morecambe as a whole, with improved connectivity, should ensure easy access to employment for all.	Positive
Biodiversity	The Morecambe AAP seeks to ensure protection of biodiversity resources.	The Morecambe AAP and the associated HRA (in addition to Policy EN2.1 of the Development Management DPD) seek to ensure protection of the biodiversity resources with an emphasis on protecting European sites. Provisions to improve accessibility for the local population and public realm improvements could indirectly generate the enhancement of natural areas.	Positive
Townscape Character Heritage Assets	Protection and enhancement of the historic townscape and heritage.	The overall regeneration of Morecambe would positively impact upon the local townscape through an enhanced environmental and built quality which would benefit the Town Centre and West End Conservation Areas. Improved accessibility within Morecambe may reduce the need to travel by private car, which could benefit townscape quality if congestion is reduced.	Positive
Climate Change Energy Efficiency Natural Resources	Potential negative and positive contributions towards climate change. The prudent use of natural resources.	The AAP seeks to locate development on previously developed brownfield land and provide new flood defence measures in the 'Battery' area of Morecambe which would all reduce flood risk and risk of run-off from new development. Natural resources would also be protected through the sustainable use of land resources. However, all new development has the potential to use natural resources, increase pressure upon water and energy resources, and generate increased waste production. There is the potential for the AAP to ensure new development include energy efficient and renewable energy technology.	Positive and negative

Receptor	Cumulative / Synergistic Effect	Causes	Potential Cumulative Trend
Climate Change Air Quality Sustainable Transport	Potential positive effects as a result of promotion of sustainable travel. Potential negative effects of traffic growth.	The concentration of investment, regeneration and new development in Morecambe could potentially lead to increased travel and congestion, which could generate implications upon local air quality and local emissions in the long-term. However, the Morecambe AAP contains a number of provisions for improved connectivity and promotion of sustainable travel, which would help to alleviate some of these potential cumulative impacts.	Positive and negative

4.5 Equalities and Health Impact Assessment

Lancaster City Council established a panel to coordinate a HIA and EqIA on the development policies within their jurisdiction. To implement this work, an independent HIA Panel was established in 2010 comprising representatives from North Lancashire Primary Care trust (PCT), Lancashire County Council, and Lancaster City Council Environmental Services.

In determining the most appropriate HIA approach, the HIA Panel referred to the Department of Health document "*Health Impact Assessment Tools: Simple tools for recording the results of the Health Impact Assessment*". Having regard to the limited availability of resources (officer availability and time), the Panel agreed that a "rapid" HIA would be the most appropriate approach. It was also agreed that such an approach was most suitable for assessing the health impacts of a strategic policy document of this nature.

Whilst these assessments focussed on the Development Management and Land Allocations DPDs, they did include coverage of Morecambe in principal. These considerations have been taken forward and expanded with the MAAP in mind in the sections below.

4.5.1 Equalities Impact Assessment

In response to the request for an appraisal of the policies contained within the MAAP against identified equalities receptors, the following update has been included within this SA in September 2013.

The following equalities groups were initially considered as part of this appraisal update:

- Ethnicity;
- Gender;
- Sexuality;
- Religion;
- Children and young people;
- Disabled people.

Section 2.2.1 of this report sets out the established baseline assumptions for the Morecambe AAP. The following factors should be considered whilst conducting a high level EqIA:

- Morecambe has a relatively young population.

- Work-based learning opportunities should be developed further to minimise the number of 16-18 year olds not in education or employment training and increase levels of attainment of qualifications.
- Health in the Morecambe is generally poor with high levels of health deprivation and people living with long-term life limiting illnesses.
- Access to doctor's surgeries within Morecambe is limited and may need to be improved, particularly if large new residential developments are proposed.
- Morecambe currently suffers with high levels of crime and crime deprivation when compared to the Lancaster district. However, there has been a reduction in overall crime levels recently.
- Juvenile nuisance and anti-social behaviour is a key source of crime in Morecambe and further work is needed to reduce such problems, although recent initiatives have been successful in reducing such problems.
- The wards of Poulton, Harbour and Heysham North experience high levels of deprivation and all have wards within the bottom 10% nationally for the index of multiple deprivation and living environment deprivation.
- The wards of Poulton, Harbour and Heysham North are considered to be within the bottom 20% most deprived for income deprivation.
- The wards of Poulton, Harbour and Heysham North are considered to be within the top 20% least deprived for barriers to housing and services deprivation. This indicates that housing affordability is not an issue within Morecambe.
- There is a shortage of high quality housing in Morecambe and investment is required to upgrade the significant numbers of unfit and vacant housing.

