

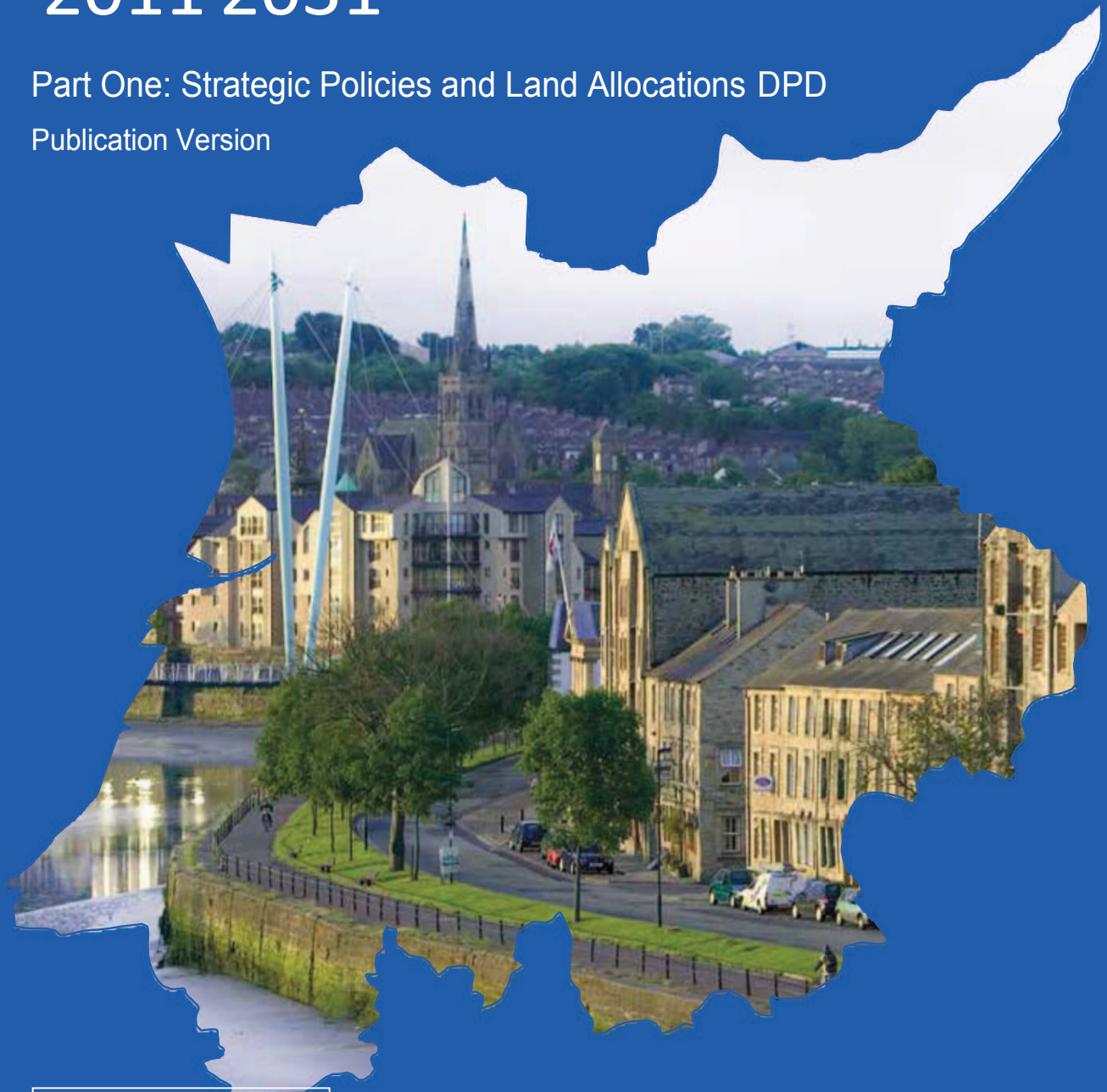
# A Local Plan

for Lancaster District

2011-2031

Part One: Strategic Policies and Land Allocations DPD

Publication Version



LANCASTER  
CITY COUNCIL



## FOREWORD

This Strategic Policies and Land Allocations Development Plan Document (DPD) is one of a suite of documents that will make up the new Local Plan and guide how the future development needs of Lancaster district are met. It sets out a spatial vision for the district and establishes what the strategic development needs of the district are; a spatial strategy then describes how those needs will be distributed. The plan then sets out a series of land allocations to identify where development needs will be met and where areas that are of specific economic, environmental or social importance will be protected. Another key element of the Local Plan is the Development Management DPD which sets out the planning policies that will be used to determine planning applications.

Lancaster district is a very special place for all who live, work and visit here; from the coastline of Morecambe Bay to the rolling landscape of the Lune Valley, the seaside towns of Morecambe and Heysham, the historic city of Lancaster, Carnforth with its nationally-significant railway-heritage, our many distinct villages, our two Areas of Outstanding Natural Beauty, we all share the desire to conserve and enhance our unique district for generations to come.

This local plan seeks to promote opportunities for housing and economic growth and deliver the infrastructure necessary to achieve sustainable development. The plan seeks to proactively and positively plan for the development needed to ensure that future generations have places to live and work. The plan has been prepared through extensive consultation over the past 3 years in partnership with the local community, key stakeholders and the development industry. The Council believe that this plan correctly balances the importance of sustainably delivering for the district's future development needs and preserving the special characteristics of our district.

Councillor Janice Hanson  
Portfolio Holder for Regeneration and Planning

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# 1. Introduction

- 1.1 The Strategic Policies and Land Allocations Development Plan Document (DPD) is a key document in the new local plan for Lancaster district. The document sets out the spatial vision and plan for the future of the district and how it will be delivered. It is also the document that identifies land to meet future development needs and land that should be protected for its environmental, social and economic importance.
- 1.2 Our district must rise to the challenges facing it and its communities over the next 20 years and beyond. The district requires new homes, jobs and infrastructure to support the needs and aspirations of people who live in this area, both now and in the future. The Local Plan describes and quantifies what those needs are and sets out how the Council plans to meet them.
- 1.3 In preparing the Local Plan the Council has worked proactively with the local community and key stakeholders to best address the needs of the district. As part of this process, the Council has drawn upon an extensive evidence base which is referenced throughout this document. This represents the final iteration of the plan which the Council believe represents a sound and legal compliant planning framework for the district. The Council will publish the DPD for a formal six week period to invite representations on its soundness and legal compliance. The representations made, the DPDs and the evidence which underpins them will then be submitted to the Secretary of State (via the Planning Inspectorate) to begin the period of public examination.
- 1.4 This Strategic Policies and Land Allocations DPD is accompanied by a number of other planning documents which together will form the new local plan for Lancaster district. These DPDs include the following:

**Development Management DPD:** Sets out a series of generic planning policies that are used by Development Management Officers and Planning Committee to determine planning applications. These policies may be applicable to development anywhere in the district outside of the Yorkshire Dales National Park. A Development Management DPD was first adopted by the Council in December 2014; this DPD remains valid but is being reviewed to ensure it takes account of changing circumstances and updates to national planning policy.

**Morecambe Area Action Plan DPD:** Sets out a range of interventions for Central Morecambe to regenerate the town centre improving its functionality for both visitors and residents. Interventions include proposals for development but also improvements to public realm and connectivity around the town centre. This was adopted by the Council 2014; it is not being reviewed as part of this current local plan process.

**Arnside & Silverdale AONB DPD:** Lancaster City Council is working jointly with South Lakeland District Council to prepare a DPD for the Arnside & Silverdale Area of Outstanding Natural Beauty. This DPD will be part of the local plan for both districts and will describe how local development needs in this area will be addressed. It will add local planning policies that are locally relevant to the shared setting of the AONB.

**Bailrigg Garden Village Area Action Plan DPD:** Through the Strategic Policies and Land Allocations DPD has identified a broad area of growth for the Garden Village and a range of development principles which should be seen as a golden thread in plan making and decision taking. In order to provide more detail on the locations for growth and the delivery of critical infrastructure the Council have commenced work on a Bailrigg Garden Village Action Plan DPD which will compliment Policy SG1 of this DPD.

**Gypsy, Traveller and Travelling Showpeople Accommodation DPD:** The Council will begin work in 2018 on the preparation of a site specific DPD to identify how the needs of these specific communities will be met with the district. This will be done through the allocation of land for



transit and permanent pitches to address evidenced needs. This will complement the generic approach taken in Policy DM9 of the Development Management DPD.

- 1.5 It is important that the local plan, the policies it contains and the allocations it makes are read as a whole and not in isolation. Development proposals should have due regard to all relevant policies and allocations in the local plan.
- 1.6 The Council will continue to investigate the need for further development plan documents including the provision of an Infrastructure Charging Schedule making use of the most up to date and appropriate tariff method to ensure that mechanisms are put in place to deliver strategic infrastructure, work will be ongoing through 2018 on ensuring this matter is fully addressed.
- 1.7 Beyond the plans prepared locally, the Council consider the Lancashire Waste and Minerals Plan part of the statutory development plan for the district and the policy and direction of this plan should be given material consideration in both the plan-making and decision-taking process. Land to the east of Cowan Bridge and the A65 forms part of the Yorkshire Dales National Park, proposals for development within the National Park area should come forward in accordance with the Yorkshire Dales National Park Local Plan.

#### **How has this Local Development Plan Document been Prepared?**

- 1.8 Local planning authorities have a legal requirement prepare and maintain local plans for their areas. Local plans must be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics of their areas, and take full account of relevant market and economic signals (paragraph 158 of the National Planning Policy Framework (the 'Framework'<sup>1</sup>). The Housing White Paper, entitled 'Fixing our Broken Housing Market'<sup>2</sup> was published by the Government in February 2017 and set out a clear intention to boost housing construction across the country to achieve the delivery of between 225,000 and 275,000 new homes per year to keep up with population growth and start to tackle years of under-supply.
- 1.9 As the Key Diagram (Chapter 5) identifies, the strategic growth identified will have far reaching effects for this district. The decisions made on the location of development are based on a thorough assessment of all reasonable alternatives. The evidence to support this assessment and the choices made have been assisted through engagement and dialogue with key stakeholders, the local community, the sustainability appraisal process, cooperation with neighbouring local authorities and other statutory bodies and the analysis of information and additional research.

#### **Engagement with the Local Community**

- 1.10 To be effective the local plan policies must be based on a thorough understanding of needs, opportunities and constraints within the district. Previous consultation events that have assisted with the preparation of this Local Plan<sup>3</sup> include:
  - **Strategic Options for Growth Consultation** (Summer 2014): This set out a range of different options to deliver sufficient growth to meet the district's needs. This included the options of urban extensions, reviewing the Green Belt, distribution of development throughout the district, the expansion of a small number of villages and the creation of a new settlement.

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<sup>1</sup>) National Planning Policy Framework (DCLG 2012) <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>2</sup> Housing White Paper 'Fixing our Broken Housing Market' (DCLG 2017) <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

<sup>3</sup> Full details on these consultation events can be found via the Consultation Reports prepared by the City Council and available on the Council's website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).



- **People, Homes and Jobs Consultation** (Autumn/Winter 2015): This set out a hybrid approach to meeting future development needs via a mixture of urban extensions, Green Belt review and village expansion. This consultation identified a number of specific sites that had the potential (in principle) to significantly contribute to meeting development needs.
- **Draft Local Plan Consultation** (Winter / Spring 2017): The Council prepared a draft local plan which included a Strategic Policies & Land Allocations DPD and a Development Management DPD which set out emerging land allocations for the future direction of development and areas which should be protected for their environmental, social and economic value. The Development Management DPD set out a series of generic policies for a range of planning topics, updating the local policy position from the adopted 2014 Development Management DPD.

- 1.11 The Publication stage represents the final, formal, opportunity for interested parties to comment on the content of the DPDs in terms of its soundness and legal compliance. The representations that are made on this stage will be reviewed and submitted, along with the DPDs themselves and the evidence which underpins them to the Secretary of State (via the Planning Inspectorate) thus commencing the period of Public Examination into the Plan.

#### **The Duty to Co-operate**

- 1.12 The introduction of the Localism Act in 2011<sup>4</sup> placed the responsibility of ‘Duty to Co-operate’ on local authorities, where planning issues cross administrative boundaries they must jointly address areas of common interest. This requirement is reinforced by paragraph 178–181 of the Framework. Lancaster City Council has worked closely with neighbouring authorities, Lancashire County Council and other bodies, such as utility providers, to help prepare a Local Plan that ensures that any local or cross-boundary impacts have been fully considered.
- 1.13 As far as possible the Local Plan reflects a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any plans that have been made in neighbouring authorities. The Council have prepared a ‘Duty to Co-operate Statement of Compliance’ that sets out how the authority have discussed cross-boundary matters with their neighbours. Subject to the forthcoming amendments to the National Planning Policy Framework the Council will seek to update its understanding of strategic cross boundary issues through the preparation of Statements of Common Ground.

#### **Evidence Base**

- 1.14 An up-to-date evidence base, providing information on the key social, economic and environmental characteristics of the area is vital to the preparation of the Local Plan. In particular, projections for future growth are a major influence in determining development requirements for the district.
- 1.15 However, the evidence base should be proportionate to the role and context of the job being undertaken by the plan and relevant to the place in question. Given the strategic and complex nature of the issues addressed by this plan, the unique and constrained character of the district and its potential to affect areas beyond the district boundary, the supporting evidence that accompanies this plan is extensive and comprehensive.
- 1.16 To address our understanding via evidence, a significant level of study and assessment work has been undertaken by both officers of the Council and independent consultants to inform our understanding of the role of the Local Plan. Consultants can provide advice that is specialist,

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<sup>4</sup> HM Government (2011) Localism Act (Section 21)

independent and objective.

- 1.17 This plan has been undertaken on the basis of the evidence and information available at the time of preparation. The Council will continue to monitor and refine the plan where necessary as and when new relevant evidence becomes available as part of the monitoring and review of the plan-making process. To view the Council's evidence base in more detail please visit the Council's website.

#### **Sustainability Appraisal**

- 1.18 The Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development and that, to this end, economic, social and environment gains should be sought jointly and simultaneously through the planning system. It indicates that plans need to take local circumstances into account so that they respond to the different opportunities for achieving sustainable development in different areas.
- 1.19 It is a legal requirement that new plans must be subject to a process of Sustainability Appraisal and a Strategic Environmental Assessment (SEA)<sup>5</sup>.
- 1.20 A Sustainability Appraisal (SA) has been prepared alongside this DPD by independent consultants Arcadis. It fulfils the SA and SEA requirements as set out above. The SA explains the methodology by which the evolving strategy and policies in the DPD have been subjected to sustainability appraisal from the outset. It demonstrates how the appraisal has informed the selection of sites in order to promote sustainable development in the district.
- 1.21 The SA considers the impact of individual sites on sustainability objectives and also the cumulative impacts of allocations within and around individual settlements. Where potential adverse impacts have been identified, mitigation measures have been set out to remove or reduce the adverse effect and enhance beneficial effects. The SA also demonstrates how key stakeholders and the public have been consulted at the various stages of plan preparation and how their representations have influenced the content of the DPD. In addition, it sets out recommendations for monitoring the social, environmental and economic effects of implementing the Strategic Policies and Land Allocations DPD.

#### **Habitats Regulation Assessment**

- 1.22 Under Article 6 of the Habitats Directive (and Regulation 102 of the Habitats Regulations) an assessment is required where a land use plan may give rise to significant effects upon a Natura 2000 site (also known as European Sites). These include Special Areas of Conservation (SAC), Special Protection Areas (SPAs) and Ramsar sites.
- 1.23 Within Lancaster District there are eight such designated sites within its boundary, with a further eight sites within a 20km radius of the district boundary.
- 1.24 Initial screening of the Local Plan was undertaken by independent consultants Arcadis. This identified the likely impacts on a European site of the plan, either alone or in combination with other projects or plans, and considered whether these impacts may have a significant effect on the integrity of the sites qualifying habitats and/or species. Whilst a number of sites and policies were screened out for further assessment a number of sites were identified as having potential, either alone or in combination, for likely significant effects on European sites triggering the need for Appropriate Assessment and a more detailed assessment of their impact on the integrity of the European Site.

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<sup>5</sup> <http://www.lancaster.gov.uk/planning/planning-policy/>

- 1.25 Having undertaken the Appropriate Assessment Arcadis are confident that with the mitigation measures proposed and now included within the Plan there will be no adverse effects on the integrity of identified European sites.
- 1.26 A full Habitats Regulation Assessment Report incorporating the initial screening exercise and Appropriate Assessment is available alongside the Local Plan via the Council website.

**Structure of this Document**

- 1.27 This Strategic Policies and Land Allocations DPD sets out the strategic planning policies for the district, identifies the locations for development and sets out a range of land-use allocations that seek to identify sites for their environmental, economic or social importance.
- 1.28 The Strategic Policies and Land Allocations DPD is structured as follows:
- **Chapter 1:** Provides an introduction to the Local Plan process, the evidence base underpinning the proposals and set out within the document.
  - **Chapter 2:** Provides a Spatial Portrait for the district, setting out some of the key economic, environmental and social information that defines Lancaster district.
  - **Chapter 3:** Sets the Spatial Vision for the district, outlining the aspirations for the district through the plan period.
  - **Chapters 4 & 5:** Provide the Strategic Objectives for which the Local Plan will be assessed on and illustrates the Key Diagram will illustrate the main aspects of the plan.
  - **Chapters 6 to 11:** Provide a series of strategic policies on the locations of strategic development growth will be located to meet identified needs.
  - **Chapters 12 to 24:** Set out a series of both strategic and land allocations policies relating to economic, environmental and social matters.

**Publication Arrangements and Further Information**

- 1.29 Strategic Policies and Land Allocations DPD will be published for a formal 8 week period from Friday February 9<sup>th</sup> to Friday 6<sup>th</sup> April 2018. Any representations to be made on the DPD should be submitted to the Council no later than 5pm on the 6<sup>th</sup> April, given the formal nature of the Publication stage representations made after this date / time will not be accepted.
- 1.30 Representations should be made on the soundness of the plan (i.e. does it accord with national planning policy) and legal compliance (i.e. does it meet the legal requirements of the plan-making process). Representations which do not address matters of soundness and legal compliance cannot be accepted as valid.
- 1.31 Representations must be made using the representations forms provided which are available to fill out online interactively or as downloads. Hard-copies are available from both Lancaster and Morecambe Town Halls for collection. To ensure that representation are made accurately, the Council have prepared guidance on making representations which can be downloaded from the Council website.
- 1.32 Following the Publication period, the City Council will submit the DPD, the evidence which underpins it and all the valid representations received to the Secretary of State (via the Planning Inspectorate) to commence the period of Public Examination. Further information on the next steps in the plan-making process can be found via the 'Frequently Asked Questions' document available on the Council website.

- 1.33 If you wish to discuss any aspect of this DPD, or wider planning policy matters, please contact a member of the Planning and Housing Policy Team on the details provided below.

PLANNING AND HOUSING POLICY TEAM	
GENERAL ENQUIRIES	01524 582383
EMAIL ADDRESS	<a href="mailto:planningpolicy@lancaster.gov.uk">planningpolicy@lancaster.gov.uk</a>
WEBSITE	<a href="http://www.lancaster.gov.uk/planning-policy">www.lancaster.gov.uk/planning-policy</a>
POSTAL ADDRESS	Planning and Housing Policy Team, Regeneration and Planning Services, Lancaster City Council, Lancaster Town Hall, PO Box 4, Dalton Square, Lancaster, LA1 1QR.

## 2. A Spatial Portrait of Lancaster District

- 2.1 Lancaster is the most northerly district in Lancashire and covers an area of approximately 565 square kilometres. It contains the coastal towns of Morecambe and Heysham, the historic City of Lancaster, the railway-heritage town of Carnforth and an extensive rural area including two Areas of Outstanding Natural Beauty (AONB) – the Forest of Bowland AONB and the Arncliffe & Silverdale AONB. The district is bounded to the south by the Lancashire authorities of Wyre and the Ribbles Valley, to the east by the North Yorkshire authority of Craven and to the north by the Cumbrian authority of South Lakeland. The part of the district to the north east of Cowan Bridge is in the Yorkshire Dales National Park (YDNP). Planning responsibilities for this area are with the YDNP Authority.

### Unique Landscapes

- 2.2 Over 90% of the district is rural with drumlin fields and rolling upland farmland forming the predominant landscape types. This is complemented by coastal drumlins along the coast of the district, the floodplain valley of the River Lune and the wooded limestone hills and pavements at Silverdale. Together these landscapes provide the setting for the main settlements of Lancaster, Morecambe, Heysham and Carnforth and mark the transition from the urbanised landscapes west of the Pennines, to the rural landscapes and national parks in Northern England. The proximity of these landscapes to the main settlements is a particular asset of the district, with residents and visitors readily able to access the countryside.
- 2.3 Complementing the main urban settlements are many villages that are home to distinct communities. These villages play different roles in delivering services and facilities for local residents and the wider rural area of the district.

### Key Transport Linkages

- 2.4 The district's main transportation network is shown in the Key Diagram (Section 5). The district has very strong transport linkages with the North West Region and nationally. The West Coastline Mainline provides services north, towards Cumbria and Scotland, and south towards Preston, Manchester and London. Additionally there are rail services from Lancaster, Carnforth and Morecambe to Leeds and Barrow and the Lancaster Canal runs through the district.
- 2.5 The presence of the M6 motorway also provides strong road connectivity within the region. Whilst the district has endured congestion and pollution on its local highway network, most notably Lancaster City Centre, Caton Road (Lancaster), Galgate and Carnforth, the Bay Gateway now directs port-related traffic to avoid these areas. Additional highway improvements to provide further capacity to help deliver the plan's development requirements are necessary. The district's urban areas are relatively well served by buses with quality bus routes connecting Lancaster,

Morecambe and Heysham with Lancaster University.

- 2.6 Heysham Port has benefited from significant investment over recent years and now operates as one of the North West's main ports providing freight services to the Republic of Ireland, Northern Ireland and a passenger route to the Isle of Man. These links have been further strengthened recently due to the opening of the Bay Gateway. In addition to its traditional port functions Heysham Port has a role as an offshore supply base for gas fields. The port is also well located to serve as an operation and maintenance base for offshore wind turbines in the Irish Sea.
- 2.7 The identification of Lancaster and Morecambe as one of the original six cycle demonstration towns in 2005 has ensured that the district benefits from a high quality and well used cycle network, with over 75km of cycle paths across the district. This includes lanes on the highway network and canal network as well as off road shared paths. Cycle use is particularly high, reflecting the district's compact urban form and comprehensive cycle network. However, more can be achieved to further increase participation in cycling and public transport use, and, improve the quality of experience for pedestrians.

#### **Positive Economic Potential**

- 2.8 The district has one of the most self-contained labour markets areas in Lancashire; approximately 83% of its residents live and work in the area. Employment is focused on a number of key economic sectors that are well-related to the key economic drivers of the district – Lancaster University, Lancaster Royal Infirmary, the University of Cumbria, Heysham Nuclear Power Station and the Port of Heysham. The recent completion of the Bay Gateway also presents opportunities for economic growth based on the increasing accessibility to a range of transport nodes.
- 2.9 Economic forecasts for the forthcoming plan period predict significant opportunities for economic growth in a range of knowledge-based industries, the energy and environmental sectors the visitor economy and port related employment. Positive growth in a wide range of economic sectors could see the growth in the region of 9,500 full-time equivalent jobs over the course of the plan period<sup>6</sup>.
- 2.10 The economic potential of the district is well recognised by the Lancashire Economic Partnership (LEP). Lancaster is identified within its Strategic Economic Plan<sup>7</sup> as a major location for economic and housing growth.

#### **Strong and Diverse Communities**

- 2.11 At 143,500<sup>8</sup> people, the district has the second largest population of the local authorities in Lancashire. However the population density is low, with an average of 249 per square kilometre. It has the second lowest population density in Lancashire.
- 2.12 The presence of the two universities in the district is reflected within the district's age profile: there is an above average proportion of people recorded in the 15-24 age range. Students are concentrated in a small number of electoral wards, particularly in areas of urban Lancaster. The completion of purpose-built student accommodation in Lancaster centre has greatly increased the number of students living in the city and this trend is expected to continue.

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<sup>6</sup> Review of the Employment Land Position for Lancaster District (January 2015)

<sup>7</sup> <http://www.lancashirelep.co.uk/about-us/what-we-do/lancashire-strategic-economic-plan.aspx>

<sup>8</sup> 2016 Mid-year Estimates

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

- 2.13 The district also has an above average proportion of people in the 65+ age range<sup>9</sup>, reflecting both the district's ageing population and its attractiveness as a retirement destination for many. The future challenges for the district will be to maintain the high degree of economic self-containment and sustainability in order to create a robust and skilled workforce to meet its economic needs.
- 2.14 Population projections for the district suggest that there will be growth in the population through the plan period, particularly in the older population. Consequently, achieving this economic potential requires intervention to address the challenges of an ageing workforce, poor graduate retention and low inward migration.
- 2.15 The 2015 Indices of Multiple Deprivation identifies 10 lower super output areas within the district that fall within the most deprived in the country. This includes areas in north Lancaster, Lancaster City Centre, Morecambe and Heysham. As a result these areas remain a key focus for regeneration and renewal. Central Morecambe is identified as the foremost Regeneration Priority Area in the district and an Action Plan to regenerate this important town is currently being implemented<sup>10</sup>.
- 2.16 The district has approximately 62,000 houses, 69% of which are owner occupied. The census reveals that the district contains a mixture of household types and property sizes. The district has a less than average number of 1 bedroom and 4+ bedroom properties. Housing affordability is an issue; many areas, most notably Silverdale and Slyne-with-Hest, have above average house prices when compared to the rest of Lancashire.

#### **Natural Environment**

- 2.17 The district is renowned for both the quality and diversity of its natural environment with many of its assets protected by local, national and international designations. These include parts of two Areas of Outstanding Natural Beauty and the largest wetland area in the UK at Morecambe Bay, which is internationally protected due to its wetland habitat and birdlife. In total environmental designations cover 74% of the district (a total of 42,064 hectares). It is this environmental quality that distinguishes the district from the more urbanised local authorities within Lancashire and provides residents and visitors to the district with a strong sense of place and a good quality of life.
- 2.18 In addition to these designations the district is also home to a network of local green spaces and corridors, including Lancaster canal which runs through the district. Together these enable people and wildlife to move freely between areas, enhancing recreation opportunities and wildlife migration. These include local nature reserves, biological heritage sites and geological heritage sites that provide further protection to local environment assets in the district.
- 2.19 With a significant number of watercourses in the district, including the River Lune, Keer and Conder and their tributaries, large areas of the district are at risk from both river and coastal flooding which was highlighted in the recent floods in the winters 2015 and 2017. The risks from flooding will remain a key challenge into the future with approximately 23% of the district being located in Flood Zone 3 (areas that are identified to be at the greatest risk from flooding)<sup>11</sup>.

#### **Built Heritage**

- 2.20 The district has a rich and diverse historic environment, which includes over 1,300 listed buildings, 37 conservation areas, 37 scheduled monuments and 3 registered parks and gardens. The scale of the designated heritage assets within the district is comparable to the major cities of Liverpool and Manchester. The number of non-designated heritage assets is vast and continually being

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<sup>9</sup> Lancaster District Independent Housing Requirements Study (October 2015)

<sup>10</sup> <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

<sup>11</sup> Environment Agency Flood Mapping <http://apps.environment-agency.gov.uk/wiyby/37837.aspx>



understood, as is the archaeological picture, and its potential to yield further evidence.

Lancaster

- 2.21 Lancaster's location beside the River Lune was a strategic one, sited to control the main western route between England and Scotland. A Roman fort was built here in the first century AD to guard the river crossing, and in the Middle Ages a royal castle was built on the site for the same reason. Its position along the Lune enabled Lancaster to become a significant trading port by the late 18<sup>th</sup> Century. More recently its purpose as a crossing place also resulted in it becoming a military town, first to defend the river crossing and the route inland and later as the home of one of the country's greatest regiments.
- 2.22 Lancaster's role as a port and the importation of materials such as cotton, resulted in new industry, and associated mills and workers' housing, as well as the development of new products in the 19<sup>th</sup> Century such as oil cloth and linoleum using imported materials like linseed, oil and cork. This industry resulted in a real variety of buildings from factories and warehouses, to the large homes of the Williamson and Storey families, and the public buildings and parks financed by them.
- 2.23 The terrain of the city makes Lancaster a place of views, over the city itself or out of it towards the estuary, the Bay and the mountains of Cumbria. The response to the city's gradient can be seen from the famous view of the Castle and Priory overlooking the river crossing, to the steep slopes covered in terraced housing, and the towering grade I listed Ashton Memorial which dominates views of the city from the east and west.
- 2.25 Since Lancaster's grade I listed Castle ceased to be a prison in 2012, it has undergone several years of conservation and renovation work carried out by the Duchy to bring the fabric into good repair. This work is ongoing, as well as finding users for many of the buildings, but throughout, the Castle has been open to the public and has become a popular visitor attraction. The archaeology potential in and around the Castle is great, and will continue to be understood.
- 2.26 Two of the district's grade II\* listed buildings at risk and on the national HAR Register are in Lancaster. One of which is St John's Church. This building sits within an area identified for a future Heritage Action Zone (HAZ).

Morecambe

- 2.27 Morecambe was a popular Victorian seaside resort famed for its unrivalled views from the Promenade across the Bay, to the Lakeland hills. The resort grew in a short time, as a result of the coming of the railway in 1850. It boomed in the 1880s and 90s, catering especially for the mill workers from Yorkshire.
- 2.28 Whilst many of the resort's places of entertainment have been lost, some do remain including the grade II\* listed Victoria Pavilion (known as the Winter Gardens), though this is on the Historic England's Heritage at Risk (HAR) register, and the former Alhambra Theatre. Streets of substantial stone terraces, once boarding houses, illustrate the resort's former popularity, as well as a number of Art Deco buildings, including the grade II\* Midland Hotel. Just in-land from the Promenade can be found evidence of Morecambe's past as the fishing village of Poulton-le-Sands, with its collection of vernacular buildings.
- 2.29 Morecambe has seen much investment in recent years, and has been the subject of two Townscape Heritage Initiative (THI) schemes which have resulted in some very successful projects, and acted as a catalyst for further regeneration within the town. Morecambe has two conservation areas.



Carnforth

- 2.30 Carnforth has special historic and architectural interest as a small market town which owes its present form to rapid expansion in the second half of the 19th century. It has been designated as a conservation area. On North Road, some earlier houses have survived, reflecting the town's origins as a farming community.
- 2.31 The town centre has a strong and consistent character resulting from the extensive survival of late nineteenth century architecture. The Carnforth Ironworks and the railway prompted the building of terraced housing for working people. The railway heritage of Carnforth is nationally important and eight of the railway structures are listed, three of which are grade II\* listed. However, there is no public access to them and there are concerns about the poor condition of these structures.
- 2.32 For this reason Carnforth Conservation Area has been placed on Historic England's Heritage at Risk (HAR) Register. Non-designated buildings such as the railway station also contribute strongly to the character of the conservation area. The public realm is dominated by the A6 which brings heavy traffic.

Rural District

- 2.33 The district's outlying rural area is extensive and populated by a large number of settlements of special architectural or historic interest, ranging from small hamlets to larger villages. A great many of these villages (27) are conservation areas, some of which have conservation area appraisals, though work is ongoing to ensure that they all do. In addition, townscape character assessments have been produced for 62 rural settlements in the district.

### 3. A Spatial Vision for Lancaster District

- 3.1 The delivery of strong and vibrant communities must be balanced with the protection and enhancement of the natural and built environment. This is one of the main challenges for any Local Plan to address. This is no more evident than in Lancaster district where the diverse, unique and high quality urban and rural environment distinguishes it from many other areas of both the county and the wider region.
- 3.2 Whilst the Local Plan must seek to maintain this balance it must also ensure that the people who live, work and visit, both current and future generations, also have their needs and aspirations met. This means providing opportunities for growth that are ambitious, but realistic, in accordance with national planning policy, to ensure that future growth can be sustainably directed and takes place at the right location at the right time.

#### **The Spatial Vision for Lancaster District 2031**

Through the delivery of the Local Plan, the Council will achieve the following aspirations:

- To maintain and enhance the district's role within the wider sub-region of Lancashire and Cumbria in terms of delivering the right levels of growth, in the right places, at the right time which is accompanied by the infrastructure necessary in order to achieve sustainable development and meet evidenced needs.
- To welcome and retain investment, residents, students, and talented employees to achieve a well-educated, well-employed, well-housed population that is in long-term balance with the needs of a growing local economy with much more potential.

- That the district will comprise sustainable, distinctive, healthy and cohesive communities where residents enjoy the advantages of a level of self-containment that supports growth and diversity in distinctive local businesses whilst minimising the need to commute. New development will promote positive urban design to create a distinctive sense of place.
- That the district's unique natural and historic environment will be protected and enhanced to maintain a distinct sense of place, conserve designated landscapes, townscapes and important habitats and wildlife.
- The increased travel and movement needs of our growing population, increased visitor numbers and expanding businesses will be met by a better range of sustainable, efficient, multi-modal transport options, with improved town centre environments achieving increasing levels of walking, cycling and public transport use.
- The district will be recognised as an excellent environment for growing businesses with a strategic transport network that supports development in the energy, logistics, education, arts and research sectors.
- Our communities will support development that allows existing and future residents to enjoy a quality of life that is enhanced by excellent leisure and cultural opportunities in an environment where our natural and built heritage assets are acknowledged, respected and maintained.

This vision includes specific ambitions for our district's local areas:

Morecambe and Heysham	Home to a confident community with a regenerated living, working and leisure environment. The town will be a focal point on Morecambe Bay where enjoyment of, and the opportunities to interact with, the wider natural environment are safely, responsibly and positively interpreted and supported.
Lancaster	A prosperous and growing historic city with a thriving knowledge economy, driven by successful Universities that attract the most capable students to a welcoming environment featuring a good retailing, leisure and cultural offer and an historic environment that is managed with a rigour appropriate to its regional significance.
Carnforth	A successful and growing market town and that has further developed its transport links and promoted its significant transport heritage to achieve and enhance its role as a busy centre for rural areas of north Lancashire and south Cumbria.
Coast and Countryside	Conserved and enhanced environments with a more diverse network of vibrant rural communities acting as hubs for services and businesses that provide for local needs and directly support farming, forestry and fisheries.

- 3.3 The proposed vision for the district is taken from the Council's Corporate Plan. It provides a description of what the Council intends the district to look like in the future. The Council proposes to adopt this as the vision for the Local Plan setting out clearly what it hopes to achieve in implementing the plan. This will be reviewed throughout the lifetime of the plan.

## 4. Strategic Objectives for the Local Plan

4.1 The Local Plan contains and is built on five overriding objectives, supported by a series of more detailed sub-objectives that together provide a link between the vision and the development strategy itself.

SO1: **Delivery of a thriving local economy that fosters investment and growth and supports the opportunities to deliver the economic potential of the district. This will be delivered by:**

- Retaining existing jobs and promote additional job creation to support a total of 54,000 FTE jobs by 2031, supporting better paid more satisfying and better quality employment mix focused on the right sectors;
- Capitalising on the district's identification as a centre of excellence for knowledge led growth, exploiting future opportunities at Lancaster University, University of Cumbria and Lancaster University Health Innovation Campus;
- Developing the district's role in the energy sector by utilising its expertise in the nuclear power and renewable energy industry and investment in energy infrastructure in south Heysham;
- Capitalising on the accessibility of the district, maximising the opportunities provided by its location on the main strategic rail and road network and opportunities at the Port of Heysham;
- Promoting the vitality, viability and accessibility of Lancaster city centre capitalising on the heritage and cultural assets of the city to create a thriving destination for retail, culture and leisure activities, securing its role as a regional centre for North Lancashire and South Cumbria and the regeneration of the Lancaster Canal Corridor;
- Promoting the historic and cultural centre of Lancaster, the coastal town of Morecambe, the Market Town of Carnforth and the rural areas of the district to boost visitor numbers in the district.
- Maintaining the momentum of renewal in Morecambe to support the implementation of the Morecambe Area Action Plan and opportunities for investment and renewal in the West End;
- Support heritage-led regeneration in Carnforth and strengthen its role as an important local service centre;
- Promoting regeneration at key regeneration areas including Morecambe town centre, Morecambe West End, Heysham Gateway, Luneside, Caton Road Gateway and White Lund Employment Area to encourage physical regeneration and promote economic growth in the district;
- Supporting the delivery of housing that contributes to sustainable development and boosts opportunities for economic growth;
- Securing a balanced portfolio of employment sites that ensures there is sufficient supply and range of locations available for job creation and economic growth;
- Retaining a hierarchy of retail centres across the district that provide key services to local residents and provide good accessibility to the main centres of the district via a range of sustainable transport modes;
- Addressing the clear imbalances in the district's ageing population by encouraging growth in the district's working age population through the promotion of economic growth and new housing and a cultural offer that is attractive to a wide range of age groups;
- Maximising the retention of graduates from the district's Higher Education establishments and boosting the levels of skilled workers in the district to promote economic growth;
- Making the most of the district's geographical position on Morecambe Bay, the location of two Areas of Outstanding Natural Beauty, the Yorkshire Dales National Park, which is partly within

the district and the nearby Lake District National Park; and,

- Supporting rural diversification, rural job creation and rural economic growth through encouraging and securing appropriate growth of existing and new rural businesses.

**SO2: Provision of a sufficient supply, quality and mix of housing to meet the changing needs of the population and support growth and investment. This will be delivered by:**

- Delivering housing in the district to support economic growth and meet housing needs in the most sustainable locations including Lancaster, Morecambe, Heysham, Carnforth and other identified Sustainable Settlements;
- Building a range of housing types, sizes and tenures to meet the needs of all members of the community;
- Ensuring that new development is well designed, sustainable and energy efficient;
- Developing high quality housing that is appropriate and affordable for current and future residents particularly within rural areas of the district, contributing to the creation of a balanced housing market;
- Securing the long-term sustainability of rural communities by supporting well designed and located rural housing of appropriate tenure to meet local needs;
- Seeking to bring back into use residential properties which have suffered from long-term vacancy in order to make a contribution towards meeting housing needs;
- The preparation, implementation and on-going maintenance of a Brownfield Register to ensure that there is a full understanding of available brownfield land and that where appropriate to do so development proposals for such sites can come forward in a positive and proactive manner; and
- To address the specific needs of the Gypsy, Traveller and Travelling Showpeople communities to ensure their needs can be met through the course of the plan period.

**SO3: Protect and enhance the natural, historic and built environment of the district. This will be delivered by:**

- Respecting, conserving and enhancing the character, setting and local distinctiveness of places, buildings and landscapes through positive urban design and siting of development and encouraging new development to make a positive contribution, in order to retain the district's unique character and identity;
- Maintaining and enhancing the character and heritage of the district's settlements;
- Conserving and enhancing the district's heritage assets and their settings in a manner appropriate to their significance, so that they can continue to be enjoyed by this and future generations;
- Recognising the historic environment's potential for investment and ensuring that it informs regeneration projects in order to secure better outcomes for sustainable growth;
- Realising the tourism and visitor potential and economic benefits of the district's historic environment, and ensuring that engagement with and access to it are increased;
- Recognising and respecting the international importance of Morecambe Bay, Morecambe Bay Pavements, Bowland fells, Leighton Moss and Calf Hill/Crag Wood, where possible securing opportunities for habitat restoration and enhancement within them and protecting them from inappropriate development and increased recreational pressure;
- Conserving and enhancing the natural beauty and special qualities of the district's two Areas of Outstanding Natural Beauty (AONB), securing appropriate opportunities for sustainable growth linked to the natural environment and landscape capacity;
- Providing new and maintaining existing ecological corridors, preventing habitat fragmentation

and allowing species adaptation and migration and protecting natural features which provide local distinctiveness including mature trees and ancient woodland, hedgerows and ponds;

- Helping to mitigate and adapt to the cause and impacts of climate change;
- Promoting the prudent use of resources, utilising sustainable brownfield opportunities to meet development needs, minimising the generation of waste, promoting recycling and preventing where possible or mitigating against the effects of air, water and soil pollution, noise, smells and fumes;
- Minimising the risk of flooding to people and property; and,
- Establishing clearly defined Green Belt boundaries, which will be robust and endure for the long term.

**SO4: The provision of necessary infrastructure required to support both new and existing development and the creation of sustainable communities. This will be delivered by:**

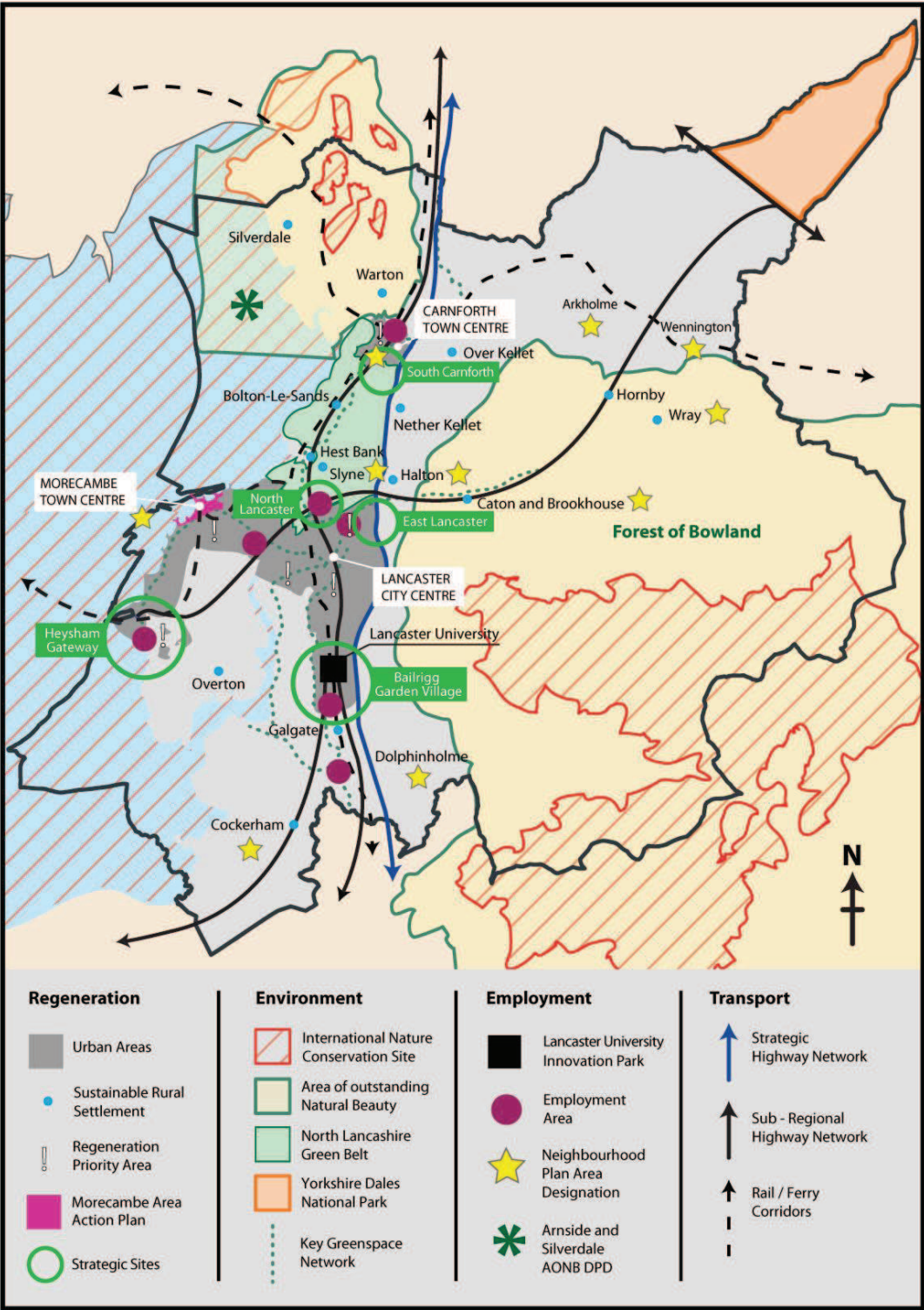
- Working with infrastructure providers to ensure that the infrastructure required to support the community is provided in the right place and at the right time;
- The investigation, delivery and implementation of a infrastructure charging system which ensures that development contributes to the needs of the community and the delivery of sustainable development;
- Protecting and enhancing existing social and community infrastructure including education, health, cultural and leisure facilities. Improving and promoting community health and well-being across the social gradient in line with an understanding of predicted future needs and current gaps in provision;
- Protecting and enhancing existing natural infrastructure including the identification and protection of functionally linked land, managing associated land use practices and potential recreational disturbance and ensuring the continued protection of protected species and their associated habitats;
- Ensuring that people have access to services in a location and delivered by a means that is convenient and ensuring that development provides the opportunity for healthier lifestyles through the provision of high quality green infrastructure, recreation, leisure and sports facilities; and,
- Seeking opportunities to reduce the opportunity for crime and anti-social behaviour.

**SO5: Delivery of a safe and sustainable transport network that improves both connection within and out of the district, reducing the need to travel and encouraging more sustainable forms of transport. This will be delivered by:**

- Concentrating development to sustainable locations that are accessible by a variety of modes of transport, particularly public transport, walking and cycling;
- Improving transport connectivity around Morecambe Bay through improvement to rail services at Morecambe and Carnforth and improvements to cycling and pedestrian routes;
- Promoting the delivery of Lancashire County Council's Cycling and Walking Strategy by improving access across the district and supporting the development and enhancement of an integrated transport network, including footpaths and cycleways and making use of existing features such as Lancaster Canal;
- Promoting the delivery of the Lancaster District Highways and Transport Masterplan, prepared by Lancashire County Council, to encourage sustainable travel and deliver improvements in the local transport network;
- Improving rural accessibility including improved broadband access in rural areas; and,
- Retaining a sufficient level of parking within the main urban centres of the district.



# 5. Key Diagram for Lancaster District



## 6. Presumption in Favour of Sustainable Development

- 6.1 In accordance with paragraph 14 of the National Planning Policy Framework (the Framework) all documents that form part the Local Plan have been prepared with a presumption in favour of sustainable development.
- 6.2 To confirm the Council's commitment towards the delivery of sustainable development this Strategic Policies and Land Allocations DPD includes a policy in regard to the presumption in favour of sustainable development (Policy SP1) as set out below.

### **Policy SP1: Presumption in Favour of Sustainable Development**

**When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained within the National Planning Policy Framework.**

**It will always work proactively with applicants to jointly find solutions, which means that proposals can be approved wherever possible, and secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in this Local Plan (and where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application, or relevant policies are out-of-date at the time of making the decision then the Council will grant planning permission unless material considerations indicate otherwise, taking into account whether:**

- **Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the guidance in the National Planning Policy Framework taken as a whole; or**
- **Specific policies in that Framework [the Framework] indicate that development should be restricted (highlighted via Footnote 9 of the Framework).**

- 6.3 The delivery of sustainable development within the district can only be achieved through a partnership approach between the Local Planning Authority, applicants / developers and other relevant private and public stakeholders.
- 6.4 The preparation of this Local Plan has benefitted from the co-operation, input, support and advice from the general public, neighbouring authorities, the development industry and other stakeholders in reaching its content and aims. A commitment to continuing co-operation will remain throughout the plan period to make sure that sustainable development and growth is achieved both within the district and within the wider sub-region.

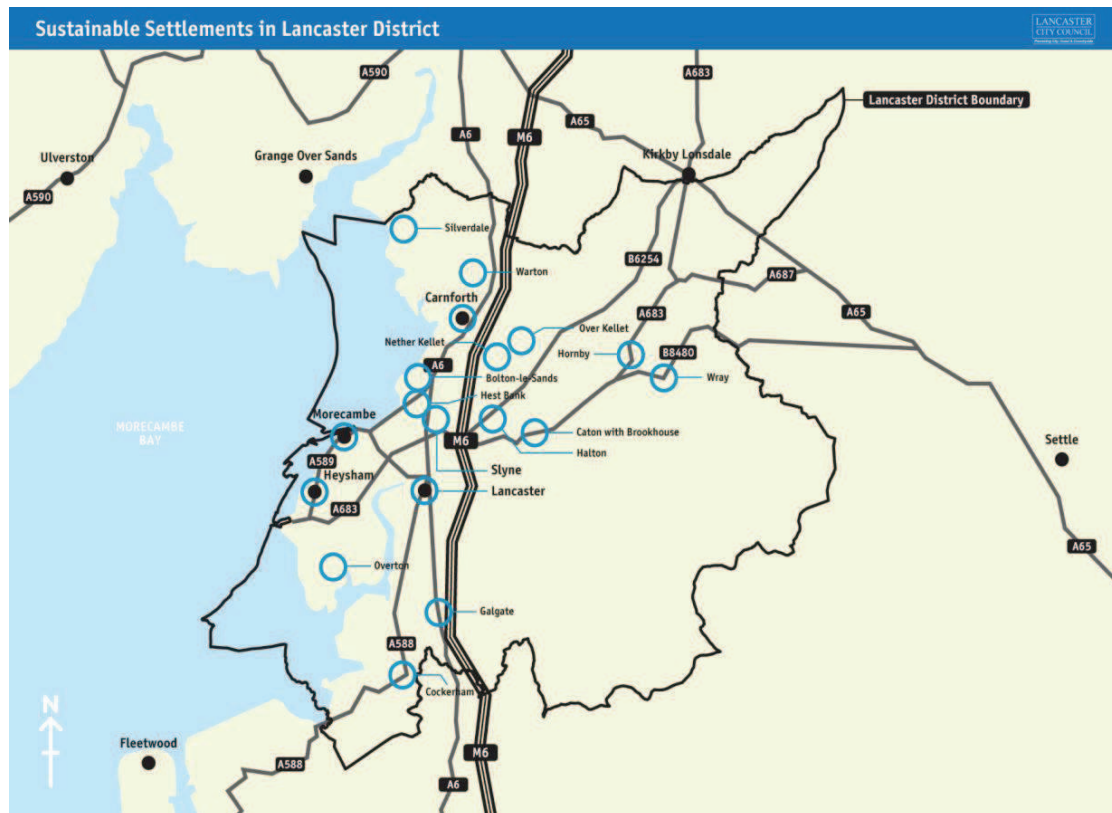


## 7. The Role and Function of our Towns and Villages

- 7.1 Lancaster district is one of 14 local authorities in Lancashire and is the most northerly within the county. The district shares its borders with both Cumbria and Yorkshire. When looking at the growth and development of Lancaster district consideration must be given to the impact it will have on these surrounding areas.
- 7.2 Policies SP2 and SP3 set out the locational priorities and development principles to help achieve sustainable growth in Lancaster district. The existing provision of services and facilities in the towns and villages, and the capacity and potential for them to provide additional services has been carefully considered to establish the settlement hierarchy for Lancaster district.

### Settlement Hierarchy

- 7.3 The settlement hierarchy provides the basis for the growth strategy in Lancaster district. The strategic policies of this DPD look in more detail at the spatial distribution of housing, employment and retail development in Lancaster district. The key to sustainable growth is to ensure that these different types of development are located as closely as possible to places where they are needed.
- 7.4 These distributions have had regard to the general location principles set out in Policy SP2 and have been considered in relation to each other (i.e. the location of new housing has taken account of where new employment and services are to be developed and vice versa). Proposals for new infrastructure will also be expected to have regard to the locational priorities, particularly in terms of the scale of development.



**Figure 7.1:** Sustainable Settlements in Lancaster District

- 7.5 The core principles in the National Planning Policy Framework (paragraph 17) indicate that planning should recognise the intrinsic character and beauty of the countryside and contribute to conserving and enhancing the natural environment. As a consequence development should relate well to the existing urban forms of settlements to help protect the open countryside and the landscapes contained within it.
- 7.6 To inform this hierarchy, the Council have prepared a ‘Sustainable Settlement Review’<sup>12</sup> which sought to consider the future role of all settlements in the district (excluding the main urban areas of Lancaster, Morecambe, Heysham and Carnforth). The Review looked at matters such as service provision (either the settlement itself or its accessibility to provision in other settlements), settlement form and environmental constraints to come to conclusions on which rural settlements should be considered ‘sustainable’ and capable of growth within this plan period.

## Policy SP2: Lancaster District Settlement Hierarchy

The Council will support proposals for development in the settlements set out below, provided that they are of a nature and scale that is proportionate to the role and function of that settlement or where they have been specifically identified in this plan to meet the strategic growth needs of the district. The role of each settlement category will play in the future growth of the district is explained below:

1. **Regional Centre** – this will provide the focus for future growth in the district and will accommodate the majority of new development.
2. **Key Service Centres & Market Towns** – these will play a supporting role to the Regional Centre and will accommodate levels of new residential and economic development to serve more localised catchments.
3. **Sustainable Rural Settlements** – these settlements will provide the focus of growth for Lancaster district outside the main urban areas subject in the AONBs to the constraints of the protected landscapes where a landscape-capacity approach will be taken.
4. **Rural Villages** – these settlements will accommodate development that meets evidenced local needs only.

LANCASTER			1. REGIONAL CENTRE
MORECAMBE & HEYSHAM			2. KEY SERVICE CENTRE
CARNFORTH			2. MARKET TOWN
COCKERHAM	GALGATE	OVERTON	3. SUSTAINABLE RURAL SETTLEMENTS OUTSIDE OF AREAS OF OUTSTANDING NATURAL BEAUTY
BOLTON-LE-SANDS	HALTON	OVER KELLET	
NETHER KELLET	HEST BANK	SLYNE-WITH-HEST	
WARTON	SILVERDALE	BROOKHOUSE	3. SUSTAINABLE RURAL SETTLEMENTS WITHIN AREAS OF OUTSTANDING NATURAL BEAUTY
CATON	HORNBY	WRAY	
ALL OTHER SETTLEMENTS			4. RURAL VILLAGES

- 7.7 The settlement hierarchy sets out that the main urban area in the district is Lancaster, which has

<sup>12</sup> Sustainable Settlement Review (2017) <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

regional importance particularly economically and commercially. Morecambe / Heysham is a key service centre for the district, providing a significant range of important services to the district and Carnforth represents the northern hub of the district as a market town, serving a large rural hinterland.

- 7.8 The settlement hierarchy also sets out a range of sustainable settlements that offer more limited service provision in relation to the regional, key service centre and market town (either within the settlement itself or within close proximity). These settlements are considered to represent the areas where sustainable levels of rural growth would be supported. The Council have made a distinction between sustainable settlements which are located within the two Areas of Outstanding Natural Beauty (AONB) where development will be supported through a landscape-capacity based approach. This will ensure that the protected landscape designation in these areas will be given significant consideration in accordance with national planning guidance.
- 7.9 The remaining villages are not considered to be sustainable locations for future development and should only support small-scale development where there is an evidenced local need to do so.

#### **Development Strategy**

- 7.10 New development and the allocation of sites will be encouraged to make effective use of land via the re-use of vacant buildings and previously developed land, provided they are not of high environmental value, in order to help recycle land and make a positive contribution to regeneration within the district. Whilst the Council is clear that all significant existing brownfield sites have been identified as part of this Local Plan, a brownfield register will be published in 2017 which will identify all remaining brownfield sites (allocated or otherwise) that may have development opportunity.
- 7.11 Consideration will be given to the viability of developing such sites in terms of the levels of obligations required. Where appropriate to do so, the Council will look to identify opportunities for funding and other mechanisms to bring back previously developed land back into use.
- 7.12 It is recognised that in order to not unduly restrict development, to ensure that the levels of growth that are proposed within this Local Plan are delivered and to take account of prevailing market conditions, a range of greenfield sites will be needed for future development needs. The Local Plan seeks to identify locations to meet such strategic needs that are well related to existing settlements.
- 7.13 In order to establish the development strategy for the district the Council have undertaken a number of consultation exercises to develop and investigate reasonable alternatives to deliver the development needs of the district.
- 7.14 In 2014 the Council consulted on a series of '*Strategic Options*'<sup>13</sup>. This consultation set out five strategic options for meeting future growth needs, these included urban extensions, reviewing the Green Belt, distribution of development throughout the district, the significant expansion of a limited number of village, and the creation of a new settlement.
- 7.15 These options were refined through the consideration of available land and physical constraints that may impact on the potential distribution of development and consideration of the responses received from the consultation.

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<sup>13</sup> Strategic Options (2014) <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

- 7.16 In 2015 the Council undertook the '*People, Homes and Jobs*' consultation<sup>14</sup>. This identified a three-part hybrid option for meeting development needs using elements of the approaches from the previous consultation: urban expansion of the main settlement of Lancaster, a review of the Green Belt and the potential significant expansion of the village at Dolphinholme, to the south of the District. The other potential approaches, the delivery of strategic development by distributing development throughout the district and the creation of a new settlement were not further advanced.
- 7.17 In preparing this Local Plan this approach has been refined again further, looking at the potential constraints to development (particularly in terms of environmental constraint and infrastructure delivery), how such constraints may be overcome, the availability of land to meet development needs in the context of such constraints, and the response from the community and stakeholders on matters of suitability, availability and deliverability. This has led to an approach that continues to promote an urban focussed approach to future development needs but equally acknowledges that in meeting future needs that strategic greenfield sites will be required alongside the delivery of smaller sites.
- 7.18 The development strategy, as proposed in Policy SP3, relies on a diverse approach to meeting future development needs. The main focus for development will be Lancaster with urban extensions to the east, north and substantially to the south. These sites can deliver significant levels of new housing and economic growth, enhancing the status of Lancaster's sub-regional importance to both Lancashire and Cumbria. The extent to which Sustainable Settlements and Rural Villages within Areas of Outstanding Natural Beauty (AONBs) can support development needs will vary according to opportunities and constraints of the specific locality, including the ability to complement the local landscape and settlement character of the protected landscapes of the AONBs.
- 7.19 To supplement an understanding of sites that may be appropriate to meet development needs, the Council has undertaken a review of the North Lancashire Green Belt<sup>15</sup>. The reasons for undertaking such a review included the length of time since its original designation (no review had been undertaken since its original designation 25 years ago) and the scale of evidenced development needs that has been identified.
- 7.20 The completed Green Belt Review, which was prepared by the Council with its approach verified by independent consultants, ARUP<sup>16</sup>, highlights the relative value of the land and boundaries in the North Lancashire Green Belt in relation to the five purposes of the designation as defined by paragraph 80 of the Framework. The outcomes of the Green Belt Review inform the designation of contemporary boundaries which, through openly taking account of changes in circumstances, can justify, where it continues to be appropriate, that permanence of presumption against most forms of development that Green Belts are designed to achieve.
- 7.21 The Review has highlighted a number of areas that no longer perform their Green Belt functional roles as originally intended in 1991. This is particularly the case in North Lancaster where the Bay Gateway, between Junction 34 of the M6 and the Heysham peninsula, has had a significant effect on the openness of the land to north Lancaster.

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<sup>14</sup> People Homes Jobs (2015) <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

<sup>15</sup> <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

<sup>16</sup> <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

### **Policy SP3: Development Strategy for Lancaster District**

The development strategy aims to meet the development needs of the district by promoting an urban-focused approach to development that is supplemented with additional large strategic development sites in greenfield locations that can be developed for housing and employment.

Urban-focused development will be concentrated towards the main urban areas of Lancaster, Morecambe, Heysham and Carnforth for residential, retail, employment and leisure development, seeking to maximise opportunities for regeneration in sustainable brownfield locations. To supplement this approach a range of strategic greenfield sites have been identified on the edges of Lancaster and Carnforth to meet future development needs.

The Council will continue to lead, enable and support a wide range of initiatives that are designed to regenerate disadvantaged areas. Seeking to promote stronger and healthier communities, encouraging greater social inclusion, removing barriers to investment and enabling sustainable growth across the district to ensure land is used in the most efficient and sustainable manner.

In addition to the main urban areas of the district, development will be supported in sustainable settlements as defined in the settlement hierarchy.

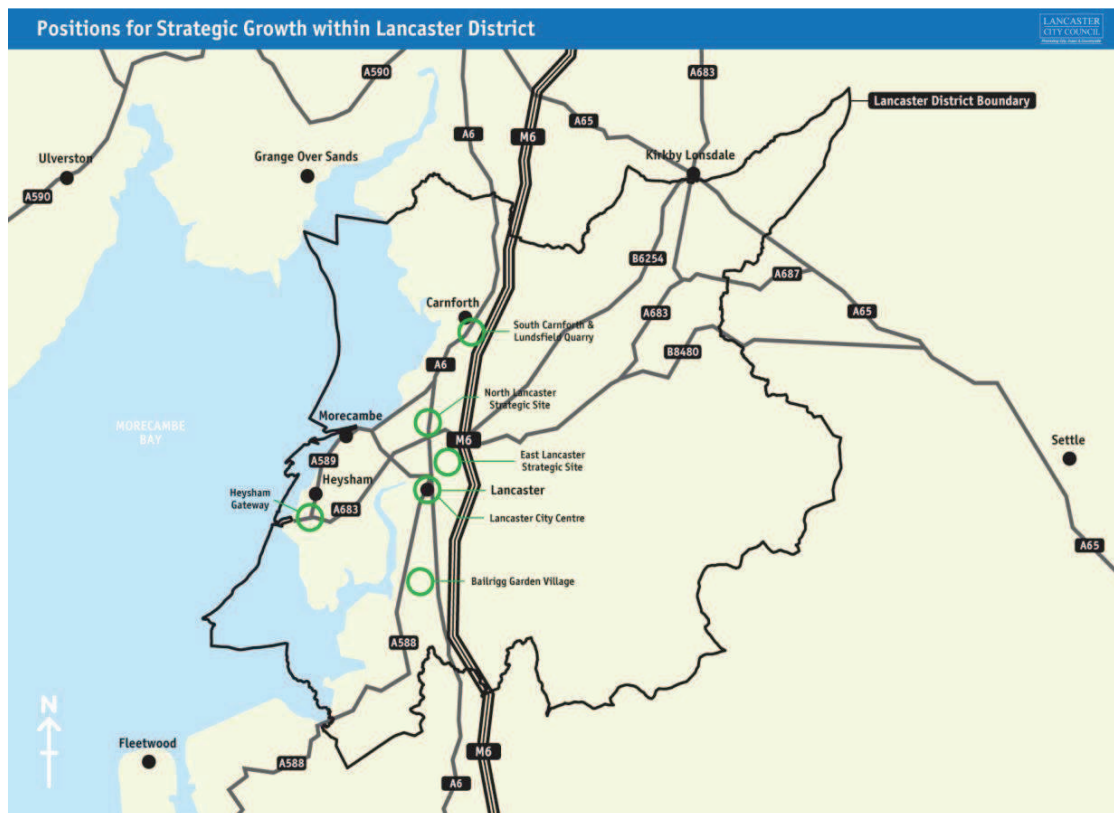
Development in other rural villages will only be supported where it is clearly demonstrated that it is meeting proven local needs.

In general the scale of planned housing growth in rural areas will be managed to reflect existing population size, be proportionate the existing scale and character of the settlement and the availability of, or the opportunity to provide, infrastructure, services and facilities to serve the development and the extent to which development can be accommodated within the local area.

In allocating land for development, the Council have had regard to Areas of Outstanding Natural Beauty, the North Lancashire Green Belt, areas of flood risk, the historic environment and designated wildlife sites when establishing the scale, extent and form of development. A landscape capacity-led approach to development will be taken in the AONBs. Great weight will be given to the principle of conserving the landscape and natural beauty, wildlife and cultural heritage of the AONBs. The relevant constraints are highlighted within this Local Plan.

Through this strategy, development opportunities will be created for economic, social and environmental well-being and development for the needs of future generations.

- 7.22 It is important to note that the Green Belt Review is only one element of a comprehensive range of evidence that underpins the Local Plan. Decisions made in this plan take account of all relevant evidence; where these are opposing planning objectives, decisions that allow for the achievement of priorities may need to be made to ensure that a plan that can meet its strategic objectives is prepared.



**Figure 7.2:** Areas of Strategic Growth in Lancaster District

- 7.23 In the context of the above paragraph such a judgement has been made in Carnforth. There are significant constraints to growth here due to flood risk, quarry operations, motorway infrastructure, the proximity of the Morecambe Bay Special Protection Area and the Arnsdale Silverdale Area of Outstanding Natural Beauty. With the only options for growth to the south of Carnforth, the Local Plan revises the Green Belt boundaries in this location, although the Green Belt Review has concluded that the Green Belt in this area does continue to serve the function of maintaining openness. The Council has decided that, on balance, the importance of providing opportunities in Carnforth for future growth outweighs the need and benefit of maintaining this specific area as part of the Green Belt.
- 7.24 The levels of growth anticipated through the plan period remain a significant challenge with environmental and infrastructure constraints both serving to limit opportunities for further expansion. While new opportunities may be limited the Council acknowledge that society is evolving with evidence indicating a move back to more central based living and higher density developments supporting a less car orientated society. Work undertaken at Lancaster University via the Future of Cities project explores this in more detail noting the growing importance of our cities in meeting future society needs, forming important transport and resource hubs. Higher density developments supported by new technologies and innovative design are key to this and are, where appropriate, supported by the Council. An expectation for high density development is therefore anticipated and supported in the later years of the Plan. This will be kept under review.
- 7.25 The Council believes that the development strategy, as proposed, provides for a range of growth opportunities within the district. The Local Plan has maximised the levels of opportunity for the regeneration of vacant brownfield sites but recognises that it is necessary for large strategic greenfield sites are necessary. In identifying such sites the issues of infrastructure, physical constraints, the availability of land and its deliverability within the plan period has been fully



considered.

- 7.26 To provide background on the preparation of the Development Strategy and the alternatives considered, the Council have prepared a background paper entitled '*Delivering the Local Plan – Assessment of Reasonable Alternatives*'<sup>17</sup> which is available on the Council's website.

## 8. Economic Growth

- 8.1 Stimulating economic growth is a national<sup>18</sup>, regional<sup>19</sup> and local<sup>20</sup> priority. Lancaster district is well placed to take advantage of opportunities of economic growth over the course of the plan period, with a range of established and significant economic drivers already established in the district (for example the Port of Heysham and Lancaster University) and recent investment in the Bay Gateway designed to open up access to the Heysham Peninsula and stimulate economic growth.
- 8.2 The Government, Local Enterprise Partnerships (LEPs) and local authorities all play an important role in establishing the conditions for economic growth in a range of different ways. Within Local Government, it is Lancashire Local Economic Partnership's role to develop a sub-regional approach to economic growth (via the preparation of a Strategic Economic Plan – SEP) and with the assistance of the local authority who set out locally important economic priorities via an Economic Strategy.
- 8.3 The Council have identified economic growth as one of its corporate priorities within their Corporate Plan. The existing economic base, emerging opportunities for growth and the availability of a comprehensive evidence base that identifies growth opportunities in specific economic sectors provide an ideal opportunity to determine how the Council can prioritise economic development and regeneration via the Local Plan process to achieve a positive and lasting economic impact for the district.
- 8.4 The rationale for local authorities taking an active role in encouraging economic growth is clear. Economic growth leads directly to better standards of living and quality of life arising from more and better jobs, higher and more secure incomes, better access to good housing, education and training, leisure, health and strong public services in a quality environment.
- 8.5 Whilst the district is well placed to realise the benefits from economic growth potential, there are key challenges to securing such opportunities. The district, like many areas of the country, has an increasingly aging population and, at the same time, a reducing working-age population (i.e. those between 16 and 64 years old). Such a reduction in the working age population reduces the supply of skilled workers for the existing jobs in the district. To ensure there are people to fill the current jobs within the district then the Council must be positive in seeking to attract people to migrate into the district. Ultimately, merely for the district to stand still in economic terms there still must be growth and the Council must provide opportunities to increase the working-age population.
- 8.6 However, this is not the full story. The district has a range of economic assets which are locationally tied to this area, whether this be the Port of Heysham, the Nuclear Power Station or the centres for Higher Education. Many of these facilities are recognised to have the opportunity

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<sup>17</sup> Reasonable Alternatives Background Paper <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

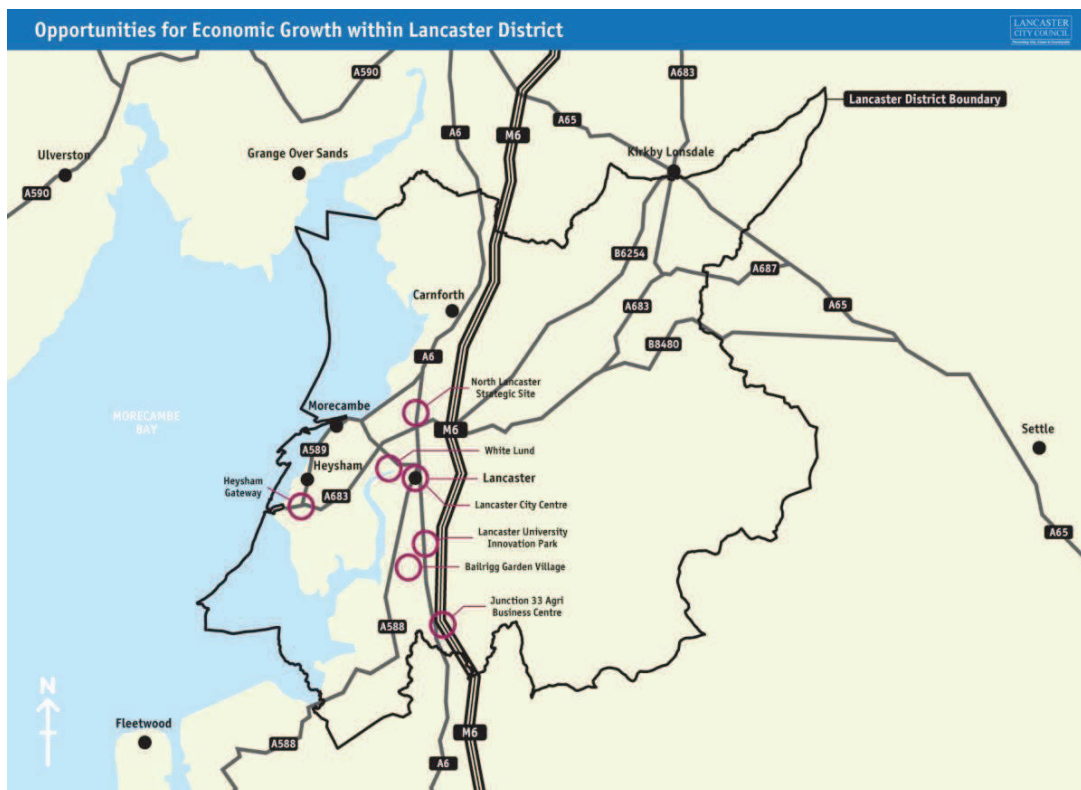
<sup>18</sup> Industrial Strategy 2017

<sup>19</sup> Lancashire Strategic Economic Plan 2017

<sup>20</sup> Lancaster District Economic Strategy 2017



for growth and expansion over the course of this plan period and therefore placing even greater demands of the local workforce. As a result planning for economic stand-still is not sufficient.



**Figure 7.3:** Opportunities for Economic Growth in Lancaster District

- 8.7 To ensure that opportunities for economic growth are secured, it is vital for a robust and sound Local Plan secures greater opportunities for the retention of young people in the district, whether this be the retention of young people leaving secondary education who have been born and bred in the district or the retention of graduates from both Lancaster University and the University of Cumbria. To enable this retention, and to attract other skilled workers into the district, the Council must seek to plan positively in terms of delivering sufficient housing to meet future economic demands and improving the cultural, retail and leisure offer available within the district.
- 8.8 That is the context to which this Local Plan has been prepared for, to directly facilitate the economic growth of key sectors through the allocation of land to provide a flexible portfolio of employment sites and in-directly, through the delivery of opportunities for greater levels of housing and improvements to the services provided in the district.

#### **Economic Growth Priorities**

- 8.9 The Council has undertaken a wide range of assessments to underpin its understanding of economic growth opportunities. This has included the preparation of an Employment Land Review (ELR) in 2015 and the preparation of a '*Lancaster District: Prospects and Recommendations for Achieving Economic Potential*' initially published in 2015 and subsequently updated in 2017.
- 8.10 The Achieving Economic Potential Report set out a range of strengths, weaknesses, opportunities and threats which need to be taken into account when considering how economic growth could be achieved in the district through the plan period. These included the following:

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• A Strategic Location, regarded as a centre for commerce, education and culture.</li> <li>• Well connected to the strategic road and rail network and Irish Sea ferry services.</li> <li>• The district has a high employment rate, highlighting a skilled working age population.</li> <li>• The range of cultural and natural assets, the historic value of Lancaster, Morecambe and Carnforth and the proximity to natural assets such as Areas of Outstanding Natural Beauty and National Parks.</li> <li>• The district is a centre of academic excellence with Lancaster University, University of Cumbria and Lancaster and Morecambe College.</li> <li>• The construction of the Bay Gateway improving accessibility between the Port and Power Station and the M6.</li> </ul>	<ul style="list-style-type: none"> <li>• The district is on the outer edges of the Northern Powerhouse, which seeks to direct economic growth to the core urban areas of Liverpool, Manchester, Leeds and Sheffield.</li> <li>• There are a lack of opportunities for small businesses and local start-ups reflecting in the number of new businesses operating in the district.</li> <li>• Demographical challenges from an increasingly aging population and reducing working-age population.</li> <li>• A low level of marketing and tourism resulting in a low level of visitor numbers despite the tourist assets in the district.</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• The opportunity to develop and grow a wide range of high value sectors, including energy generation, advanced manufacturing, health innovation and digital.</li> <li>• Growth at the Port in connection with the expansion of service and the completion of the Bay Gateway.</li> <li>• Opportunities of greater retention of young people from the university through delivering an improved housing offer and cultural and leisure assets in the main urban centres of the district.</li> <li>• Addressing key regeneration initiatives to deliver strategic economic improvements, for example Heysham Gateway.</li> <li>• Enhancing the visitor and cultural offer within the district to benefit local people and increase visitor numbers.</li> </ul>	<ul style="list-style-type: none"> <li>• The uncertainties which arise from the UKs withdrawal from the EU.</li> <li>• The lack of diversity within the local employment market lead the district vulnerable to changes in the economy.</li> <li>• The resilience of critical infrastructure in extreme events, such as at times of flooding.</li> </ul>

- 8.11 The assessment of these strengths, weaknesses, opportunities and threats have assisted in preparing a series of priorities for economic growth which are outlined in more detail via Policy SP4 of this DPD.

## **Policy SP4: Priorities for Sustainable Economic Growth**

The district is home to a range of important businesses and organisations that provide a strong economic base in terms of job creation and investment, this base needs to be protected and supported.

The Council will also seek to support sustainable economic growth within the district particularly where it meets the following priorities:

- The promotion of Bailrigg Garden Village, in particular the development of the Lancaster University Health Innovation Campus and wider employment opportunities associated with Bailrigg Garden Village.
- Growth of the retail and cultural offers for Lancaster and Morecambe to enhance the quantitative and qualitative offers within the respective city and town centres. This should seek to establish improved retail, leisure and cultural heritage offers that link to the enhancement of the wider cultural heritage (for example Lancaster Castle, Lancaster Canal Corridor and Morecambe Seafront) for the benefit of residents and visitors.
- Future expansion of facilities at the Port of Heysham to enable growth in freight operations, a core element of its use following the opening of the Bay Gateway Link Road. Further diversification of the port to enable servicing of the off-shore renewable energy sector will also be supported. Economic growth opportunities, for example port related logistics, will be targeted towards the Heysham Gateway area in South Heysham.
- The regeneration of the Heysham Gateway area to provide expanded opportunities for economic growth and the provision of modern, fit-for-purpose employment units which can provide for small-scale business start-ups though to providing expansion opportunities for existing businesses.
- Growth within the environmental, advanced manufacturing, digital, health and energy sectors that enhance the district's already leading role in these areas through the delivery of the Lancaster University Health Innovation Campus and energy growth around the Heysham Gateway.
- Sustainable growth at the district's higher education establishments, including Lancaster University, University of Cumbria and Lancaster & Morecambe College. Improving the opportunities for academic learning and improving the presence of the universities within Lancaster City Centre and at the Lancaster University Health Innovation Campus.
- Support for sustainable economic growth in the rural economy to ensure that the needs of rural businesses can be supported.
- Supporting the delivery of a skilled workforce through the promotion of apprenticeships and training.

The Local Plan, through a range of policies within the DPD will assist in achieving the priorities identified above. The Council will work with key partners and stakeholders in order to deliver these priorities through the plan period in order to deliver new jobs and investment to the district.

### **The Delivery of New Jobs**

- 8.12 In order to achieve the economic growth priorities identified in Policy SP4 the Local Plan will have to ensure that appropriate opportunities are identified through the allocation of land and appropriate policy provision to support growth.
- 8.13 The Council prepared an Employment Land Review (ELR) in 2015 which sought to identify potential future job growth within the district during the course of the plan period. Making use of Experian

projections the ELR concluded that opportunity existed for approximately 9,500 FTE jobs to be created in the district over the course of the plan period which could be boosted further through the delivery of specific projects. In particular opportunities for growth are recognised in the sectors set out in the table below.

<b>Construction</b>	<b>Accommodation and Food Services</b>
<b>Civil Engineering</b>	<b>Professional Services</b>
<b>Wholesale</b>	<b>Administration and Support Services</b>
<b>Retail</b>	<b>Education</b>
<b>Land, Transport, Storage and Post</b>	

- 8.14 The presence of the Port of Heysham, Lancaster University and the University of Cumbria proposals for regeneration and expansion of offer for both Lancaster City Centre and Central Morecambe mean that the Council consider that the opportunities for expansion and growth in these economic sectors represent a reasonable and genuine expectation through the course of the plan period.
- 8.15 Through the course of the plan period, the Council will continue to monitor whether the economic expectations projected remain realistic in light of any changes to the national or local economy and where necessary will act accordingly to deliver economic growth opportunities.
- 8.16 Within this Local Plan, there are a number of locations where economic growth will be focused. Firstly the Local Plan will seek to maintain a healthy and robust portfolio of employment sites throughout the district that will permit a range of employment uses and are fully identified in Policy EC1 of this DPD. Secondly a number of new employment sites have been identified that provide greater opportunity for economic growth, investment and job creation. These allocations will be focused on the delivery of a wide range of jobs that will appeal to all levels of educational attainment.
- 8.17 Policy SP5 sets out the areas of specific growth in the economy that will be promoted in this Local Plan, the delivery of these sites are set out in more detail within site specific policies elsewhere within this DPD, specifically Section 18 which relates to employment, the economy and regeneration.
- 8.18 Further information on the economic evidence which has underpinned the preparation of the Local Plan can be found in a supplementary background paper entitled '*Delivering Economic Growth and Jobs in Lancaster District*'<sup>21</sup>.

### **Policy SP5: The Delivery of New Jobs**

**The Council will seek to encourage and promote positive economic growth within the district in line with levels of growth forecasted within its evidence base. Accordingly the Council will seek to promote opportunities for economic growth in the following locations via new or expanded employment allocations:**

<sup>21</sup> Background Paper – Delivering Economic Growth and Jobs in Lancaster District (2018)  
<http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

<b>LANCASTER UNIVERSITY HEALTH INNOVATION CAMPUS</b>	This site will seek to boost opportunities for knowledge-based industries on land adjacent to Lancaster University.
<b>HEYSHAM GATEWAY, SOUTH HEYSHAM</b>	Building on the strong linkages to the M6 via the Bay Gateway and access to the Port of Heysham, the Heysham Gateway will seek to regenerate and expand existing employment areas in South Heysham to create more modern and fit-for-purpose employment areas.
<b>LANCASTER CANAL CORRIDOR</b>	The creation of an extension to the existing city centre will allow for the growth of a range of city centre uses, including in the retail, leisure, employment and cultural sectors and opportunities for residential development. It will also provide the opportunity for a greater presence for Lancaster University within the town centre.
<b>NORTH &amp; SOUTH LANCASTER BUSINESS PARKS</b>	As part of the strategic allocations of land at North of Lancaster, the plan will allocate areas of land for the creation of high-quality B1 uses to meet evidence need for further office space. The Bailrigg Garden Village Area Action Plan DPD will also investigate employment opportunities in wider Garden Village.
<b>JUNCTION 33 AGRI-BUSINESS CENTRE, GALGATE</b>	To boost opportunities for growth within the rural economy, the plan will allocate an Agri-Business Centre, focussed around the relocation of the Farmers Auction Mart. Such an allocation will be for businesses that are ancillary to agriculture and forestry uses.
<p>The development of these sites will seek to deliver approximately 48.9 hectares of new employment land and will provide opportunities for the creation of new jobs in a variety and range of economic sectors as identified both within the Employment Land Review and the Lancashire Economic Partnerships' Strategic Economic Plan (SEP)<sup>22</sup>.</p>	

## 9. Housing Delivery and Distribution

- 9.1 Everyone has the right to a safe, decent and affordable home that meets their needs, in a community where they need to live. This is at the heart of delivering a special vision for Lancaster district. Housing is the most extensive land use and, its relationship with jobs, services and transport networks is a key ingredient in helping achieve sustainable communities.
- 9.2 The number of new homes provided, together with their location and their affordability are key issues for the Local Plan to address in order to provide high quality homes that reflect local people's needs and aspirations.
- 9.3 On average people are living longer, marrying later, having fewer children per family, and there are more divorces than in previous generations. This means household sizes are decreasing overall, thus the number of new separate homes needed to house the same population is increasing. In Lancaster district the average household size is projected to be 2.13 by 2032 (Office of National Statistics) which is lower than the national average.
- 9.4 The significant increases in the number of people aged 65 or over also has major implications for the type of housing required. New housing is needed to meet the need of residents within the

<sup>22</sup> Lancashire Economic Partnership – Strategic Economic Plan (SEP) [www.lancashirelep.co.uk/media/8856/LEP-strategic-economic-plan.pdf](http://www.lancashirelep.co.uk/media/8856/LEP-strategic-economic-plan.pdf)

district and to accommodate changing household patterns. The number of houses needed to be built also takes account of people moving into the area from elsewhere and the need to create movement and churn in the established housing market.

- 9.5 The Council's evidence shows that a number of underlying problems will emerge in the future which, if not addressed, will begin to impact on how the self-contained nature of the district has an ability to support the local economy and deliver economic growth. Evidence suggests that although the population will continue to increase through the plan period the working age population (i.e. those aged between 16 and 64) will decline. There are significant levels of young people who expect to leave the area, and they are not currently being counterbalanced by new families and workers moving into the area. Equally despite being home to two universities (one of which is recognised to be one of the top 10 universities in the country) the rate of graduates who are choosing to stay in the district has reduced. It is important that the Local Plan recognises these problems and puts in place positive approaches to deal with them.
- 9.6 The positive contributions that new housing makes is sometimes overlooked. The provision of good quality housing contributes to a stronger economy, providing opportunities for economies to expand, investment to take place and jobs to be created. It also provides important choice in the housing market ensuring that people can better meet their changing housing needs, for example opportunities for older people to downsize if they choose to. New affordable housing also provides an opportunity for younger members of the community to have the opportunity to live in a place where they have grown up instead of being forced to move away from friends and family.

#### **Assessment of Housing Need**

- 9.7 Paragraph 47 of the Framework places a responsibility on every local planning authority to plan for their full objectively assessed housing need. This is achieved by identifying an Objectively Assessed Need figure (OAN) for housing and then exploring opportunities available to deliver it through planning policy. The OAN is determined using nationally applicable guidance to consider a wide range of evidence on demographics, economic potential and local housing market circumstances to arrive at a recommended level that would allow the needs arising from both demographic change and a growing economy to be realised. The recommendation informs the basis of a specific housing requirement which is established within the Local Plan.
- 9.8 Housing land comes forward on sites that have been specifically allocated in a Local Plan and on sites that were not known about at the time of plan preparation. In both cases planning applications must be approved before development can commence. Applications are assessed in accordance with policies in the Development Management document.
- 9.9 In early 2013 the Council commissioned Turley Associates to provide an OAN for Lancaster district. An initial report was published in January 2014; the emerging recommendation informed the "Strategic Options" Consultation in summer 2014. In early 2015 the Council re-commissioned Turley Associates to reconsider their recommendation in light of newly released demographic information (household projections from the CLG)<sup>23</sup>. In October 2015 Turleys updated their recommendation on housing requirements, providing an OAN of between 650 and 700 dwellings per annum and a total of between 13,500 and 14,000 over the plan period. This recommendation informed the "People Homes and Jobs" Consultation in October 2015<sup>24</sup>.
- 9.10 In February 2016 after a period of much challenge and reflection on the correctness or otherwise

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<sup>23</sup> Lancaster Independent Housing Requirements Study (2015) <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

<sup>24</sup> <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>



of the Turley OAN recommendation the Council formally decided that the recommendation had established the evidence base upon which the Local Plan should be prepared.

- 9.11 The determination of an OAN provides a recommendation on an area's need for housing based at a point in time<sup>25</sup>. Planning policy must then establish the ability of that area to deliver the need having regard to the available supply, deliverability and the sustainable capacity of the area in the context of the constraints established in national planning policy, and having regard to any cross-boundary un-met need. Through this process a housing requirement is established.

**Determining a Housing Requirement**

- 9.12 As described in the background paper 'Assessing the Reasonable Alternatives' the Council describe in detail the range of consultation stages which have been undertaken in order to establish how development needs can be met. This has included a Scoping Exercise with regard to broad concepts of housing delivery (undertaken in the summer of 2014) and a more site specific approach within the 'People, Homes and Jobs' consultation (undertaken in the autumn of 2015). These consultations have been supplemented by a thorough and robust site assessment process, including a number of 'Call for Sites' exercises which have established a comprehensive understanding of land availability across the district, and consequently, the deliverability of this land for new development via the preparation of a Strategic Housing and Employment Land Availability Assessment (SHELAA).
- 9.13 In considering how housing needs can be met (as with any type of development), it must be considered in the context of the wider environment and the genuine ability to deliver sustainable development in accordance with national planning policy. In this context the evidence base and wider consultation responses confirm that Lancaster District is a highly constrained housing market area which makes the identification of land for development exceptionally challenging. These constraints are summarised below.
- 9.14 Firstly, the diverse range of environmental designations across the district which either directly or indirectly can be detrimentally impacted by new development. These designations include the protected landscapes of the Arnsdale and Silverdale AONB and Forest of Bowland AONB and the protected habitats found in Morecambe Bay and along the Lune Valley. Further to these extensive environmental designations, the location of the district on the coast and estuary of the River Lune mean that large areas of the district are at significant risk from either coastal or fluvial flooding. The district also includes areas of Green Belt.
- 9.15 Secondly, the constrained nature of local infrastructure presents significant challenges in delivering new development without major investment. For example the district has long suffered with a poor and inefficient highway network, particularly with and between its main urban areas. These deficiencies are now beginning to be resolved through the opening of the new Heysham – M6 Link Road (the Bay Gateway) but this has not in itself sufficiently addressed the constrained local highway network across the district, particularly within Lancaster itself.
- 9.16 As the Local Plan (and accompanying background papers) describes, the Council has been proactive and comprehensive in seeking potential opportunities to meet the evidenced requirements for housing. The Council's Brownfield Register provides an up-to-date and clear understanding of the brownfield resource within the district, with the remaining significant brownfield sites identified for development purposes and regeneration within this Local Plan.