The other baseline considerations listed in Section 2.2.1 were not deemed to be directly relevant to the EqIA assessment.

Whilst Lancaster is generally an affluent authority, it does experience a number of small pockets of socio-economic deprivation, notably in the central wards of Lancaster City and Morecambe. These include the highest instances of health, education, employment and crime deprivation in the authority. The primary focus on urban concentration therefore seeks to alleviate these issues by focussing investment and regeneration into these more deprived areas.

The SA for the Lancaster DPD highlights that the MAAP is being prepared specifically for Morecambe to help tackle this issue. These areas are the foci of public transport, jobs and services and on the whole such amenities are located in close proximity to each other thereby maximising the opportunities for access to these facilities from the more deprived wards.

Table 4-8 identifies where the MAAP policies may impact upon equality within the scheme area.

Table 4-8 Potential Equality Effects

MAAP Policy	Potential Equality Effect
<p>SP1: Key Pedestrian Routes and Spaces</p>	<p>The proposals seek to increase pedestrian presence in the Town Centre and ensure new development fronts key pedestrian routes and spaces. This should help provide active frontages at ground floor level and create good opportunities for passive surveillance from upper levels. These measures should help to reduce opportunities for crime and anti-social behaviour.</p> <p>Although it only focuses on links within the Town Centre and seafront areas, the policy seeks to encourage a network of pedestrian and cycle links which would help contribute towards sustainable access to Town Centre Services.</p>

MAAP Policy	Potential Equality Effect
	By providing this infrastructure, the resulting increase in activity may help to benefit the success of the Town Centre businesses and the economy overall and help to encourage further inward investment.
SP2: Investment Exemptions	<p>A central theme of the policy is to make Morecambe a more attractive place for developers to invest and could result in job creation. This would be particularly beneficial for Morecambe's residents as the area suffers with some of the highest levels of employment deprivation in England.</p> <p>An increase in inward investment in Morecambe over the long-term would facilitate regeneration and may reduce current high crime rates.</p>
<p>SP3: Morecambe Main Seafront and Promenade</p> <p>DO1: The Battery</p> <p>DO2: Strategic Leisure – Seafront, Headland, Central Promenade</p>	<p>A central theme of the policies is to increase activity and connectivity along the main seafront, promenade area and town centre. Increased activity in the area would increase passive surveillance, which could contribute to a reduction in current high levels of crime and opportunities for crime.</p> <p>Public realm developments such as a potential Bay Discovery Centre as included within Policy DO2 would engage the public and residents, creating a more active area and more opportunities for education i.e. learning about ornithology and local heritage.</p> <p>The policies would create a small number of local employment opportunities through new leisure development, hotel development, retail and food development and the proposed Bay Discovery Centre, although potentially not highly-skilled this could be particularly beneficial for youth unemployment and general employment deprivation in Morecambe.</p>
<p>SP4: Town Centre</p> <p>DO3: The Andale and Area</p> <p>DO4: West View</p> <p>DO5: Festival Market and Area</p>	<p>The concentration of retail within a defined town centre areas, together with improved levels of investment, regeneration, pedestrian legibility and passive surveillance as promoted through DO3 and DO5 could contribute to a reduction in crime and fear of crime.</p> <p>DO3 seeks to improve the setting of Morecambe Library and enable its growth. Indirectly, this may help to provide opportunities for learning.</p> <p>The strengthening of the Town Centre's function through defining a Primary Shopping Area should help essential services to be concentrated in a location that is accessible to a greater range of users, including e.g. those who are less mobile.</p>
DO6: Former Frontierland Site	<p>Crime deprivation and incidents of anti-social behaviour within central Morecambe are relatively high. Therefore residential development on this site with a commercial element along Marine Road West (with active frontages) would improve natural surveillance and may reduce fear of crime.</p> <p>Residential development on this site and along with retail / leisure development along Marine Road could potentially increase confidence for further economic development in Morecambe and provide a larger local market for goods / services. Empty derelict sites can lower economic confidence; therefore, by developing the site, this could encourage inward investment and economic growth.</p> <p>Residential development on the site would provide some short term construction related job opportunities for local residents. This would offer short term minor benefits to local employment deprivation. In addition, some new retail / recreation jobs would be created along Marine Road West which would also benefit employment deprivation.</p>