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<sup>25</sup> A new 'OAN Verification Study' (Turleys 2018) is now available to view from the following link <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>



- 9.17 The Council has rigorously assessed all opportunities to deliver its full objectively assessed need for housing. Strategic allocations have been made in South Lancaster, East Lancaster, North Lancaster and South Carnforth. All four are expected to deliver significant levels of growth on what are largely undeveloped greenfield sites. These will be supplemented by a number of smaller greenfield allocations across the district.
- 9.18 Despite having maximised the opportunities for delivery in consideration of the identified infrastructure and physical constraints there is still not sufficient supply to meet the Objectively Assessed Housing Need figure in full. Having considered all options for growth the Local Plan concludes that in the context of the constraints described the Local Plan is unable to deliver the level of growth envisaged in the Housing Requirement Study (Strategic Housing Market Assessment).
- 9.19 Policy SP6 establishes what the Council consider to be a deliverable and realistic housing requirement for the district. Through Policy SP6 the Local Plan sets out how the Council will seek to deliver just over **12,000** new dwellings over the period 2011/12 to 2033/34, 3 years post the official plan period of 2031/32 and equivalent to an annual requirement of **522 dwellings per annum**. An additional 3 years has been included post adoption to ensure that the Plan meets the requirements to plan for a full 15 years following adoption. This means that in housing delivery terms the plan will cover a period of 23 years.
- 9.20 The Local Plan identifies what it considers to be a realistic housing requirement for the district, delivering the full element of demographic need identified in the Housing Requirement Study as well as a level of uplift sufficient to secure economic opportunities across the district. It is important to note that this is a net minimum figure for new homes in the district and where opportunities exist for additional sustainable development these will be supported in consideration against other policies within this Local Plan.
- 9.21 Whilst mindful of past delivery the Local Plan must look forward and can no longer be hampered by past infrastructure constraints nor by placing a reliance on piecemeal development which effectively make the constraints worse without offering any strategic solutions to these problems. The plan must instead move to a position whereby it supports and brings forward much needed housing, economic growth and infrastructure at the same time. Policy SP6 allows the Council the opportunity to achieve this.

#### **Housing Delivery**

- 9.22 The Policy is supported by a detailed housing trajectory (Appendix E) covering the 23 year delivery period. This adopts a baseline date of the 1<sup>st</sup> April 2011 and describes delivery based on completions to date, anticipated completions pre-adoption and anticipated completions for the full 15 year post-adoption period set out in the table below.

	Plan Period Year	Completions	Delivery Expectation
Pre-adoption	2011/12 – 2016/17	2,070	
Pre-adoption	2017/18 – 2018/19		941
First five years post adoption	2019/20 – 2023/24		3,733
Years 6-10 post adoption	2024/25 – 2028/29		2,857
Years 11-15 post adoption	2029/30 – 2033/34		2,455
<b>TOTAL</b>	<b>12,056</b>		

**Table 9.1:** Anticipated Housing Delivery in Lancaster District through the Plan Period

- 9.23 The Council are comfortable that the allocation of land within the Local Plan will lead to a wide range of opportunities for development which will more than sufficiently provide for housing delivery within the first five years of the plan with further opportunities for growth identified in the latter periods of the plan as new infrastructure facilitates the release of further potential across the district.
- 9.24 The Council will continue to monitor and review the Local Plan and projected delivery rates and in particular the timescales for delivery of Bailrigg Garden Village. Should the current assumptions for delivery alter in the future due to unforeseen circumstances then the Council will consider it necessary to enter into the process of early review to investigate how housing delivery rates can be maintained in the later years of this plan period.
- 9.25 Further information on the calculation of the five year supply can be found in a supplementary background paper entitled '*The Council's Approach to Meeting Housing Needs in Lancaster District*'<sup>26</sup>.

### Policy SP6: The Delivery of New Homes

Between 2011/12 and 2033/34 the Council will seek to deliver a net minimum delivery of 522 new dwellings per annum over a 23 year delivery period, equivalent to 12,000 new dwellings.

The delivery of the housing requirement will be realised through maximising opportunities for the regeneration of brownfield land within the district, the delivery of large strategic greenfield sites adjacent to urban areas and the delivery of smaller greenfield sites across the district. The opportunities for housing delivery are highlighted in the table below:

POLICY REF	SITE NAME	NO OF DWELLINGS	NO OF DWELLINGS ANTICIPATED IN THE PLAN PERIOD
<b>STRATEGIC DEVELOPMENT SITES</b>			
SG1	BAILRIGG GARDEN VILLAGE	3,500	1,655
SG8	EAST LANCASTER STRATEGIC SITE	900	900
SG10	NORTH LANCASTER STRATEGIC SITE	700	700
SG13	LAND AT LUNDSFIELD QUARRY	200	200
SG14	LAND SOUTH OF WINDERMERE ROAD, CARNFORTH	500	500
<b>TOTAL STRATEGIC SITE CONTRIBUTION THROUGH THE PLAN PERIOD</b>			<b>3,955</b>
H1 – H9	NON-STRATEGIC SITE DELIVERY	1,241	
DOS1 – DOS11	DEVELOPMENT OPPORTUNITIES	925	
-	NON-ALLOCATED SITES WITH PERMISSIONS	1,679	
-	STUDENT ACCOMMODATION	1,407	
<b>SITES IDENTIFIED VIA ARNSIDE AND SILVERDALE AONB DPD</b>			<b>22</b>
<b>ADDITIONAL SUPPLY INCLUDING NEIGHBOURHOOD PLAN DELIVERY EXPECTATIONS</b>			<b>1,385</b>
<b>COMPLETIONS 2011/12-2015/16</b>			<b>1,442</b>
<b>TOTAL</b>			<b>12,056</b>

<sup>26</sup> Background Paper – The Council's Approach to Meeting Housing Needs in Lancaster District  
<http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

The Council will continue to monitor and review the requirements for housing need within the district, both in terms of changes to Government policy at a national level and changes to local circumstances in terms of delivery rates, economic growth and other relevant factors.

**Gypsy and Traveller Provision**

The Council will bring forward an Allocation Sites DPD for the purposes of allocating sufficient land to meet the current and future accommodation needs of the Gypsy and Traveller community, which will meet the need to provide for 8 pitches for those of the community who meet the Government's Planning Policy for Traveller Sites (2015) definition, and will seek to provide for a further additional 16 pitches for those of the community who require accommodation under a cultural need.

Monitoring of sites will inform future requirements, and may show a change in the level of need over the plan period. In the context of a potential change in overall need and the current emergence of a separate DPD on allocation sites for Gypsy and Travellers windfall sites which may be brought forward should be considered against criteria in policy DM9 of the Development Management DPD

**Gypsy and Traveller Provision**

- 9.26 In 2017 the City Council as part of the evidence base for the Local Plan published a Gypsy and Traveller, and Travelling Show People's Accommodation Assessment (GTAA). The study identified a need for the full Local Plan period (2011/12 to 2030/31) of 24 pitches to meet cultural needs, of which 8 of these pitches are for the purposes of those meet the Planning Policy for Traveller Sites (PPTS) definition. By definition, the PPTS identifies that of the total need there is unmet over the first five years of the plan to 2021/2022 of 16 pitches for cultural needs, of which 6 are required for those meeting the PPTS need.
- 9.27 The GTAA 2017 has not evidenced any need for Travelling Showpersons plots during the plan period. The GTAA 2017 has not evidenced any need for the provision of transit pitches during the plan period. The Council acknowledges the unmet need over the first five years and policy DM9 of the Development Management DPD provides a positively worded criteria based policy for the provision of new gypsy and traveller accommodation where windfall sites may come forward. In order to meet the full need including the cultural needs that exist within the district the Council is committed to bringing forward a separate Allocation Sites DPD for the purposes of Gypsy and traveller sites at the earliest opportunity with work beginning on a 'call for sites' process during the early part of 2018.

## 10. The Natural and Historic Environment

- 10.1 As identified within the Spatial Portrait, Lancaster district is a unique place with a variety of townscapes and landscapes that define it as an area. Many of the most important townscapes and landscapes have been protected specifically for their importance, through designations such as Conservation Areas or as Areas of Outstanding Natural Beauty.
- 10.2 The district contains varied landscapes, from the coastlines of Morecambe Bay to the rural uplands of the Forest of Bowland, which define the district and in many cases are recognised for their regional, if not national, importance. The Local Plan will seek to protect the value of all important landscapes. Development proposals, through their design and scale should be sympathetic to their locality and complement the setting of the landscapes that surround them.

- 10.3 The character of the district is shaped by both the local landscape and townscape. The district has a rich cultural history that dates back to the Roman period and contains a range of historical assets that chronicle the history of the district through the ages. These are important assets that are protected, either via a listing or other designations, from proposals that would harm their historical value. The Local Plan will ensure that these designations are protected and, where it is possible and appropriate to do so enhanced, so that their long-term status can be secured.

### **Policy SP7: Maintaining Lancaster District's Unique Heritage**

**The character of Lancaster district is defined by many important cultural, and historical characteristics.**

**The Council recognises the features that make Lancaster district special and will use the Local Plan as the vehicle to describe which features are of value, protect them from inappropriate development that would damage that special value and explore opportunities to improve and enhance these features where appropriate opportunities arise to do so.**

**Development proposals will be expected to contribute towards maintaining and enhancing the district's unique character through the appropriate location of uses, sympathetic design, the use of local materials, boundary planting, open space provision, layout and sustainable construction techniques.**

- 10.4 The Local Plan identifies a number of areas that would benefit from regeneration and renewal, including a number of historical areas in the Centre of Lancaster and Morecambe. At the very heart of regeneration in these areas should be the protection and conservation of the historic fabric of the area to ensure that they can be utilised and enjoyed by current and future generations.
- 10.5 Whilst many historic features are statutorily protected, there are other historical assets that are not formally designated but nevertheless have local historical value. To identify these more local historical assets the Council has made use of local listings to ensure that their value is recognised within the planning process.
- 10.6 Lancaster district has a unique range of environmental designations, from European importance (such as Morecambe Bay) down to sites that have local value – such as Biological Heritage Sites. The Lancaster District is also home to two Areas of Outstanding Natural Beauty (AONB's); Arnsdale and Silverdale and the Forest of Bowland.
- 10.7 The Local Plan has the responsibility to ensure that important landscapes, species and habitats are protected from development that would be harmful and inappropriate. A range of international, national and locally designated sites have been identified within the plan that are protected from future development. Taken together, the Local Plan will identify all historic, landscape and natural features of value, considering each through detailed and specific policies, to explain their significance and the reasons to protect and conserve them.
- 10.8 In identifying future growth areas, in particular the release of strategic greenfield sites, the Council have been mindful of the balance that is needed between the competing needs of protecting the environment against the need to deliver sufficient growth to meet the district's housing and economic needs.

## **Policy SP8: Protecting the Natural Environment**

Lancaster district contains important landscapes, species and habitats that are valued features of the natural environment.

The Council recognises the importance of biodiversity and geodiversity, and has prepared a Local Plan that will seek to protect sites of recognised importance; it will also seek to protect areas of land that are functionally linked to areas which are of International and National importance.

Lancaster district is not immune to the effect of Climate Change, in particular the associated risks from extreme weather events and increasing levels of rainfall. The Local Plan has been prepared in consultation with the Environment Agency, Lancashire County Council (the Lead Local Flood Authority for Lancaster district) and United Utilities to ensure that flood risk issues are clearly considered and flood resilience addressed. The impacts of future growth will not create new flooding issues or exacerbate existing problems and seeks to reduce flood risk overall.

The Council will continue to work with all relevant partners to address issues of flood risk, whether from river, sea or other sources, to implement schemes that will reduce overall flood risk or better manage the continuing effects of Climate Change. Development proposals in areas of known flood risk will be expected to consider their direct and in-direct impacts on flooding and include appropriate mitigation measures to ensure water is managed correctly.

Development proposals will be expected to protect, maintain and enhance the district's biodiversity and geodiversity through the appropriate location of uses, sympathetic design, sustainable construction techniques and appropriate mitigation measures. The Council will also support opportunities to maximise energy efficiency.

- 10.9 In order to achieve this a range of ecological and landscape work has been undertaken, along with Sustainability Appraisal and Habitats Regulation Assessment<sup>27</sup>. Together these provide a clear understanding of the potential environment effects of new development. These have been critical in influencing both the allocation of land and, most importantly, the detail of the policy contained within the plan.
- 10.10 Climate change remains a key issue for the Local Plan to address. This can be achieved through supporting schemes that seek to promote more sustainable forms of transport, sustainable construction methods, the delivery of low carbon and renewable energy, increases and enhancements to green infrastructure, and ensuring that development is adequately protected from flood risk.
- 10.11 The district has suffered from extreme weather events and from flooding – December 2015 saw significant flooding occur along the River Lune especially to property in Lancaster and Halton and further events in the South of Lancaster and Halton in November 2017. The Local Plan has been prepared with these risks in mind, with allocations made on land that is not vulnerable to future flooding and with an expectation that development should be designed in such a way as to not create new flooding issues in future or exacerbate current problems.

<sup>27</sup> <http://www.lancaster.gov.uk/planning/planning-policy/about-the-local-plan>

## 11. Delivering Infrastructure

- 11.1 There are many elements to maintaining a strong and vibrant community. This includes ensuring that there are a core range of facilities to meet basic local needs, assets of community value are protected, providing opportunity for sustainable growth of communities and expanding the range of housing. These are seen by the Council as critical elements of achieving sustainable communities.
- 11.2 Previous consultation on strategic development options have highlighted the importance that existing residents place on the capacity for infrastructure to cope with current and future demands, particularly in relation to health, education, flooding, transport and utility provision. As a result the Local Plan has been prepared following close dialogue with infrastructure providers such as Lancashire County Council, the North Lancashire Clinical Commissioning Group and United Utilities to assess current capacity issues and ensure that the necessary improvements required to facilitate future growth are factored into future development proposals and its phasing.

### **Policy SP9: Maintaining Strong and Vibrant Communities**

**The Council recognises the range of communities in the district, whether they be rural communities and/or urban neighbourhoods, and supports their long term sustainability throughout the plan period and beyond through making sure that the aspirations of all sections of the community are met.**

**This will be done through ensuring that sufficient and appropriate provision is made for education and health are for both existing and new residents within the district. In order to achieve this the Council will work with key partners such as Lancashire County Council and the Clinical Commissioning Group to ensure that existing capacity is understood and future needs are identified and planned for.**

**New development should deliver safe, cohesive and healthy communities across the social gradient which benefit from quality homes, good accessibility to open spaces and recreational provision and promoting the role of sustainable transport, particularly cycling and walking.**

**The Council will seek to protect important facilities that act as hubs of the community, whether they be valuable areas of open space, local services or community buildings and support their improvement and diversification where they retain their long term value to the community they serve.**

**It is important that local communities have the opportunity to contribute to the plan-making process through the neighbourhood plan process, where communities take up the option to prepare a neighbourhood plan for their locality then the Council will seek to provide assistance and support in their preparation.**

- 11.3 The Council is confident that the proposals outlined in this plan can deliver the infrastructure necessary to facilitate growth. Further information on the infrastructure necessary can be viewed in the Infrastructure Delivery Plan (IDP) and accompanying Infrastructure Delivery Schedule (IDS)<sup>28</sup>.

<sup>28</sup> Infrastructure Delivery Plan and Schedule (2018) <http://www.lancaster.gov.uk/planning/planning-policy/viability-studies>



- 11.4 The Council recognises that there are many existing facilities serving the districts communities value, such as public houses, churches, village halls, community gardens, community centres and local shops. The Local Plan will seek to protect such facilities from loss particularly where it is demonstrated that they retain community value. The Local Plan will also seek to identify areas of recreational open space, which are valued by the community, and ensure that such land is protected for use for the health and well-being of the community.
- 11.5 The aim of the Local Plan is to provide opportunities for all sections of the community across the social gradient to achieve their aspirations. In accordance with national planning policy, the plan seeks to maximise opportunities for economic growth and to meet the housing needs of the local area. Ensuring opportunities for communities to maintain a strong social mix is critical to secure strong and vibrant communities into the future.

#### **Transport and Connectivity**

- 11.6 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan<sup>29</sup> in October 2016. This sets out a range of strategic transport interventions to address existing transport issues within the district. These include improvements to both the road network and improving opportunities to access more sustainable forms of public transport, cycling and walking.
- 11.7 A key element of infrastructure delivery is to improve highway capacity on key corridors (for example the A6 Corridor between Junction 33 and Lancaster City Centre) to address community concerns on this matter. It is important that new infrastructure seeks to improve traffic movements at key locations on transport corridors and, importantly provide realistic alternatives to the private car through projects such as the Bus Rapid Transit Service and Cycling / Walking Superhighway.
- 11.8 The Transport Masterplan not only identifies improvements to address existing issues but also seeks to plan forward for strategic growth arising out of the Local Plan. The preparation of the Transport Masterplan has been closely aligned with the preparation of the Local Plan, particularly in relation to the assessment of the suitability of strategic areas of growth.

### **Policy SP10: Improving Transport Connectivity**

Lancashire County Council has prepared and published a Highways and Transport Masterplan for Lancaster district. The core elements of this masterplan are to address existing issues with the local and strategic transport network and to identify future improvements necessary to facilitate strategic development growth within the district. The improvements set out in the masterplan expect greater promotion of a variety of sustainable methods of transport rather than over reliance on the private car to make local journeys.

The Council has played a key role in the preparation of this masterplan and fully supports the aspirations contained within it. The Council will continue to assist and support the delivery of important and necessary transport infrastructure within the district, whether this be to address current issues or where it is critical in the delivery of strategic growth of homes and jobs.

<sup>29</sup> Lancaster District Highways and Transport Masterplan (2016)  
<http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

**New development will be expected to be sited in sustainable locations that ensure a range of transport options and seek to reduce the need to travel. Where it is appropriate and necessary to do so, development proposals will be expected to contribute to the delivery of important transport infrastructure.**

11.9 The implementation of the Local Plan, and the development of the strategic sites within the district will be critical to the delivery of new and improved transport infrastructure and presents the opportunity to unlock funding that will be vital to implement the schemes identified. Key elements of the Highways and Transport Masterplan include:

- Improving traffic management in Lancaster City Centre with a focus on improving the environment and encouraging a greater role for sustainable transport. Improved traffic management would also see Caton Road positioned as the principal gateway into Lancaster City Centre from the M6 from both the north and south.
- The Reconfiguration of Junction 33 of the M6 to a position between Galgate and Lancaster University providing a more direct and reliable connection to the motorway from South Lancaster, to provide more capacity and reduce bottlenecks. This would help reduce traffic levels on the A6 corridor particularly in South Lancaster and through Galgate.
- Encouraging a greater role for public transport, particularly through connections within the main urban areas. This includes the progressive implementation of a Bus Rapid Transit system between South Lancaster, Lancaster City Centre, Morecambe and Heysham to provide a fast, more frequent and, importantly, regular public transport services between main centres.
- Promoting improved cycling and walking linkages throughout the district to make walking and cycling safe and convenient for an increasing number of local journeys, either for commuting or for leisure purposes. Improvements should include making best use of existing features such as canal towpaths and supporting projects such as the Cycling and Walking Superhighway.
- Investigating the business case for better rail connections to Morecambe and around the whole Morecambe Bay area, taking account connections into Cumbria, particularly from Carnforth.
- Increasing the opportunities for using 'Ultra Low Emission Vehicles' (such as electric cars) through the provision of necessary infrastructure resilience – for example electric charging points.
- The investigation of car free development, particularly in elements of the strategic allocations, to be developed in the context of improvements to the public transport network, in particular the Bus Rapid Transit system.

11.10 The Council will work with all relevant stakeholders – including Lancashire County Council, Lancashire Enterprise Partnership, transport providers, the development industry and other relevant stakeholders to ensure that the infrastructure necessary to deliver strategic growth is delivered in a timely and appropriate manner, which results in real improvements in the transport networks within the district from road, rail and bus.

11.11 In relation to growth in the South Lancaster and specifically Bailrigg Garden Village, the Council will work with partners to maximise opportunities to access the local and strategic road network to the south, particularly through improving connections to the M6 at Junction 33.

11.12 The Council will work in partnership with other agencies to improve highway capacity in a northerly direction towards Lancaster City Centre. However, the main focus in this direction will be the delivery of strategic improvements to both the public transport system, through a Bus Rapid

Transit service and the creation of a Cycling and Walking Superhighway. It is envisaged that these strategic interventions will support a modal shift towards more sustainable forms of transport to make local trips around Lancaster and the wider urban area of the district. These matters will be addressed in more detail via the Bailrigg Garden Village Area Action Plan DPD.

- 11.13 With regard to wider improvements in the cycling and walking network, the Council will work towards increasing the use of sustainable modes of transport and increase useage of cycling and walking as a means of accessing the workplace, services and as a form of recreation. The Council will work with Lancashire County Council to implement the findings of the Lancashire Cycling and Walking Strategy 2016 – 2026<sup>30</sup>.

## 12. Bailrigg Garden Village

- 12.1 The National Planning Policy Framework (paragraph 47) states that in order to deliver a wide choice of high quality homes and to boost significantly the supply of housing, local planning authorities should *'identify a supply of specific, developable sites or broad locations for growth, for years 6 – 10 and, where possible, for years 11 – 15.'*
- 12.2 The Framework also states that the supply of new homes can be sometimes best achieved through planning for a larger scale development, such as new settlements or extensions to existing villages and towns that follow the principle of Garden Cities. For instance paragraph 52 states that *'Working with the support of local communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining such new development.'*
- 12.3 Responding to the Department of Communities and Local Government's call for locally led Garden Village proposals in March 2016<sup>31</sup>, the Council concluded that the best approach to the delivery of sustainable growth in South Lancaster would be through the development of a self-contained Garden Village which focuses on the delivery of high quality development that has a strong link with a series of open spaces and the wider countryside. As a result the proposals for residential and commercial development in South Lancaster will be expected to have the development principles of the Garden Village, as described in Policy SG1, at their core.
- 12.4 The Local Plan Policies Map has identified a Broad Area of Growth under Policy SG1 in which the Council will prepare a Spatial Development Framework (which will come forward as a specific Development Plan Document entitled 'Bailrigg Garden Village Area Action Plan') which will form part of the wider Local Plan for the district.
- 12.5 The Garden Village will facilitate both significant residential and economic growth to meet long term residential and economic needs within the district. Development in this area will include the delivery of at least 3,500 new homes in this location, 1,655 new homes during this plan period and the remainder to follow through future plan periods.
- 12.6 Furthermore the Garden Village proposes a range of commercial and business opportunities to attract business, investment and jobs into the district. This includes the realisation of the Lancaster University Health Innovation Campus which is considered to be of regional economic importance

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<sup>30</sup> Lancashire Cycling and Walking Strategy

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

<sup>31</sup> <https://www.gov.uk/government/publications/locally-led-garden-villages-towns-and-cities>

to the North West and the delivery of a new local service centre which will include opportunities for convenience and comparison retailing (to meet evidenced local needs only).

- 12.7 More detail on the Spatial Development Framework is provided in paragraphs 12.19 to 12.23 of this DPD, however the preparation of Framework will be guided by the development principles which are outlined in Policy SG1 of this DPD.

**Development Principles for the Garden Village**

- 12.8 In accordance with national guidance<sup>32</sup> the Council has identified a range of broad principles by which new development and the forthcoming Spatial Development Framework will be underpinned. It is important that the principles described in Policy SG1 are seen as the golden thread which runs through the preparation of the Framework and successfully delivered through new development.
- 12.9 Given the status of the Garden Village, the Council will expect that new development for both residential and commercial uses seek to achieve higher standards of construction and design. Whilst achieving positive design and construction is a basic expectation of all new development regardless of location, in the case of the Garden Village the Council has greater expectations given the opportunities to create a new, self-contained, settlement. The Council will require a very high standard of urban design to deliver new development in a holistic and comprehensive manner, creating an attractive environment and a distinct sense of place which defines Bailrigg Garden Village's sense of identity.
- 12.10 Design of development within the Garden Village should be innovative in its manner. Using positive urban design it should seek to deliver distinctive layouts, making use of natural features and topography, applying a variety of densities in the appropriate locations and seeking to use design and construction methods which seek to futureproof buildings. The Garden Village should explore opportunities for car-free development in some areas which can make the best use of significant investments to be made into a Bus Rapid Transit System (linking the Garden Village to Lancaster City Centre and employment areas beyond) and the proposed Cycling and Walking Superhighway network. This should also include investigating energy delivery through the role of district heating systems and the opportunities to encourage a greater role for electric vehicles via the provision of infrastructure for electric vehicles.
- 12.11 Transport and the movement of vehicles and people are key to development within the Garden Village and beyond. There are key interlinkages and interdependencies in the transport network, particularly between Lancaster City Centre and the Garden Village which require improvements to ensure that modal shifts toward more sustainable forms of transport can be achieved. This means that the Bailrigg Garden Village Area Action Plan DPD will need to address transport in a holistic manner looking at interlinkages within the wider urban area.
- 12.12 The delivery of new housing is a significant element of the Garden Village with at least 3,500 new homes being developed within the Garden Village (1,655 of which are anticipated within this plan period). It is important that the Garden Village provides opportunities for people from all sections of the community to live and work there. Accordingly new development must provide for the widest range of housing. This should include appropriate mix of market and affordable housing. Affordable housing should be properly integrated within the Garden Village and deliver a full range of housing products allowing people to rent and buy affordable properties.
- 12.13 The creation of new housing should also ensure that it provides a well-balanced variety of homes

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<sup>32</sup> Locally-Led Garden Villages, Towns and Cities DCLG March 2016)

in terms of size and tenure. The size and tenure of new housing should seek to meet the Council's evidenced needs for new housing within the district making sure there is an appropriate range of housing for all sections of the community.

- 12.14 New commercial and residential development should be delivered by volume national developers, smaller local and regional construction companies and the provision on-site for individuals to construct their own homes or business by custom build programmes. Such a diversity in construction partners will ensure that year-on-year delivery can be boosted.
- 12.15 A key principle of the Garden Village is to provide a 'garden environment' in which new development is set within. To achieve this the Spatial Development Framework will identify a wide range of green and ecological networks which can provide a wide range of benefits. Key networks can provide opportunities for sustainable transport movements (particularly cycling and walking), recreational uses and wider benefits to the natural environment and people's quality of life.
- 12.16 Part of the green network will be the creation of Areas of Separation which will ensure visual separation between the new development and the existing boundaries of South Lancaster and ensure that self-contained settlements, such as Galgate, do not merge with the wider urban areas of the district.
- 12.17 The delivery of green networks will be a fundamental principle as a sustainable approach toward the management of water, reducing flood risk issues associated with the River Conder, Ou Beck and Burrow Beck. A critical element of the Garden Village should seek to set aside land which can be used for water management which can include the creation of wetland and balancing ponds to address drainage and benefit the local environment. Water management proposals for the Garden Village should be at the very heart of new development and deliver water quality improvements on the local catchment to encourage improvement in habitat and species and reduce flood risk for both existing and new residents.
- 12.18 At the core of the Garden Village will be the delivery of new strategic infrastructure to facilitate new growth, this is described in Policy SG4 of this DPD and will be addressed in more detail via the preparation of the Bailrigg Garden Village Action Plan DPD. It is important that necessary infrastructure which is both local and strategic in nature is delivered in the right place, at the right time, to ensure that development can be achieved in a sustainable manner for the benefit of new and existing residents and local businesses. Planning for necessary infrastructure should start during the preparation of the Bailrigg Garden Village Action Plan DPD.
- 12.19 The most significant element of infrastructure will be the delivery of a range of transport improvements, for example the re-configuration of Junction 33 of the M6, the creation of a Bus Rapid Transit System and the creation of a Cycling and Walking Superhighway. The Garden Village is expected to act as a catalyst to begin a modal shift from the over-use of private cars towards more sustainable forms of transport which should deliver a reduction in the number of vehicle movements and start to address issues such as air quality in areas such as Lancaster City Centre and Galgate, both of which are designated as Air Quality Management Areas (AQMAs).
- 12.20 In preparing a Spatial Development Framework it is important that the key principles which are described in Policy SG1 are fully addressed and form the cornerstones of future detailed policy and planning guidance contained within the future Spatial Development Framework / DPD and further masterplanning.

## Policy SG1: Broad Location for Growth – Bailrigg Garden Village

The Council has identified a broad location for growth for Bailrigg Garden Village on the Local Plan Policies Maps. This will be a major mixed-use development which focuses on the delivery of at least 3,500 new houses, a number of opportunities for employment and economic growth opportunities including the delivery of Lancaster University Health Innovation Campus.

### Key Principles of the Garden Village

The Council has defined a range of principles which will be at the heart of planning and development for the Garden Village, these include:

- Involving local communities in the creation of new development where high-quality urban design promotes sustainable, attractive places to live, defines a sense of place and creates a sense of community for its new residents.
- Seeking a modal shift in local transport movements between the Garden Village, including Lancaster University Campus, Lancaster City Centre and beyond into the employment areas of Morecambe / Heysham through the delivery of a Bus Rapid Transit System and Cycling and Walking Superhighway network.
- Delivering a wide range of market and affordable housing, in terms of type and tenure to ensure that opportunities to live in the Garden Village are available to all sections of the community and contribute significantly to the district meeting its evidenced housing needs particularly in the medium to long term phases of the Local Plan period.
- Ensuring that the necessary infrastructure to deliver sustainable growth is delivered in the right place, at the right time, to address strategic constraints to the delivery of future development.
- The creation of sufficient areas of high quality open spaces to provide a distinct sense of place and deliver a network of green corridors across the Garden Village to the benefit of the local environment and residents. The delivery of such spaces should include distinct areas of separation between the Garden Village and South Lancaster and also Galgate and investigate the opportunities for a new country park.
- The creation of healthy and cohesive communities through the delivery of high quality development and the correct levels of services and infrastructure which is provided in safe and accessible locations.
- The sympathetic masterplanning of new facilities and growth within the campus of Lancaster University for a range of educational facilities and student accommodation.
- Taking proper account of the need to reduce the impacts of Climate Change in the design of new development. This should assure that new development is resilient to the effects of Climate Change.
- Managing water and run-off to safeguard development, assuring public safety and amenity and take active measures to reduce flood risk within the area and downstream for both existing and new residents and businesses.
- Offering opportunities for national housebuilders to work alongside local construction firms and encourage training opportunities for local people, particularly through the construction phases of the Garden Village. The Garden Village should also include opportunity for the provision of self-build and custom-build properties.
- To assure innovative urban design both in terms of the layout and density of new development and the specific design of new buildings. This should include the application of new technologies for buildings and transport where possible.
- Addressing longstanding constraints and capacity issues in the strategic and local road network through the improvements to traffic management and physical interventions to



increase capacity. This will involve the re-configuration of Junction 33 of the M6 to allow direct motorway access into the Garden Village and remove motorway traffic from Galgate which is currently designated as an Air Quality Management Area (AQMA).

To support the delivery of the Garden Village, there will be a requirement for a wide range of both locally important and strategically important infrastructure, including new highways, public transport network, education provision, new local centre(s), open spaces and green network. These are set out in Policy SG3 and will be addressed in more detail in the future Spatial Development Framework, which will form a Development Plan Document (DPD) for the Bailrigg Garden Village.

Future proposals will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.

To enable a comprehensive and co-ordinated approach to new development and strategic growth, piecemeal or unplanned development proposal within the area which are likely to prejudice its delivery (including the infrastructure required for the area) will not be permitted beyond that which has already secured planning permission and proposals which are sited within the developed footprint of Lancaster University Campus.

**Mechanism for Delivery of the Garden Village**

The Council will prepare and implement a specific Development Plan Document (DPD) for this area of growth, entitled the 'Bailrigg Garden Village Area Action Plan DPD'. As a result development in this area will be delivered in accordance with this Area Action Plan and the Council will not support piecemeal development of this area (beyond existing planning commitments) in advance of the preparation of this DPD.

The recommendations of the Local Plan (Part One) Sustainability Appraisal should be taken into account when preparing this document.

The purpose of the forthcoming DPD will be as follows:

1. To provide more detail on how the development principles set in this policy will be delivered;
2. To set out a Spatial Development Framework as a basis for further masterplanning and to help guide the preparation of future planning applications;
3. To provide a Spatial Development Framework against which future development proposals and planning applications will be assessed; and
4. To enable and support the co-ordination and timely delivery of the infrastructure necessary to facilitate growth in this location.

The potential for the future re-configuration of Junction 33 of the M6 and highway network improvements in South Lancaster will be an integral part of this forthcoming DPD.

To ensure the timely delivery of the Bailrigg Garden Village, work on the Spatial Development Framework and the wider DPD has already commenced and is anticipated to be ready for adoption within the first five years of the plan (i.e. before 2024). Failure to achieve this may result in the need for an early review of the Local Plan to ensure that housing delivery rates are maintained to meet development needs.

**Mechanisms for Delivery of the Bailrigg Garden Village**

- 12.21 Policy SP6 of this DPD sets out the overall housing target and identifies a wide range of development sites which will be required to meet that Local Housing Need. The allocation at Bailrigg Garden Village has identified opportunities to deliver in the region of 3,500 new homes, 1,655 of which the Council believe can be realistically delivered during the course of this plan period up to 2034 due to the strategic infrastructure required to facilitate growth.
- 12.22 However, the sheer scale of the proposal at Bailrigg Garden Village, the constrained context to which it is being delivered in and the need for public sector invention in the delivery of strategic infrastructure means that significant work still needs to be undertaken on the Garden Village proposal. Beyond the matters of infrastructure, the complex nature of land ownership with the broad area of growth requires detailed discussion and exploration with key stakeholders. Such discussion will ensure that matters such as landowner expectations are understood and acceptable agreements across all parties are achieved.
- 12.23 To facilitate this the Council has begun work on a specific Development Plan Document, entitled 'Bailrigg Garden Village Area Action Plan DPD' which will set a framework for future development within the Garden Village. The DPD will set out a Spatial Development Framework which will focus on achieving delivery within the middle five year period of the plan and will seek to direct opportunities for delivery way beyond the conclusion of this plan period.
- 12.24 The Council has already begun to prepare this DPD, with early scoping work on the Spatial Development Framework being undertaken in October 2017 with further work anticipated through the course of 2018. It is anticipated that work will be completed on the DPD by early 2020 and ready for implementation from that point forward. This is anticipated to tie in with the concurrent funding bids to Government in order to deliver the strategic infrastructure necessary.
- 12.25 As a result the Council anticipates that the delivery of housing will begin contributing to meeting the district's housing needs by the middle of the plan period (i.e. no development prior to year 6 of the plan period), continuing on into the latter stages of the period and beyond into the next plan period. The Council believes it is reasonable that levels of growth could be accelerated in the Garden Village to match future demands within the latter stages of the plan period once strategic infrastructure needs have begun to be addressed.

**Lancaster University Health Innovation Campus**

- 12.26 A key element of growth within the Garden Village, and the wider district, is the delivery of the Lancaster University Health Innovation Campus which is sited on land directly to the north of the existing University Campus and identified under Policy SG2 on the Local Plan Policies Map.
- 12.27 The delivery of the Innovation Campus has been a long-standing aspiration of the Council who, along with the Lancashire Local Economic Partnership recognise the regional potential of this site to deliver new knowledge based employment, training and research premises tied to the University. It is anticipated that the Innovation Campus will have a focus on medical and health research alongside other knowledge-led businesses. When fully realised, the Innovation Campus has the potential to deliver in the region of 2,000 new jobs for the district and attract up to £100 million of investment over the course of the plan period.
- 12.28 Planning permission was granted for the first phase of the Innovation Campus in 2016. Given its current planning status the Council anticipates that the delivery of the Campus can begin in advance of the DPD for Bailrigg Garden Village and that the impacts of new development in this location can be satisfactorily accommodated with improvement to local infrastructure.

- 12.29 Proposals for future phases of the Innovation Campus should have due regard to the emerging approaches taken in the Spatial Development Framework / DPD particularly in relation to the locality of the Innovation Park and the potential delivery of new infrastructure.

### **Policy SG2: Lancaster University Health Innovation Campus**

The Council will support the development of a high quality Innovation Campus in the South Lancaster area that provides strong linkages with its position in the Bailrigg Garden Village and in relation to Lancaster University, which is directly south of this site.

Given the site's location within the Garden Village, new development should seek where possible to address the development principles as set out in Policy SG1 of this DPD. This policy approach applies until such a time that the Bailrigg Garden Village Action Plan DPD provides more updated guidance on the matter.

Development proposals for this site should be brought forward via a masterplan process that addresses the development of the whole Innovation Campus which splits its delivery into a number of logical phases. Proposals should seek to address the following matters:

- I. The submission of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including the retention of woodland, copse, ponds and hedgerows which reflect the undulating topography of this location. The landscaping scheme should seek to create landscape buffers between the development site and the A6 which also has due regard to local residential amenity and the historic assets in the locality;
- II. The creation of an attractive entrance point into the Innovation Campus from the A6 with appropriate landscaping to the site's frontage with the A6. This should include the setting back of development by approximately 30 metres from the A6;
- III. The incorporation of cycling and pedestrian access with positive linkages to the existing network, including improvements to cycling and walking links from this site into Bailrigg Garden Village, Lancaster University Campus and Lancaster City Centre, proposals should seek to connect with the Cycling and Walking Superhighway proposed in this area. Proposals for cycling and walking should include the retention of Bailrigg Lane as a pedestrian and cycle route;
- IV. The submission of a detailed design statement, recognising the site's location within the Bailrigg Garden Village area and its location on a key transport corridor (the A6). The design, layout and material used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its occupants;
- V. The avoidance of large areas of hard-standing and car parking. Proposals should seek to screen areas of car parking when viewed from off-site locations;
- VI. Contribute to the delivery of a green corridor network which will run through the Bailrigg Garden Village area. Opportunities for enhancing biodiversity, recreation and leisure uses should be investigated via any application;
- VII. The protection and enhancement of Ou Beck, a designated Biological Heritage Site (BHS), as a wildlife corridor with new planting and habitat creation provided as part of any scheme;
- VIII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, proposals will deal with the matter of flood risk, particularly in relation to the Ou Beck watercourse. This should include

- suitable and appropriate mitigation measures which can be delivered to the satisfaction of both the Environment Agency and the Lead Local Flood Authority;**
- IX. The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy which is set out in Policy DM34 of the DM DPD;**
- X. Proposals should include a detailed Travel Plan, in accordance with Policy DM62 to ensure opportunities to reduce transport movements by private vehicles are minimised and the opportunities to access the site via the Bus Rapid Transit service and Cycling and Walking Superhighway are maximised;**
- Development proposals should give due consideration to all other relevant planning policies, particularly those contained within the Development Management DPD (DM DPD).**

- 12.30 The Health Innovation Campus is a significant element of future economic growth within the Garden Village and occupies a prominent position alongside the A6, a key southern gateway into Lancaster City Centre. As a result development proposals will be expected to be of a high standard which reflect a high quality Innovation Park. This should be reflected in the design, layout and materials used.
- 12.31 The site's position alongside the A6 provides a great opportunity to maximise benefits and access to sustainable transport networks and should provide strong pedestrian linkages towards the A6 corridor in order to access the proposed Bus Rapid Transit system and improve cycling and walking linkages, connecting into the Cycling and Walking Superhighway which will link the Garden Village with Lancaster City Centre. Where appropriate, proposals should be accompanied by a Travel Plan which highlights how private vehicle movements should be minimised and how access to more sustainable forms of transport will be maximised.
- 12.32 Given the site's proximity to Ou Beck, proposals will be expected to address any residual matters of flood risk and address matters of drainage in a comprehensive and sustainable manner, making use of the Surface Water Drainage Hierarchy in accordance with Policy DM34 of the Development Management DPD.

**Infrastructure Requirement and Delivery in South Lancaster**

- 12.33 There are a number of infrastructure requirements that must be addressed in order to deliver Bailrigg Garden Village and must be integral to the preparation of the Spatial Development Framework. Without the delivery of necessary strategic and local infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.
- 12.34 It will be for the preparation of the separate DPD to explore in more detail the matters of infrastructure (both in a strategic and local sense) in terms of location, design and detailed delivery. However, the Council has a clear understanding over the scale of infrastructure which is required and these requirements are already reflected within the Infrastructure Delivery Plan (IDP) and specifically within the accompanying Infrastructure Delivery Schedule (IDS). These documents set out the infrastructure necessary to make development acceptable in planning terms. The IDP has begun to set out the projects required, their indicative costs, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.
- 12.35 A key challenge for Bailrigg Garden Village is the improvement to highway capacity on the A6 corridor between Galgate and Lancaster City Centre and providing direct access from the urban extension area to the M6 motorway.

- 12.36 In order to improve accessibility to the motorway network, the City and County Councils are working with Highways England to create a reconfiguration of Junction 33 of the M6. Such a reconfiguration will include shifting part of the junction northwards towards Lancaster University to create a staggered junction that provides both direct access into the Garden Village and a bypass of Galgate for traffic accessing the M6. Information on this project is set out in more detail via the Highways and Transport Masterplan. It is important to note that access to the M6 will be retained for traffic to the south of the district and into areas of Wyre district.
- 12.37 To improve highway capacity on the A6 corridor, the City Council and Lancashire County Council propose a range of infrastructure schemes beyond Junction 33 improvements, which cumulatively will result in improved highway capacity along the A6 corridor. Other key infrastructure improvements will include the following:
- Supporting the route of a new Bus Rapid Transit service, as set out in the Lancaster District Transport Masterplan that will provide regular public transport services between Lancaster University, South Lancaster, Lancaster City Centre, Morecambe, Heysham and Junction 34;
  - Improving linkages into the local cycling and walking network and promoting the use of cycle and pedestrian routes to access Lancaster City Centre and the implementation of a Cycling and Walking Superhighway;
  - The creation of a distributor roads within the Garden Village to provide appropriate and safe access into the local highway network, specifically Scotforth Road / Lancaster Road (the A6) and Ashton Road (the A588). It is anticipated that highway improvements will be required on both the A6 and A588 in relation to highway management and highway capacity.
  - Facilitating the use of low-emission vehicles. In particular the provision of electric charging points within new development; and
  - Supporting the implementation of a HGV movement strategy to limit HGV access through Carnforth, Lancaster, Morecambe and Heysham with the aim to encourage HGV drivers to utilise the Bay Gateway.
- 12.38 The creation of a reconfigured Junction 33 will require significant funding. Approximately £16 million has been secured from the Lancashire Local Economic Partnership, via Growth Deal 3, to begin investigation on the reconfiguration of the junction.
- 12.39 However, the wider funding mechanisms for these improvements will be primarily sourced from other public sector intervention, in particular anticipated funding via the Housing Infrastructure Fund (HIF). A bid to secure £150 million has been made to the HIF process, seeking to secure funding for road infrastructure, public transport infrastructure and other infrastructure elements (such as education facilities) which will facilitate the delivery of new housing and economic growth within the Garden Village. Public sector funding will be supplemented by funding from the private sector through the delivery of new development which will seek to address funding gaps in the creation of new infrastructure. Funding from the development industry will be secured through an appropriate charging mechanism which will address infrastructure delivery in a fair and equal manner.
- 12.40 Whilst highway and transport improvements represent the greatest challenge to delivery, development of this size and scale at this location requires a further range of infrastructure that is needed to make this area a genuinely sustainable Garden Village.
- 12.41 There is an identified need for further education facilities to be provided within the Garden Village; this includes the need for further primary and secondary school provision. New primary school provision will be delivered directly as part of the development of the Garden Village and in partnership with Lancashire County Council. The delivery of a secondary school meets a wider

strategic need for Lancaster and whilst located in the Garden Village it should be funded through an appropriate infrastructure tariff which will be applied to wider growth within the district. Whilst it is anticipated that funding will be generated from an infrastructure tariff it is expected that a site for a new secondary school will be delivered within the Garden Village with its precise location investigated as part of the DPD to be prepared for Bailrigg Garden Village.

- 12.42 A new local centre will be necessary to provide basic local services and community facilities for both existing and new residents for South Lancaster. The precise location of the new local centre (or local centres) will be investigated in more detail as part of the Bailrigg Garden Village Area Action Plan DPD. However, the future role of new local centre(s) should include uses that meet localised needs only and not seek to compete with other local centres or Lancaster City Centre. The facilities provided should include a medium-scale foodstore, in accordance with Policy TC3 of this DPD. The Council will continue to engage with Morecambe Bay Clinical Commissioning Group (CCG) to understand future health requirements associated with the Garden Village.

### **Policy SG3: Infrastructure Delivery for Growth in South Lancaster**

**In delivering strategic growth in South Lancaster via the Bailrigg Garden Village it is critical that the necessary strategic infrastructure can be delivered, at the appropriate time, to make development acceptable in planning terms and to ensure that both the individual and cumulative impacts on local infrastructure are fully addressed.**

**As stated in Policy SG1 of this DPD, it is the Council's intention to prepare a specific DPD for the delivery of the Garden Village (the Bailrigg Garden Village Action Plan DPD) which will address the delivery of infrastructure to facilitate development. The forthcoming DPD will address matters relating to financing and delivery, the phasing of new infrastructure and its specific location.**

**The Council expects that all development contained within the designation of the Broad Area of Growth for Bailrigg Garden Village to contribute to infrastructure requirements in a fair and equal manner. The Council will not permit piecemeal development in this area which does not seek to address matters of strategic infrastructure.**

**The forthcoming DPD will seek to address the following infrastructure matters relating to:**

- **The reservation and management of land to appropriately manage water, provide flood mitigation and provide for new habitats for wildlife.**
- **The delivery of access into the Strategic Highways Network via a reconfiguration of Junction 33 of the M6 to the satisfaction of the strategic and local highways authority. In order to achieve this the Council has identified an area of search for the newly reconfigured Junction 33 via Policy SG3 of this DPD.**
- **Improvements to the local road network as appropriate to address recognised capacity issues and issues of highway safety to the satisfaction of the local highways authority.**
- **Improvements to the public transport network, specifically the creation of a Bus Rapid Transit System linking the Garden Village to Lancaster City Centre, Morecambe and the Employment areas on the Heysham Peninsula to provide genuinely realistic alternatives to private vehicle use.**
- **Improved cycling and walking linkages from the Garden Village to the north, towards Lancaster City Centre and the south, towards Galgate. This will be through the creation of a Cycling and Walking Superhighway which will provide a safe and attractive route for**



pedestrians and cyclists and should seek to improve cycling and walking links along the Lancaster Canal.

- The delivery of sufficient education places at both a primary and secondary school level to the satisfaction of the local education authority.
- The delivery of new local centre(s) provision which will include a range of local services and community facilities in an accessible location for both new residents to the Garden Village and existing residents in South Lancaster. The new centre(s) provision should seek to meet the basic needs of residents to the South of the City and not seek to compete with the retail / commercial offer found in Lancaster City Centre. This should also seek to investigate the needs for new health facilities within the local centre(s).
- The provision of sufficient public open space to fully meet the amenity and recreational needs of the residents in the Garden Village.

The Council has prepared an Infrastructure Delivery Plan (IDP) which accompanies the Local Plan. The IDP has already sought to set out projects which will be necessary for the delivery of the Garden Village and will continue to be updated via the preparation of the specific DPD relating to Bailrigg Garden Village.

## 13. Central Lancaster

- 13.1 Lancaster City Centre is unique and exceptional in many ways but is still to fully realise its status and potential as one of England's twelve heritage cities. The city needs to articulate its vision more clearly, achieve significant investment to enhance its uniqueness and raise its profile at a national level.
- 13.2 Lancaster has a long and fascinating history that dates back to Roman times. The city has an outstanding historic environment that includes Lancaster Castle. Lancaster is a quirky, vibrant and friendly centre with a compact, safe, pedestrianised shopping centre containing a mix of main high street and independent shops with a diverse food and drink offer. A wide range of arts and cultural attractions including theatres and performance venues, festivals, museums, parks and open spaces are on offer. The city is located on the edge of outstanding countryside and close to two national parks and Morecambe Bay.
- 13.3 Lancaster City Centre benefits from a mainline railway station with direct and speedy access to London, Scotland and Manchester and lies on the strategically important M6 corridor. It also has strong and improving links with a number of establishments of higher education, most notably Lancaster University.

### Policy SG4: Lancaster City Centre

Lancaster City Centre has significant opportunities to improve its role as an economic, cultural and visitor centre within the wider region. However, in order to achieve this there are a number of challenges that must be addressed in relation to infrastructure and unlocking wider economic potential.

To understand how such challenges can be addressed, the Council is in the process of preparing a City Centre Narrative and Vision which will inform an overall strategy. The strategy will identify a long term investment framework that seeks to address these challenges and offer potential for future growth, improvement which seeks to enhance the

City Centre's role in terms of its retail, cultural and leisure offer. The Town Centre Strategy will seek to address the following objectives:

- Improve the City Centre's role as a retail, leisure and cultural centre for both residents and visitors;
- Improve business growth within the Centre of Lancaster;
- Improve the visitor offer arising from the key tourism assets;
- Improve the City Centre environment, particularly in relation to Air Quality, through the reduction in traffic movements using the City Centre Gyratory road system;
- Improve opportunities for employment and the upskilling of local people; and
- Improvement of infrastructure and assets within the City Centre.

To ensure these aims are met, the Council will work with all key stakeholders in Lancaster City Centre, including key landowners, local organisations and groups and the wider community to ensure that projects and plans are able to maximise the economic potential of the City Centre.

#### Car Parking in Lancaster City Centre

Lancaster has a range of car parking areas which are widely distributed across the City Centre and difficult to manage efficiently. The location of existing car parks can also lead to unsustainable patterns of travel and exacerbate congestion on the city centre gyratory system.

The Council will prepare a new car parking strategy for the City Centre which seeks to rationalise the number of car parking areas, allowing them to be managed more efficiently and reduce the flow of traffic into the gyratory system. The future strategy will address the location of car parking, the number of spaces required and the future role of the Junction 34 Park and Ride facility.

Proposals for development in the City Centre, particularly at Lancaster Canal Corridor, will be expected to support and contribute to the effective delivery of the car parking strategy for the City Centre. Particular consideration should be given to potential car parking arrangements during the construction and operation of the Lancaster Canal Corridor Site including making best use of the Junction 34 Park and Ride facility.

#### Lancaster City Centre Movement Strategy

Building on the Lancaster District Highways and Transport Masterplan, the City and County Councils are working on a Movement Strategy for Lancaster City Centre. The aim of the strategy will be to achieve a modal shift in transport movements, reducing the need to use private cars by promoting more sustainable modes of transport, including Bus Rapid Transit, Cycling and Walking.

Development proposals in Lancaster City Centre will be expected to support and contribute to the effective delivery of the Movement Strategy in Lancaster City Centre.

- 13.4 However, like many towns and cities, Lancaster is not immune to the effects of rapid change, economic and financial pressures. The fabric of the centre and its heritage assets require constant care and investment while heavy traffic affects its wider environment. Research has shown that Lancaster does not capitalise enough on its historical assets and, although the potential is recognised, the City has yet to establish itself as a major visitor destination.

- 13.5 The city is very much at the crossroads. Plans are evolving for strategic elements of the centre, including projects at Lancaster Castle and Lancaster Canal Corridor that are starting to have an impact. Evidence of Roman occupation is being unveiled that could be of international importance. Meanwhile, Lancashire County Council is developing measures to reduce the impacts of traffic on the one-way system via the adoption of a new Highways and Transport Masterplan.
- 13.6 The new Visitor Economy Strategy<sup>33</sup> for Lancashire recognises Lancaster as one of the county's biggest opportunities for growth. Visitor numbers for Lancashire in 2014 were just over 62 million with £3.4billion economic impact. As the heritage centre of the county, it is a place that provides a quality environment for people interested in history, independent shopping and a range of cultural experiences. However, its future growth potential is limited due to a number of challenges, in particular a lack of accommodation options and a dispersed heritage offer in need of interpretation.
- 13.7 It is imperative that all those with a stake in the City Centre come together and support key strategic interventions that will maximise the benefits of major investment in the city centre. In the era of internet and out-of-town shopping, the centres that will succeed in the future will be those that provide a range of attractions and a visitor experience that extends beyond simply shopping. It is important that the future role of Lancaster City Centre seeks to maximise opportunities for people to live in the city centre (via the creation of new residential opportunities for all sectors of the community), work in the city centre via the creation of new employment opportunities and play in the city centre via protecting and enhancing the cultural and commercial leisure offers in Lancaster.
- 13.8 The Council will encourage and support proposals that provide a more diverse retail offer for the wider city centre area, boosting the number of retailers operating within the city (whether these be national high-street retailers or independent retailers) and providing a much needed qualitative improvement to type of retail floorspace provided in the city. Such improvements will allow Lancaster to re-focus its retail offer and provide a positive balance between independent retailers and national multiples, in time drawing back some of the retail market share that has been lost over recent years.
- 13.9 Whilst improving the retail offer for the wider city centre is a key aspiration, proposals should seek to improve the diversity of town centre uses, seeking to expand the cultural offer of the city centre in both quantitative and qualitative terms and also improve the opportunities for commercial leisure, specifically expanding the role of the food and drink economy. The Council will also be supporting opportunities for Lancaster University to increase its presence and role within the City Centre with regard to educational, cultural and residential offer recognising the wider benefits for the university and the City as whole from such a partnership.
- 13.10 These improvements should be supported across the whole city centre. It is important that significant proposals consider the potential impacts on the wider City centre, via the preparation of a retail impact assessment, to ensure that such schemes demonstrate wider benefits to the City Centre as a whole. The Council will work with all key partners in order to improve the role and function of the City Centre. This includes key business stakeholders such as the Lancaster Business Improvement District (BID) team, transport and heritage stakeholders in order to ensure that sustainable expansion of the City Centre is achieved.
- 13.11 A key element to the future role of the city centre will be the approach to car parking. The Council is currently preparing a new car parking strategy which will seek to address the current challenges

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<sup>33</sup> <http://www.marketinglancashire.com/news/2014/6/10/a-new-visitor-economy-strategy-for-lancashire-a2747>

to car parking in Lancaster City Centre. The future strategy will seek to ensure that car parking is provided in accessible locations which can be managed efficiently and contributes to reducing the flow of traffic on the city centre gyratory.

- 13.12 Development proposals should seek to acknowledge some of the significant accessibility and transport issues which exist in Lancaster City Centre, particularly the levels of traffic which exists on the gyratory system. There are many causes for the traffic levels on the gyratory system and the City and County Councils are working on the preparation of a Movement Strategy which will seek to promote more sustainable modes of transport, such as the Bus Rapid Transit network and Cycling and Walking Superhighway. The promotion and implementation of schemes which promote and improve sustainable forms of transport will provide reasonable alternatives to the use of private cars to make local trips.

**Canal Corridor North Site, Central Lancaster**

- 13.13 The Council will continue to support proposals for main town centre uses on land at Canal Corridor North in Central Lancaster, encouraging the expansion of the retail, leisure and cultural offer for the City Centre and taking the opportunity to enhance Lancaster's role as a sub-regional centre, regaining market share and retaining its provision as the main centre within the district in accordance with Policy TC1 of this DPD. This growth is considered essential to enable the district to retain and attract the workforce, students and visitors it needs to sustain economic growth<sup>34</sup>.
- 13.14 The principles of redevelopment and regeneration at the Canal Corridor North site have been widely accepted via previous planning decisions and appeals. Importantly, during the 2009 Public Inquiry into regeneration of the Canal Corridor the Secretary of State acknowledged that there was no available and sequentially preferable site (or combination of sites) which could accommodate town centre growth of the scale proposed, even if disaggregated (paragraph 16 of the Secretary of State's decision). Whilst the composition of any future scheme may be different (in terms of the uses proposed) the scale of the regeneration project will remain the same and therefore the Council is comfortable that the Canal Corridor remains the sequentially preferable location to deliver opportunities for comprehensive regeneration and improvements to the city centre.
- 13.15 Development at Canal Corridor North will result in the regeneration of significant areas of derelict sites and buildings and would in due course expand the boundaries of Lancaster City Centre. Any proposals must ensure that it integrates positively with the existing city centre in order to attract users of the City Centre to the Canal Corridor site and vice versa. The Council will therefore expect good linkages for pedestrians, in particular appropriate crossing of the Lancaster City Centre one-way system and contribute to fulfilling the objectives of the Lancashire County Council's Highways and Transport Masterplan in relation to the Central Lancaster area.
- 13.16 The regeneration of the Canal Corridor North area also provides the opportunity to provide a great presence for Lancaster University and improve the linkages between the university campus and Lancaster City Centre through the creation of new student facilities and student accommodation. The Council will work in partnership with Lancaster University to investigate opportunities for student accommodation with the Canal Corridor North scheme.

**Policy SG5: Canal Corridor North, Central Lancaster**

<sup>34</sup> <http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-implementation-plan.aspx>

Land at Lancaster Canal Corridor North has been identified as a sequentially preferable location to provide for comprehensive regeneration of a central location and significantly improve and re-shape the retail and cultural offer for the wider city centre.

The delivery of a regeneration scheme will be critical in enhancing Lancaster's role as a sub-regional city centre, as identified within Policy TC1 of this DPD, meeting the quantitative and qualitative retail needs of Lancaster, the wider district and communities in both North Lancashire and South Cumbria and support opportunities for the growth of Lancaster University.

The Canal Corridor North site should be brought forward through a comprehensive approach for the area. This approach must involve a positive mixture of uses including retail, cultural and residential uses, supplemented by leisure, employment and educational uses that will complement the existing centre and form part of a sustainable extension to Lancaster city centre.

The Council will support the regeneration of Lancaster Canal Corridor North that takes account of the following considerations:

- I. Providing a positive integration between the proposal and the existing city centre in relation to the urban form and connectivity for all users. Key areas for integration will be along the Southbound leg of the City Centre's gyratory system and the improvement of links towards the east of the City along Bulk Road and Lancaster Canal;
- II. Ensuring sensitive integration of new buildings with old, seeking where possible to incorporate the existing historic fabric and retaining buildings that are of historic importance. Proposals should make use of the 'Lancaster Canal Corridor North: Assessment of Heritage Values and Significance' produced in 2012. Any loss of historical assets should be clearly justified against the relevant tests in national planning guidance;
- III. Development proposals must be of a high standard of design that is sympathetic and appropriate to the local area and makes use of local design styles, local materials and where possible the re-use of stone and architectural features from cleared buildings. The implications of the roofscape should also be considered having regard to impacts on key views in to, out of and through the proposal;
- IV. That any convenience retail element of the scheme is only ancillary to the wider regeneration of the scheme;
- V. Sufficient and appropriate provision is made for vehicle parking in accordance with the strategy highlighted in Policy SG4 of this DPD and Policy DM61 of the Development Management DPD;
- VI. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- VII. Development should complement the proposals within the Lancaster District Highways and Transport Masterplan and incorporate suitable linkages to the existing highway network and help mitigate the issues of potential traffic congestion on the city centre one-way system and approaching routes, supporting the principles of Policy SG4 of this DPD;
- VIII. Development proposals should utilise its frontage with the Lancaster Canal to provide opportunities for innovative design and improved public realm; and
- IX. Development proposals should ensure that biodiversity is protected, especially the biological features for which the Lancaster Canal BHS is identified, and where possible

**measures to deliver enhancement to key local habitats and species populations and improved connectivity to the district's ecological network should be secured.**

**Any development proposals should also have due regard to any relevant policies contained within the Development Management DPD and the recommendations of the Local Plan (Part One) Sustainability Appraisal.**

- 13.17 The Canal Corridor North site involves the regeneration of land and buildings to the east of the City Centre. This includes a number of historic local buildings which, where it is appropriate and possible to do so, should be retained through the regeneration of this site. The Council has undertaken a heritage assessment of the historical assets found within the Canal Corridor North site. The findings and recommendations of this assessment work should underpin the masterplanning for this site and be reflected in future development proposals.
- 13.18 Developers and agents for this site will be expected to work with both the City Council and Historic England to consider the most important aspects of the historic environment to be retained as part of their planning application. With regard to the historic environment, any development proposals will be expected to have due regard to Policies DM37 – DM41 of the Development Management DPD.
- 13.19 The regeneration of the Canal Corridor North site provides an excellent opportunity to address some of the accessibility issues within Lancaster City Centre. It is important that the regeneration of the site recognises the opportunities set out in the Lancaster District Highways and Transport Masterplan, particularly in relation to traffic improvements in Lancaster City Centre and the wider improvements to the cycling and walking network, and assist in implementing these improvements via the masterplan and a partnership approach with the Council and Lancashire County Council.
- 13.20 The regeneration of the Canal Corridor presents a significant opportunity for a generational change to Lancaster City Centre. However, it is important that regeneration of this area benefits the whole of the city centre to ensure that businesses and operators also benefit from the significant growth that this regeneration offers. The Council will seek to promote improvement throughout the City Centre via the preparation of a Town Centre Strategy. The strategy will set out a positive and proactive approach towards regeneration, improvement and renewal, ensuring that the benefits (in terms of investment and footfall) arising from the Canal Corridor are shared over the wider city centre.

#### **Lancaster Castle and Lancaster Quay**

- 13.21 Lancaster is widely recognised as a city with exceptional cultural heritage with its historic buildings and streetscape attracting large numbers of visitors each year. The Castle, Priory and the surrounding quay area are at the heart of this heritage, providing a focus for visitors and residents keen to explore the historic past of the city.
- 13.22 Until recently these assets were under-appreciated, with the castle in use as a prison and closed off to the public. Indeed the surrounding quay area is poorly integrated with the rest of the city offering little to the visitor economy. The Council is keen to address this, encouraging proposals that seek to rejuvenate the historic core of the city and strengthen its position as a quality destination for both visitors and residents of the district.
- 13.23 The Council has sought to understand how the potential for Lancaster, in terms of enhancing its cultural offer and visitor experience, can be realised. In 2011 the Council prepared a Cultural Heritage Strategy which sought to consider how the cultural offer of Lancaster, in terms of its historic buildings, historical legacy and existing cultural offer could be enhanced to maximise



economic potential in the city centre. Following on from this Strategy, the Council undertook a number of interventions in the city centre to improve pedestrian movements and enhance the public spaces in the centre via the 'Square Routes' project. This work has seen significant improvements in the visual amenity and attractiveness of the city centre.

- 13.24 Whilst this has provided a good starting point for the city centre in realising its potential there is further work to be done. The Council has been working with Lancaster Business Improvement District (BID) in order to market Lancaster more effectively in order to increase visitor numbers and the Council continues to prepare a wider review of its cultural assets in the city centre, particularly in terms of its museums, to ensure best use are made of these assets for the benefits of local people and visitors.
- 13.25 In terms of its cultural and heritage offer the most significant asset in Lancaster City Centre is Lancaster Castle and its surrounds, including Lancaster Priory. The closure of the Lancaster HM Prison in 2012 at the castle has provided the opportunity for it to be used in the future as a nationally important visitor destination which will have economic benefits not only for the city centre but the district as a whole.
- 13.26 With the castle vacant there are now opportunities to pursue proposals for a heritage-led regeneration of the wider area. The owners of the castle, the Duchy of Lancaster, have already invested significant sums in order to start restoring the historic fabric of the building and make better use of the space within the castle, creating improvements to the visitor experience. It remains the long term aspiration both of the Duchy and Lancaster City Council to sensitively restore the castle to make it a key visitor destination.
- 13.27 In taking forward future opportunities the Council will look to secure proposals in line with Policy SG6 of this DPD and the recommendations of its Cultural Heritage Strategy. Whilst the strategy was published in 2011 it calls for the expansion of the visitor experience at Lancaster Castle remains as valid today as at the time of its publication and is reflected in more recent documentation<sup>35</sup>.
- 13.28 Any future development proposals should be taken forward through a conservation led approach that focuses on the historical importance of the castle and its strategic location within the urban fabric of the city. Opportunities to support the range of heritage-led and public realm regeneration proposals, including the Council's 'Square Routes' and 'Beyond the Castle' projects<sup>36</sup> should be investigated. These projects both seek to improve public realm and accessibility both within this area and the wider city centre.

### **Policy SG6: Lancaster Castle and Lancaster Quay**

**The Council will support the appropriate regeneration and re-use of the Grade I Listed and nationally significant Lancaster Castle and associated buildings with the aim of creating a historical and cultural centrepiece for the city.**

**Lancaster Castle**

<sup>35</sup> <http://www.lancaster.gov.uk/news/2016/jun/new-report-makes-recommendation-on-future-museum-provision>

<sup>36</sup> <http://www.lancaster.gov.uk/business/regeneration>

The conservation-led regeneration of the Grade I Listed Lancaster Castle for a range of uses that are appropriate and sympathetic to its historical importance and strategic location with Lancaster will be supported where:

- I. Development proposals restore and protect the intrinsic qualities of the castle, including its historic fabric, archaeological assets and layout;
- II. Proposals incorporate high quality design and the uses of materials that respect the character and setting of the historic assets on site;
- III. Proposals are accompanied by a viable Conservation Strategy for the ongoing maintenance of the Grade I Listed Building;
- IV. Proposals make a significant and positive contribution to enhancing the attractiveness of Lancaster City Centre as a visitor destination;
- V. Proposals promote strong linkages to create a positive integration between the proposal, the existing city centre, rail station and Quay Meadows;
- VI. Proposals do not have an adverse impact on traffic and highway management in the city centre, or the amenity or operation of neighbouring residents and businesses;
- VII. Proposals utilise the area's sustainable location in relation to public transport services and take account of the actions set out within the Lancaster District Highways and Transport Masterplan; and
- VIII. Proposals seek to preserve or enhance the character and appearance of the Lancaster Conservation Area.

The Council will expect proposals for the regeneration of Lancaster Castle to be prepared utilising the experience of both officers of the City Council and representatives from Historic England.

#### Lancaster Quay

Building on the work being undertaken as part of the 'Beyond the Castle' project the Council will support development proposals which seek to improve linkages between the City Centre and the Quay, promoting the archaeological importance of the area.

Proposals will be supported where they encourage a greater visitor and leisure offer for Lancaster and enhance the attractiveness of the city as a visitor centre provided it is demonstrated to be appropriate in Lancaster Conservation Area and, where relevant, its Listed Building status.

#### Quay Meadow and Vicarage Field

Quay Meadows and Vicarage Field will be maintained as a flagship area of archaeological heritage and greenspace within the City. Furthermore, the Council will continue to improve urban green spaces around Lancaster Castle and down to St George's Quay via the 'Beyond the Castle' project.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD and the recommendations of the Local Plan (Part One) Sustainability Appraisal.

- 13.29 The Council will seek to support improvements and investment to the wider castle precinct and quay areas to the north, including the Priory, church yard and amphitheatre. Investment in these assets offer opportunity to regenerate this area of the city, utilising their historic past and capitalising on their proximity to each other and the wider city centre. The Council will look to support development that complements this heritage resource and secures improved visitor related development in these areas.

- 13.30 In developing proposals for this area the Council has identified New Quay Meadows and Vicarage Field for its potential to accommodate new and improved recreational / amenity space for the city centre. Proposals should look to retain and maintain this area of open space with opportunities for enhancement supported. Future proposals will need to be consistent with the designation, and potential future expansion of Vicarage Field as a Scheduled Ancient Monument with disturbance in this area kept to a minimum including the provision of new paths and tree planting.

## 14. East Lancaster Strategic Site

- 14.1 East Lancaster has been identified as a potential area of growth in the district with the opportunity to provide significant delivery of residential development over a range of sites and locations.

### East Lancaster Strategic Site

- 14.2 Land surrounding Ridge Farm to the east of Lancaster has been identified for residential development as part of a sustainable urban extension to Lancaster. The site covers an area of approximately 120 hectares and has been identified as having an indicative capacity for approximately 900 dwellings.
- 14.3 This site mainly consists of undulating, open farmland that occupies a raised position above the River Lune which is located to the north. The site includes a number of drumlins and glacial valleys that traverse the site north - south. The site is bounded by the M6 motorway to the east, Caton Road to the north, residential development on the Ridge Estate to the west and Ridge Lane to the south. The site also includes Lansil Golf Course, which remains active and well used by the local community.
- 14.4 There is significant potential for growth in East Lancaster, which creates new housing to meet identified needs. Land has already been allocated for employment purposes at Caton Road and Lancaster Business Park. Further residential growth is also identified directly south of this site at Grab Lane (Policy H4), Ridge Lea Hospital (Policy H3) and Lancaster Leisure Park and Auction Mart (Policy H5). Such growth compliments recent developments at Lancaster Moor Hospital and Nightingale Hall Farm. The Council will expect all new development proposals in East Lancaster to address the cumulative infrastructure issues of development (outlined in more detail via Policy SG8) and provide cumulative benefit to the wider East Lancaster area.
- 14.5 In allocating this site for development purposes the Council recognises the significant potential that it provides in helping to meet the district's long-term housing needs through a well-planned, comprehensive development of the site. To this end the Council will be preparing a Development Brief to supplement the content of Policy SG7 and provide detail on a range of issues that should be addressed through a Masterplan. The Council will welcome a collaborative approach with landowners and developers in the preparation of a masterplan prior to any planning application being submitted for determination.
- 14.6 The Council will expect proposals to come forward for the entire site, recognising the interlinked issues that need to be addressed for the site to come forward. In particular the masterplan needs to set out how the Lansil Golf Club will be satisfactorily relocated in order for the development to achieve a primary access onto Caton Road. The Council will expect prospective developers of the site to continue to positively engage with the Golf Club to secure the optimum result for both the golf course and the delivery of a sustainable development.
- 14.7 The main point for vehicular access will be from Caton Road. The provision of an access point

should be delivered to the satisfaction of the Lancashire County Council and should not seek to prejudice Caton Road's role as a key gateway into Lancaster City Centre, as defined by the Lancaster District Highways and Transport Masterplan. An important secondary access point must also be achieved to the south, linking the site to Quernmore Road. Whilst linkages into the existing Ridge Estate will be encouraged, these improvements should be limited to cycling, walking and public transport links only.

- 14.8 Given the site's close proximity to Lancaster City Centre, the Council will support the improvement of strong cycling and walking links to promote sustainable travel patterns. In particular improvements should seek to improve linkages along the towpath of the Lancaster Canal to make this route a safe and convenient route for cyclists and walkers accessing the city centre.
- 14.9 Proposals should identify how it will address the delivery of infrastructure that is necessary to make the development acceptable in planning terms. Details of necessary infrastructure is set out in Policy SG8 of this DPD. The Council will support the logical long-term phasing of the site. However, the Council will not support the piecemeal development of the site that does not address wider issues for the East Lancaster area.

### **Policy SG7: East Lancaster Strategic Site**

Greenfield land identified on the Local Plan Policies Map at surrounding Ridge Farm, East Lancaster, has been allocated as a site for residential-led development. The Council expect that once fully developed that the site will accommodate approximately 900 dwellings and a range of infrastructure that is necessary to facilitate these new homes.

The Council will prepare a Development Brief to set out in more detail how development of this strategic site should move forward, particularly in the context of the wider growth in the East Lancaster area and the inter-linkages with other areas of new development further to the south of this allocation. The recommendations of the Local Plan (Part One) Sustainability Appraisal should be taken into account when preparing this document.

The Council will expect that future proposals for the site should be prepared in the context of this Development Brief and the context of strategic growth in the wider Lancaster area. Proposals should be brought forward through a comprehensive masterplan for the whole site that address the issues of phasing, delivering the necessary infrastructure and addressing all the issues set out within the Brief.

In preparing the masterplan and future planning application, any future proposals will require the following matters to be fully addressed:

#### **General Requirements and Infrastructure Delivery**

- I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG8 of this DPD in relation to wider strategic infrastructure needs in the East Lancaster area;
  - II. The relocation of Lansil Golf Club (and associated facilities) to a satisfactory and appropriate location to secure their long-term future;
  - III. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality to supplement the strategic improvements identified in Policy SG8 of this DPD.
- Requirements will also be expected to take account of accessibility issues and should be

delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD

- IV. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and
- V. Approximately 40% of the residential units will be defined as 'affordable' which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

*Design Considerations*

- VI. The submission of a detailed design statement, recognising the site's prominent location on the eastern edge of Lancaster, its relationship with the Urban Setting Landscape to the east of the site (as identified under Policy EN7 of this DPD) and its position within the setting for Ashton Memorial which is a Grade I Listed Building. The design, layout and materials used should be sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;
- VII. Support will be given to development which seeks to adopt sustainable construction and design aimed at minimising energy use, reducing emissions and maximising energy efficiency. This should investigate opportunities to deliver district heating systems, the appropriate provision of electric charging points and other associated infrastructure for electric vehicles;
- VIII. Proposals should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS); and

*Environmental Considerations*

- IX. The submission of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including the retention of woodland, copse, trees, ponds and hedgerows and make the best use of the topography of the site. Landscaping should seek to enhance the site's prominent location on the edge of Lancaster;
- X. The protection in perpetuity of the allocated Urban Setting Landscape runs through the eastern section of the site, as defined by Policy EN7 of this DPD. Any future proposals for the site should seek positive inter-relationship with this area of local landscape importance;
- XI. Proposals should contribute to the delivery of a green corridor and ecological network in the East of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- XII. No net loss in the value of the Biological Heritage Sites (BHS) and ancient woodland at Long Bank Wood, Lancaster Canal and Newton Beck Valley, with evidence of how identified BHS will be protected and enhanced with new planting and habitat creation. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;
- XIII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

- XIV. The submission of a comprehensive drainage plan that set out how surface water will be managed on the site. Proposals should have regard to the Sustainable Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD.
- XV. Proposals should ensure that the residential amenity of new residents is mitigated from surrounding uses, in particular the noise and air quality impacts from the adjacent M6 motorway; and
- XVI. The potential impact upon the setting and significance of the Ashton Memorial as a result of new development should be investigated, and where potential concerns may arise, mitigation measures should be put in place;

**Transport Considerations**

- XVII. The delivery of a highways scheme which provides safe, suitable and appropriate access onto both Caton Road and Quernmore Road to the satisfaction of the local highway authority. Further access points should be investigated into the Ridge East for cycling, walking, public transport and emergency vehicles only; and
- XVIII. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network. This should include improving linkages to Lancaster City Centre (via improvements to the Canal Towpath) and adjacent areas including Caton Road, the Ridge Estate and wider links towards the Lune Valley via Grimeshaw Lane.

Future proposals will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.

Any proposal that is submitted for this area will be expected to take fully into account the content of the Development Brief and all other relevant policies within the Local Plan.

- 14.10 Given the potential for strong linkages with Lancaster City Centre from East Lancaster area, the Local Plan does not seek to propose anything more than the provision of a local centre that can meet the basic service needs of residents in the locality. The Council will expect, through the masterplan and accompanying planning application that provision is made for the delivery of local services and community facilities on the site via a small parade of shops and services.
- 14.11 The site occupies a prominent location on the entrance to Lancaster and so the Council will look to secure development that positively adds to this area of Lancaster through high quality designed proposals that relate sensitively to the landscape quality of this area. This is particularly the case in relation to the areas of Urban Setting Landscape that occupy land to the east of the site. Development proposals will be expected to address the requirements of Policy DM45 in relation to development affecting Urban Setting Landscapes. Particular regard and attention will also need to be given to the potential impact upon the historic setting and significance of Ashton Memorial, in accordance with Policy DM39, and also the landscape and visual impacts upon the Forest of Bowland AONB.
- 14.12 The site has a strong relationship with Lancaster Canal, which is a distinctive feature and is designated as a Biological Heritage Site (BHS). As previously mentioned proposals should seek to maximise opportunities to use the canal for cycling and walking linkages but also new development should seek a positive relationship with the Canal through positive design and layout. Development proposals should leave a sufficient buffer between the canal to mitigate environmental impact and allow for future maintenance of the canal.



- 14.13 Development proposals should be of a high standard of design and construction and be sensitive to the edge of settlement location of this proposed site. The Council will expect any masterplan submitted to be accompanied by a detailed landscaping plan that will set out how landscaping issues will be addressed, both within the site and the creation of appropriate buffer zones and around the edge of the site. Development proposals should make the best use of the topography of the site, locating development in the areas that generate the least impact on the local landscape; this includes leaving the tops of the drumlins free from development. Particular regard and attention will also need to be given to the potential impact upon the historic setting and significance of Ashton Memorial, in accordance with Policy DM36.

**Infrastructure Requirements in East Lancaster**

- 14.14 There are a number of infrastructure requirements that must be addressed in order for development in East Lancaster to be achieved. Without the delivery of necessary infrastructure, it cannot be demonstrated that, both individually and cumulatively, the scale of growth proposed in this area is acceptable in planning terms.
- 14.15 In order to address matters of infrastructure within the Local Plan, the Council has prepared an Infrastructure Delivery Plan (IDP)<sup>37</sup> that sets out the infrastructure necessary to make development acceptable in planning terms. The IDP sets out the projects required, their indicative costs where known, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.
- 14.16 A key challenge to growth in East Lancaster are the cumulative impacts of development on existing provision. For example, the levels of accessibility in this area to the City Centre are relatively low. Linkages by foot, bike or public transport are limited and, should further residential growth be promoted through the plan in this area, then improvements for both new and existing residents are necessary.
- 14.17 As a result the Council will seek, at a minimum, opportunities to improve levels of cycling and walking into the city centre from the East of Lancaster. This will include building on the existing cycling and walking network and supporting its promotion and growth in accordance with the Lancashire County Council's Cycling and Walking Strategy<sup>38</sup>. In relation to public transport, the Council will continue dialogue with transport providers to ascertain whether opportunities exist for the creation of new services (or the diversion of existing services) to provide a regular bus link to the city centre. Improvements to these networks will be secured by a mixture of both Section 106 agreements and an appropriate charging schedule.
- 14.18 In relation to the East Lancaster Strategic Site, a key consideration is the delivery of suitable access provision onto Caton Road, which is the primary gateway into Lancaster City Centre from the M6 motorway. The Council will not support proposals that place a restraint or restriction on the free movement of traffic along the Caton Road Gateway. The Council has, through discussions with Lancashire County Council, identified that a primary access onto Caton Road can be achieved without compromising the free flow of traffic, however the detailed design of any future junction needs to be agreed with the local highways authority. It will be for the development to provide the funding required to deliver such improvements through the Section 106 process.
- 14.19 There is an identified need for further education facilities to be provided in East Lancaster. This includes the need for further primary school provision to be provided on Site SG7. New primary school provision will be delivered directly as part of the development of SG7 in partnership with

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<sup>37</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

<sup>38</sup> <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>

Lancashire County Council. The delivery of a secondary school meets a wider strategic need for Lancaster and therefore should be funded through an appropriate charging schedule. Whilst funding will be generated from the levy it is expected that a site for a new secondary school is identified and safeguarded with a masterplan for Site SG1 located in Bailrigg Garden Village.

## **Policy SG8: Infrastructure Requirement & Delivery for Growth in East Lancaster**

In delivering strategic growth in East Lancaster it will be essential that the strategic and necessary infrastructure is delivered, at the appropriate time, to make development acceptable in planning terms and ensure that both the individual and cumulative impacts on local infrastructure are fully addressed.

The infrastructure that is required to make strategic growth in East Lancaster achievable is set out in more detail within the Council's Infrastructure Delivery Plan (IDP), which accompanies this Local Plan. In delivering future proposals for growth the Council will require the development site identified via Policy SG7 to address the following issues in a fair and equal manner:

- I. The provision of additional school places at a primary level. To achieve this it is expected that new development funds the creation of a new primary school within Strategic Site SG7 in an appropriate, convenient and accessible location to be agreed with the education authority. The new primary school should be Single form Entry in size however should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivery of the new school should be commissioned and delivered in partnership with the education authority.
- II. The provision of additional school places at a secondary level. To achieve this it is expected that contributions will be made towards the delivery of a new secondary school at Bailrigg Garden Village (as identified via Policy SG1 of this DPD) which will increase the range of secondary school places in the district to meet projected future needs.
- III. The delivery of a new local centre within the Strategic Site SG7 (identified as TC1.11 on the Local Plan Policies Map) in a convenient and accessible location. The local centre should include a range of local services and community facilities that can be accessed by both new and existing residents in the East Lancaster area. The scale of the local centre should deliver in the region of 400sqm of convenience retailing floorspace and in the region of 200sqm of comparison retailing floorspace. Consideration should be given to the provision of healthcare facilities as part of this centre via discussions with the Morecambe Bay Clinical Commissioning Group.
- IV. The creation of a new country park, as identified under Policy SC5 of this DPD. The facility should be appropriately managed (preferably via a private management company) to provide significant opportunities for amenity space within the East Lancaster area. The new Country Park should make best use of the local topography to deliver wider landscape and amenity benefits.
- V. Beyond the on-site contributions to meet localised open space needs, the Council will expect contributions towards the improvement to Williamson Park so that the park may better accommodate increased use of its facilities associated with new development.
- VI. The creation of improved cycling and walking linkages between the proposed growth in East Lancaster, Caton Road Employment Area, Lancaster City Centre, the Ridge Estate

and new developments to the South of Strategic Site SG7. Proposals should come forward with appropriate mechanisms for future maintenance of the new routes.

VII. Contributions should be made towards improvements to public transport, with a particular emphasis on how bus services can be linked with the site providing a local service between this area of growth and Lancaster City Centre. The Council will expect such improvements to be investigated jointly with Lancashire County Council and local bus operators. Consideration should be given to the integration of the proposed bus rapid transit scheme to demonstrate how new development in East Lancaster will be better connected to wider areas through the provision of more frequent, sustainable public transport services.

VIII. The provision of sufficient utility infrastructure, working with the relevant infrastructure providers to ensure that such provision is achieved in a timely manner.

The Local Plan seeks to identify further housing growth to the East Lancaster area, in particular land at Grab Lane (Policy H4) and land at Lancaster Leisure Park (Policy H5). It is anticipated that contributions will be sought from these developments where it is considered that their development will cause impacts on the infrastructure outlined in this policy.

Where necessary and appropriate to do so, applicants may be required to enter into legal agreements that set out further detailed mechanisms and timings of delivery of necessary infrastructure identified in this policy.

## 15. North Lancaster

15.1 Following the North Lancashire Green Belt Review<sup>39</sup> the land between the urban edge of North Lancaster and the new Bay Gateway is no longer considered to provide the level of openness and permanence necessary for a continuing Green Belt designation. As a result the boundaries of the Green Belt have been amended, shifting the defined Green Belt boundary north making use of the Bay Gateway as a feature of permanence that can provide a robust and long-term boundary between the urban area of Lancaster and the open countryside to the north.

15.2 The shift in Green Belt designation has provided the opportunity for the allocation of land to meet residential and employment development needs of the district in a location that has strong access to the national motorway network, key employment areas in the district and Lancaster City Centre.

### **North Lancaster Strategic Site**

15.3 Land to the north of Beaumont Hall has been identified for development as part of a sustainable urban extension to North Lancaster. Incorporating land to the west and east of the A6 and covering an area of 60.7 hectares of land the area provides a logical and sustainable urban extension to the north of the City. An indicative capacity for 700 dwellings and 2 hectares of high quality B1 employment land has been identified.

15.4 Located on predominantly pastoral farmland the site is bounded to the north by the new Bay Gateway, to the east by Kellet Lane, to the west by the west coast mainline and to the south by existing residential areas of Skerton. The Lancaster Canal cuts through the site in a north south direction on the site's western edge.

15.5 The area is characteristic of the 'Low Coastal Drumlins' Landscape Character Type it is located within, with its pastoral landscape emphasising the undulating drumlin nature of the local

<sup>39</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

topography and existing vegetation. A low coastal drumlin occupies a prominent north to south location within the site.

- 15.6 There are number of properties within the site that are excluded from re-development and require sensitive future consideration. They include St Johns Hospice, the Grade II listed Beaumont Hall and the local heritage asset of Hammerton Hall. It is important that development proposals are accompanied by a heritage impact assessment which looks at any potential impacts, particularly the setting, of these locally and nationally important heritage assets. The Council has prepared a series of heritage assessments which will form the basis for future impact assessments.
- 15.7 There are a range of residential and commercial uses which currently occupy the site and will continue to do so during and after development. The Council will expect that through the masterplanning and application process these interested parties have the opportunity to engage in its preparation to address any localised concerns that they may have, particularly relating to matters of residential amenity.

### **Policy SG9: North Lancaster Strategic Site**

Greenfield land identified on the Local Planning Policies Map at Hammerton Hall / Beaumont Hall in North Lancaster has been allocated as a site for residential-led development. The Council expects that once fully developed that the site will accommodate approximately 700 dwellings, 2 hectares of high quality B1 employment land and a range of infrastructure necessary to facilitate these new homes and jobs.

The Council will prepare a Development Brief to set out in more detail how development of this strategic site should move forward in the context of wider growth in the Lancaster area. The recommendations of the Local Plan (Part One) Sustainability Appraisal should be taken into account when preparing this document.

The Council will expect that future proposals for the site should be prepared in the context of this Development Brief and taken forward through a comprehensive masterplan for the whole site that addresses the issues of phasing, delivering the necessary infrastructure and addressing all issues set out within the Brief.

In preparing the masterplan and future planning application, any future proposals will require the following matters to be fully addressed:

- I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG10 of this DPD in relation to wider strategic infrastructure needs in the North Lancashire area;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment
- IV. Approximately 40% of the residential units provided will be defined as 'affordable', which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

*Design Considerations*

- V. The submission of a detailed design statement, recognising the prominent and sensitive location of the Beaumont Hall area as a northern gateway into Lancaster and its proximity to the Bay Gateway which is to the north. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents;
- VI. Support will be given to development that seeks to adopt sustainable construction and design methods aimed at minimising energy use, reducing emissions and maximising energy efficiency, this should include investigating opportunities to deliver district heating systems and provision for electric charging points and infrastructure for electric vehicles;
- VII. Proposals should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD, providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS);
- VIII. Appropriate safeguarding to the satisfaction of National Grid / Electricity Northwest from the overhead powerlines which run across the site.