In summary, the MAAP policies may affect equality within the Morecambe area by:

- increasing employment opportunities
- introduce measures to reduce crime and anti-social behaviour
- provision of new housing
- increased connectivity and accessibility between districts and areas
- creating educational resources and opportunities.

The policies aim to reduce inequality within the area and therefore the MAAP should have a positive impact towards tackling the baseline equality issues within Morecambe.

4.5.2 Health Impact Assessment

The Lancaster City Council Development Management Policies DPD identified policies to aid development within the area and similarly with the MAAP. The potential health effects of the MAAP policies are illustrated in Table 4-8.

Table 4-8 Summary of Potential Health Impacts

MAAP Policy	Potential Health Effect
<p>SP1: Key Pedestrian Routes and Spaces</p>	<p>A key aim of the policy is to encourage much greater pedestrian movement and also provide opportunities for cyclists. Levels of health are poor in Morecambe and walking and cycling have been shown to be key contributors to encouraging healthy lifestyles and improving activity levels. The policy should therefore contribute to improving health although it is recognised that there are a number of other factors which are also important.</p> <p>The policy promotes a sustainable form of travel (by foot and by cycle) which does not create adverse air quality emissions. However, whether these measures would encourage people to travel to the Town Centre by sustainable means and effectively reduce car journeys (and associated emissions) is considered unlikely.</p>
<p>SP2: Investment Exemptions</p>	<p>Indirect health benefits would arise through the implementation of this policy as it would result in the provision of new decent homes Morecambe, however, new homes would not meet the needs of all.</p>
<p>SP3: Morecambe Main Seafront and Promenade DO1: The Battery DO2: Strategic Leisure – Seafront, Headland, Central Promenade</p>	<p>The policies seek to make better use of the main seafront and promenade through incorporating open space for recreation and enjoyment which may offer health and wellbeing benefits for residents and visitors alike. Policies DO1 and DO2 specifically state that the council would support proposals for leisure uses including water sports (DO2 states indoor leisure uses would also be supported) which would promote healthy lifestyles. New leisure activities would not only promote active lifestyles, but potentially could contribute to reducing instances of antisocial behaviour.</p> <p>The promotion of the Way of the Roses coast to coast cycling route with proposed improved facilities and Lancashire Coastal Way could also have health benefits for visitors and locals alike.</p>
<p>SP4: Town Centre DO3: The Andale and Area DO4: West View</p>	<p>Some of the measures to promote pedestrian movements and improve the quality of the environment may benefit health and wellbeing for the local population and visitors.</p>

MAAP Policy	Potential Health Effect
DO5: Festival Market and Area	
DO6: Former Frontierland Site	<p>The policy would remove a current derelict site which could be viewed as a hazard.</p> <p>The policy would contribute to improving local housing stock which would benefit the current shortage of high quality housing within central Morecambe. Research has shown there are health and social benefits that arise from high quality housing.</p> <p>The policy ensures new development includes clear, quality, legible and safe routes for pedestrians (and cyclists) through the site that connect to the seafront, the West End and the adjacent retail park which would benefit health through promoting healthy lifestyles. Further health benefits may arise through the policy's commitment to ensure new development contributes to appropriate improvements to the adjacent seafront and promenade to help meet needs for recreation.</p>

In summary, the MAAP policies may affect the health and wellbeing of the local population by:

- Improving recreational facilities
- Increasing connectivity between town centre and seafront areas
- Provision of new housing
- Promotion of cycling and pedestrian activities
- Removal of hazardous derelict sites

The policies aim to promote recreation and activity within the area and should go some way to the promotion of economic activity that will rejuvenate the area and bring additional health benefits to the local population. Therefore it is assumed that the MAAP should have a positive impact on health and wellbeing within Morecambe.