*Environmental Considerations*

- IX. The submission of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including the retention of woodland, copse, ponds and hedgerows which makes the best use of the topography of the site. The landscaping scheme should seek to create landscape buffers between the development site and the Bay Gateway Link Road to the north, the A6 which runs through the centre of the site, the West Coast Mainline to the west and the residential areas to the south;
- X. The creation of significant green buffers between any development proposals and the sites of St Johns Hospice and Hammerton Hall to protect the general amenity of these areas through both the construction and occupation phases of development;
- XI. Provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas for recreation, such as public open space within the development;
- XII. Proposals will be expected to fully assess the potential impact upon the setting and significance of Beaumont Hall, Hammerton Hall, Carus Lodge, Carus Lodge Cottage, the curtilage listed wall on Halton Road, Hammerton Hall Bridge, Folly Bridge, Beaumont Hall Bridge, Halton Road Bridge and the Lune Aqueduct as a result of new development should be investigated, and where potential concerns may arise, mitigation measures should be put in place. Proposals should make use of the Heritage Assessments which have been prepared by the City Council in relation to this site;
- XIII. The provision of sensitive landscape buffers to be provided around existing residential properties within and directly adjacent to the proposal site;
- XIV. Proposals should fully and satisfactorily address amenity issues, including noise and air quality issues that arise from the proximity of the Bay Gateway Link Road, the A6 and the West Coast Mainline, which adjoin this site;
- XV. Proposals will be required to demonstrate how they will contribute to the delivery of green network corridors and ecological networks, identifying opportunities for enhancing biodiversity, recreation and leisure uses and integrating the delivery of the site with improved functionality of both the district's ecological and green infrastructure networks;
- XVI. No net loss in the value of the Biological Heritage Sites (BHS) at Lancaster Canal, with evidence of how the BHS will be protected and enhanced. The Council will expect development proposals to deliver positive benefits to biodiversity through the

	restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create function ecological networks;
XVII.	The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority; and
XVIII.	The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy which is set out in Policy DM34 of the DM DPD.
	<b><u>Transport Considerations</u></b>
XIX.	The delivery of a highways scheme which provides a safe, suitable and appropriate access onto Slyne Road (A6) to the satisfaction of the local highway authority. Further access points should be investigated to the site to increase permeability into the Skerton area, however, these should be restricted to access for cycling, walking, public transport and emergency services only;
XX.	The incorporation of cycling and pedestrian access with strong and positive linkages to the existing network. This should include improving linkages to Lancaster City Centre (via improvements to the Canal towpath and along the A6). Support will be given to the future role of Hammerton Hall Lane for cycling and walking only;
XXI.	Pedestrian improvements along Halton Road including safe pedestrian access across Halton Road Bridge via the creation of a new footbridge across the Lancaster Canal at an appropriate location to aid movements south and north.
	<b>Any proposal that is submitted for this area will be expected to take fully into account the content of the Development Brief and all other relevant policies within the Local Plan.</b>

- 15.8 In allocating this site for development the Council recognises the significant potential that it provides in helping to meet the district's long-term development needs (contributing to both housing and employment needs) through a well-planned, comprehensive development of the site. Once completed the site will form a sustainable urban extension to the north of the City.
- 15.9 Situated in a highly sustainable location the site offers strong linkages to Lancaster City Centre as well as services and facilities to the south in Skerton. Opportunity to strengthen these linkages will be sought with increased permeability and legibility encouraged both within and into adjacent areas.
- 15.10 The Council will expect all new development proposals in the North Lancaster area to address the cumulative issues of development and provide cumulative benefits to the wider area in relation to improvements to community facilities and wider environmental quality.
- 15.11 To this end the Council will be preparing a Development Brief to support this policy, providing detail on a range of issues that should be addressed though any future proposals. The Council will welcome a collaborative approach with landowners and developers in the preparation of any planning application being submitted for determination.
- 15.12 The Council will expect Masterplan proposals to come forward for the entire site, recognising the interlinked issues that need to be addressed for this strategic site. This is particularly in relation to the range of necessary infrastructure that is required to make development in this location acceptable. Whilst the Council will support the logical long-term phasing of the site, the Council will not support the piecemeal development of the site which does not address wider issues for



the North Lancaster area.

- 15.13 The site occupies a prominent gateway location on the northern entrance to Lancaster. As a result the Council will expect development to positively add to the locality and the setting of the wider area. Development proposals should be of a high standard of design and construction and be sensitive to the edge of settlement location of this proposed site. The site incorporates a number of landholdings that should be protected and sensitively treated, including St John's Hospice and Hammerton Hall. Any submitted masterplan should provide a significant green buffer between any proposed development and these properties to protect both general amenity and visual amenity for users of the hospice.
- 15.14 The site includes the Grade II Listed building at Beaumont Hall. The building and its wider setting must be preserved as part of any proposed development. Any submitted masterplan should provide significant green buffers between any proposed development and this property to protect both the general and visual amenity in this locality.
- 15.15 The Council will expect any masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed and managed, both within the site and through the creation of appropriate buffer zones around the edge of the site. Development proposals should make the best use of the topography of the site, locating development in the areas that generate the least impact on the local landscape.
- 15.16 The masterplan and accompanying planning application must address the delivery of sufficient infrastructure to make the development acceptable in planning terms; in particular the provision of appropriate highway improvements in the North Lancaster area and the provision of new and improved education provision.
- 15.17 Proposals should include a primary access onto A6 (at a safe and appropriate point to be agreed with the Lancashire County Council) and secondary access points provided at Barley Cop Lane, Kellet Lane and Halton Road. All access points should be incorporated to the satisfaction of Lancashire County Council. Increased traffic levels on local roads will necessitate minor improvements to the existing road network.
- 15.18 The allocation should deliver a sustainable urban extension from the existing settlement area. Proposals should demonstrate how the development will integrate with the existing urban fabric of Lancaster, encouraging permeability for walking into Skerton, the city centre and to other adjacent development sites. Any masterplan should also include the provision of a new local centre identified under Policy TC1.12, which provides commercial opportunities to meet local service provision for new residents and existing residents in the North Lancaster area only.
- 15.19 The masterplan will be expected to address the recognised infrastructure requirements for the North Lancaster area, as defined within the most-up-to-date Infrastructure Delivery Plan (IDP) and Policy SG10 of this DPD.

**Infrastructure Requirement and Delivery in North Lancaster**

- 15.20 There are a number of infrastructure requirements that must be addressed in order for a sustainable urban extension to be achieved in North Lancaster. Without the delivery of necessary infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.
- 15.21 In order to address matters of infrastructure within the Local Plan, the Council has prepared an

Infrastructure Delivery Plan (IDP)<sup>40</sup> that sets out the infrastructure necessary to make development acceptable in planning terms. The IDP sets out the projects required, their indicative costs, where known the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.

- 15.22 A key challenge will be to ensure that new development in the North Lancaster area facilitates sufficient expansion to the capacity of the local highway network to ensure the free flow of traffic and a safe and efficient highway network. Whilst strategic improvements have already been made in the North Lancaster area, through the construction of the new Bay Gateway Link Road, this provides more strategic access between the M6 and Heysham. New development proposals will have to address the impacts of increased traffic on the local road network and particularly the A6, Halton Road, Kellet Lane and Barley Cop Lane. As a result the following improvements will be expected to be delivered directly through the development of Site SG9:
- Appropriate access arrangements are achieved onto the A6 (the primarily vehicular access into the sites) to ensure there are no severe impacts on highway capacity and that the proposal does not impact on highway safety;
  - Improvements to ensure that there are a range of opportunities to access Lancaster City Centre by means of sustainable transport. This should include access to public transport and cycling and walking linkages; and
  - Appropriate access arrangements to the local road network to provide opportunities for filtration into the network, for instance onto Kellet Road, Halton Road and Barley Cop Lane.
- 15.23 The above proposals will be funded via legal agreements to ensure the delivery of sustainable development in North Lancaster and ensure that the impacts on the local highway network are not severe.
- 15.24 Improvements to the local highway network should be supplemented by the promotion of more sustainable forms of travel to access local services in accordance with the Lancashire County Council Highways and Transport Masterplan. This should include contributions towards new and improved cycling and walking linkages between North Lancaster and Lancaster City Centre. Improvements to public transport are also required, particularly providing access to the business park which forms part of this urban extension and it will be expected that applicants for the site enter into constructive discussions with local public transport operators to deliver and secure direct bus access.

### **Policy SG10: Infrastructure Requirement & Delivery for Growth in North Lancaster**

**In delivering strategic growth in North Lancaster it will be essential that the strategic and necessary infrastructure is delivered, at the appropriate time, to make development acceptable in planning terms and ensure that both the individual and cumulative impacts on local infrastructure are fully addressed.**

**The infrastructure that is required to make strategic growth in North Lancaster achievable is set out in more detail within the Council's Infrastructure Delivery Plan (IDP), which accompanies this Local Plan. In delivering future proposals for growth the Council will require the development site identified via Policy SG9 to address the following issues in a fair and equal manner:**

<sup>40</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

- I. The provision of additional school places at a primary level. To achieve this it is expected that new development funds the creation of a new primary school within the site in an appropriate, convenient and accessible location to the east of the A6 to be agreed with the education authority. The new primary school should be Single form Entry in size however should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivery of the new school should be commissioned and delivered in partnership with the education authority;
- II. The provision of additional school places at a secondary level. To achieve this it is expected that contribution will be made towards the delivery of a new secondary school at Bailrigg Garden Village (as identified via Policy SG1 of this DPD) which will increase the range of secondary school places in the district to meet projected future needs;
- III. The delivery of a new local centre within the Strategic Site SG9 (identified as TC1.12 on the Local Plan Policies Map) in a convenient and accessible location. The local centre should include a range of local services and community facilities that can be accessed by both new and existing residents in the North Lancaster area. The scale of the local centre should deliver in the region of 400sqm of convenience retailing floorspace and in the region of 200sqm of comparison retailing floorspace. Consideration should be given to the provision of healthcare facilities as part of this centre via discussions with the Morecambe Bay Clinical Commissioning Group;
- IV. The creation of improved cycling and walking linkages between the proposed growth in North Lancaster, Ryelands Park and beyond to Lancaster City Centre. Opportunities for improvements along the Lancaster Canal should be explored. Proposals should come forward with appropriate mechanisms for future maintenance of new routes;
- V. Contributions should be made towards public transport, with a particular emphasis on how bus services can be linked with the site providing a local service between growth in this area and Lancaster City Centre along the A6. The Council will expect such improvements to be investigated jointly with Lancashire County Council and local bus operators;
- VI. The provision of sufficient utility infrastructure, working with the relevant infrastructure providers to ensure that such provision is achieved in a timely manner;
- VII. The delivery of appropriate improvements to the local road network, particularly on Lancaster Road (A6), Kellet Lane, Halton Road and Barley Cop Lane, to the satisfaction of Lancashire County Council; and
- VIII. The provision of sufficient levels of open space of all typologies. This should include the provision of amenity open space (making best use of the topography of sites and considering the relationships between amenity space and sustainable drainage systems) and recreation spaces. The delivery of open space should have due regard to the local needs for open space in the North Lancaster area.

Where necessary and appropriate to do so, applicants may be required to enter into legal agreements to set out further detailed mechanisms and timings of delivery of necessary infrastructure identified in this policy.

- 15.25 The funding mechanisms for these will vary, the delivery of new highway improvements will be secured via legal agreements from all landowners ensuring that improvements are made at a time appropriate in the phasing of development. Contributions towards wider infrastructure improvements, such as improvements to the wider cycling and walking linkages will be secured through an appropriate charging tariff / planning obligation to support the implementation of

Lancashire County Council's Cycling and Walking Strategy<sup>41</sup>.

- 15.26 There is an identified need for further education facilities to be provided in North Lancaster. This includes the need for further primary school provision. The delivery of a new primary school will be directly funded by the development of the whole site with all parties required to contribute to its delivery. The delivery of a secondary school is also necessary. However, this is to meet wider strategic needs within Lancaster and is to be located in South Lancaster on Site SG1. There will be a requirement for development in the north of Lancaster to contribute to meet this strategic need via contributions through an appropriate charging tariff / planning obligation.
- 15.27 A new local centre will be necessary to provide basic local services and community facilities for both existing and new residents of North Lancaster. The Council believes that the most appropriate location for a new local centre is on land to the east of the A6 (as defined by TC1.12 of this DPD) and an approximate location as defined in the Development Brief. The new local centre should only include uses that meet a localised need to the North Lancaster area and should not seek to compete with other local centres or Lancaster City Centre. The Council will not support the development of a foodstore within this local centre as sufficient capacity already exists to the north of the River Lune.

## 16. South Carnforth

- 16.1 Carnforth is the third largest settlement within the district, identified as a Market Town within the settlement hierarchy, and is considered to be the northern hub of the district, providing key services to the rural communities in the north of the district. It also has strong public transport links that may be further enhanced via the delivery of the Lancaster District Transport and Highways Masterplan<sup>42</sup>. As a result Carnforth is considered to be a highly sustainable location for future development growth, which can build on its strong and improving transport links within the wider region.
- 16.2 Carnforth has seen very low levels of development growth over recent decades with very little new housing being delivered in the town. Much of the reason behind this is the constrained nature of Carnforth's surroundings. To the north and west is the Arnsdale and Silverdale AONB, the positioning of the M6 to the east is a significant barrier to growth and to the south and west is the North Lancashire Green Belt. Land to the north and west, and to a lesser extent to the east, also lies within flood risk zones 2 and 3. In order to achieve development growth that maintains and improves the service provision within the town it will be important that the Local Plan seeks to provide opportunities for expansion within the town. The most suitable and logical approach to achieving this is for a relaxation of the Green Belt to the south of the town.
- 16.3 Such an expansion will not only provide opportunities for growth on greenfield sites but also assist in the delivery of the extensive brownfield site at Lundsfield Quarry. Whilst permission for residential development has been granted on this site, development has stalled for a number of reasons, for example due to the current single access onto Kellet Road that obscures the site from the main highway network. This permission has now lapsed. The allocation of land for further growth in South Carnforth will allow the Lundsfield Quarry site to be accessed via multiple routes that should improve the deliverability of the site for residential purposes.

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<sup>41</sup> <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>

<sup>42</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

**Land at Lundsfield Quarry, South Carnforth**

- 16.4 The former Lundsfield Quarry site has been allocated for residential development. The site was previously home to a concrete works and a marina for the canal. The concrete works is now redundant, and the marina has also closed. Redevelopment of this site is supported by the Council as it offers the opportunity to regenerate and bring back into use a large brownfield site and the marina, providing much needed housing, securing wider environmental and amenity improvements and delivering enhanced connectivity across Carnforth.
- 16.5 The regeneration of this site, and the delivery of housing on land South of Windermere Road (Policy SG12), results in significant growth being identified in this area. The Council will expect a comprehensive approach to be taken towards new development across these two sites, utilising a masterplan approach to address the cumulative impacts of development and deliver cumulative benefits to the wider area.
- 16.6 The development of the Lundsfield Quarry site for housing has been supported by the Council for a number of years having been previously identified for housing within previous Local Plans and, more recently, through the planning application process. A planning application for approximately 200 dwellings was approved by the Council in 2012 and, whilst this permission has now lapsed, the Council believes that wider growth in the South Carnforth area provides the opportunity to kick-start regeneration of the Lundsfield Quarry site, particularly by offering improved opportunities to access the road network. In 2017 the Homes and Communities Agency purchased the Lundsfield Quarry site and are now actively working to regenerate the site.
- 16.7 In continuing support for the delivery of this site the Council will look to secure development that utilises the site's central location, providing increased connectivity between the site, the town centre and adjacent residential areas. Whilst centrally located, the site suffers from poor accessibility with limited connectivity between the site and the town centre due to the Lancaster Canal which presents a barrier to movements. The Council has in the past sought to address this through a requirement for a new crossing of the canal for pedestrians and cyclists. The delivery of such a link between the South Carnforth area and the town centre remains a key priority for any future regeneration plans for this site.
- 16.8 The allocation includes the Lundsfield Quarry Biological Heritage Site (BHS). Whilst the Council looks to protect and enhance existing BHS resources, it is recognised, that redevelopment of the site offers the opportunity to secure wider environmental improvements to the wider BHS area, resulting in a net gain to the biodiversity asset. In delivering this, future development proposals will need to clearly demonstrate how the BHS and other nearby areas will be enhanced and managed. This should ensure that there is no net loss in biodiversity value and that appropriate safeguards are included to secure the future protection of this resource.
- 16.9 In allocating this site for development purposes the Council recognises the potential that it provides in helping to meet the district's long-term housing needs through a well-planned, comprehensive development of the site. To this end the Council will be preparing a Development Brief that provides more detail on the content of Policies SG11 and SG12. The Council will welcome a collaborative approach with the landowner and developer prior to any planning application being submitted for determination.
- 16.10 The Council will expect proposals to come forward with due consideration for the entire South Carnforth area, recognising the interlinked issues that need to be addressed for the sites to come forward. In particular the masterplan needs to set out how the issues of access will be addressed, particularly access into the existing road network at Kellet Road and Back Lane, and how improvements to pedestrian / cycle access will be delivered between the site and the town centre.

- 16.11 Proposals should identify how it will address the delivery of infrastructure that is necessary to make the development acceptable in planning terms. Details of necessary infrastructure is set out in Policy SG13 of this DPD. The Council will support the logical long-term phasing of the site. However, the Council will not support the piecemeal development of the site that does not address wider issues for the South Carnforth area.

### **Policy SG11: Land at Lundsfield Quarry, South Carnforth**

Brownfield land identified on the Local Plan Policies Map at Lundsfield Quarry, South Carnforth, has been allocated as a site for residential-led development. The Council expects that once fully developed that this brownfield site will accommodate approximately 200 dwellings and a range of infrastructure that is necessary to facilitate these new homes.

The Council will prepare a Development Brief to set out in more detail how development of this strategic site should move forward, particularly in the context of the wider growth in the South Carnforth area and the inter-linkages between this site and the land South of Windermere Road, identified under Policy SG12 of this DPD. The recommendations of the Local Plan (Part One) Sustainability Appraisal should be taken into account when preparing this document.

The Council will expect that future proposals for the site should be prepared in the context of this Development Brief and the context of strategic growth in the South Carnforth area. Proposals should be brought forward through a comprehensive masterplan for the whole site that addresses the issues of phasing, delivering the necessary infrastructure and addressing all issues set out within the Brief.

In preparing the masterplan and future planning application, the Council will require the following matters to be fully addressed:

#### **General Requirements**

- I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG13 of this DPD in relation to wider strategic infrastructure needs in the South Carnforth area;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality to supplement the strategic improvements identified in Policy SG13 of this DPD. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment;
- IV. Approximately 40% of the residential units will be defined as 'affordable' which include the delivery of a full range of affordable products through dialogue with the Local Planning Authority;

#### **Design Considerations**

- V. The submission of a detailed design statement, recognising the sites prominent location in the centre of Carnforth and its relationship to the adjoining Lancaster Canal. The design, layout and materials used should be sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;



- VI. Support will be given to development which seeks to adopt sustainable construction and design aimed at minimising energy use, reducing emissions and maximising energy efficiency. This should include investigating opportunities to deliver district heating systems, the appropriate provision of electric charging points and other associated infrastructure for electric vehicles;
- VII. Proposals should seek to provide a positive inter-relationship with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS);
- VIII. Proposals should seek to maximise the waterside setting of this location and the opportunities this provides in terms of providing an attractive waterside frontage. Proposals should also seek to delivery infrastructure improvements relating to Canal Infrastructure, particularly in relation to the Canal Towpath and also investigating opportunities for the re-opening of the Marina.

***Environmental Considerations***

- IX. The submission of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including the retention of trees and hedgerows, and makes the best use of the topography of the site. Landscaping should seek to enhance the sites position along the Lancaster Canal;
- X. Proposals should contribute to the delivery of a green corridor and ecological network within South Carnforth with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- XI. Proposals will be expected to address the issues surrounding Lundsfield Quarry North and Lancaster Canal Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced and how any residual impacts can be off-set via new planting and habitat creation. The Council will also expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;
- XII. Proposals should seek to investigate and address any potential impacts arising from previous land-uses on the site;
- XIII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, the matters of flood risk will be dealt with. This should, where necessary include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- XIV. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;

***Transport Considerations***

- XV. The delivery of a highways scheme which provides safe, suitable and appropriate access onto both Kellet Road to the north and connections to new development on land south of Windermere Road, as identified under Policy SG12 of this DPD. Further access points should be investigated into the Highfield Estate for cycling, walking, public transport and emergency vehicles only; and
- XVI. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Carnforth Town Centre via the creation of a new pedestrian / cycle bridge across Lancaster Canal. Positive cycling and walking links should also be delivered into the development proposals to the South identified under Policy SG12 of this DPD.

**Development proposals will be expected to take fully into account the content of the Development Brief and all other relevant policies within the Local Plan.**

**Land to the South of Windermere Road, South Carnforth**

- 16.12 Land to the South of Windermere Road, Carnforth, has been identified as a site for residential development. The site covers an area of 25 hectares and has been identified as having an indicative capacity of approximately 500 dwellings.
- 16.13 This allocation site is located to the south of Carnforth, approximately 1km from Carnforth town centre. The land is undulating in character, is relatively open (particularly to the east of the site) and is primarily used for agricultural (pastoral) purposes. The site includes a series of electricity pylons, which traverse the site north to south, and a number of open quarries from historical sand and gravel workings that have taken place on the site.
- 16.14 This land has previously been identified within the North Lancashire Green Belt, which was designated in 1991 with the purpose of ensuring that the settlements of Carnforth, Lancaster and Morecambe do not coalesce together. The 2016 Green Belt Review<sup>43</sup> has concluded that this area continues to retain Green Belt importance however, for the reasoning set out below, the Council has decided through the preparation of a Local Plan that the release of this land from the Green Belt is necessary in this location.
- 16.15 Opportunities for growth in the Carnforth area are limited. To the north and west is the Arnsdale and Silverdale AONB, which is protected for its landscape value. To the east the M6 motorway provides a robust boundary from the urban fabric and the open countryside beyond, the opportunities for growth to the north and west are restricted due to flood risk, and accessibility from the road network. These constraints result in the only opportunities for long-term growth, on a strategic scale, being located in the south of the town.
- 16.16 As a result, the Council has decided that an amendment to the Green Belt is necessary to the South Carnforth area to facilitate opportunities for residential growth, which is reflective of Carnforth's status in the district's settlement hierarchy.
- 16.17 In allocating this site for development purposes the Council recognises the potential that it provides in helping to meet the district's long-term housing needs through a well-planned, comprehensive development of the site. To this end the Council will be preparing a development brief that provides more detail the content of Policies SG11 and SG12. The Council will welcome a collaborative approach with landowners and developers prior to any planning application being submitted for determination.
- 16.18 A key issue to address is the connectivity of the site into the local road network and into Carnforth town centre. The main access points into sites SG11 and SG12 will be achieved from Back Lane and Kellet Road (via development at Lundsfield Quarry). In creating an access point onto Back Lane, improvements will be necessary to the existing road network, particularly in relation to the junction of Back Lane / Kellet Road to ensure that increases in traffic movement does not detrimentally affect the movement of HGV vehicles to quarrying operations within the Carnforth area.
- 16.19 This site, whilst on the edge of Carnforth, provides good opportunities for walking and cycling links

<sup>43</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

into Carnforth town centre, via the Lundsfield Quarry site to the north-west. The Council will expect future proposals to demonstrate how such connectivity will be delivered and that development of SG12 contributes to the delivery of such infrastructure, including the delivery of a crossing of the Lancaster Canal.

- 16.20 There are significant opportunities for improvements to local recreational facilities, particularly looking at improvements to facilities and Carnforth Football and Rugby Clubs. It will be expected that in bringing forward proposals for development in the South Carnforth area that improvements to the outdoor recreational offer are investigated and delivered through new development. Further investigation and detail on the levels of requirement and its integration with the wider SG11 site will be set out in the Development Briefs that are currently under preparation by the Council.

### **Policy SG12: Land South of Windermere Road, South Carnforth**

Greenfield land identified on the Local Plan Policies Map to the South of Windermere Road, South Carnforth, has been allocated as a site for residential-led development. The Council expects that once fully developed, the site will accommodate approximately 500 dwellings and a range of infrastructure that is necessary to facilitate these new homes.

The Council will prepare a Development Brief to set out in more detail how development of this strategic site should move forward, particularly in the context of the wider growth in the South Carnforth area and the inter-linkages between this site and Lundsfield Quarry to the northwest. The recommendations of the Local Plan (Part One) Sustainability Appraisal should be taken into account when preparing this document.

The Council will expect that future proposals for the site should be prepared in the context of this Development Brief and the context of strategic growth in the South Carnforth area. Proposals should be taken forward through a comprehensive masterplan for the whole site which addresses the issues of phasing, the delivery of necessary infrastructure and addressing the matters set out within the Development Brief.

In preparing the masterplan and future planning applications, the Council will require the following matters to be addressed:

#### **General Requirements & Infrastructure Delivery**

- I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG13 of this DPD in relation to wider strategic infrastructure needs in the South Carnforth area;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality to supplement the strategic improvements identified in Policy SG13 of this DPD. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment;
- IV. Approximately 40% of the residential units will be defined as 'affordable' which include the delivery of a full range of affordable products through dialogue with the Local Planning Authority;

**Design Considerations**

- V. The submission of a detailed design statement, recognising the sites prominent location on the southern edge of Carnforth and its relationship with the North Lancashire Green Belt which is directly to the South. The design, layout and materials used should be sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;
- VI. Support will be given to development which seeks to adopt sustainable construction and design aimed at minimising energy use, reducing emissions and maximising energy efficiency. This should investigate opportunities to deliver district heating systems, the appropriate provision of electric charging points and other associated infrastructure for electric vehicles;
- VII. Proposals should seek to provide a positive inter-relationship with the adjacent North Lancashire Green Belt providing a sufficient buffer between new development and the Green Belt to the south;

**Environment Considerations**

- VIII. The submission of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including the retention of trees and hedgerows and makes the best use of the topography of the site. Landscaping should seek to enhance the sites position adjacent to Lancaster Canal;
- IX. To provide new home owners with 'Home Owner Packs'. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas for recreation, such as public open space within the development;
- X. Proposals should contribute to the delivery of a green corridor and ecological network within South Carnforth with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- XI. Proposals will be expected to address the issues surrounding Lundsfield Quarry Central Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced and how any residual impacts can be off-set via new planting and habitat creation. The Council will also expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological frameworks;
- XII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development the matters of flood risk will be dealt with, particularly in relation to the Back Lane Watercourse to the East of the site. This should include, where necessary, suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- XIII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD.

**Transport Considerations**

- XIV. The delivery of a highways scheme which provides safe suitable and appropriate access onto Back Lane and into the Lundsfield Quarry site to the north, as identified under Policy SG11 of this DPD. Further access points should be investigated into the Highfield estate for cycling, walking, public transport and emergency vehicles only;
- XV. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Carnforth Town Centre via the Lundsfield Quarry site.

**Development proposals any associated masterplan will be expected to take fully into account the content of the Development Brief and all other relevant policies within the Local Plan.**

**Infrastructure Requirements for South Carnforth**

- 16.21 There are a number of infrastructure requirements that must be addressed in order for growth in South Carnforth to be achieved. Without the delivery of the necessary infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.
- 16.22 In order to address matters of infrastructure within the Local Plan, the Council has prepared an Infrastructure Delivery Plan (IDP)<sup>44</sup> that sets out the infrastructure necessary to make development acceptable in planning terms. The IDP sets out the projects required, their indicative costs where known, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.
- 16.23 A key challenge to the delivery of growth in South Carnforth is its integration into the existing highway network. The primary access points for both Sites SG11 and SG12 will be achieved from Kellet Road and Back Lane. It is recognised that the route of Back Lane is a strategic route for HGV vehicles travelling between quarry operations in Nether Kellet to junction 35 of the M6. Accordingly any increases in traffic on this route will have to be accompanied by improvements to the route to maintain sufficient and appropriate capacity and traffic flows to the satisfaction of Lancashire County Council. In particular this will require appropriate improvement works to the existing junction at Back Lane / Kellet Road.
- 16.24 In promoting improved linkages to Carnforth town centre, opportunities to enhance the local cycling and walking networks through both sites would be explored. Of particular importance to the sustainability of this area is the delivery of a strong link between South Carnforth and Carnforth town centre, which includes a pedestrian / cycle crossing of the Lancaster Canal at an appropriate and logical location.
- 16.25 There is an identified need for further education facilities to be provided in South Carnforth that includes the provision of a new primary school which will facilitate the growth of family housing in this area. The delivery of new primary provision will be funded by both sites SG11 and SG12 with the site of the school to be identified and secured within Site SG12.
- 16.26 There are significant opportunities for improvement to local recreation facilities, particularly in terms of addressing the deficiencies in outdoor sports provision for Carnforth. Growth proposed in South Carnforth provides the opportunity for both qualitative and quantitative improvements to be made to such provision through the creation of a new recreational hub for the town including the delivery of new sports and training pitches along with associated infrastructure. These opportunities should be investigated as part of the preparation of proposals for both sites SG11 and SG12 in partnership between the developer, the Council, local sports groups and the wider community.
- 16.27 To achieve this the Local Plan has identified land under Policy SC5 for such provision to be delivered. It is important to note that the majority of the site identified is contained within the North Lancashire Green Belt. Whilst outdoor sports is a permitted use under national Green Belt policy it is important that all structures / buildings, such as pavilions, changing rooms and flood lit areas are sited on land which is outside of the Green Belt.

<sup>44</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

- 16.28 The Council will continue to work with landowners, developers and local sports groups to ensure that the right levels of provision can be achieved with more detailed guidance provided in the future Development Brief for the South Carnforth area.
- 16.29 The funding mechanisms for the above will be delivered primarily through Section 106 and other legal agreements given they directly relate to making development acceptable in planning terms. Contributions via an appropriate charging tariff / planning obligation will still be required to deliver more strategic infrastructure as set out in the Infrastructure Delivery Plan (IDP)

### **Policy SG13: Infrastructure Requirement & Delivery for Growth in South Carnforth**

In delivering strategic growth in South Carnforth it will be essential that the strategic and necessary infrastructure is delivered, at the appropriate time in an appropriate place, to make development acceptable in planning terms and ensure that a sustainable growth to South Carnforth is achieved.

The infrastructure that is required to make strategic growth in South Carnforth achievable is set out in more detail within the Council's Infrastructure Delivery Plan (IDP), which accompanies this Local Plan. In delivering future proposals for growth the Council will require both the development sites identified via Policies SG11 and SG12 to address the following issues in a fair and equal manner:

- I. The provision of additional school places at a primary level. To achieve this it is expected that new development funds the creation of a new school, to be provided within Strategic Site SG12 in an appropriate, convenient and accessible location to be agreed with the education authority. The new primary should be Single Form Entry in size however, should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivery of the new school should be commissioned and delivered in partnership with the education authority;
- II. The provision of additional school places at a secondary level. To achieve this it is expected that contributions will be made from both sites towards the delivery of a new secondary school on Bailrigg Garden Village (as identified via Policy SG1 of this DPD) which will increase the range of secondary school places in the district to meet projected future needs;
- III. The delivery of improvements to the existing highway network, particularly relating to any necessary improvements to both Kellet Road and Back Lane to the satisfaction of the local highways authority and which maintains existing capacity levels and does not restrict HGV movements to nearby quarry operations;
- IV. The creation of improved cycling and walking linkages between the proposed growth in South Carnforth and Carnforth Town Centre. This should include the creation of a new bridge over the Lancaster Canal for both pedestrians and cyclists at an appropriate and logical point. Improvements should also be made to the Canal Towpath to encourage greater levels of accessibility along the Canal both northwards and southwards towards Bolton-le-Sands. Proposals should come forward with appropriate mechanisms for future maintenance of the bridge and wider route;
- V. Contributions should be made towards improvements to public transport, with a particular emphasis on how bus services can be linked with the site providing a local service between this area of growth and Carnforth Town Centre. The Council will expect



such improvements to be investigated jointly with Lancashire County Council and local bus operators;

- VI. The creation of a new recreational hub for the wider Carnforth area, as identified under Policy SC5 of this DPD. The proposals should seek to deliver a high quality set of facilities for a range of outdoor sports. The facility should be appropriately managed (preferably via local sporting groups) and provide access to local teams and the wider general public. The facilities should be delivered in accordance with relevant Sport England guidance and include training facilities, a changing room / pavilion and a series of sport pitches. The facility should be design in the context of its positioning within the North Lancashire Green Belt. Accordingly the Council will expect elements of this facility (such as floodlit areas and built structures) to be provided outside of the Green Belt designation; and
- VII. The provision of sufficient utility infrastructure for both Sites SG11 and SG12 working with the relevant infrastructure providers to ensure that such provision is achieved in a timely manner.

Where necessary and appropriate to do so, applicants may be required to enter into legal agreements that set out further detailed mechanisms and timings of delivery of necessary infrastructure identified in this policy.

## 17. South Heysham

- 17.1 South Heysham was first identified as a priority area within the 2008 Core Strategy. Although exhibiting scars from its previous industrial uses, the area contains extensive parcels of land, much of which is in public ownership that could be redeveloped to capitalise on the demand generated by the new Bay Gateway.
- 17.2 The land around South Heysham and Middleton village is one of the district's key regeneration priority areas, known as 'Heysham Gateway'. It contains large areas of vacant land (much of which is publicly owned) that is suitable for redevelopment. The Heysham Gateway area contains infrastructure of national importance, namely the Port of Heysham, Heysham Nuclear Power Station and a range of extensive energy installations. It also suffers from the physical after effects of large scale industrial processes that came to an end in the 1980s. Paradoxically, it also contains important wildlife habitats and provides many recreational opportunities for local residents.
- 17.3 Given the importance of the area, and the challenges faced in realising its potential, agreeing a clear vision for the future of Heysham Gateway and a strategic, comprehensive approach to its regeneration is absolutely critical. This is required to inform a range of decisions including planning, marketing and utilising land assets.
- 17.4 In recent years, a great deal of work has taken place to gain a better understanding of the area. This has included site investigations, gauging levels of demand, quality infrastructure requirements and determining the best mix of uses in terms of physical regeneration and job creation.
- 17.5 As part of this process, the Lancaster Regeneration Property Partnership has worked with both Lancashire County Council, Lancaster City Council and local stakeholders to obtain up-to-date market information and has undertaken extensive survey work to better understand possible constraints to development. Such investigation has improved understanding that residual land contamination is not a significant issue in many areas of the Heysham Gateway.
- 17.6 Following on from this background work, the Council has agreed that priority should be given to the delivery of economic growth which is locally generated and creating jobs in areas such as

manufacturing, power generation, research and development. That said, there is a realisation that the Port of Heysham is an asset of national importance. Therefore development which supports its operation and growth also needs to be accommodated even if the direct jobs created by storage, servicing and logistical uses may be relatively low.

- 17.7 The opportunity exists to radically improve the local environment to benefit local residents and the ecological importance of the area. Addressing existing problems, principally local access (particularly via Imperial Road), land drainage, flood risk and the remaining land contamination must all be included in future plans for the area.
- 17.8 To fully realise the ambitions for the Heysham Gateway area, everyone with an interest in the area needs to be on-board and address the development principles set out in the Local Plan. Investment decisions need to be co-ordinated to maximise their impact as should future promotion and marketing activities.
- 17.9 As a result the following development principles are proposed aimed at transforming the Heysham Gateway area into a high quality, sustainable employment area which can fully realise the Port of Heysham's role as one of the UK's main ports for trade with the Irish Republic, Northern Ireland and the Isle of Main and capitalise on other key growth sectors. The development principles for the Heysham Gateway are to:
- (a) Provide a range of sites to meet the needs of key growth sectors with priority given to job creation, energy generation, environmental technology and port related uses;
  - (b) To support this growth, development land will be made available, existing areas improved, infrastructure deficiencies addressed and a co-ordinated approach to redevelopment taken; and
  - (c) Undergo a radical transformation by removing dereliction and contamination and improving the local environment.

**The Port of Heysham and Heysham Gateway**

- 17.10 The Port of Heysham is of national, regional and local importance in economic terms. The facility is a key economic driver which generates jobs and investment into the area. It is responsible for freight and passenger services to the Republic of Ireland, Northern Ireland and the Isle of Man. Both the Lancashire Economic Partnership and the City Council recognise the economic benefits that the port brings to the district in terms of jobs and investment (both with regard to the port directly and other associated businesses) and will seek to encourage and secure future growth at the port to continue to provide such economic benefits<sup>45</sup>.
- 17.11 The Council acknowledges that opportunities for further physical growth and expansion of the port facility are limited, particularly due to the close proximity of other employment uses and Heysham Nuclear Power Station. There are also localised issues relating to lorry parking which can result in problems relating to local amenity and highway safety.
- 17.12 To assist with growth of freight and passenger business, further opportunities for expansion are required and, due to the constrained nature of its surrounding this will require significant remodelling work in the local area. To assist with an expansion of future operations at the Port and to address issues relating to lorry parking, the Local Plan has identified a site adjacent to the Bay Gateway and Imperial Road under Policy SG14.
- 17.13 The allocation of land at Imperial Road is anticipated to provide improved opportunities to

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<sup>45</sup> <http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-implementation-plan.aspx>

increase the level of services operating out of the Port of Heysham. This will provide land to enable a more efficient use of land within the port area for a greater range of uses and to provide land improved services and logistical provision connected to the port.

- 17.14 The Council also acknowledges the potential need for the diversification of uses at the Port to maintain economic stability through the plan-period and therefore will encourage growth in the Port as a base for support for off-shore renewable energy projects and other energy projects that occur in the Irish Sea / Morecambe Bay area. It will also be necessary to safeguard the marine dredging wharf, which is used by vessels charged with maintaining safe and navigable shipping channels, and protect it against inappropriate neighbouring development.
- 17.15 Land at the Port of Heysham and the wider Heysham Gateway area has been identified in the Waste and Minerals Local Plan, prepared by Lancashire County Council and adopted in 2013. Land at the Port of Heysham has been safeguarded under Policy M3 for the importation of aggregate. Land at Lancaster West Business Park has been identified under Policy WM2 for the delivery of large scale built waste management facilities and land at Heysham Industrial Estate identified under Policy WM3 for local built waste management facilities. Development proposals at the Port and within the wider gateway area should have due regard to the content and direction of the Waste and Minerals Local Plan and where necessary seek dialogue with Lancashire County Council Waste and Minerals team.

### **Policy SG14: Port of Heysham and Future Expansion Opportunities**

The Council recognises the benefits that are brought to the national, regional and local economy through the Port of Heysham and the Port related facilities that surround it. Through the Local Plan the Council will support the widening of facilities at the Port to encourage diversification, future growth and expansion.

To facilitate such growth the Council will support the development of greenfield land off the Bay Gateway at Imperial Road (as identified under Policy SG14) to allow for uses which seek to improve the operating efficiency at the Port and support the diversification of uses on the Port site itself.

In delivering expansion of Port-related facilities on land at Imperial Road, the following issues should be fully addressed:

- I. The preparation of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including making the best use of the topography of the site and the provision of landscaping buffers where necessary;
- II. Proposals through the design and construction should seek to address and mitigate against flood risk on the site. Proposals will be expected to be accompanied by a Flood Risk Assessment that addresses the issues of flooding and mitigation to the satisfaction of the Environment Agency and the Lead Local Flood Authority;
- III. The submission of a comprehensive drainage plan to set out how surface water drainage will be managed on site. Proposals should have due regard to the SuDs hierarchy that is set out in Policy DM34 of the Development Management DPD;
- IV. Appropriate safeguarding to the satisfaction of the National Grid from the overhead power lines which run across the site;

- V. The delivery of a highways scheme to the satisfaction of Lancashire County Council which provides a primary vehicle access point onto Imperial Road which appropriately addresses matters of highway capacity and highway safety; and
- VI. The creation improved linkages to Heysham and the wider urban areas of Lancaster and Morecambe through improvements to cycling and walking linkages.

The Council will seek contributions to the wider improvements within the Heysham Gateway area, particularly in relation to improving accessibility by all forms of transport, this includes a contribution towards the completion of Southern end Imperial Road with Middleton Road which would link up the wider Gateway area and provide a greater level of accessibility into this site.

Future proposals should seek to address all relevant elements of the Local Plan and have due regard to the direction of Lancashire County Council's Waste and Minerals Plan.

Future proposals will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of Appendix D must be delivered as part of any future proposal.

### **Policy SG15: Heysham Gateway, South Heysham**

The City Council seeks to deliver a regenerated area that capitalises on investment from the Bay Gateway Link Road, the Port of Heysham and the energy sector by bringing forward in a planned, co-ordinated manner high quality development sites suitable for key growth sectors whilst addressing existing infrastructure issues and enhancing the unique environment of the South Heysham area.

Any proposals should have due regard to the content of the forthcoming development brief that is being prepared by the Council. The development brief will set out further details including a vision for this area and a range of targeted interventions that will assist in its delivery.

To achieve this vision the Council will support proposals for employment uses (B1 Office, B2 General Industrial and B8 Storage and Distribution) that deliver effective regeneration and improvement to the area. Proposals in the Heysham Gateway area should address the following:

- I. Development proposals should be complementary to the wider uses of the South Heysham and Middleton addressing amenity issues appropriately;
- II. Proposals should include improvements to the local transport network. This should include seeking improvements to the local road network including Imperial Road and Carr Lane and improvements to sustainable transport linkages to the surrounding areas of Heysham, Middleton and White Lund;
- III. Proposals should seek to protect areas that have important biodiversity value, in particular Middleton Nature Reserve – a part of Middleton Former Refinery Biological Heritage Site and where possible provide improvements to the nature reserve in terms of future management arrangement, security and access;

- IV. That proposals should contribute to improvements to the green network in the Heysham Gateway area, as defined on the Local Plan Policies Map. This should include contributions towards the improvement of this land to enhance both amenity and biodiversity value in this area;
- V. Proposals will be sympathetic to their surroundings, particularly in the context of sensitive landscapes, seascapes and environments of the Lune Estuary and Morecambe Bay;
- VI. Addressing any remaining residual contamination issues and water quality matters in accordance with Policies DM32 and DM36 of the Development Management DPD;
- VII. To ensure that impacts relating to air quality, either via the construction or operation phases of development, are considered and where necessary appropriately mitigated against. Proposals should seek to address the requirement of Policy DM31 of the Development Management DPD;
- VIII. Proposals will have to address issues of drainage with Council supporting the preparation of a comprehensive drainage strategy for the wider gateway area; and
- IX. Where possible to do so, development should explore opportunities aimed at minimising energy use, reducing emissions and maximising energy efficiency. This should include investigating opportunities to deliver district heating systems in the South Heysham area.

Proposals for the development in the Heysham Gateway area should also accord to all relevant national and local planning policy. Future proposals should seek to address all relevant elements of the Local Plan and have due regard to the direction of Lancashire County Council's Waste and Minerals Plan.

The Heysham Gateway has also included an area of land to the South of Heysham Moss that has been safeguarded for future use by National Grid as part of the North West Coast Connections Project. Future proposals for in this area should pay due regard to Policy DM53 of the Development Management DPD.

- 17.16 The Council has safeguarded land for the nationally significant infrastructure project – the National Grid Coast Connections Project<sup>46</sup> – that seeks to improve transmission capacity between Western Cumbria and the existing route of the National Grid along the M6 corridor. Land South of Heysham Moss has been safeguarded for future proposals relation to the potential engineering works associated with the creation of a tunnel under Morecambe Bay for power cables.

#### **Heysham Nuclear Power Station**

- 17.17 The Government has confirmed in publishing National Planning Policy Statements<sup>47</sup> EN1 and EN6 that new nuclear power stations will be necessary if the UK is to meet its carbon reduction targets and meet the nation's energy needs. A decision on the potential locations of any new nuclear power stations will be taken at a national level and the various regulators would assure safety, security and radiological issues of design proposals.
- 17.18 Heysham is one of the locations that has been safeguarded as a potential site for new nuclear provision and will be considered as part of the national strategic assessment. If an application for an additional nuclear station were to be made, it would be submitted to the Planning Inspectorate (or its successor body) under the Planning Act 2008, with any decision on this matter being taken by the Secretary of State. The Council would be a statutory consultee.
- 17.19 The Council recognises the economic benefits that a further nuclear reactor could provide to the

<sup>46</sup> <http://northwestcoastconnections.com/>

<sup>47</sup> <https://www.gov.uk/government/publications/national-policy-statements-for-energy-infrastructure>

local economy, in particular the creation of jobs that would be associated with both the construction and operation phases of development. Therefore the Council in principle supports the development of a new nuclear reactor on the Heysham site.

17.20 Whilst decisions will be taken at a national level on this matter, the implication of such decisions will have to be managed at a local level through the Council, including:

- The accommodation of workers through the construction phases of development.
- The accommodation of workers in the long term through the operational phase of the development; and
- Management of the economic growth that any expansion of facilities at Heysham Power Station will bring.

17.21 Land has already been identified (nominated) for the potential siting of a further nuclear power station on the Heysham site through the National Planning Policy Statement for Nuclear Power. Whilst the Council recognises the uncertainties of the proposal it also recognises the nationally strategic importance that a new power station would bring. Therefore the Council will seek to safeguard the extent of the nominated site to ensure that inappropriate development does not result in constraint to the delivery of a future power station at the Heysham site.

## **Policy SG16: Heysham Nuclear Power Station**

### **Managing Nuclear New Build**

**The Council will support the construction of a new nuclear power station on the nominated site at Heysham Nuclear Power Station provided that the following matters are adequately addressed:**

- I. It has been demonstrated that the development proposals sufficiently mitigates for the inevitable environmental affects;**
- II. It has been demonstrated that the proposal has adequately accounted for and mitigated against where necessary the combined local impacts of a new build power station and the decommissioning on the nuclear site at the same time;**
- III. Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposal;**
- IV. Opportunities for education and learning as part of any future development are promoted;**
- V. That opportunities for district heating is investigated, which utilises the excess heat produced from the site, including the benefits that this could provide for the wider community;**
- VI. Opportunities to encourage sustainable transport uses are encouraged, which should be clearly set out within a properly monitored and managed Travel Plan; and**
- VII. That surrounding uses and occupiers are not adversely impacted on as a result of the development proposals.**

**Through the Local Plan the Council will seek to safeguard and protect the nominated site and its surroundings for potential future construction of nuclear reactor(s) from inappropriate development that would constrain the future development of the facility.**

### **Safeguarding Existing Nuclear Facilities**



**The Council will have regard to the safeguarding of existing facilities at Heysham Power Station from inappropriate development, in line with Government Policy. The Council will consult with and take into account the advice of the Office of Nuclear Regulation (ONR) in determining relevant planning applications.**

- 17.22 There are no clear timescales over when any application would be made for any potential new nuclear power stations, however it is unlikely that such a facility will be operational within this plan period. However, it would be expected that the planning phase could well take place within that time. Should the Government's position become clearer on this matter the Council will look at the preparation of a supplementary planning document (SPD) on this issue that will provide greater detail on how the Council will deal with the implications of any nuclear new build at Heysham.
- 17.23 The Council also recognises that if there is a significant acceleration of the new build programme at Heysham that this may trigger the need for a review of the Local Plan, in particular the need to review the housing need requirements for the district. Development proposals on sites that are either within, or directly adjacent to, the nominated site area will be considered against the implications on both the delivery of the nuclear new build and on the appropriateness of the use in that specific location.

**Safeguarding Existing Nuclear Facilities from Inappropriate Development**

- 17.24 To ensure that there is no inappropriate development takes place in the vicinity of the existing Heysham Power Station site the Council will ensure that it consults with the Office of Nuclear Regulation (ONR) and will take account of its advice prior to determining planning applications.
- 17.25 The ONR's planning advice will take into account the nature of the development proposed (i.e. commercial, industrial or residential), the size in terms of the population involved and the proximity of the nuclear installation. Such constraints are intended to ensure that residential, commercial and industrial development are managed in such a way to attempt to preserve and maintain the general characteristics of the site similar to those that existed at the time of licensing throughout the entire life cycle of the nuclear installation.

## **18. The Economy, Employment and Regeneration**

**Maintaining a Balanced Employment Land Portfolio**

- 18.1 The district has a wide range of areas that have been identified for employment and economic purposes and provide opportunities for investment and job growth in the future. Many of the employment areas that are identified in Policy EC1 below have been established for some time and already provide a wide range of opportunities for employment uses such as office (B1) uses, general industrial (B2) uses and storage and distribution (B8) uses.
- 18.2 The Council believes that the employment portfolio described in Policy EC1, coupled with the areas of future growth identified in Policy EC2, provide a wide range of opportunities for economic growth across the district for a wide range of economic uses. The allocations for employment seek to provide flexibility for future growth to take account of a wide range of changes to the economy over the plan period.
- 18.3 The portfolio, and particularly the areas of growth identified in Policy EC2, ensure that the economic opportunities previously described can be achieved specifically in relation to delivering opportunities for future office growth and delivering opportunities for growth in knowledge based industries, port related logistics and the energy / environmental sectors. The delivery of economic

growth potential for the visitor and arts economy are better described in other areas of this DPD.

## Policy EC1: Established Employment Areas

The Council will seek to support and encourage economic growth and new development opportunities within established employment areas in accordance with relevant local and national planning policy.

### General Employment Areas

Development proposals for B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) will be supported in principle within established employment areas as identified below.

EC1.1	Carnforth Business Park	EC1.7	Heysham Industrial Estate
EC1.2	Carnforth Levels	EC1.8	Royd Mill, Heysham
EC1.3	Land at Scotland Road, Carnforth	EC1.9	Major Industrial Estate
EC1.4	Land at Warton Road, Carnforth	EC1.10	Lancaster West Business Park
EC1.5	Kellet Road Industrial Estate, Carnforth	EC1.11	Caton Road Industrial Estate
EC1.6	Port of Heysham Industrial Estate	EC1.12	White Lund Employment Area
EC1.13	Middleton Road Employment Area		

### Office Development

Development proposals for B1 (Office) will be supported in principle within the following employment areas identified below. Proposals that involve B2 (General Industrial) and B8 (Storage and Distribution) uses, which increase level of HGV traffic and have an impact on local amenity, will not be supported.

EC1.14	White Cross Business Park, Lancaster	EC1.15	Lancaster Business Park, Caton Rd
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### Rural Employment Sites

The Council will support the delivery of economic growth within rural locations on sites that are allocated for employment purposes and where required within the sustainable villages listed in Policy SP2. The employment sites will be protected from non-employment generating uses for their economic value and contribution to the wider rural economy of the district. Development proposals for B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) will be supported in principle within the rural employment sites identified below.

EC1.16	Cloughton Brickworks, Cloughton	EC1.20	Cowan Bridge Industrial Estate
EC1.17	Halton Mills, Halton	EC1.21	Willow Mill, Caton
EC1.18	Glasson Dock Industrial Area	EC1.22	Galgate Mill, Galgate
EC1.19	Hornby Industrial Estate	EC1.23	Halton Mills, Halton

Whilst the principle of employment development is accepted in the above locations, proposals should have due consideration to all other relevant Local Plan policies, in particular relevant policies of the Development Management DPD.

**The Loss of Former Employment Areas**

The Council will support the regeneration and re-development of the former employment areas at Lune Industrial Estate (Lancaster) for a mix of employment and residential purposes (in accordance with Policy DOS3 of this DPD) and at the Former Thomas Graveson Site, Warton Road, Carnforth for recreational purposes in accordance with Policy H8 of this DPD.

**Environmental Protection**

Future proposals in relation to Glasson Dock and Lancaster West Business Park will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.

- Carnforth Business Park, Kellet Road (Policy Ref: EC1.1)**
- 18.4 The business park at Carnforth is located in a highly accessible location just off junction 35 of the M6 and provides opportunities for high quality employment premises. With good access to the strategic road network and no major constraints surrounding the site this provides significant opportunities for further employment growth within the north of the district. The site is approximately 7.8 hectares in size and, as of 2015 there remains approximately 4 hectares of land still available for development, which is identified for further growth via Policy EC2.24.
- Carnforth Levels, Scotland Road, Carnforth (Policy Ref: EC1.2)**
- 18.5 Carnforth Levels is a smaller employment area, approximately 1.5 hectares in size, situated on the northern gateway to Carnforth along the A6. The site has a number of small industrial units that offer B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) opportunities.
- Land at Scotland Road, Carnforth (Policy Ref: EC1.3)**
- 18.6 Land at Scotland Road, which is situated along the western side of the A6 on the northern gateway to the town, is a site that is approximately 5.7 hectares in size and consists of a wide variety of uses. In particular there is a significant proportion of land set aside for storage purposes in association with caravans. There is an Aldi foodstore to the south of the allocation. The land at Scotland Road is separated into two parcels due to the railway lines and associated embankments.
- Land at Warton Road, Carnforth (Policy Ref: EC1.4)**
- 18.7 This has been a historical employment allocation, situated on Warton Road between Carnforth and the village of Warton. Historically, the largest element of this site has been situated on the eastern side of Warton Road and used for storage and distribution purposes. However, this is largely vacant and has been identified for mix-used purposes (which should include employment purposes) under Policy DOS10 of the Land Allocations DPD. The remaining portion of land, situated to the west of Warton Road, is approximately 1.2 hectares in size, is primarily used for general industrial purposes.
- Land at Kellet Road Employment Area, Carnforth (Policy Ref: EC1.5)**
- 18.8 This site is situated adjacent to the larger Carnforth Business Park on Kellet Road and has an area of 1.8 hectares. It consists of a number of small business premises that are generally within B2 light industrial use.
- The Port of Heysham Industrial Estate, South Heysham / Heysham Gateway (Policy Ref: EC1.6)**
- 18.9 The Port of Heysham Industrial Estate is 12.4 hectares in size and located directly adjacent to the Port of Heysham with strong accessibility to the Port itself and the wider strategic road network via

the Bay Gateway Link Road. The site is occupied by a range of employment uses including B1 (office), B2 (light industrial) and B8 (storage and distribution). Proposals for this area will be expected to have due regard to Policy SG19 which relates to the wider Heysham Gateway area.

Heysham Industrial Estate, South Heysham / Heysham Gateway (Policy Ref: EC1.7)

- 18.11 Heysham Industrial Estate is approximately 19.7 hectares in size and accommodates a range of B2 general industrial uses, although it should be noted that significant portions of this site are vacant. The general appearance and quality of the buildings is poor and the estate is in significant need of regeneration and improvement. The Council will seek to support the regeneration of the estate in order to deliver more appropriate, fit-for-purpose employment units and improve the overall environmental quality of the area. It is anticipated that improved accessibility from the Bay Gateway Link Road will increase opportunities for regeneration in this area. Proposals in this area should come forward in line with the requirements of Policy SG16 relating to Heysham Gateway.

Royd Mill, Middleton Road, South Heysham / Heysham Gateway (Policy Ref: EC1.8)

- 18.12 Royd Mill is situated just off the junction of the A683 and Middleton Road and consists of a number of mill buildings and open storage. The site is 2.1 hectares in size and is predominantly used for B2 general industrial uses. Proposals in this area should come forward in line with the requirements of Policy SG16 relating to Heysham Gateway.

Major Industrial Estate, Middleton Road, South Heysham / Heysham Gateway (Policy Ref: EC1.9)

- 18.13 Major Industrial Estate is situated just off Middleton Road, between Heysham and Middleton and is approximately 17.4 hectares in size. The majority of uses on the site could be considered to be heavy industries within the B2 land-use. The site has been expanded within the Land Allocations DPD to include further land to the south of the existing employment area. Proposals in this area should come forward in line with the requirements of Policy SG16 relating to Heysham Gateway.

Lancaster West Business Park, South Heysham / Heysham Gateway (Policy Ref: EC1.10)

- 18.14 The Lancaster West Business Park is located just off the Bay Gateway Link Road and provides significant opportunity for future growth within the Local Plan period, with substantial proportions of the site currently available for future growth, the total area of the site is 28 hectares. There are a range of uses already located on the site including B2 (general industrial) and B8 (storage and distribution) and its attractiveness of a location is expected to increase given the improvements to strategic accessibility within the locality. Proposals in this area should come forward in line with the requirements of Policy SG16 relating to Heysham Gateway.

Caton Road Employment Area, Lancaster (Policy Ref: EC1.11)

- 18.15 This is a long, linear allocation of employment land that is located along Caton Road, a major gateway into Lancaster from the east and M6. The estate is located on land adjoining the River Lune, and large parts of it are within areas of identified flood risk. There are a range of B1 (office), B2 (general industrial) and B8 (storage and distribution). The area is approximately 39.9 hectares in size.
- 18.16 The site comprises areas of the former Standfast Works which are historic but poor in quality. There are also significant areas of modern employment development, particularly around the Lansil estate. As with the quality of premises on the estate, the sizes of the premises are also variable with large units located on the Lansil estate with smaller industrial units located on the estate closer to the city centre.
- 18.17 With the proposed loss of Lune Industrial Estate from the district's employment land portfolio the site at Caton Road provides the greatest provision for B2 general employment uses within Lancaster. For this reason the Council will strongly resist the loss of land within this allocation for

non-employment generating uses and will particularly encourage the location of B2 general industrial uses in this area.

White Lund Employment Area, Morecambe (Policy Ref: EC1.12)

- 18.18 White Lund Employment Area is the largest employment area within the district and is approximately 100 hectares in size when considered alongside Vickers Industrial Estate and the vacant land at Mellishaw North.
- 18.19 White Lund estate is primarily used for a wide range of B2 (general industrial) uses with some B1 (office) and B8 (storage and distribution). There has been a recent trend for growth of quasi-retail uses, particularly in the form of trade counter uses and car showrooms within the estate. It is the view of the Council that further growth in retail within the estate will begin to have an effect on the stability of the estate for ongoing employment uses, particularly in relation to increasing rental values. Therefore any proposals for non-employment uses within the estate will be considered against Policy EC4 of this DPD.
- 18.20 The estate is of a low density and there are a range of opportunities for regeneration and growth. The most significant opportunities for growth exist in the south of the estate on land at Vickers Industrial Estate and Mellishaw North. Mellishaw North is a site of 6 hectares that is currently available for regeneration.

Middleton Road Employment Area / Heysham Gateway (Policy Ref: EC1.12)

- 18.21 As part of opportunities for economic growth in the Heysham Gateway area, the Council have identified a further area of land for employment growth along Middleton Road. This site will be promoted for a range of employment uses consistent for this area and in line with the requirements of Policy SG16 relating to Heysham Gateway.

White Cross Business Park, Lancaster (Policy Ref: EC1.13)

- 18.22 Consisting of former mill buildings the White Cross Business Park provides good opportunities for B1 (Office) uses in the centre of Lancaster. Its location and quality of premises has attracted significant levels of business with the site primarily catering for small-scale office opportunities. There are areas to the east of the park that are used for B2 (general industrial) however such provision is highly limited. The Council will maintain its view that proposals within this business park should be restricted to B1 uses only.

North Lancaster Business Park, Caton Road, Lancaster (Policy Ref: EC1.14)

- 18.23 Lancaster Business Park was created to provide prestige office accommodation off junction 34 of the M6. Whilst the 10.7 hectare Business Park provides a high quality accommodation in close proximity to the strategic road network, opportunities remain for growth on the estate with portions of the land still vacant for future development. The Council will maintain its view that proposals within this business park should be restricted to B1 uses only.

Rural Employment Areas

- 18.24 In addition to employment sites in the main urban areas of the district, the employment land portfolio establishes a number of rural employment sites that are scattered across the district. These employment areas remain important as they play a role in ensuring that opportunities for economic activity, the creation of jobs and investment, remain in the countryside.

Establishing Areas of Future Economic Growth

- 18.25 In establishing new areas for economic growth the Council has taken into account the economic evidence prepared both locally and regionally by the Lancashire Local Economic Partnership.

- 18.26 The Local Plan seeks to identify a range of new employment sites within the district to provide a more flexible and balanced employment land portfolio which, in turn, provides opportunities for economic growth in a range of employment sectors.

<b>Policy EC2: Future Employment Growth</b>			
The Council anticipates that a further 46.2 hectares of employment land for B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) will be required to meet employment and economic needs through the plan period up to 2031. The following sites have been identified to meet these requirements:			
POLICY NO.	SITE LOCATION	DESCRIPTION	SITE SIZE
SG2	Lancaster University Innovation Park	Allocation made to deliver opportunities for technology and research based industries that provide close linkages to the adjacent university campus.	9.7ha
SG14	Expansion of Facilities for the Port of Heysham	Land adjacent to Imperial Road has been identified to provide for port-related development and services which are connected to the operation of the Port of Heysham	7.5ha
SG15	Heysham Gateway, South Heysham	Allocation made for the expansion of existing employment areas at Lancaster West Business Park, Major Industrial Estate and Heysham Industrial Estate that allow opportunities for general employment growth. The Heysham Gateway also seeks to facilitate growth at the Port of Heysham.	18ha
SG9	North Lancaster Business Park	Allocation made within the strategic allocation of Beaumont Hall for a mixed-use development of residential and high-quality employment uses, which takes advantage of the linkages with the new Bay Gateway Link Road.	2ha
EC3	Junction 33 Agri-Business Centre	Allocation made for rural employment of land south of Galgate that is restricted to agricultural business uses clustered around a new Auction Mart and taking advantage of improved connectivity at junction 33 of the M6.	9ha
Development proposals for the above sites should have due consideration to all relevant local planning policies contained within both the Strategic Policies & Land Allocations DPD and the Development Management DPD.			

Lancaster University Innovation Park, South Lancaster

- 18.27 The Lancaster University Innovation Park is a regionally important proposal that is recognised as a key priority by the Lancashire Local Economic Partnership<sup>48</sup> to deliver significant economic growth in a wide range of knowledge based industries with a particular focus on the healthcare advancements for the elderly. If the innovation park is fully realised it is anticipated that it may generate in the region of 2,000 new jobs in the South Lancaster area.

<sup>48</sup> <http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-projects.aspx>



- 18.28 The Innovation Park will have strong linkages to Lancaster University, which is sited directly adjacent to this development site. The University will be a key promoter of this site and it is expected that the site will provide opportunities for a range of knowledge-based industries that have links to the academic functions of the university.
- 18.29 The specialist nature of this allocation means that the proposals for heavy industry and storage & distribution uses will not be supported by the Council. Further detail policy on development and delivery of this site can be found via Policy SG2 of this DPD.

North Lancaster Business Parks

- 18.30 The Local Plan identifies opportunities for office development as part of the strategic allocation to the North of Lancaster. This allocation has been made to take advantage of the easy access to the strategic road network via the newly completed Bay Gateway and the close proximity to Junction 34 of the M6.

Expansion of Facilities at the Port of Heysham

- 18.31 To facilitate future growth of services at the Port of Heysham, which the Council recognise is of National, Regional and Local economic importance, the Local Plan has identified an area of land at the junction of the Bay Gateway and Imperial Road which is within the Heysham Gateway. This land has been identified specifically to facilitate Port related growth only via Policy SG14 of this DPD. Consequently the Council will not support proposals for general employment uses on this site which is not connect to wider benefits to growth at the Port of Heysham.

Heysham Gateway, South Heysham

- 18.32 The Heysham Gateway, South Heysham is a key area of regeneration within this Local Plan. There are a wider number of employment sites in the South Heysham area, which are in various states of use and are of varying quality. It is the intention of the Council to work with relevant stakeholders and land owners to improve the quality of the employment land / premises offer in this area to take advantage of the improved accessibility arising from the Bay Gateway and the close proximity of the Port of Heysham.
- 18.33 The regeneration of this area, set out in more detail in Policy SG15, has sought to identify three expansion areas at Lancaster West Business Park, Major Industrial Estate (Walkers Industrial Estate) and Heysham Industrial Estate. These expansions will create approximately 18 hectares of new general employment land that can be used for general employment uses.
- 18.34 Beyond the expansion of existing employment areas, the Council will promote the regeneration of existing employment areas to provide more modern, fit-for-purpose employment premises that are more adaptable for changes to the local economy.

Junction 33 Agri-Business Centre, South Galgate

- 18.35 The rural economy and agriculture still plays a major role in a district that is highly rural east of the M6. A key focus for the agricultural sector is the existing Lancaster Auction Mart on Wyresdale Road in East Lancaster. The existing Auction Mart site has been in this location for many, many years and suffers from poor accessibility and is in close proximity to residential properties in East Lancaster. Opportunities to relocate this use to a more sustainable and accessible site should be investigated.
- 18.36 To facilitate a relocation of the existing Lancaster Auction Mart at Wyresdale Road, the Council has identified a site at junction 33, South of Galgate, for development as an Agri-Business Centre. It is expected that whilst the site should be focused on the relocation of the Auction Mart it should also provide opportunities for a wider range of businesses that are based around and support the

agricultural industry. Any other businesses on this site will therefore be ancillary to the Farmers Auction Mart. Further details on this allocation can be found in Policy EC3 of this DPD.

**Junction 33 Agricultural Business Centre**

- 18.37 The location of the existing Auction Mart site in the eastern area of Lancaster is seen to be highly constrained with very poor accessibility to the strategic road network. The facilities at the Auction Mart site are also considered to be outdated and its ongoing use in such close proximity to substantial areas of residential development is thought to be incompatible.

**Policy EC3: Junction 33 Agri-Business Centre, South Galgate**

The Council will support the development of this site for a new Agri-Business Centre that is focussed around the relocation of the existing Lancaster Auction Mart from its current base at Wyresdale Road, Lancaster. Employment uses on this site must be ancillary to the agricultural nature of this allocation, seeking to facilitate the local agricultural economy within the district and wider region.

Any proposals for this site should be brought forward as part of a comprehensive masterplan that addresses all the issues contained in this policy and will be predicated on the expectation that a fundamental element of the proposal involves the relocation of the existing Auction Mart. The Council will not support proposals that result in the piecemeal development of the site or that do not include a relocated Auction Mart.

In bringing forward development proposals for the site the Council will expect the following issues to be addressed:

- I. That the proposed access arrangements to the site are addressed to the satisfaction of the Lancashire County Council, particularly in relation to car parking, highway safety and highway capacity;
- II. The submission of a suitable and appropriate landscaping plan that seeks to minimise the landscape impacts of the site on the surrounding area and mitigates any impact on neighbouring residential properties, Galgate Marina and the setting of Lancaster Canal. This should include the provision of appropriate levels of natural screening;
- III. The submission of a detailed design statement that recognises the gateway location of this site off Junction 33 of the M6. The design of the buildings and associated landscaping should be sympathetic to the locality and provide a well-designed environment for visitors and workers;
- IV. No net loss in value of the adjacent Lancaster Canal Biological Heritage Site (BHS) with evidence of how the BHS will be protected and enhanced. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;
- V. The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. The Council will not support drainage schemes which are demonstrated to have a detrimental impact on the adjacent Lancaster Canal. Proposals should have due regard to the Surface Water Drainage Hierarchy which is set out in Policy DM34 of the DM DPD;
- VI. Proposals through the design and construction should seek to address and mitigate against flood risk on the site. Proposals will be expected to be accompanied by a Flood Risk Assessment that addresses the issues of flooding and mitigation to the satisfaction

of the Environment Agency and the Lead Local Flood Authority (Lancashire County Council);

VII. Proposals should satisfactorily address any amenity issues arising from the proposed uses on the site, including noise, air and other emissions; and

VIII. Contributing to the improvement of existing pedestrian and cycling linkages along the Lancaster Canal that links Galgate into the Bailrigg Garden Village and South Lancaster.

Development proposals for this site should also have due regard to all relevant policies contained within the Local Plan, in particular the Development Management DPD.

- 18.38 As a consequence, the opportunity to move the existing site to a more suitable and accessible location is supported by the Council and land adjacent to junction 33, south of Galgate has been identified for its relocation. The proposed site will provide direct access to junction 33 of the M6 both to the north and south and reduce the level of HGV movements travelling through the city centre and residential areas.
- 18.39 The new facility will not only provide a relocation of the existing Auction Mart site, it will also permit the development of new employment facilities in the south of the district. The allocation will permit the development of range of B1, B2 and B8 employment uses on the site. Employment uses on the site must be connected to rural businesses and the agricultural industry and be ancillary to the primary role of the site as the new Auction Mart.
- 18.40 Proposals for the site should be brought forward through a comprehensive masterplan for the site which sets out how the whole allocation will be brought forward – either through its full development or by a phased approach. The Council will not support any planning application that results in the piecemeal development of the site. Any masterplan should seek the creation of a new Auction Mart as part of the first phase of development.
- 18.41 Access to the site will be taken from Preston / Lancaster Road (A6) and any masterplan should satisfactorily address a wide range of transport implications including provision of safe access into and out of the site, sufficient and appropriate vehicle parking on-site and address any highway capacity matters.
- 18.42 The site is in a greenfield location on the south edge of Galgate. Whilst the site is well shielded from the wider landscape to the south and east, the land is more prominent to the north and west. It will be essential that any masterplan includes a detailed landscaping plan that sets out how any visual impacts will be mitigated through the provision of natural features such as bunding and the creation of natural buffers using trees and vegetation.
- 18.43 The site is located adjacent to the Lancaster Canal, which is identified as a Biological Heritage Site (BHS). The Council will expect any proposals for this site to take account its relationship with the adjacent BHS and ensure that there are no detrimental impacts on its value.

#### **White Lund Employment Area**

- 18.44 White Lund Employment area is the largest allocated employment site within the district, measuring approximately 100 hectares in size. The employment area is strategically placed as it is equidistant between Morecambe and Lancaster with its location enhanced further by the Bay Gateway Link road, which runs through the allocation.
- 18.45 The role of White Lund as a key employment area has been significantly enhanced by the opening of the new Bay Gateway Link Road. This provides even stronger accessibility to the road network as well as the key urban areas of the district. The role of the employment area will be monitored to

ensure that it continues to fulfil its core role of supporting employment needs for the local economy.

### **Policy EC4: White Lund Employment Area**

**In accordance with Policy EC1.12 the Council will support a range of employment uses that include B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) subject to the proposals being in accordance with all other relevant local plan policies.**

**Within the White Lund Employment Area proposals that are not covered by the 'B' use-class and sui-generis uses, which are not of an employment nature, will only be supported where it is demonstrated that:**

- I. It has been clearly demonstrated by the application that no alternative locations exist for such proposals outside of the designated employment area; and**
- II. The alternative use proposed is ancillary to the primary employment use of the individual building or site, with any alternative use proposed being no greater than 20% of the overall floorspace of the building and not be the main income generator for the premises.**

**Any proposals that satisfy the requirements of the above criteria should also give due consideration to all relevant local plan policies, in particular those contained within the Development Management DPD.**

- 18.46 The employment area, whilst supporting a significant level of employment generating uses has seen over recent years an infiltration of quasi-retail uses, in particular the development of trade-counter uses and car showrooms. The Council recognise this to be a potential threat to the ongoing viability of and continuity of the estate for employment generating purposes that should be primarily uses for B1 (office), B2 (General Industrial) and B8 (Storage and Distribution).
- 18.47 As a result of this potential threat, Policy EC4 seeks to restrict the opportunities for retail development (and other non-employment generating uses) within the White Lund Employment Area, only permitting proposals where it has been demonstrated by the applicant that no alternative locations are available for the proposal outside the allocated employment area and the proposed alternative uses would be ancillary to the primary employment use.

#### **Approach to Regeneration**

- 18.48 The Council has a positive and proactive record of instigating and delivering significant regeneration projects that seek to deliver economic, environmental and social improvements across the district and will continue to pursue a range of regeneration activities that are highlighted in more detail at [www.lancaster.gov.uk/business/regeneration](http://www.lancaster.gov.uk/business/regeneration).
- 18.49 The Council will continue to work with both Morecambe and Lancaster Business Improvement Districts (BID) to ensure that improvements are made to the centres in order to improve the environment and economic performance of the local area.
- Morecambe
- 18.50 The Council's key regeneration initiatives seek to capitalise on the town's exceptional natural setting and the opportunities that will arise from improved accessibility from the Bay Gateway Link Road. Opportunities and improvements will look to build on the successes of the refurbished Midland Hotel that was delivered as part of the first Morecambe Townscape Heritage Initiative

(THI).

- 18.51 The Centre of Morecambe has been identified as a Regeneration Priority Area under Policy EC5.1 of this DPD and a detailed Area Action Plan<sup>49</sup> (adopted by the Council in December 2014) is being taken forward to provide a context and framework to guide future investment to make it a vibrant and successful town for the 21<sup>st</sup> Century. Current interventions include the second THI ('A View for Eric') and also actions under planning enforcement to encourage improvements to the built environment, providing better connections between the seafront and town centre for pedestrians and investment in upgrading the main streets in order to manage traffic better.
- 18.52 The West End of Morecambe is an area of major housing renewal and environmental intervention is being taken forward under the West End Masterplan<sup>50</sup> which aims to reduce and control the over-supply of poor quality houses in multiple occupation.

#### Lancaster

- 18.53 Key projects involve enhancing the rich heritage of the city, which builds on its cultural assets, and exploiting opportunities in developing a creative and knowledge economy. A programme of investment in the city centre's public realm and open spaces (Lancaster Square Routes<sup>51</sup>) is underway that links the key anchor regeneration opportunities of Lancaster Castle and the Canal Corridor Site. This has also been extended to improve the urban spaces around Lancaster Castle and down to St Georges Quay through the 'Beyond the Castle' project<sup>52</sup>.
- 18.54 The Council is working with a number of key partners and stakeholders to better realise the important heritage assets such as the castle and the city museums. It is also working to bring forward the development of an Innovation Campus to the south of Lancaster, adjacent to Lancaster University, to broaden the economic base and resilience of the district. In recent years the city has also benefitted from the creation of high quality business space at the Storey Creative Industries Centre at the refurbished Storey Building and the purpose built ICT hub at Citylab in Dalton Square.
- 18.55 Following a lengthy land assembly process, works are now in place on the Luneside East site as land reclamation and new development is taken forward on this derelict and heavily contaminated area. The implementation phase at Luneside East is the culmination of over 10 years of preparatory work to secure a new mixed-use area on the edge of the city centre<sup>53</sup>.

#### Countryside

- 18.56 The Council supports a number of initiatives that contribute to the protection and sustainability of communities and landscape while enabling sustainable economic development opportunities to flourish.
- 18.57 The Council works in partnership with other Morecambe Bay authorities and other key partners to manage and maintain the Arnside and Silverdale Area of Outstanding Beauty (AONB) and its distinctive landscape. This has cumulated in the preparation of a Development Plan Document for this AONB prepared jointly with South Lakeland District Council<sup>54</sup>. The work of the AONB unit for

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<sup>49</sup> Morecambe Area Action Plan DPD (2014) <http://www.lancaster.gov.uk/business/regeneration>

<sup>50</sup> Morecambe West End Masterplan <http://www.lancaster.gov.uk/business/regeneration>

<sup>51</sup> Lancaster Square Routes <http://www.lancaster.gov.uk/business/regeneration>

<sup>52</sup> Lancaster Beyond the Castle Project <http://www.lancaster.gov.uk/business/regeneration>

<sup>53</sup> Luneside East Regeneration Project <http://www.lancaster.gov.uk/business/regeneration>

<sup>54</sup> Arnside and Silverdale AONB <http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

both the Arnside and Silverdale area, as with the Forest of Bowland AONB, includes a range of activities from producing and implementing a management plan for the area, leading volunteers in maintaining the landscape and promoting it to all sectors of the community. The AONB unit also work to promote the area as a sustainable tourism destination and work with the local authority, national bodies and the land management / business community to deliver projects which benefit these special areas.

#### **Regeneration Priority Areas**

- 18.58 Whilst one key element of achieving economic growth is the availability of new land to meet future needs, the other key element is the efficient and effective use of existing employment land and existing town centres. Through the 2008 Core Strategy the Council identified a series of Regeneration Priority Areas that were to be seen as the focus for future regeneration efforts. Over the intervening time the Council has worked on delivering these priorities. However, in some locations there remains work to be done.
- 18.59 As a result the Council, via this plan, has continued to identify a series of regeneration priority areas that will remain a focus for improvement over the course of this plan period. The identification of these priority areas has been considered against the areas of potential economic growth within the district.

#### **Central Morecambe**

- 18.60 The Council has prepared an Area Action Plan for Central Morecambe that was formally adopted for planning purposes in 2014<sup>55</sup> and will be considered for review in 2020. The key aim of the Action Plan was to set out a series of strategic interventions that would seek to improve the role and function of the existing centre, particularly focusing on a better utilisation of the land within the centre and improved management of the pedestrian routes within the town centre and between the centre and the promenade. The Action Plan remains an effective and relevant element of the wider Local Plan, with this document seeking to supplement, not succeed, the Action Plan.
- 18.61 Whilst positive progress has been made on some elements of regeneration within Morecambe, work to improve its role and function needs to continue. A key focus for regeneration will be its rejuvenation as a year-round destination that is primarily based on the cultural heritage of the town as a seaside town and the surrounding natural environment of Morecambe Bay. Regeneration proposals will also be focused on the reinvention of Morecambe town centre to make it a pleasant environment for both local residents and visitors through improvement to the public realm.

#### **Central Lancaster**

- 18.62 Lancaster is the commercial and administrative centre for the district, with significant opportunities for improvement of both the retail and cultural offer via regeneration of the Lancaster Canal Corridor and Lancaster Castle. The regeneration of these two key areas and their surroundings will offer significant economic opportunities for the town in terms of job growth and economic investment. Further detail in the delivery of these sites can be found in Policies SG5 and SG6 of this DPD.
- 18.63 A number of action plans and strategies have been prepared for Central Lancaster that will shape its future regeneration. This includes the Lancaster District Highways and Transport Masterplan, prepared by Lancashire County Council<sup>56</sup>, which sets a key aspiration of reducing traffic

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<sup>55</sup> <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

<sup>56</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and->



movements through the city centre through altering traffic management on the gyratory and other supplementary measures. When this is realised it will provide a more pleasant and safer environment for users of the city centre.

- 18.64 The Council is in the process of preparing a City Centre Masterplan that seeks to establish a management strategy for the town centre to address long standing issues within the public realm and to enhance the visual, historic and cultural environment within the town centre. Beyond the City Centre Masterplan the Council continues to pursue the implementation of a range of other projects such as 'Lancaster Square Routes' and 'Beyond the Castle', which seeks improvements to the public realm<sup>57</sup>.

Caton Road Gateway, Lancaster

- 18.65 Changes to traffic movements in the Lancaster area, in light of the opening of the Bay Gateway Link Road have placed a greater level importance on Caton Road as being the key gateway into Lancaster city centre. With the opening of a new Park and Ride facility at junction 34 of the M6 Caton Road will also be one of the primary access points into the city centre for people visiting Lancaster to take advantage of the enhanced commercial and cultural offer.
- 18.66 Whilst Caton Road is a key gateway into the city centre, it is also an important and valuable source of employment land for Lancaster, providing important spaces for a range of general industrial uses that are critical to the local economy. As a result the Council will encourage proposals that seek to improve the economic offer of the Caton Road Gateway and support proposals that seek to both improve the visual amenity of the gateway whilst also providing more modern, fit for purpose, employment accommodation.
- 18.67 Another key focus of regeneration proposals for this area will be improvements to the flood defences on the River Lune following the flooding associated with Storm Desmond in 2015. This will involve the creation of new flood defences along the River Lune between the Bay Gateway Bridge and Skerton Weir.

## Policy EC5: Regeneration Priority Areas

The Council has identified a series of Regeneration Priority Areas within the district where proposals for regeneration, reuse and redevelopment of the land and buildings will be supported in principle subject to proposals being in accordance with other relevant policies in the Local Plan.

The Regeneration Priority Areas are identified on the Local Plan Policies Map and are set out below:

EC5.1	<b>CENTRAL MORECAMBE:</b> Has been identified as a Priority Area that is of sub-regional importance, which will be addressed through the delivery of the Morecambe Area Action Plan DPD. Through tourism, housing renewal and heritage led regeneration, Central Morecambe will be re-invented as a visitor destination that draws on its natural & built heritage and its coastal location. The re-designed town centre will provide a range of facilities that will serve local and district-wide needs and provide opportunities for commerce, leisure and residential uses.
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[transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx](https://transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx)

<sup>57</sup> <http://www.lancaster.gov.uk/business/regeneration>

EC5.2	<b>CENTRAL LANCASTER:</b> Lancaster city centre will be strengthened as a sub-regional centre with improved retailing opportunities and enhancing the City's role as a visitor destination for its cultural heritage and historic environment via regeneration of Lancaster Canal Corridor, enhancements to Lancaster Castle and wider improvements to the public realm.
EC5.3	<b>CATON ROAD GATEWAY, LANCASTER:</b> Caton Road has become the main gateway into Lancaster City Centre from the M6 and, in accordance with the Lancashire County Council Highways and Transport Masterplan, proposals will be supported that improve flood defences, public transport, cycling and walking links. Regeneration of the employment sites along Caton Road to provide more modern, fit for purpose, B2 employment premises will be supported.
EC5.4	<b>LUNESIDE, LANCASTER:</b> With regeneration already proposed or taking place on Luneside East and West, the Council will support the regeneration of the remainder of the Luneside area, particularly Lune Industrial Estate for a range of both employment and residential uses that are compatible with the relevant policies in the Local Plan.
EC5.5	<b>HEYSHAM GATEWAY, SOUTH HEYSHAM:</b> Regeneration of the employment sites in the South Heysham area will be supported to provide modern, fit for purpose, employment units that can benefit from the strong linkages to the Power Station, Port of Heysham and access to the strategic road network. Economic regeneration in this area should take place hand-in-hand with habitat creation and improvements to the natural environment of the area.
EC5.6	<b>CENTRAL CARNFORTH:</b> Carnforth's role as a key service centre / market town in the north of the district will be enhanced to accommodate the proposed growth in the town. This will include improving transport linkages in the town, particularly enhancing rail links from Carnforth Rail Station and linkages to the South of the town towards the areas of strategic growth. There will be continuing support for the regeneration of large brownfield sites for an appropriate mix of commercial and residential development.
EC5.7	<b>MORECAMBE WEST END:</b> The Council will continue to work on the renewal and regeneration of residential properties in the West End and will seek to work with local businesses to strengthen the local centre to ensure it meets the basic services for local residents.

Luneside, Lancaster

- 18.68 Significant progress has already been made with the regeneration of Luneside with development of Luneside West already underway and delivering a significant number of new homes on a former brownfield site.
- 18.69 There are two remaining sites in the Luneside area that would benefit from regeneration. This includes the land at Luneside East that has permission for residential development and student accommodation and the Lune Industrial Estate. The Council will support the comprehensive redevelopment of these sites in accordance with the relevant policies in the Local Plan, in particular for Lune Industrial Estate the site specific policy DOS3.

Heysham Gateway, South Heysham

- 18.70 As already discussed in this chapter, Heysham Gateway is a key economic priority for this plan to deliver improved and expanded employment opportunities in the South Heysham area, which takes advantage of the close proximity of the Port of Heysham and the improved road accessibility from the new Bay Gateway.

Carnforth Town Centre

- 18.71 The Local Plan seeks to retain Carnforth town centre's role within the north of the district as a key service centre / market town. This is particularly necessary with the significant growth planned for the south of the town.
- 18.72 Further residential growth within the town should be secured at the same time as regeneration of the brownfield sites adjacent to the town, such as the former TDG Site and Lundsfield Quarry, and improvements to the existing transport linkages. Such improvements should seek to enhance the level of rail service provision operating out of Carnforth Rail Station and establish strong connectivity as the southern gateway into the Arnsdale and Silverdale AONB.

Morecambe's West End

- 18.73 The Local Plan seeks to continue to the positive work on housing renewal and regeneration within the West End Masterplan Area<sup>58</sup> in order to deliver modern, fit-for-purpose residential units. The delivery of housing in this area should ensure that it meets local housing needs and does not seek to create residential accommodation that is inappropriate for the area. The Council is looking for housing proposals in the West End to be brought forward that meets the following objectives:
- Increase the attractiveness of the West End to families and long-term residents.
  - Create a more balanced community.
  - Help address negative perceptions of the West End as a place to live.
  - Increase the proportion of owner occupiers and reduce the number of poor quality private rented properties.
  - Diversify the housing offer and create high quality housing choices appropriate to the area as informed by the Housing Needs Assessment.
  - Increase the amount of open space and improve the quality in the built environment.
- 18.74 There has been a historic over-supply of HMO's and poor quality one bedroom units of accommodation in Morecambe's West End. This has given rise to significant public investment being used to balance housing markets and underpin private investment in removing the most problematic properties and restoring them into high-quality family housing and alternative forms of tenure – particularly quality rental accommodation underpinned by long term private institutional investment.
- 18.75 Building on the success of earlier regeneration schemes the Council will continue to combine public and private investment to secure development and remodelling options for key sites such as West End Two (the second phase of the Chatsworth Gardens Scheme), Bold Street and Co-op Building. In support of major public and private investments the Council will prioritise the West End for the application of the range of statutory powers available to public authorities aimed at securing an improved built environment, increased residential amenity and improvements in private sector property and housing management.
- 18.76 It is critical that any housing proposals within Morecambe's West End will complement the existing housing stock and continue to balance housing markets. For this reason, the Council will not, under any circumstances, support proposals that seek to create more HMO's (beyond any permitted development rights that may apply).
- 18.77 Similarly, the Council will not support proposals that would provide large numbers of one bedroom accommodation in Morecambe's West End. Any proposals to provide new build dwellings or to convert existing buildings should be provided in the form of family accommodation wherever

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<sup>58</sup> <http://www.lancaster.gov.uk/business/regeneration/west-end-masterplan>

possible, unless in limited circumstances, large buildings that cannot be provided as one dwelling are subdivided into self-contained units and provide a mix of dwellings that may include limited provision of one bedroom apartments (other than in exceptional circumstances any Council led initiatives that would ensure that appropriate robust management arrangements will be in place). In all instances, any proposals should be providing self-contained units of a high standard incorporating suitable layouts with adequate provision and access to bin storage, incorporating fire safety measures and taking account of any other community safety considerations.

- 18.78 Projects for vulnerable groups (other than older people's accommodation) will not normally be supported in Morecambe's West End given the disproportionate number of vulnerable and marginalised groups that have occupied HMO's or poor quality private rented accommodation, and to avoid compounding the negative impact of this trend, projects and supported housing schemes for vulnerable groups should be provided in more appropriate and sustainable locations in Lancaster district and outside of Morecambe's West End Masterplan Area, as defined by Policy EC5.7.
- 18.79 Beyond housing, the Council are keen to ensure that the sporadic nature of the existing centre of the West End should be reshaped to provide a more effective and efficient centre, which meets the basic service needs of local residents.

#### **Establishments of Higher Education**

- 18.80 Higher education establishments, including Lancaster University, University of Cumbria and Lancaster & Morecambe College are important economic assets with the District and their continued sustainable growth is important for both the District and the wider North-West region.
- 18.81 Over recent years there has been significant growth in higher and further educational facilities, particularly at Lancaster University where new research, engineering and technology centres have improved the educational offer at the University and provided opportunities for new business and investment in the district. Future development such as the Lancaster University Innovation Park will reinforce the development of a nucleus for knowledge based industries in South Lancaster.
- 18.82 Whilst Lancaster University is recognised as the largest education facility in the district there are a number of other key facilities, which cumulatively provide a wide variety of education and training opportunities.
- 18.83 The demand of higher and further education must be balanced with the need to manage demand for travel and student accommodation and implications of development within prominent and sensitive locations.

#### **University of Cumbria, Lancaster**

- 18.84 The University of Cumbria was established in 2007 following the merger of St Martin's College, the Cumbria Institute of Arts and the Cumbrian campus of the University of Central Lancashire. The university is based on a 'distributing learning network' with teaching taking place at a number of facilities across the country. In Lancaster the main campus buildings are located on the former St Martin's College site on Bowerham Road, south of Lancaster city centre. This was established in the 1960s on the former army barracks.
- 18.85 Like Lancaster University, the University of Cumbria campus in Lancaster plays a major role in providing employment and investment into the local economy. Its importance to the local economy is recognised in the recent employment land review which suggested that, overall within the district, approximately 10,000<sup>59</sup> people were employed within the educational sector.