5 Monitoring Framework

5.1 Introduction

This section provides an outline monitoring framework and advice for monitoring the significant effects of implementing the Morecambe AAP. Monitoring is a SEA Directive requirement and an ongoing process integral to the implementation of the Morecambe AAP. It can be used to:

- Determine the performance of the plan and its contribution to objectives and targets;
- Identify the performance of mitigation measures;
- Fill data gaps identified earlier in the SA process;
- Identify undesirable sustainability effects; and
- Confirm whether sustainability predictions were accurate.

5.2 Approach

The monitoring framework has been developed to measure the performance of the Morecambe AAP against changes in defined indicators that are linked to its implementation. These indicators have been developed based on the following:

- The objectives, targets and indicators that were developed for the SA Framework;
- Features of the baseline that will indicate the effects of the plan;
- The likely significant effects that were identified during the assessment; and
- The mitigation measures that were proposed to offset or reduce significant adverse effects.

The monitoring framework has been designed to focus mainly on significant sustainability effects including those:

- That indicate a likely breach of international, national or local legislation, recognised guidelines or standards.
- That may give rise to irreversible damage, with a view to identifying trends before such damage is caused.
- Where there was uncertainty in the SA, and where monitoring would enable preventative or mitigation measures to be taken.

As well as measuring specific indicators linked to the implementation of the Morecambe AAP, contextual monitoring of social, environmental and economic change has been included i.e. a regular review of baseline conditions in Morecambe. This enables the measurement of the overall effects of the AAP.

There are numerous SA indicators available and it is not always possible to identify how a specific plan has impacted a receptor, for example housing provision is likely to be influenced by a number of actions and different plans. A thorough analysis of the data collated and the emerging trends will, therefore be important.

5.3 Existing Monitoring Programmes

A fundamental aspect of developing the monitoring strategy is to link with existing monitoring programmes and to prevent duplication of other monitoring work that is already being

undertaken. The Lancaster City Council AMR (2011) identifies a series of indicators that can be used to monitor progress.

5.4 Proposed Monitoring Framework

Table 5-1 provides a framework for monitoring the effects of Morecambe AAP and determining whether the predicted sustainability effects are realised. The framework is structured using the SA Objectives and includes the following elements:

- The potentially significant impact that needs to be monitored or the area of uncertainty;
- A suitable monitoring indicator with a potential source for the data identified; and
- A target (where one has been devised).

The impacts predicted in the SA will not be realised until development occurs through the Morecambe AAP and other related Local Plan documents (e.g. the Core Strategy, the Land Allocations DPD and the Development Management DPD). The monitoring framework presented in Table 5-1 can then be updated to include targets as and when they are developed.