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<sup>59</sup> NOMIS (2016)

- 18.86 Since its establishment the University of Cumbria has continued to grow with significant investment in new campus buildings and facilities over recent years. Further development of the site is constrained by its site boundaries and its location within a residential area and area of Key Urban Landscape. This landscape provides a visual setting for the college and provides recreational facilities for the students and staff. It also makes an important contribution to the appearance of what is a densely developed part of Lancaster.

### **Policy EC6: University of Cumbria Campus, Lancaster**

**The Council will support the sustainable growth of the University of Cumbria campus where it accords with both the Masterplan for the University and all relevant planning policies both locally and nationally. Masterplanning for growth at the University will be expected to involve consultation with the local community and opportunities to improve linkages with local businesses through this process will be encouraged.**

**Built development associated with the expansion of the University of Cumbria should be confined to the developable area identified on the Local Plan Policies Maps. Development that is proposed outside of this developable area should only include outdoor sports facilities and small-scale ancillary development where the need for additional development is demonstrated and cannot be accommodated within the existing developed boundary.**

**Development proposals within the campus that may, as a consequence, increase student numbers and/or the level of traffic movements must be accompanied by a properly monitored and managed Travel Plan that sets out how a no net increase in traffic movements will be achieved through compensatory measures.**

**Residential development on elements of the campus identified on the Local Plan Policies map will be supported by the Council provided proposals are in accordance with Policy H3 of this DPD and are in accordance with all other relevant policies in the Local Plan.**

- 18.87 The Council will support development within the built-up campus boundary identified on the Local Plan Policies Map. In exceptional circumstances the Council may allow development outside of this area for outdoor sports facilities and small-scale ancillary development where a proven need is evidenced, where it is shown that this cannot be met within the existing built-up area, where residential amenity is protected and where it does not encourage off-campus parking.
- 18.88 In considering future proposals for growth, it may be that alternative locations outside of the campus may be considered appropriate, including locations in central Lancaster and Morecambe. In considering such proposals the Council will give consideration as to whether the benefits of growth outside of the campus outweigh the extent to which the use would be more appropriately located on-campus.

#### **Lancaster and Morecambe College, Morecambe Road**

- 18.89 Lancaster and Morecambe College is the district's main college of further education, providing a full range of full and part time courses. The college campus provides a wide range of additional on-site facilities such as a sports centre, hairdressing salon, beauty salon, dog grooming parlour and

restaurant. The modern fitness suite and synthetic playing pitches further improve the range of services available at the college. Facilities are open to students, staff and members of the public. The college is located between Morecambe Road and Torrisholme Road and is adjacent to the Bay Gateway Link Road and therefore benefits from excellent transport links, close to both primary bus routes and the Lancaster – Morecambe cycleway.

### **Policy EC7: Lancaster and Morecambe College**

**The Council will support the sustainable growth of Lancaster and Morecambe College where it accords with both the masterplan for sustainable future growth and all relevant planning policies both locally and nationally.**

**Built development that is associated with the future expansion of Lancaster and Morecambe College will be expected to be confined within the defined college boundary, as identified within the Local Plan Policies Map.**

**Future development proposals should be taken forward through a masterplan approach that is prepared in consultation with the local community. Opportunities to improve linkages with local businesses should be encouraged as part of this process.**

- 18.90 Like Lancaster University and the University of Cumbria, the importance of Lancaster and Morecambe College to the local economy is recognised by the Council and therefore the sustainable growth of the college will be supported by the Council.
- 18.91 In taking forward future proposals for the college, the Council will expect that future growth will be delivered through the preparation of a masterplan that is prepared via consultation with both the Council and the local community.
- 18.92 Whilst support will be given to sustainable growth at the college, the Council will seek to protect areas of greenspace within the college campus, in particular the existing playing fields that provide an important recreational resource for the local area.

## **19. Town Centres and Retailing**

- 19.1 The district's town centres are places to shop, visit, work and live. They are key economic assets that attract a significant level of economic activity with people working both in Central Lancaster and Morecambe in the retail and leisure economy.
- 19.2 Town centres have undergone significant changes in recent years, which have been significantly affected by the wider economic conditions that prevail nationally. This led to the decline of town centres particularly through the economic recession and exacerbated by suppressed disposable incomes and a growth in online retailing. However, over more recent years there are clear signs that such declines are now beginning to be reversed and town centres are beginning to grow and diversify.
- 19.3 The traditional roles of the town centre as merely a retail centre are beginning to disappear with a greater diversification of uses in town centres, particularly an increasing role of town centres for a wide range of leisure activities.
- 19.4 There are three key town centres in the district serving differing roles and functions (as set out in



the Retail Hierarchy in Policy TC1) which the Council, through the preparation of this plan, will seek to maintain and enhance their ongoing roles within the district and beyond into the wider region.

#### **The Retail Hierarchy for Lancaster District**

- 19.5 Lancaster district has a range of centres that fulfil different roles in terms of their size, scale and functionality. Many centres provide only a local need to the residents of that specific community or neighbourhood whereas the larger centres, such as Lancaster, have much greater roles within the district and beyond in the wider region of North Lancashire and South Cumbria.
- 19.6 This plan sets out the retail hierarchy for the district that has evolved from the previous hierarchy set out in the 2008 Lancaster District Core Strategy. This hierarchy, including the roles for each centre, are set out in Policy TC1.

#### **Lancaster City Centre**

- 19.7 Lancaster is the main commercial and administrative centre for the district. It has the largest retail centre and has a wide range of leisure and cultural uses which particularly capitalise on the wealth of history found in the town. Lancaster city centres catchment covers the wider district and stretches into adjoining parts of Lancashire, Yorkshire and Cumbria. Despite economic challenges over recent years Lancaster city centre at this present time remains a strong and successful commercial centre.
- 19.8 Given the historic nature of Lancaster city centre the key challenge through the plan period will be to manage growth and change in the town centre that maintains and enhances its town centre role whilst protecting and enhancing the fabric of the built environment.

### **Policy TC1: The Retail Hierarchy for Lancaster District**

To protect and maintain the vitality and viability of existing City, Town and Local Centres, to protect local services and minimise the need to travel by private car, the City Council has proposed the following retail hierarchy:

Centre Name	Role and Function	Commentary
LANCASTER (TC1.1)	Regional Centre	Lancaster will maintain and enhance its role as a sub-regional centre for North Lancashire and South Cumbria in terms of retailing, leisure and cultural offer via the regeneration of the Lancaster Canal Corridor and will seek to increase visitor numbers by developing its role as a visitor destination.
MORECAMBE (TC1.2)	Key Service Centre	Morecambe will continue to develop as a town centre to provide shopping for residents who reside to the North of the River Lune. Regeneration will continue to enhance the town's retail role and attractiveness as a visitor destination.
CARNFORTH (TC1.3)	Market Town	Carnforth will maintain its role as a market town and key service centre to the rural hinterland in

		the North of District. It will enhance its role as a tourist destination drawing on its proximity to the AONB and its cultural heritage.
BARE (TC1.4) TORRISHOLME (TC1.5) WESTGATE (TC1.6) WEST END (TC1.7)	Urban Local Centres (Morecambe)	These local centres will maintain their roles in providing key services to the residents of Morecambe, Lancaster and Heysham respectively.
BOWERHAM (TC1.8) +*BAILRIGG GARDEN VILLAGE (TC1.9) LANCASTER UNI. (TC.10) +EAST LANCASTER (TC1.11) +NORTH LANCASTER (TC1.12)	Urban Local Centres (Lancaster)	
HEYSHAM ROAD (TC1.13)	Urban Local Centres (Heysham)	
CATON (TC1.14) HORNBY (TC1.15) HALTON (TC1.16) BOLTON-LE-SANDS (TC1.17) SILVERDALE (TC1.18)	Rural Local Centres	The local centres will maintain their roles in providing key services to the rural communities within the district.

*\*The scale, size and location of the centre to be provided is still yet to be determined and will be considered in greater detail via the preparation the Bailrigg Garden Village Area Action Plan DPD*

*+Represents the creation of new local centre as part of strategic growth plans for South, North and East Lancaster*

#### **Out-of-Centre Locations**

Out of Centre Retail Parks, which include Sunnyclyff Retail Park (Mellishaw, White Lund), Parliament Street Retail Park, Lancaster and Bulk Road, Lancaster will not be designated within the district's retail hierarchy. These are recognised to be out-of-centre locations and therefore future development proposals will be subject to the Sequential Test and, if applicable, an Impact Test in accordance within National Planning Guidance and Policy DM16 of the Development Management DPD. The Council will support proposals for bulky goods retailing on these sites.

#### **New Local Centres**

New local centres are proposed in both South, East and North Lancaster as part of Bailrigg Garden Village, the East Lancaster Strategic Allocation and the North Lancaster Strategic Allocation (highlighted on the Retail Hierarchy as TC1.9, TC1.11 and TC1.12 respectively). These centres will be local in scale, meeting the needs of both existing and new residents providing key local services and a basic range of comparison and convenience retailing. These new centres should provide for local services and not seek to compete with other centres in Lancaster or Lancaster City centre itself.

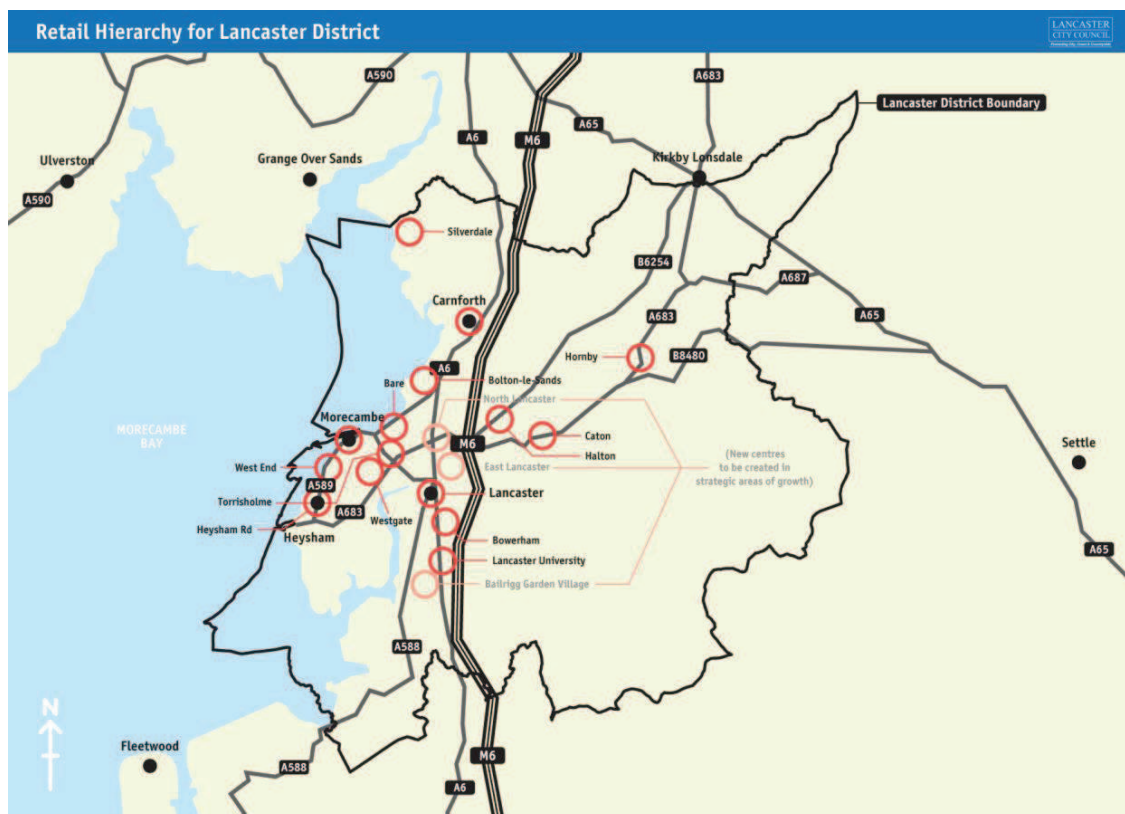
With regard to Bailrigg Garden Village, the Council are still considering the appropriate approach to local centre provision within locality, whether this is one large centre which will centrally positioned within the development or two centres which are positioned to the north and the south of the proposed allocation. Further work and understanding on this will take place through the preparation of the Spatial Development Framework (DPD) for this area.

These local centres should only be delivered as a complimentary measure to the wider residential development in the locality and not come forward in isolation.

- 19.9 Whilst Lancaster remains the district's most important and successful centre, there have been retail challenges and have been declines in key comparison retail sectors, in particular the clothing

sector, due to the lack of modern and fit-for-purpose retail units within the town centre. There is a clear demand for such units and the impacts that new retailers can have on expenditure and visitor numbers is well demonstrated by the positive impacts that the opening of the Primark store has had on the wider town centre.

- 19.10 Paragraph 23 of the Framework<sup>60</sup> suggests that planning policies should be positive and promote competitive town centres. In order to build on recent successes in the town centre and ensure that the city centre remains competitive, strong and successful it is important that this plan sets out a positive planning approach to promote a strong and diverse town centre and promote good customer choice via a diverse retail offer.
- 19.11 In terms of retail growth, there are limited opportunities for expansion due to the significant constraints of the historic environment and the local highway network. However, there may be significant changes to the highway network via the Highways and Transport Masterplan, which should reduce the levels of through traffic to the benefit of pedestrians, cyclists and the overall environment of the town centre.
- 19.12 Due to the limited opportunities for expansion, and the desire of the Council to promote enhanced opportunities for a strong and diverse town centre, this plan will seek to allocate a proposed extension to the Primary Shopping Area via the regeneration of the Lancaster Canal Corridor site. Further details on this can be found in Policy SG5 of this DPD. It is envisaged that this expansion will provide of a range of uses that include not only comparison and convenience retail, but leisure, cultural, business and residential uses.



**Figure 19.1:** Lancaster District Retail Hierarchy

<sup>60</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- 19.13 The Council will also seek to improve the cultural heritage offer in the city centre, promoting and enhancing the role of key historic features in the town, most notably Lancaster Castle. To set out more detail to how such interventions can be achieved the Council will be publishing a Master Plan for Lancaster city centre. Further details on this approach can be found in Policies SG4 of this DPD.

Morecambe Town Centre

- 19.14 Morecambe is a coastal town that has faced significant challenges and decline over recent decades. This is not unusual for many coastal towns around the country. Whilst Morecambe has faced significant challenges over recent years there are signs of recovery and opportunities to re-instate its importance within the retail hierarchy.
- 19.15 Morecambe remains a significant destination for visitors, predominantly day trippers visiting Morecambe Bay is used as a base for people seeking to spend longer amounts of time exploring the local area. Morecambe's role as a visitor destination is expected to be enhanced further by the opening of the Bay Gateway, which significantly improves the town's access to the strategic road network (M6).
- 19.16 The Council has prepared and published a Morecambe Area Action Plan<sup>61</sup>, which was adopted in 2014, already forms part of the wider Local Plan. The Action Plan sets out a series of interventions that seek to improve the role and function of the town centre and its inter-relationship with the Promenade. The Council continues to see Central Morecambe as a key regeneration area and will continue to work on a range of projects to ensure that Morecambe town centre continues to regenerate through the plan period.
- 19.17 There are also a range of retail projects and opportunities for retail growth within town, this includes the planning permission granted for a retail park on the former Frontierland site on Marine Drive and the plans for regeneration of the Arndale Centre in the town centre. Further details on the Council's approach to regeneration within the town centre can be found within Policy TC4 of this DPD.

Carnforth Town Centre

- 19.18 Carnforth town centre is the hub for the rural communities in the north of the district, providing a basic range of retailing and leisure uses both for the town and outlying communities. Carnforth has a strong provision for convenience retailing with three foodstores trading in edge-of-centre locations, which identifies it as a key service centre in that area.
- 19.19 Carnforth, given its transport heritage and close proximity to the Arnsdale and Silverdale Area of Outstanding Natural Beauty (AONB), is continuing to develop its role as a visitor destination with the creation of visitor accommodation in suitable, sustainable locations being supported by the Council.
- 19.20 Carnforth has an area of strategic growth that will assist in securing its role as a key service centre and ensuring that the existing services are maintained. There are no proposals to seek expansions to the town centre however opportunities for town centre development on the former TDG site, Warton Road, could be investigated where they enhance the existing town centre area.

Urban and Rural Local Centres

- 19.21 There are a range of urban centres within the urban areas of Lancaster, Morecambe and Heysham. These centres are very much local in nature and only provide a basic level of services for the neighbourhood and communities they serve.

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<sup>61</sup> <https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

- 19.22 Due to the strategic allocations in the plan there are a number of new local centres that should be developed to cater for the basic services of both existing and particularly new residents. These new centres will be located in Bailrigg Garden Village, the scale and location of which will be dealt with in greater detail via the Bailrigg Garden Village Area Action Plan DPD), Skerton (North Lancaster as part of the strategic growth advocated by Policy SG9) and Ridge (East Lancaster as part of the strategic growth advocated by SG7).
- 19.23 In relation to the centre at Scotforth, it is proposed that a local centre (or centres) will be sufficient to meet the needs for the new residents of this development. However, the Council will continue to investigate whether a district centre is more appropriate in this area.
- 19.24 To supplement the urban centre, there are a range of local centres within a number of the sustainable settlements that again provide for the basic local needs of the communities they serve.

#### **Town Centre Designations**

- 19.25 In accordance with paragraph 23 of the Framework<sup>62</sup>, the Local Plan Policies Map identifies a series of town centre designations that define the boundary of the Primary Shopping Area, the wider town centre and retail frontages with the town centre.
- 19.26 The designations identified will ensure that main town centre uses, as defined by the National Planning Policy Framework, are directed to the correct town centre locations.

### **Policy TC2: Town Centre Designations**

#### **Lancaster City Centre**

**The City Council has identified a Primary Shopping Area (PSA), Primary and Secondary Frontages and the town centre boundary for Lancaster city centre.**

**In accordance with Policy DM16 of the Development Management DPD, the Council will support proposals for main town centre uses (as defined by the National Planning Policy Framework) where they are located within the designated town centre boundary. Proposals for retail should be located within the PSA. Proposals for retail uses that are situated outside of the PSA will be expected to apply the Sequential Test and, if applicable, the Impact Test in accordance with relevant national and local policy.**

**Upon the completion of the regeneration of the Lancaster Canal Corridor Site, the Council will seek to review the PSA for Lancaster City Centre to ensure that the designation accurately reflects the core retail areas of the centre.**

**Where a proposal is situated within a designated retail frontage, consideration should be given to the proposal's impact on the frontage in accordance with Policy DM17 of the Development Management DPD.**

#### **Morecambe Town Centre**

**The Council has not sought to identify the PSA or designate retail frontages given the central areas are quite fragmented so as to not unduly restrict the Morecambe Area Action Plan spatial approach for a successful, competitive town centre. Further detailed advice on Morecambe town centre can still be found in the Action Plan or successor documents.**

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

**Carnforth Town Centre**

In relation to Carnforth, a town centre boundary has been identified. Given the scale and role of Carnforth, as set out with Policy TC1, the Council has not sought to identify a PSA or designate retail frontages. Proposals for main town centre uses (as defined by the National Planning Policy Framework) that are appropriate scale, role and function for Carnforth will be expected to be located within the town centre boundary and in accordance with Policy DM16 of the Development Management DPD.

Any proposals that are situated outside of this designated area will be expected to apply the Sequential Test and, if applicable, the Impact Test in accordance with relevant national and local policy.

**Future Retail Growth**

- 19.27 The Framework<sup>63</sup> is clear where it states that planning policies should promote competitive town centres that provide customer choice and a diverse retail offer and that reflect the individuality of town centres. The Framework also states that Local Plans should retain and enhance existing [retail and leisure] markets and, where appropriate, re-introduce or create new ones, ensuring that [retail and leisure] markets remain attractive and competitive.
- 19.28 Evidence from the retail study shows opportunity for Lancaster district to increase the levels of expenditure in its town centres and increase its overall market share. In accordance with the Framework it is the expectation of this plan to be positive and promote competitive town centre environments in its key centres by offering opportunities for expansion where appropriate.

**Comparison Retailing**

- 19.29 The district's key comparison retail opportunity is the Canal Corridor North site in Central Lancaster. There is an importance to ensure that new development on this site seeks to enhance, maintain and protect the vitality and viability of the existing town centre as defined in the Local Plan Policies Map. The regeneration of the Canal Corridor site offers the opportunity to combine its current role as a cultural centre with an extension to the Primary Shopping Area (PSA) creating new comparison and convenience retail floorspace, leisure activities, workspaces, cultural facilities, improved public realm and residential accommodation.
- 19.30 Whilst the Canal Corridor Site offers an opportunity to secure Lancaster's position as a sub-regional centre through the plan period, improvements to the retail offer for Central Morecambe should not be ignored. Growth of retailing in Morecambe, namely the implementable planning permission on the former Frontierland site on Marine Drive will deliver a greater range and choice in comparison shopping and enhance Morecambe's local role in this regard and will supplement the objectives of the Morecambe Area Action Plan DPD,<sup>64</sup> which will assist in the regeneration of Central Morecambe.
- 19.31 The delivery of the Canal Corridor Site, along with the regeneration of the former Frontierland site at Morecambe provides sufficient opportunity for positive growth in comparison retailing through the plan-period. Positive growth in Lancaster and Morecambe – both in their retail and leisure offer – will help to protect and enhance their status as important regional and district destinations respectively. It will also ensure that the Local Plan is in accordance with paragraph 23 of the National Planning Policy Framework, which states that:

<sup>63</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>64</sup> <https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>



*'Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.'*

- 19.32 Retail growth in Carnforth and any other local centre within the district should be commensurate with the role and function of the existing centre. Proposals should seek to maintain the vitality and viability of the existing centre but not seek to expand the role and function of the centre.

Convenience Retailing

- 19.33 Levels of future convenience retail growth are expected to be low, with the district well catered for in terms of foodstores north of the River Lune. No further convenience growth will be planned for in either Morecambe or Carnforth. However, whilst the quantitative arguments for future convenience growth are at this time limited, there are clear qualitative arguments to be considered, particularly in relation to convenience provision south of the River Lune.
- 19.34 The River Lune is a serious physical barrier towards promoting sustainable convenience shopping patterns. To the north of the River Lune there are 6 medium to large foodstores at Ovangle Road (Asda), Lancaster Road (Aldi), Westgate (Lidl), Lancaster Road (Sainsburys) and Marine Drive (Aldi and Morrison's). To the south of the River Lune there are just two: Sainsburys (Cable Street) and Booths (Hala Road).

### **Policy TC3: Future Retail Growth**

Comparison Retail Growth

New retail development will be supported in Lancaster city centre in accordance with Policy DM16 of the Development Management DPD and, in relation to the proposed expansion of Lancaster's Primary Shopping Area at the Canal Corridor North, the delivery of which is set out in more detail within Policy SG5 of the Land Allocations DPD.

Proposals for further comparison retail development in Morecambe, beyond that already granted planning permission, should be in accordance with the policy and guidance provided within the Morecambe Area Action Plan DPD.

Proposals for comparison retail development in out-of-centre locations will not be encouraged by the City Council and will be expected to be supported by a robust Sequential Test and, if applicable, an Impact Test in accordance with National Planning Guidance and Policy DM16 of the Development Management DPD.

Convenience Retail Growth

Beyond the existing commitments for convenience retailing, the Council will support the development of foodstores in Central Lancaster and Bailrigg Garden Village in accordance with Policies SG5 and SG1 respectively that will address convenience retail needs up to 2028.

No further allocations for convenience retailing will be made for long term requirements beyond 2028. Further review will be required beyond 2028 to understand future changes in long-term convenience retail needs.

Bulky Goods Retail Growth

The Council have identified a 4.2 hectare expansion to the Sunnyclyff Retail Park, Mellishaw Road identified under Policy TC3.1 on the Local Plan Policies Map for further growth of bulky goods retailing within the district to take advantage of the new Bay Gateway. This is considered to be the sequentially preferable location for this specific type of retailing. The

**Council will not support proposals for non-bulky goods retailing on Sunnyclyff Retail Park. Proposals in this area will be expected to fully address matters of Flood Risk in accordance with national and local planning policy.**

- 19.35 Given the significant proportion of people that are forced to travel through Lancaster city centre (primarily by car) to seek a competitive choice of convenience retailing, the Council believes there is a clear case for improving the convenience retail offer in Lancaster, south of the River Lune.
- 19.36 This plan identifies two areas for further growth in retailing. This includes the provision of new convenience retailing in the heart of the City Centre, within the Canal Corridor scheme and with the new local centre in the South Lancaster area, as part of the strategic allocation made in Policy SG1 of this DPD. It is felt that the creation of two foodstores in these locations, supplemented by the existing planning permission for a Booths foodstore at Lawson's Bridge (and the potential re-use of the existing Booths store at Hala) will provide sufficient range of customer choice for convenience retailing in the South and Central Lancaster areas.

#### **Central Morecambe**

- 19.37 In 2014 the Council adopted the Central Morecambe Area Action Plan DPD,<sup>65</sup> which set out a series of allocations and policies to direct future investment and regeneration projection to improve the role and function of Morecambe town centre. The document remains valid and runs through to 2021.
- 19.38 It is anticipated that in due course the Action Plan DPD will be updated and reviewed, however to ensure that consistency is retained the DPD will reaffirm the key aims and objectives of the Action Plan, which are set out within Policy TC4 of this DPD.

### **Policy TC4: Central Morecambe**

The regeneration and renewal of Central Morecambe remains a key regeneration priority for the Council. The Council has prepared and adopted the Morecambe Area Action Plan DPD, which sets actions that will guide future regeneration proposals in the town centre and Seafront areas. Key aims of the Action Plan DPD are to:

- I. Provide an enduring commitment to conserving Morecambe Bay and properly managing the shoreline and seafront;
- II. Provide better integration between the seafront and the town;
- III. Increase the support of local people in custom for the town centre and the services offered there; and
- IV. Create a much improved town centre offer, through both retail, business and leisure uses.

The Council is committed to achieving these aims through supporting new development that positively contributes to the town centre and seeks to regenerate derelict and underused land within the Central Morecambe area. The Council will seek to review the Morecambe Area Action Plan DPD in due course to ensure that it remains up to date and robust.

<sup>65</sup> <https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

It is expected that any Neighbourhood Plan that comes forward for the Central Morecambe area will take due consideration of these aims to ensure that conformity and consistency between the strategic and neighbourhood can be achieved.

## 20. Housing

- 20.1 As per the development strategy in Policy SP3 of this DPD, the Local Plan has sought to identify the majority of development growth within (or adjacent to) the main urban areas of the district – Lancaster, Morecambe, Heysham and Carnforth. These urban areas have significant service provision and have greater access to a wide range of cycling, walking and public transport networks.
- 20.2 Whilst a range of strategic growth areas have been identified in South Lancaster, East Lancaster, North Lancaster and South Carnforth there is a need to identify further, smaller-scale sites that will contribute towards meeting development needs and that there is a flexible portfolio of housing sites that can be delivered throughout the plan period.
- 20.3 Policy H1 sets out a range of residential development sites that will all contribute towards meeting the housing needs of the district. Where appropriate sites identified in Policy H1 have been supplied with specific policy approaches to ensure site-specific issues arising from development are clearly understood and addressed.

### Policy H1: Residential Development in Urban Areas

The Council will support the development of the following allocated sites for residential purposes subject to satisfying the relevant policies of the Local Plan. These sites are identified on the Policies Map.

POLICY REF	SITE LOCATION	DWELLING NUMBERS*	PLANNING STATUS
SG1	BAILRIGG GARDEN VILLAGE	3,500 #	ALLOCATION
SG7	RIDGE FARM/CUCKOO FARM, EAST LANCASTER	900	ALLOCATION
SG9	NORTH LANCASTER STRATEGIC SITE	700	ALLOCATION
SG11	LUNDSFIELD QUARRY, SOUTH CARNFORTH	200	PP GRANTED
SG12	STH OF WINDERMERE ROAD, SOUTH CARNFORTH	500	ALLOCATION
H1.1	MOOR PARK, QUERNMORE ROAD	62	PP GRANTED
H1.2	NEW QUAY ROAD, LANCASTER **	12	PP GRANTED
H1.3	FORMER POLICE STATION, HEYSHAM **	14	PP GRANTED
H1.4	BROADWAY HOTEL, MORECAMBE **	50	PP GRANTED
H1.5	LAND WEST OF 113 WHITE LUND ROAD, OXCLIFFE ROAD **	10	PP GRANTED
H1.6	GROVE STREET DEPOT, MORECAMBE **	21	PP GRANTED
H1.7	LAND WEST OF MIDDLETON ROAD, HEYSHAM **	69	PP Granted
H3.1	FORMER RIDGE LEA HOSPITAL, EAST LANCASTER	70	ALLOCATION
H3.2	UNIVERSITY OF CUMBRIA **	15	ALLOCATION
H4	GRAB LANE, EAST LANCASTER	195	ALLOCATION
H5	LEISURE PARK / AUCTION MART, WYRESDALE ROAD	200	ALLOCATION
H6	ROYAL ALBERT FIELDS, ASHTON ROAD	71	ALLOCATION
DOS3	LUNESIDE EAST, ST GEORGES QUAY	149	PP GRANTED
DOS4	LUNE INDUSTRIAL ESTATE, NEW QUAY ROAD	c.200	ALLOCATION
TOTAL ALLOCATIONS (URBAN AREA)		6,938 DWELLINGS	

*\* Where no planning permissions have been submitted, dwelling numbers have been estimated based on number of assumptions around site area and site densities. Where this is the case the actual dwelling numbers will be determined through the planning application process.*

*\*\* New Development should provide for 'Home Owner Pack' in relation to recreational pressures in Morecambe Bay.*

*# Anticipated that 1,655 new dwellings to come forward through this plan period with the remainder being delivered through future plan periods beyond 2034.*

The above sites will be supplemented by a range of smaller scale development, including those identified as deliverable within the Strategic Housing and Employment Land Availability Assessment (SHELAA) subject to proposals satisfying all relevant national and local planning policies.

A number of the sites identified for allocation within the urban area for residential development as set out in the above table require specific policy consideration, these are set out in more detail within Policies H3 – H8 of this DPD.

### **Residential Development in Rural Areas**

- 20.4 Moving forward towards the submission of the Local Plan, the Council will consider the need to prepare specific development briefs for the sites identified in H1 in a similar way that briefs have already been drafted for the strategic sites identified in the DPD.
- 20.5 Whilst there is a strong focus for growth within urban areas of the district, this should not deflect from the important and critical role that housing in rural areas can make in meeting housing needs.
- 20.6 The identification of rural sites within Policy H2 will be supplemented by a range of other smaller sites that have been identified as being 'deliverable' within the Council's Strategic Housing and Employment Land Availability Assessment<sup>66</sup>. The Council will in principle support residential proposals on these sites subject to the satisfaction of all relevant national and local planning policy.
- 20.7 There are a number of designations made for Neighbourhood Plans in rural villages of the district, including the villages of Arkholme, Cockerham, Caton & Brookhouse, Dolphinholme, Halton, Slyne-with-Hest, Wennington and Wray. For those neighbourhood plans that are seeking to address the supply of housing, the Council will expect groups to proactively and positively plan for housing growth in their areas and in accordance with national guidance on neighbourhood planning<sup>67</sup>.

## **Policy H2: Housing Delivery in Rural Areas of the District**

The Council will support the delivery of housing in rural villages on the allocated sites identified below subject to meeting the relevant policies contained within the Local Plan. These sites are identified on the Policies Map.

POLICY REF	SITE LOCATION	DWELLING NUMBERS*	PLANNING STATUS
H2.1	ROYAL OAK MEADOW, HORNBY	23	PP GRANTED
H2.2	LANCASTER ROAD, OVERTON **	32	PP GRANTED
H2.3	YENHAM LANE, OVERTON **	21	ALLOCATION
H2.4	ST MICHAELS LANE, BOLTON-LE-SANDS **	20	PP GRANTED
H2.5	BRIAR LEA ROAD, NETHER KELLET **	10	PP GRANTED

<sup>66</sup> <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

<sup>67</sup> <https://www.gov.uk/government/publications/neighbourhood-planning>

H2.6	LAND NORTH OF OLD HALL FARM, OVER KELLET **	55	ALLOCATION
H2.7	MONKSWELL AVENUE, BOLTON-LE-SANDS **	15	ALLOCATION
H2.8	HALTON MILLS, HALTON	20	PP GRANTED
H2.9	LAND SOUTH OF LOW ROAD, HALTON	60	PP GRANTED
H2.10	LAND BETWEEN LOW ROAD AND FORGE LANE, HALTON	90	PP GRANTED
H2.11	LAND TO THE REAR OF POINTER GROVE AND ADJACENT TO HIGH ROAD, HALTON	66	PP GRANTED
H2.12	LAND SOUTH OF MARSH LANE, COCKERHAM	36	PP GRANTED
DOS7	MIDDLETON TOWERS, CARR LANE, MIDDLETON	576	PP GRANTED
TOTAL ALLOCATIONS (RURAL AREA)		1,024 DWELLINGS	

*\* Where no planning permissions have been submitted, dwelling numbers have been estimated based on number of assumptions around site area and site densities. Where this is the case the actual dwelling numbers will be determined through the planning application process.*

*\*\* New Development should provide for 'Home Owner Pack' in relation to recreational pressures in Morecambe Bay.*

Within the settlements of Arkholme, Cockerham, Caton & Brookhouse, Dolphinhholme, Halton, Slyne-with-Hest, Wennington and Wray the Council expects, via the Neighbourhood Plan process, the respective Parish Council's to proactively and positively plan for housing growth within their communities in the context of this DPD.

- 20.8 The Council will continue to provide assistance and advice to neighbourhood plan groups in order for them to achieve this. Neighbourhood Plan groups should have due regard to Policy SC1 of this DPD and DM54 of the Development Management DPD.

#### **Local Heritage Led Housing**

- 20.9 Lancaster district benefits from a high quality built environment and cultural heritage. Whilst many of its assets are listed there are also many other buildings and structures which whilst not formally listed contribute to the local built character, settlement formation and sense of place of the district. Such assets make an important contribution to the built fabric of the district and its historic past. Recognising the value of these assets the Council has prepared a list of local heritage assets across the district.
- 20.10 Ridge Lea Hospital and the military barrack buildings at the University of Cumbria are included within the Council's local heritage list and as such are identified as buildings which the Council consider desirable for retention and protection. Whilst supporting development proposals at these locations this must be in the context of the retention and protection of these assets. The Council will not support proposals that involve the loss of these assets or damage to their setting.

### **Policy H3: Heritage Led Housing Development**

In the interests of conserving non-designated local heritage assets the City Council will support proposals for residential development at the following locations:

- Land at Ridge Lea Hospital, East Lancaster; and
- Land at the University of Cumbria campus, East Lancaster.

Development proposals at these sites will be taken forward through a conservation-led approach with a presumption in favour of the retention and conservation of identified heritage assets on site, including their wider setting.

Future proposals will need to be supported by a comprehensive masterplan demonstrating how the heritage assets and their setting will be conserved through the proposal and their future protected and secured.

Proposals which would result in substantial harm to or total loss of the significance of the heritage assets will not be supported. Proposals which result in less than substantial harm or partial loss of the significance of the heritage assets would require a clear and convincing justification.

New development should make a positive contribution to the local character and distinctiveness of the sites with opportunities to draw on the contribution made by the historic environment to the character of the place secured. Development should create a strong sense of place and provide a well-designed and high quality environment for its residents.

**Land at Ridge Lea Hospital**

The site is expected to accommodate around 70 residential units through the sympathetic conversion of the main hospital building and some sensitive development in the grounds.

Proposals will need to provide a high quality design, layout and use of materials respecting the character and setting of this local heritage asset and its location in East Lancaster. This should include the retention and reinforcement of the existing landscape structure of the site, including the protection of the surrounding woodland area and tree planting. Sensitive design on the boundaries of the site will be required, recognising the site's role and importance in defining the setting in East Lancaster and its proximity to other sensitive uses.

Proposals will also need to demonstrate how the site relates to adjacent communities in East Lancaster having regard to wider residential amenity, highway, cycle and pedestrian connectivity. The provision of a primary vehicle access point onto Quernmore Road will need to be secured.

**University of Cumbria Campus**

The site is expected to accommodate around 15 residential units through the sympathetic conversion of the barrack buildings.

Proposals will need to have regard to the relationship of the site with the wider University of Cumbria footprint taking account of the continued operation of the University and the sites interrelationship with the wider environmental and historical assets of the campus.

Proposals will also need to demonstrate how the site relates to adjacent communities in East Lancaster having regard to wider residential amenity, highway, cycle and pedestrian connectivity. Proposals will be expected to provide a well-designed and high-quality environment for its residents and adjacent communities, complementing existing design practices of the University and its historic past.

**Ridge Lea Hospital**

- 20.11 Ridge Lea, formerly known as the Ladies Villa, was constructed in 1916 as a satellite ward to Lancaster Moor Hospital. It was built as a response to wealthy relatives of female patients objecting to members of their families mixing with lower classes. A review of health care and asset provision by the CCG means that the building is no longer required, with patient treatment and



care being transferred to alternative facilities in the county.

- 20.12 The hospital consists of a mix of single, two and three story blocks and is constructed of traditional stone construction with slate pitched roof. The building forms a T-shaped structure with short projecting wings and shaped gables. Unusually the building was constructed in the First World War.
- 20.13 The existing hospital occupies an elevated position though it is well screened by extensive tree belts.
- 20.14 In planning for the wider housing needs of the district and in order to secure the long term protection of this historic asset the Council, may where appropriate, support the evidenced provision of additional enabling development on the site. Any additional development will need to be in keeping with the character and setting of the identified historic asset.

**University of Cumbria**

- 20.15 The University of Cumbria Campus displays evidence of the development of a late-19<sup>th</sup> century military barracks which is juxtaposed with the infill of 20<sup>th</sup> century educational buildings. The military barracks were constructed 1876-80 following the localisation of the King's Own Regiment to Lancaster in 1873 and designed in a stern military Gothic revival style. The army moved out in the mid-20<sup>th</sup> century and the complex became St Martin's College in the 1960s which then became part of the University of Cumbria in 2008.
- 20.16 The non-designated heritage assets, including the Keep, Officers' Quarters, Separate Married Quarters, Officers' Mess, have been added to the Council's 'List of Local Heritage Assets' as they make a significant contribution to Lancaster's military history. In addition, they are one of the few examples nationally of a late-19<sup>th</sup> century military barracks.
- 20.17 In the interests of conserving this important heritage asset and its setting the Council acknowledge that some form of enabling development is required. Such proposals should be brought forward in dialogue with the Council's Conservation Team with the continued retention and protection of the barrack buildings central to any future proposal.

**Land at Grab Lane, East Lancaster**

- 20.18 Land at Grab Lane in East Lancaster has been identified as a site for residential development. The site covers an area of 20 hectares and has been identified as having an indicative capacity of approximately 195 dwellings.
- 20.19 The Grab Lane site is located to the east of Lancaster, approximately one mile from the city centre. The site is currently used for agriculture and forms an important foreground for the setting of the Grade I Listed Ashton Memorial and the wider area of Williamson Park. The significance of this asset, and its setting, in defining the character of this area is well recognised by both the Council and Historic England and is of material consideration to any development proposals for this site.
- 20.20 The site is separated into two parcels by Grab Lane, which runs through the middle of the site connecting Quernmore Road in the north and Wyresdale Road in the south. The M6 motorway forms the eastern boundary of the site. The western boundary is formed by existing areas of greenspace including a Biological Heritage Site (BHS) before leading to Fenham Carr Lane and then rising steeply to Williamson Park and Ashton Memorial. The existing residential development at Standen Gate forms the north western boundary of the site.
- 20.21 Given the site occupies a highly prominent position on the entrance to Lancaster and within the

setting of a significant heritage asset, the Council will look to secure development that positively adds to local townscape and landscape through well-planned, high quality designed proposals that relate sensitively to the landscape and heritage of the area and also play a leading role in addressing infrastructure constraints, as defined in Policy SG8 of this DPD.

- 20.22 In allocating this site for development, the Council will require proposals to demonstrate how, through a comprehensive masterplan for the site, future development will complement and sustain the setting of the Ashton Memorial. The completed masterplan should clearly demonstrate how proposals will sensitively relate to landscape character of the area and the setting and significance of this Grade I Listed heritage asset. The masterplan should also consider how the heritage value of existing farm buildings off Grab Lane can be secured and sympathetically incorporated into the wider scheme.
- 20.23 To this end the Council will prepare a development brief to supplement the content of Policy H4 and provide detail on a range of issues that should be addressed through a Masterplan. The Council will welcome a collaborative approach to the preparation of a masterplan prior to any planning application being submitted for determination.

#### **Policy H4: Land at Grab Lane, East Lancaster**

Land at Grab Lane, East Lancaster has been allocated for residential development. The site is expected to accommodate no more than 195 residential dwellings and a range of infrastructure that is necessary to facilitate these new homes.

The Council will prepare a Development Brief to set out in more detail how development of this site should move forward. The Council will expect that future proposals for the site should be prepared in the context of this Development Brief and taken forward through a comprehensive masterplan for the whole site that addresses the issues of phasing, delivering the necessary infrastructure and addressing all issues set out within the Brief.

In preparing the masterplan and future planning application, the Council will require the following matters to be fully addressed:

- I. The delivery of infrastructure to make the development acceptable in planning terms, including contributing to the strategic infrastructure requirements for East Lancaster as described in Policy SG8 of this DPD particularly in relation to public transport provision and education;
- II. The submission of a detailed design statement, recognising its sensitive location in the setting of Ashton Memorial and Williamson Park to the west and areas of Urban Setting Landscape to the east. Design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents;
- III. To enhance the site's prominent location on the eastern edge of Lancaster, within the setting of Ashton Memorial and Williamson Park. Proposals will need to clearly demonstrate, through appropriate layout, design and landscaping that it will not result in unacceptable harm on the setting of these important heritage assets and the area's wider role in defining the character of East Lancaster;
- IV. The improvement and enhancement of land identified under Policy EN10.1 of this DPD which should be used as amenity space that provides wider public benefit both to existing and new residents in the East Lancaster area;

- V. The submission of a suitable and appropriate landscaping plan, which retains and reinforces the existing landscape structure of this site and incorporate natural features where possible, including the protection of existing landscape patterns, the retention of historic field boundaries and tree planting where appropriate;
- VI. The protection in perpetuity of the allocated Urban Setting Landscape that runs through the eastern section of the site, as defined by Policy EN7 and EN10.2 of this DPD. Any future proposals for the site should seek positive inter-relationships with this area of local landscape importance;
- VII. No net loss in value of the adjacent Lancaster Moor Hospital Grassland Biological Heritage Site (BHS) with evidence of how the BHS will be protected and enhanced. Future proposals should seek to deliver positive benefits to biodiversity through the creation of habitat within the site, biodiversity improvements to land identified under Policy EN10.1 will be supported;
- VIII. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;
- IX. Contribute to the delivery of a green corridor network within the east of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- X. Proposals should ensure that the residential amenity of new residents is not compromised by surrounding uses, in particular any residual commercial uses in the surrounding area and the nearby M6 motorway;
- XI. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development proposals will deal with the matter of flood risk, particularly in relation to impacts on the Burrow Beck catchment. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- XII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;
- XIII. The delivery of a highways scheme which provides safe, suitable and appropriate access onto both Wyresdale Road and Quernmore Road (via the exiting Grab Lane entrance) to the satisfaction of the local highways authority;
- XIV. The incorporation of cycling and pedestrian access with strong and positive linkages to the existing network including improvements to the links from the site into Lancaster City Centre and the wider East Lancaster area;
- XV. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;
- XVI. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and
- XVII. Approximately 40% of the residential units will be defined as 'affordable' which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

Any proposal that is submitted for this area will be expected to take fully into account the content of the Development Brief and all other relevant policies within the Local Plan.