Table 5-1 Proposed Monitoring Framework

SA Objective	Effect to be Monitored	Indicators	Targets (to be refined and developed further once the Plan is adopted)	Source
<p>S1 To reduce crime, disorder and fear of crime and reduce exposure to hazards</p>	<p>Effect of AAP on contributing to a reduction in crime levels.</p>	<p>Number and distribution of wards with Lower Super Outputs Areas (LSOAs) in the bottom 10% most deprived for crime deprivation.</p> <p>Crime rates per 1,000 of the population for key offences.</p> <p>Incidences of disorder</p> <p>Reported violent crime in Central Morecambe</p> <p>Perception of crime (more detailed indicators are required) (AMR, 2011)</p> <p><i>Potential future monitoring indicators:</i></p> <p><i>Number of new initiatives implemented to tackle anti-social behaviour.</i></p>	<p>Reduce the number of crimes per 1000 population.</p> <p>Reduce the number of wards with LSOAs in the bottom 10% most deprived.</p> <p>Reduce incidences of violent crime.</p> <p>Improve Morecambe as a place with low levels of antisocial, drunk or rowdy behaviour as a problem.</p>	<p>Corporate Plan 2009-2012</p> <p>Index of Multiple Deprivation 2010</p> <p>Annual Monitoring Report 2011</p>
<p>S2 To ensure there is housing to meet all needs</p>	<p>Monitor the type, quality, tenure and density of the housing that is delivered within Morecambe as a result of the application of the AAP.</p> <p>Environmental and sustainable construction standards achieved in new housing development should also be monitored.</p>	<p>Percentage of housing stock classified as unfit</p> <p>Location of permissions and completions – previously developed land/Greenfield/urban/rural</p> <p>Number of homeless households (reported)</p> <p>Number of wards in the bottom 10% for living environment deprivation</p>	<p>To balance the housing market to meet customer needs focusing on the supply of good quality housing and improving the condition of accommodation across the Morecambe.</p> <p>Prevent homelessness, repeat homelessness, and the need to use temporary and emergency accommodation by improving access to advice and support.</p> <p>Reduce number of wards with LSOAs in bottom 10% for living environment</p>	<p>Housing Land Monitoring Report 2011</p> <p>Annual Monitoring Report 2011</p> <p>Corporate Plan 2012 - 2015</p> <p>Sustainable Community Strategy, 2008-2011</p> <p>Lancaster District Homelessness Strategy 2008-2013</p> <p>Index of Multiple Deprivation 2010</p>

SA Objective	Effect to be Monitored	Indicators	Targets (to be refined and developed further once the Plan is adopted)	Source
<p>S3 To improve physical and mental health for all and reduce health inequalities</p> <p>S5 To improve sustainable access to basic goods, services and amenities for all groups</p>	<p>Monitor levels of health and well-being across the district.</p> <p>The implementation of the plan policies has the potential to improve physical fitness and accessibility through providing opportunities for local residents and visitors to pursue healthy lifestyles.</p> <p>Effects of the plan on accessibility of key services and facilities for Morecambe's population.</p>	<p>Percentage of resident population who consider themselves to be in good health</p> <p>Number of wards with LSOAs in the bottom 10% most deprived for health deprivation</p> <p>Number of LSOAs in the bottom 10% most deprived for barriers to housing and services provision.</p> <p>Amount of new residential development within 1km of 5 basic services (GP, Food Store, Primary School, Bus Stop and Post Office)</p> <p>Life expectancy at birth</p> <p>Standardised mortality ratios</p> <p>GPs per 1,000 population</p> <p>Percentage of population with a long-term limiting illness</p> <p>Public open space per 1,000 population</p> <p>New public space delivered annually</p> <p>Children's playspace delivered annually</p> <p>Distribution of sports facilities</p> <p>Cycle route length</p>	<p>deprivation</p> <p>Deliver 100% of all new housing completions on previously developed land.</p> <p>Reduce the number of wards with LSOAs in the bottom 10% most deprived for health deprivation</p> <p>To reduce the number of LSOAs in the bottom 10% most deprived for barriers to housing and services deprivation.</p> <p>Improve the difference in life expectancy between Morecambe and the rest of the Lancaster district.</p> <p>Box and Harrison Nature Conservation Area standard (1ha per 1,000 population)</p> <p>Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes</p>	<p>Index of Multiple Deprivation 2010</p> <p>Council's PPG17 Study</p> <p>Office of National Statistics Annual Monitoring Report 2011</p>
<p>EC1 To encourage thriving local</p>	<p>The amount of new employment development that</p>	<p>Location of key industries and major employers.</p>	<p>To reduce number of wards with LSOAs in the bottom 10% for</p>	<p>Index of Multiple Deprivation 2010</p>

SA Objective	Effect to be Monitored	Indicators	Targets (to be refined and developed further once the Plan is adopted)	Source
economies EC2 To ensure key economic drivers are strong EC4 To encourage economic inclusion	occurs in Morecambe, the type of jobs created, the accessibility of the jobs to the most economically deprived and the average rate of pay Amount of new retail development in the centres of Morecambe.	Economic activity rate Employment by sector and occupation Number of wards with LSOAs in bottom 10% most deprived for employment and income deprivation Percentage of working age population claiming jobseekers allowance Employment sqm (gross) by location Retail sqm (gross) by location Zone A rentals in Morecambe Retailer representation in Morecambe Visitor numbers and tourist revenue data	employment and income deprivation. Increase in visitor numbers (day and overnight stays) <i>Recommend that targets are developed once the plan is adopted.</i>	Annual Monitoring Report 2011
EN1 To limit and adapt to climate change EN 8 To protect and improve air quality	Effects on reducing travel and promoting use of sustainable modes of transport. Monitor the effect of the new coastal defence works in the 'Battery' area.	Local rail and bus patronage Cycle / footpath route length Population within 400m of a bus stop on a quality bus route Total CO ₂ emissions per capita per year. Local air quality monitoring results for nitrogen and particulates Complaints re odour/smell Incidences where thresholds for air quality are exceeded Indicators used to monitor the implementation of the Local Transport Plan may also be relevant	To reduce per capita CO ₂ emissions each year. <i>Other targets to be developed</i>	Sustainable Community Strategy, 2008-2011 Annual Monitoring Report 2011
EN3 To protect and	Monitor effects of new	Change in condition of SAC, SPA, Ramsar	Maintain and improve condition of	Natural England

SA Objective	Effect to be Monitored	Indicators	Targets (to be refined and developed further once the Plan is adopted)	Source
enhance biodiversity	development on biodiversity assets across within Morecambe.	sites Condition of SSSIs (percentage in favourable condition) Area of habitat created	designated sites Increase area of habitat provided across the district Box and Harrison Nature Conservation Area standard (1ha per 1,000 population) Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes	
EN4 To protect and enhance landscape and townscape character and quality EN7 To protect and enhance the historic environment and heritage assets	Integration of new development into the townscape. Positive contribution of new green areas in Morecambe as part of public realm improvements. Protection afforded to Morecambe's heritage assets through application of the plans policies.	Contextual information based upon landscape and townscape character assessments Number and size of Conservation Areas Number of heritage assets on at English Heritage's risk register Loss of existing green space Number of residents involved in heritage projects Hectares of public realm improved	Ensure full protection of Conservation Areas from inappropriate development and seek to improve the character and appearance of the area. (AMR). Ensure no further Listed Buildings are put on the at risk register No loss of existing green space (AMR)	Annual Monitoring Report 2011
EN5 To ensure the sustainable use of natural resources EN6 To increase energy efficiency and require the use of renewable energy sources	New development is likely to increase resource use. Therefore monitor the effect of plan on encouraging initiatives that minimise resource use. Monitor the amount of brownfield land that is used for new developments.	Percentage of housing completions on previously developed land. Percentage of employment development on previously developed land. Number of grey water recycling and water minimisation schemes implemented. Number of sustainable design schemes implemented.	100% new housing to be built on Brownfield sites <i>Other targets to be developed</i>	Annual Monitoring Report 2011

SA Objective	Effect to be Monitored	Indicators	Targets (to be refined and developed further once the Plan is adopted)	Source
		Incorporation of secondary and recycled materials in new development projects.		

6 Next Steps

This SA Report has now been issued for consultation alongside the Preferred Option Morecambe AAP to all key stakeholders (including statutory consultees and the public) for comment. Following the close of the consultation period, Lancaster City Council has reviewed the responses and made necessary amendments to the document. This SA report has been updated to reflect these additions.

The Preferred Option Morecambe AAP and the SA Report can still be viewed at the address below:

Lancaster City Council
Regeneration and Planning Service
PO Box 4
Lancaster Town Hall
Dalton Square
Lancaster
LA1 1QR

Alternatively they can be viewed at Lancaster City Council's Planning website:

www.lancaster.gov.uk/planningpolicy

www.lancaster.gov.uk/morecambe_aap

The NTS of the SA Report is also available for public inspection free of charge during normal opening times at all libraries within the District.

Appendix A

Review of Plans, Programmes and Environmental
Protection Objectives

Appendix B



Baseline Data



Appendix C

SA Objective Compatibility

Appendix D

Appraisal of Spatial Policies and Development Opportunities

Appendix E



Figures



Appendix F

Consultation Response Table