- 20.24 Development proposals should be of a high standard of design and construction and sensitively planned, using appropriate densities, to be in character with its location on the edge of the urban area. The Council will expect any masterplan submitted is accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed, both on the site itself but also on the

context of the historical setting and the local landscape designation, which is located to the east of the site.

- 20.25 Development in this area offers opportunity to add to this heritage through both facilitating the protection and enhancement of existing assets and through incorporating a high standard of quality design.
- 20.26 The proposal site has strong links with Burrow Beck, which has significant associated flood risks along its course. As a result proposals will be expected to include a comprehensive flood risk assessment that sets out any implications on surrounding watercourses and proposed mitigation measures to address such risk.
- 20.27 The site lies in an attractive location to the east of Lancaster and is one of a number of sites in the East Lancaster area, which has been allocated for development. The Council recognises that together these sites have the opportunity to contribute to an improved service and infrastructure provision for East Lancaster. Through a comprehensive approach, utilising the most appropriate method of charging tariff / planning obligation, the Council will look to secure improvements to key elements of infrastructure to ensure that development in East Lancaster is acceptable in planning terms addressing both individual and cumulative impacts on infrastructure. These requirements are set out in more detail both within the Infrastructure Delivery Plan (IDP) and Policy SG9 of this DPD.

**Land at Lancaster Leisure Park and Auction Mart, East Lancaster**

- 20.28 The Council has allocated land at the Lancaster Leisure Park and Auction Mart for further residential growth, this includes land at the former Lancaster Auction Mart site (following its proposed relocation to land at Junction 33 of the M6 as outlined in Policy EC3 of this PDD) and further areas of redundant car parking. It is expected that the regeneration of these areas could accommodate development of approximately 200 new homes.
- 20.29 The redevelopment of the Lancaster Leisure Park and Auction Mart is one of a number of development and regeneration projects in the East Lancaster area. The cumulative impacts on wider infrastructure needs must be addressed and the Council will expect proposals to address relevant infrastructure needs, both in terms of ensuring that development is acceptable in planning terms but also contributing to the delivery of wider strategic needs in the East Lancaster area as highlighted in Policy SG8 of this DPD, particularly in relation to contributions towards public transport improvements between East Lancaster and the City Centre, the provision of local services and the delivery of education facilities on the East Lancaster Strategic Site (identified under Policy SG7).
- 20.30 The allocation is situated on the eastern edges of Lancaster and includes (and is directly adjacent to) areas of Urban Setting Landscape which are considered to be of local importance in terms of maintaining an attractive setting to the historic city and, particularly in this area, Ashton Memorial which is a Grade I Listed Building.
- 20.31 Given the site's relationship with this important landscape designation it is important that any future proposals include landscape and design assessment which identify how through sensitive design, layout and landscaping the visual impacts of new development can be mitigated. The Council expects that proposals for new development should not encroach on areas which have been identified as Urban Setting Landscape, however proposals should seek to deliver benefits in terms of the landscape value within these areas in order to provide visual benefits not only for the development itself but also improvements to the wider setting within the East Lancaster area.

- 20.32 The allocation has strong links with Burrow Beck, which has significant flood risks associated with it along its course through both East Lancaster and south towards Bailrigg Garden Village. As a result proposals will be expected to prepare detailed Flood Risk Assessments that sets out any direct or indirect impacts from the proposed development on surrounding watercourses and land-uses and any proposed mitigation measures to address such risks.
- 20.33 Proposals should seek to address all necessary on-site infrastructure in relation to highways, open space and affordable housing delivery. It is important that necessary infrastructure is delivered to the satisfaction of the relevant authorities and organisations.
- 20.34 Proposals should seek to provide satisfactory access arrangements onto Wyresdale Road ensuring that a safe and appropriate access point(s) are created to the satisfaction of the local highway authority and that any highway capacity issues which may arise are mitigated against.

### **Policy H5: Land at Lancaster Leisure Park and Auction Mart, East Lancaster**

Land at Lancaster Leisure Park in East Lancaster has been identified for residential development. The site is expected to accommodate approximately 200 residential dwellings and a range of infrastructure that is necessary to facilitate these new homes.

In bringing forward development proposals for the site the Council will expect the following matters to be addressed:

- I. The delivery of infrastructure to make the development acceptable in planning terms, including contributing to the strategic infrastructure requirements for East Lancaster as described in Policy SG8 of this DPD particularly in relation to public transport provision and education;
- II. The submission of a detailed design statement, recognising the sites relationship with the Urban Setting Landscape which is directly adjacent to the east. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents;
- III. Proposals should ensure that residential amenity of new residents are protected from surrounding uses, in particular any residual commercial uses on the site itself and the nearby M6 motorway;
- IV. The protection in perpetuity of the designated Urban Setting Landscape which runs through the eastern section of the site, as defined by Policy EN7 of this DPD. Future proposals should seek to delivery positive inter-relationships with this area of local landscape importance;
- V. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;
- VI. Contribute to the delivery of a green corridor network within the east of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- VII. The submission of a suitable and appropriate landscaping plan, which delivers a positive inter-relationship with the adjacent Urban Setting Landscape and incorporates natural features where possible;
- VIII. The preparation of a Flood Risk Assessment that details how through design, construction and occupation phases of development proposals will deal with the matter

	<p>of flood risk. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;</p> <p>IX. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;</p> <p>X. The delivery of a highways scheme which provides safe, suitable and appropriate access arrangements into Wyresdale Road to the satisfaction of the local highways authority;</p> <p>XI. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Lancaster City Centre;</p> <p>XII. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;</p> <p>XIII. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;</p> <p>XIV. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and</p> <p>XV. Approximately 40% of the residential units will be defined as affordable which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.</p> <p>Any proposal that is submitted for this area will be expected to take fully into account the content of the Development Brief and all other relevant policies within the Local Plan.</p>
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**Former Royal Albert Site, Ashton Road, Lancaster**

- 20.35 The Council have allocated land at the Former Royal Albert site on Ashton Road, Lancaster which, once implemented, could accommodate development of approximately 120 new homes.
- 20.36 The allocation is situated on the southern edges of Lancaster and is surrounded on three sides by Urban Setting Landscape which is considered to be of local importance in terms of maintaining an attractive setting to the historic city. Given the sites relationship with this important landscape future proposals should include landscape and design assessments which identify how through sensitive design, layout and landscaping that the visual impacts of new development can be mitigated. Proposals should also seek to retain natural features such as trees and hedgerows, which will further mitigate wider impacts on the local landscape.
- 20.37 Proposals should seek to enhance accessibility and linkages between the site and Lancaster City Centre and, to the south, the proposed development at Bailrigg Garden Village. It is therefore important that future proposals seek to improve both cycling and pedestrian linkage utilising where possible Lancaster Canal (which is to the West of the proposal site) and the proposed Cycling and Walking Superhighway which described in more detail via Policy T2 of this DPD.
- 20.38 Proposals should seek to address all necessary infrastructure in relation to highways, open space and affordable housing delivery. It is important that necessary infrastructure is delivered to the satisfaction of the relevant authorities and organisations.
- 20.39 Proposals for the site should seek to provide satisfactory access arrangements onto Ashton Road, ensuring that a safe and appropriate access point(s) is created to the satisfaction of the local highway authority and that any highway capacity issues which may arise are mitigated against.



## **Policy H6: Royal Albert Fields Ashton Road, Lancaster**

Land at Former Royal Albert Hospital Site in South Lancaster has been identified for residential development. The site is expected to accommodate approximately 71 residential dwellings and a range of infrastructure that is necessary to facilitate these new homes.

In bringing forward development proposals for the site the Council will expect the following matters to be addressed:

- I. The delivery of infrastructure to make the development acceptable in planning terms, in particular where appropriate and relevant contributing to the requirements of Policy SG3 of this DPD;
- II. The submission of a detailed design statement, recognising the sites relationship with the Key Urban Landscape which surrounds it to the South, West and North. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents;
- III. Contribute to the delivery of a green corridor network within the South Lancaster area and Bailrigg Garden Village with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- IV. The submission of a suitable and appropriate landscaping plan, which retains and reinforces the existing landscaping structure of the site and incorporates natural features where possible. Landscaping should seek to enhance the sites position in relation to the adjoining Key Urban Landscape;
- V. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;
- VI. The preparation of a Flood Risk Assessment that details how through design, construction and occupation phases of development, proposals will deal with the matter of flood risk. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- VII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;
- VIII. The delivery of a highways scheme which provides safe, suitable and appropriate access arrangements into Ashton Road to the satisfaction of the local highways authority;
- IX. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Lancaster City Centre, particularly improving linkages both along Ashton Road and Lancaster Canal;
- X. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;

- XI. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;
- XII. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the most up-to-date Housing Needs Assessment; and
- XIII. Approximately 40% of the residential units provided will be defined as affordable which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

- 20.40 Any proposals for this site should ensure that it contributes to improvement of wider infrastructure in accordance with the Infrastructure Delivery Plan (IDP)<sup>68</sup>, in particular improving cycling and pedestrian linkages to Lancaster City Centre should form a key element of improvement within the local area.

## 21. Development Opportunity Sites

- 21.1 The Council has identified a number of sites that require regeneration and improvement. In order to facilitate such improvement they have been classified as 'Development Opportunity' sites, which will be promoted for a range of uses. Whilst their regeneration is not strategic for the district, redevelopment of these locations will contribute to development on brownfield sites and offer the opportunity to generate local benefits to the immediate surroundings.

### Land at Bulk Road & Lawson's Quay, Central Lancaster

- 21.2 The Council has allocated the land at Bulk Road and Lawson's Quay as a development opportunity site as it provides the opportunity to improve the eastern gateway to the city centre and address long-term vacancy issues and dereliction of the site.
- 21.3 Support will be given to the redevelopment of this site for a range of commercial and residential uses, including office / business uses, leisure uses, flatted development (including student accommodation) and some types of retail use provided they do not seek to conflict with the wider aims of the Council to deliver regeneration and growth at the Lancaster Canal Corridor site. It should be demonstrated that any retail uses proposed for this site will compliment and support the retail offer in the city centre, both in terms of the existing offer and the offer proposed via the Canal Corridor Scheme.
- 21.4 Proposals that would undermine the redevelopment and regeneration of the Lancaster Canal Corridor, including proposals for development of comparison retail units (A1 use class), will not be supported and would be more appropriately sited within the Primary Shopping Area of Lancaster, as identified in the Local Plan Policies Map.

### **Policy DOS1: Land at Bulk Road & Lawson's Quay, Central Lancaster**

**The Council will support the regeneration of this site for a range of development uses, including commercial uses, leisure uses and retail uses where such proposals seek to complement the ongoing regeneration of the neighbouring Canal Corridor North Site (as defined in Policy SG5 of this DPD).**

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

Proposed uses at the Bulk Road & Lawson's Quay site should not include uses that could be located on an available, sequentially preferable, site that is located either within, or adjacent to the Primary Shopping Area.

Proposals for residential apartments (including student accommodation) on this site will also be supported where they meet appropriate amenity standards and are consistent with all relevant policies within the Local Plan.

Proposals will be expected to address the following issues:

- I. Proposals should seek to ensure that no adverse impact is created on the surrounding road network, local amenity and highway safety. Proposals that involve a significant increase in traffic movements into the site will need to satisfactorily demonstrate that it will not have any adverse impact on the traffic movements into central Lancaster;
- II. That any proposed uses on the site for employment or commercial purposes do not impact on residential amenity of existing properties on Bulk Road in terms of noise, smell, light or air pollution;
- III. That any proposed use on the site for residential purposes meet appropriate amenity standards in terms of privacy distances, daylight and space standards in accordance with other relevant policies within the Development Management DPD;
- IV. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development proposals will deal with the matter of flood risk, particularly in relation to impacts on the River Lune which is to the north of the site. This should include suitable and appropriate measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- V. Appropriate linkages are generated from the site to the city centre, encouraging access to the site by both cycling and walking;
- VI. Proposals seek to preserve, or enhance the setting of numerous heritage assets in the immediate vicinity and across the wider townscape of Lancaster.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.

21.5 Access to the site is achieved from Skerton Bridge, Caton Road and Lancaster's one-way system all of which suffer from serious congestion. Any proposals for this site will therefore be expected to set out clearly how traffic to and from the site will be managed to ensure that there will be no unacceptable impacts on traffic flow and the local highway network and that highway safety is not compromised. Any proposal should have due reference to the aspirations of the Lancaster District Highways and Transport Masterplan and support the implementation of any schemes as set out in Policy DM63 of the Development Management DPD. Proposals should also ensure there is safe access from the city centre for both pedestrians and cyclists.

21.6 Any proposed uses on the site should not have a detrimental impact on the local residential amenity of properties on Bulk Road. Proposed uses should not ensure satisfactory amenity in terms of light, odour, noise or air pollution.

#### **Land at Moor Lane Mills, Central Lancaster**

21.7 Land in the centre of Lancaster which includes a series of car parks and mill buildings have been identified for regeneration under Policy DOS2 of this DPD to deliver a range of residential uses including market housing, affordable housing and student accommodation.

21.8 The site has strong linkages with the strategic site of Lancaster Canal Corridor (identified under

Policy SG5 of this DPD) which is directly to the north of Moor Lane Mills. It is anticipated that regeneration and redevelopment of this site will be linked with the wider regeneration of the Canal Corridor site and provides the opportunity to facilitate a wider, more comprehensive regeneration of Lancaster City Centre.

- 21.9 The site contains a number of heritage assets, particular the Moor Lane Mill buildings which are recognised for the historic importance. Any future proposals for the site should ensure that such assets are sympathetically retained and re-use.
- 21.10 The site also includes a range of Council owned car parking which currently serve an important role for visitors and users of the City Centre. The Council will not support the loss of such facilities without appropriate alternative car parking provision being secured.

### **Policy DOS2: Land at Moor Lane Mills, Central Lancaster**

The Council will support proposals for the regeneration and redevelopment of land which surrounds Moor Lane Mills in Central Lancaster for a residential-led mixed use scheme incorporating employment uses and student accommodation.

The regeneration and re-use of this land will be tied to the wider regeneration of Lancaster city centre, particularly the regeneration of the Lancaster Canal Corridor site as identified under Policy SG5 of this DPD. The loss of car parking facilities will not be supported unless suitable alternative provision for car parking has already been provided, either on the Canal Corridor site or via other means to meet the needs of city centre users.

The buildings which comprise the Moor Lane Mills are considered to be of heritage value, which should be retained and sympathetically incorporated into future proposals for the wider site.

The Council will expect development proposals for this site to address the following matters:

- I. Delivering development that is of a high quality design and making use of materials that respect the character of the locality, particularly in the context of the Central Lancaster Conservation Area;
- II. Proposals will be encouraged to make use of sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- III. Proposals should seek to ensure that no adverse impact is created on the surrounding road network, local amenity and highway safety. Proposals that involve a significant increase in traffic movements into the site will need to satisfactorily demonstrate that it will not have any adverse impact on the traffic movements into central Lancaster;
- IV. Appropriate linkages are generated from the site to the city centre, encouraging access to the site by both cycling and walking;
- V. That any proposed use on the site for residential purposes meet appropriate amenity standards in terms of privacy distances, daylight and space standards in accordance with other relevant policies within the Development Management DPD;
- VI. Proposals seek to preserve, or enhance the setting of heritage assets in the immediate vicinity and across the wider townscape of Lancaster; and
- VII. Proposals should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS).

**Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.**

- 21.11 The Council anticipate that the future redevelopment of the Moor Lane Mills site will come forward as part of the wider regeneration of Lancaster City Centre, however subject to meeting the requirements of Policy DOS2 the Council will support proposals for development in advance of the Lancaster Canal Corridor.

**Luneside East, Lancaster**

- 21.12 Located on the southern banks of the River Lune on St George's Quay the two sites of Luneside East and Luneside West form one of the Council's Regeneration Priority Areas for the district (as defined in Policy EC5 of this DPD). Both benefit from planning permission. Substantial construction of residential development is already underway at Luneside West. However, Luneside East remains in need of regeneration and offers the potential to assist in meeting the housing needs of the district, utilising previously developed land and delivering development in a sustainable and accessible location.
- 21.13 Luneside East has a long history of industrial uses having been part of the main centre for employment and manufacturing in Lancaster. Evidence of previous industrial uses remain present on the site with part of the former warehouse and pump house the remaining structures on the site. Contamination is also noted to be an issue.
- 21.14 Whilst currently derelict and vacant, Luneside East's proximity to the city centre, Lancaster Castle and the successfully regenerated St Georges Quay make it an attractive site for redevelopment. Regeneration is considered to offer potential to help wider areas of deprivation in the locality and secure better connections to the city centre. It should be noted that planning permission has been recently granted for the regeneration of this site for student accommodation, supplemented by opportunities for commercial and business uses.

**Policy DOS3: Luneside East, Lancaster**

**The Council will support proposals for the regeneration and redevelopment of Luneside East, Lancaster for a residential-led mixed use development incorporating B1 employment uses, wider commercial uses and residential development including student accommodation.**

**The Council will require development to be taken forward through a comprehensive approach addressing the following issues:**

- I. Investigate opportunities for the retention of existing buildings on the site, where possible to do so, where it incorporates the site's historic and industrial past into future design proposals (this should also include securing an active frontage along St Georges Quay);**
- II. Delivering development that is of a high quality design and making use of materials that respect the character and setting of the site;**
- III. Encouraging the use of sustainable construction and design aimed at minimising energy use and maximising energy efficiency;**
- IV. Integration with surrounding areas, complementing neighbouring land uses and creating new linkages between the site and the city centre;**
- V. The delivery of an appropriate mix of uses to achieve a balanced community and ensure that differing uses integrate properly with each other;**

- VI. The creation of a network of open spaces and public realm that provides linkages from the site towards St Georges Quay, New Quay Meadow and Giant Axe Field;
- VII. Satisfactory conclusion to the remediation of any outstanding contamination issues;
- VIII. Make necessary contributions towards improvements to public transport access with improved linkages between the area, adjacent development opportunities and the city centre. This should be demonstrated via a properly monitored and managed Travel Plan detailing the measures to be provided to maximise the use of sustainable transport methods and seeking to reduce the need for private car use;
- IX. Proposals will preserve or enhance the setting of the Grade I Listed Priory and Lancaster Castle; and
- X. Proposals through the design, construction and occupation phases must seek to mitigate against existing flood risks. Proposals should be accompanied by a Flood Risk Assessment, which addresses the potential impacts of flooding both directly and indirectly on the site that is acceptable to the Environment Agency and Lead local Flood Authority.

**Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.**

- 21.15 Luneside East benefits from planning permission for a mixed-use development, however whilst the site has been mainly cleared and remediated no development has yet commenced on the site.
- 21.16 The Council will continue to support regeneration proposals for this site where proposals seek to address amenity issues and capitalise on the area's historic past. Proposals should investigate opportunities to identify whether the remaining buildings on the site could be retained where it is practical and possible to do so. Proposals are expected to achieve high quality design that adds to and compliments the site's location on the quayside and gateway between the city centre and other areas of Luneside to the west.

**Land at Lune Industrial Estate, Luneside, Lancaster**

- 21.17 The land at Lune Industrial Estate is of economic importance, providing affordable employment land for business growth and development. It accommodates a range of B1, B2 and B8 uses. It represents one of only a handful of sites in the Lancaster area (South of the River Lune) which offers opportunities for both general and heavy industrial uses.
- 21.18 As a result the Lune Industrial Estate plays an important role in the district's employment land portfolio which provides a balanced number of sites in terms of size, location and nature.
- 21.19 Whilst its economic importance both locally and within the district is recognised, the Council also acknowledges that the long-term suitability of this site for employment and economic use may require further consideration and action. The site has significant access issues from the city centre one-way system, which suffers from severe traffic congestion at peak times. The site is also now located in a predominantly residential areas with the adjoining site (Luneside West) under construction for residential development.

**Policy DOS4: Lune Industrial Estate, Luneside, Lancaster**

**The Council will support a mixed-use regeneration of this previously developed site, which involves a range of residential, employment and economic uses. Regeneration proposals for this site should only be brought forward via a comprehensive integrated approach, preferably via a masterplan, including all elements of the site.**



Any future masterplan for the Lune Industrial Estate will be expected to address the following fundamental issues:

- I. The masterplan should be comprehensive in nature, including all areas of the Lune Industrial Estate, to ensure that issues relating to the site (and its existing uses) are addressed in an acceptable manner;
- II. Proposals will be expected to demonstrate that the air quality within the Lancaster Air Quality Management Area will not be impacted from the proposed development and that adequate mitigation measures are provided in accordance with Policy DM31 of the Development Management DPD;
- III. Given the continued active use of the site for economic and employment purposes, the masterplan should set out how existing businesses will be supported to find alternative appropriate accommodation within the district.

The Council will not support piecemeal applications on the site that result in sensitive land-uses (such as residential) being located in close proximity to heavy industries.

A masterplan will also be expected to address the following issues:

- IV. The masterplan seeks to plan sensitively and appropriately for a range of land-uses on the site and ensure that incompatible land uses are not located within close proximity of each other;
- V. The design of development should seek to be of a high quality, emphasising its prominent location on the banks of the River Lune, new development should be sympathetic to its locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents and workers;
- VI. The proposal seeks to address the issues relating to road infrastructure and accessibility between the site and the city centre, ensuring that issues of traffic congestion are fully explored. The proposed uses should not have an adverse impact on highway safety or increased HGV movements through residential areas and the City Centre;
- VII. Strong linkages are made between the site and the city centre, encouraging cycling and walking links;
- VIII. That issues relating to ground contamination are fully investigated prior to the commencement of any development on the site and that suitable remediation measures are adopted;
- IX. The proposed uses and design do not have an adverse impact on the residential amenity of neighbouring residential properties;
- X. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;
- XI. Proposals through the design, construction and occupation phases should seek to mitigate against existing flood risks. Proposals should be accompanied by a Flood Risk Assessment that addresses the potential impacts of flooding both directly and indirectly on the site, and is acceptable to the Environment Agency and Lead local Flood; and
- XII. Appropriate levels of contribution towards the improvement of infrastructure in the local area, including provision towards improvements to education provision to the satisfaction of Lancashire County Council and contributions towards open space improvements in the Freemans Wood and Willow Lane areas.

**Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.**

- 21.20 Given the constraints of the site the Council recognise the importance of adopting a flexible long-term approach to the regeneration of this site for a range of uses including both residential, commercial, employment and recreational uses through its allocation as a development opportunity site.
- 21.21 The site identified in Policy DOS4 consists of a number of differing land ownerships and therefore it is vital that a comprehensive approach is taken to the regeneration of this site to ensure that heavy industry is decanted appropriately to alternative, more suitable locations within the district.
- 21.22 Whilst currently there are a few alternative sites for general industrial uses in the Lancaster area, it is considered that the opening of the Bay Gateway Link Road will significantly improve accessibility from Lancaster to employment sites on the Heysham Peninsula, in particular sites within the Heysham Gateway. With this improved accessibility there will be reasonable alternative provision available for the de-canting of businesses from the Lune Industrial Estate to alternative locations such as Heysham Industrial Estate, Major Industrial Estate and Lancaster West Business Park.
- 21.23 Any proposals for the Lune Industrial Estate must be prepared through a comprehensive masterplan approach, looking at the site as a whole and developing a well-planned, sustainable framework for future regeneration of the site. Such a masterplan should be developed in collaboration with all the landowners on the site and with input from the Local Planning Authority and other key stakeholders where appropriate. Such an approach will ensure that consideration is given to how existing employment uses will be supported in decanting to alternative premises elsewhere in the district and ensure that the masterplan does not result in competing and incompatible land-uses being located within close proximity to each other.
- 21.24 Proposals that are piecemeal in nature and result in the creation of incompatible land-use patterns (for example heavy industry and residential development) which generate significant amenity issues for local residents, will not be supported by the Council.
- 21.25 There are significant infrastructure issues in the Luneside area, particularly in relation to education provision and highways issues. These infrastructure requirements should be directly addressed through the preparation of a comprehensive masterplan for the Lune Industrial Estate. Proposals that exacerbate existing infrastructure deficiencies and do not offer appropriate, realistic, solutions for addressing this shortfall will not be supported by the Council.

**Land at Willow Lane, Lancaster**

- 21.26 Land at Willow Lane in Lancaster is identified as a Local Green Space under Policy SC2 of this DPD and as an opportunity area for improvement to the current recreation and open space offer, as identified in Policy SC5 of this DPD. Located to the west of Lancaster the site provides an important area of open space in what is otherwise a densely developed residential and employment area. The continued protection of this area for recreation uses is therefore strongly supported by the Council.
- 21.27 The site has a long history of recreational uses, with land within the allocation being currently used as playing pitches and a children's play area, and other areas used in the past as a cricket ground. Whilst the eastern part of the site remains in active use, the larger element of the site remains in private ownership.
- 22.28 In considering proposals that seek to improve and enhance the recreational offer of the site, the

Council will support proposals that enhance existing recreation and open space facilities for local residents, improving the quality of the existing assets and providing new recreational facilities where appropriate. Opportunities to retain and enhance biodiversity and landscape value in this area should also be considered.

- 22.29 In planning for the wider needs of the district and in order to secure enhancements to the existing recreational resource the Council may, where appropriate, support a small element of enabling development on land presently identified as not having an active recreational use.

### **Policy DOS5: Land at Willow Lane, Lancaster**

The land identified as Willow Lane is an open space that has been allocated as a Local Green Space under Policy SC2 of this DPD due to its community value with the opportunity for recreational and open space improvement. The Council will support appropriate and suitable proposals that facilitate, enhance and regenerate the quality and quantity of recreational open space provision in this area and seeks to maintain and enhance the biodiversity value of the site.

Exceptionally, the Council may support proposals for enabling development within part of the site that currently has no active use, but only in circumstances where the proposals support and facilitate quantitative and qualitative improvements to the recreational and open space, and that this remains the main overall use on the site.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.

- 22.30 This is subject to the development supporting enhanced recreation and open space provision on the site and that the additional development proposed is clearly demonstrated to support these improvements. Any additional development will need to be of a design and layout that is compatible with the continued use of the site for recreational and amenity use and would not restrict the accessibility of the site for local residents. Any proposals would also benefit from demonstrating that there is clear support in the local community.

### **Galgate Mill, Galgate**

- 22.31 The Grade II Listed Silk Mill was erected in 1852 and unusually for this area the building is constructed of brick. The main mill building stands at five storeys and provides a dominant and attractive landmark for Galgate.
- 22.32 The main mill buildings have been converted into light industrial and quasi-retail uses and has been designated through previous Local Plans as a rural employment site, one of only two rural employment sites in the south of the district. Whilst a number of small businesses trade from the mill, a large area of the site remains vacant and available for development. Opportunities to utilise and bring back into use this important historic asset and tidy up the site will be supported by the Council.
- 22.33 In considering future proposals, the Council will look to support and protect the continued operation of the mill for some element of employment usage as it plays an important role in the district's employment land supply, providing small units that are suitable for start-up businesses and other rural enterprises.

- 22.34 Whilst employment uses should be retained on this site, the Council will support the regeneration of the site for a mixture of supporting uses, such as for residential purposes where it is demonstrated that residential uses can be made compatible with the wider employment uses and is consistent with all other relevant elements of the plan.

### **Policy DOS6: Galgate Mill, Galgate**

The Council will support proposals for the regeneration and redevelopment of Galgate Mill. Any proposals for the mill building will be expected to retain a significant element of employment space within the buildings, particularly at ground floor level. However, to facilitate regeneration the Council will support a diversification of uses that include residential uses to the upper levels. Any proposals need to be consistent with its rural location and its listed status.

In considering future proposals the Council will require a conservation-led approach which is focused on:

- I. The retention and sensitive reuse and repair of the mill building, maintaining and restoring its historical significance and those surrounding curtilage buildings identified as being of historic importance;
- II. The protection of local amenity in surrounding residential areas;
- III. High quality design and use of material that respect the character and setting of historic assets on the site;
- IV. Sustainable construction and design that is aimed at minimising energy use and maximising energy efficiency;
- V. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development proposals will deal with the matter of flood risk, particularly in relation to impacts on the River Lune which is to the north of the site. This should include suitable and appropriate measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;
- VI. The integration of the development within the surrounding network of cycling and pedestrian linkages;
- VII. The provision of acceptable and safe traffic arrangements for Chapel Lane;
- VIII. Contributions from the development towards improvements to public transport in the area, with improved linkages between this site and Lancaster city centre. This should be demonstrated via the production of a properly monitored and managed Travel Plan in accordance with Policy DM62 detailing measures to be provided to maximise sustainable transport use; and
- IX. The retention and provision of sufficient parking on-site to accommodate the mix of uses being proposed on-site without impacting on the operation of existing business or the setting of the Listed building.

The proposal should also be considered in the context of all other relevant Local Plan policies. In particular consideration should be given to the infrastructure requirements for South Lancaster set out in Policy SG3 of this DPD. The Council will expect that any proposals for the Galgate Mill site should seek to contribute to the delivery of infrastructure improvements where relevant to the proposal.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.

**Land at Middleton Towners, Middleton**

- 22.35 Situated to the south of Heysham, the former Pontins Holiday Camp has remained largely vacant since its closure in 1994. The whole site extends to approximately 23 hectares and occupies a prominent position overlooking Morecambe Bay.
- 22.36 The site has a complex history with planning approval for a 626 dwelling retirement village in 2002 having been called in by the Secretary of State for determination. In recommending approval the Inspector recognised the need for, the unique nature of and benefits of the proposal as well as the many regeneration benefits that the scheme would deliver. Following commencement on site, like a number of sites across the district, its delivery has been impacted on by the economic downturn with only a small amount of the dwellings and ancillary facilities actually completed.
- 22.37 An application to remove the age restriction on the built part of the site was subsequently approved at appeal. More recently the Council agreed to remove the age restriction on the remaining parts of the site.
- 22.38 Whilst accepting that the site now benefits from approval for unrestricted residential development it is recognised that, given the sites remote location outside of any defined settlement and remote from services and infrastructure, this is not a location whereby the council would ordinarily support development.
- 22.39 It is important to note that on granting the appeal, the Planning Inspector considered that the regeneration benefits of bringing a large brownfield site back into use and the specialist nature of the housing provided sufficient justification to support the proposal. The unique nature of this site is continues to be recognised by the Council.

**Policy DOS7: Land at Middleton Towers, Middleton**

**The Council will support sustainable development proposals that deliver the regeneration of this important brownfield site.**

**The Council's preference is for the completion of the extant planning permission relating to the site. If this development can be demonstrated not to be viable then the Council will consider alternative proposals for this site.**

**In considering new development proposals the Council will expect the following issues to be addressed:**

- I. That the proposed use(s) are compatible with the existing residential uses that have already been constructed on site;**
- II. The proposal must enhance its levels of connectivity and accessibility to nearby urban areas. This should be achieved via improvements to public transport services and improvements to the highway, cycling and pedestrian networks;**
- III. The proposal should demonstrate that it does not have a detrimental impact, either alone or in combination with other proposals within the Local Plan, on European designated sites (as defined by Policy EN9 of this DPD);**
- IV. The proposal does not have a detrimental visual impact on the landscape value of Morecambe Bay;**
- V. That consideration is given to the Strategic Flood Risk Assessment (SFRA) and the associated flood risks connected with the site and that any future proposals are**

accompanied by a more detailed assessment of flood risk which highlights suitable and appropriate mitigation measures and is acceptable to the Environment Agency and Lead Local Flood Authority; and

VI. The protection of the setting of the Listed building and its viability as a leisure facility.

Any proposals for this site should have due regard to the close proximity of Heysham Nuclear Power Station (as defined by Policy SG16 of this DPD) in relation to its continued operation and potential future expansion.

Future proposals will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.

Future proposals will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.

- 22.40 In taking forward proposals for this site the Council will seek to encourage the implementation of the original proposal that sought to offer the opportunity to regenerate the large brownfield site as well as secure much needed specialist housing for the retirement community, a sector of the housing market that is anticipated to expand in future years.
- 22.41 However, the Council recognises that this may not represent the most optimal or viable use for regenerating the site over the coming years, with this confirmed by the removal of age restriction on site.
- 22.42 In considering alternative proposals, the Council will consider the potential for residential, employment and tourism uses. All uses would need to demonstrate how the accessibility and overall sustainability of the site can be enhanced to a level that is sufficient to overcome and address its remote rural location. This will include measures to improve the frequency and quality of public transport provision and facilitate opportunities for pedestrian and cycling connectivity. Opportunities for the provision of other key local services on site should be investigated where proposals for residential development are proposed.
- 22.43 The site falls within the consultation zone for the Office of Nuclear Regulation (ONR). The ONR will need to be consulted as part of any future proposals for this site with their advice informing the Council's determination. In considering the implications on Heysham Power Station, the Council will not support the development of permanent residential caravans on this site.
- 22.44 Areas of the Middleton Towers site falls with Flood Zone 3a which is at high risk of flooding from the coast. As a result the Council would expect any proposals for development to be accompanied by detailed flood risk assessments (FRA) which builds on the understanding of flooding contained in the Council's Strategic Flood Risk Assessment (SFRA). Proposals should seek to provide mitigation to the risks of flooding through design and construction. The Council will not support proposals which include ground floor accommodation in areas of Flood Zone 3a.



- 22.45 A number of residential units and some supporting facilities within the original retirement village, including a leisure centre, have already been constructed with a number of dwellings occupied. The compatibility of future uses with the already constructed element of the scheme will need to be fully considered.

**Land at Morecambe Festival Market and Surroundings**

- 22.46 The Morecambe Area Action Plan (MAAP), adopted by the Council in 2014<sup>69</sup>, identifies the area of the Festival Market and its surrounding area as a Development Opportunity Site. Whilst the Morecambe Area Action Plan remains in place until 2021 the inclusion of this allocation within the wider Local Plan secures its allocation for the entire plan period up to 2031. This is considered to be a strategic site in terms of its context as a link between the existing town centre and the proposed new retail at the former Frontierland site on Marine Drive.
- 22.47 As suggested in the MAAP, land west of Northumberland Street includes an extensive area of car parking that could provide a significant opportunity for new beneficial development to add to and help link the town centre together. The opportunity site as a whole affords much potential for a range of main town centre uses, in particular for a range of commercial leisure uses that complement and assist in supporting wider regeneration of the town centre.

**Policy DOS8: Morecambe Festival Market and Surrounding Area**

The Council will support the redevelopment and regeneration of the Festival Market and the surrounding land for a range of uses including retail, leisure and residential uses.

Proposals for this site should come forward as part of a comprehensive masterplan for the site and should seek to deliver a mixture of uses that seek to complement the role and function of the existing town centre area. In particular proposals should seek to address the following issues:

- I. That the proposed development is sympathetic towards the surrounding heritage assets, in particular the relationships between the Midland Hotel and Winter Gardens;
- II. That the proposal development does not have an adverse impact on local residential amenity to neighbouring properties on Northumberland Road;
- III. That the proposal includes appropriate access to the road network that does not have adverse impacts on highway safety and highway capacity;
- IV. The provision of satisfactory access and servicing arrangements to the rear of all premises fronting onto Marine Road Central;
- V. To deliver necessary highway improvements on Marine Road Central in order to provide improvements to public amenity and the provision of an improved pedestrian environment;
- VI. Enhance pedestrian linkages to the town centre, the former Frontierland site, the Promenade and the bus / train stations.

Any proposals involving changes to (or the loss of) market capacity, existing community facilities including the Platform, any public realm, the existing skatepark or the bus station should either make satisfactory provision or a financial contribution to cover the costs of appropriate provision. The Council accepts that development may well require reductions in

<sup>69</sup> <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

**parking capacity but will require proposals for this to evidence the likely impacts on parking availability.**

**Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.**

- 22.48 Any proposals for the site should ensure that it provides strong linkages into surrounding areas, including the promenade, the retail parks to the west and the existing town centre to the east. Proposals should seek to ensure that there are sufficient levels of car parking to meet the traffic demands of the uses proposed and that there are no detrimental effects on the highway capacity or highway safety on the surrounding road network.
- 22.49 Any proposals that involve the loss of key community facilities, for example the indoor market or skatepark, should present as clear approaches to how these facilities will be replaced elsewhere in the local area.

**Former TDG Depot Site, Warton Road, Carnforth**

- 22.50 The site at the former TDG depot site on Warton Road, Carnforth has been a long established employment allocation within the Local Plan. However, following the relocation of TDG to different premises (both within the district and wider across the North West) the opportunity now exists to realise new, alternative uses for the site.
- 22.51 The site's previous use for storage and distribution uses (B8 use) placed significant problems on the local highway network, creating high levels of HGV movement through Carnforth town centre, which impacted on the town centre's amenity and safety for residents and visitors. Carnforth is one of three Air Quality Management Areas (AQMAS) in the district with its designation associated with the levels of air pollution created from road traffic<sup>70</sup>.
- 22.52 Accordingly the Council, whilst recognising the existing permitted uses for the site, will not seek to support proposals that would generate significant numbers of HGV trips to and from the site.
- 22.53 The Council would expect that any development proposals in this location should come forward as part of a comprehensive masterplan for the site that should also address any issues relating to phasing. The Council will not support the piecemeal regeneration of this site for individual, isolated development proposals.

**Policy DOS9: Land at Former TDG Depot, Warton Road, Carnforth**

**The Council will support the regeneration and redevelopment of the former TDG site, Warton Road, Carnforth for a mixture of uses that should be appropriate and suitable for the unique position of the site. Potential uses could include elements of employment, commercial, residential and recreational uses. Proposals that seek to generate significant levels of traffic movements, especially HGV movements, will not be supported by the Council.**

**Any proposals that come forward should be comprehensive and consider the entire site through a masterplanning exercise, having due regards to the following issues:**

<sup>70</sup> <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality/carnforth-air-quality-management-area-aqma>

- I. Proposals should seek to ensure that no adverse impacts are created on the surrounding road network, Carnforth Air Quality Management Area, local amenity in Carnforth town centre and highway safety, particularly in relation to the generation of HGV traffic;
- II. That sufficient and appropriate mitigation is provided to protect any potential residential development or commercial uses on this site from the impacts associated with the site's proximity to the West Coast Mainline and other associated rail infrastructure;
- III. Future proposals should demonstrate a high standard and quality of design, respecting the character of the setting of the site and its location as a gateway into the Arnside and Silverdale AONB;
- IV. Should the site come forward for residential uses, to provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development
- V. That any proposed uses of the site for employment or commercial uses do not impact on local residential amenity in terms of noise, odour, light or air pollution;
- VI. That issues relating to ground contamination are fully investigated prior to the commencement of any development on the site;
- VII. Appropriate linkages are generated from the site to the town centre and railway station, encouraging access to the site by cycling and walking; and
- VIII. Respect, retain and where possible enhance the heritage assets contained on the site.

Development proposals should investigate opportunities to deliver improvements to water quality in the adjacent River Keer, such investigations should form part of the remediation works for the wider site.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.

- 22.54 Any masterplan submitted for this site will be expected to consider the impacts that the proposed uses will have on the local highway network and the issues around accessing the site. The constrained nature of the site suggests that only one access point will be available for future development. In taking forward proposals consideration will need to be given to the capacity of the local highway network and to highway safety. Given the site's central location within Carnforth it is expected that any masterplan should seek to encourage the use of cycling and pedestrian access to Carnforth town centre and Carnforth rail station.
- 22.55 As the site is surrounded by rail infrastructure and, in particular, the busy West Coast Mainline, any proposals will need to address and mitigate the impact that such uses will have on amenity of the proposal, particularly any sensitive development such as residential uses. The Council will expect proposals to incorporate mitigation measures to ensure that the amenity of any elements of residential development are suitably protected from surrounding uses.

**Former Thomas Graveson Site, Warton Road, Carnforth**

- 22.56 The Council have identified land at the former Thomas Graveson Site, Warton Road, Carnforth as a development opportunity site in order to provide opportunities for improvement to its environmental value and recreation offer, as identified under Policy SC5 of this DPD. Located to the west of Carnforth and in close proximity to the Arnside and Silverdale AONB, the site provides an excellent opportunity to improve environmental value in this locality and provide

improvements to the green / ecological networks in this locality.

- 22.57 Whilst the site has a history of employment uses connected with the railway and former Ironworks the site has been derelict for a long period of time with no expectation that it will be re-use for economic purposes in the future. Furthermore the site suffers significantly from potential flood risk and is located in an area which is at the highest risk of flooding.

### **Policy DOS10: Former Thomas Graveson Site, Warton Road, Carnforth**

The land identified at the Former Thomas Graveson site on Warton Road, Carnforth, has been allocated to provide opportunities for recreation and environmental improvement under Policy SC5 of this DPD. The Council will support appropriate and suitable proposals that facilitate, enhance and regenerate the site and provide enhancements to the environmental value of this area and seeks to enhance biodiversity value.

Exceptionally, the Council may support proposals for enabling development with parts of the site which are not contained in Flood Zone 3, but only in circumstances where the proposals support and facilitate quantitative and qualitative improvements to the environmental value of the site.

Any development proposals for the site should also have due regard to all relevant policies contained within the Local Plan and, in particular the Development Management DPD.

- 22.58 In considering proposals that seek to improve and enhance the environmental value of the site, the Council will support proposals that enhance such value through a managed approach in partnership with local environmental stakeholders. This could also include investigating opportunities for public access and recreational amenity space. To achieve this the Council may, where appropriate, support a small element of enabling development on land which is sited outside of the main areas of flood risk (i.e. on land which is not within Flood Zone 3).
- 22.59 Any additional development will need to be of a design and layout which addresses the impacts of flood risk in accordance with relevant national and local planning guidance.

## **22. The Historic and Natural Environment**

- 22.1 All planning authorities are required, where deemed appropriate to do so, to identify areas that are of specific architectural and historic interest, the character or appearance of which it is desirable to preserve and where possible enhance. These are identified through the designation of a Conservation Area.
- 22.2 All conservation areas should be accompanied by a conservation area appraisal that helps to identify the special architectural and historic character of a conservation area. These appraisals help the understanding of what it is about the place that should be protected and enhanced and to formulate effective policies within the Local Plan to make sensible development management decisions.
- 22.3 To date, the Council has designated 37 conservation areas in the district that recognise a range of differing townscapes, from rural villages in the Lune Valley to the urban centres of Lancaster,

Carnforth and Morecambe<sup>71</sup>.

- 22.4 Proposals for development in these areas, whether they come forward via a site allocation or planning application, will be expected to carefully consider their impacts on the locality and in particular the special character of the conservation area.

### Policy EN1: Conservation Areas

The Council has 37 conservation areas<sup>72</sup> within the district that have been identified for their architectural and historical importance. These are the following:

ARKHOLME	HALTON	PRIEST HUTTON
ALDCLIFFE ROAD, LANCASTER	HEYSHAM	SLYNE-WITH-HEST
BATH MILL, LANCASTER	HORNBY	SUNDERLAND POINT
BOLTON-LE-SANDS	IREBY	TUNSTALL
BORWICK	LANCASTER CENTRE	WARTON
BROOKHOUSE	MELLING	WENNINGTON
CANNON HILL, LANCASTER	MORECAMBE CENTRAL	WESTFIELD VILLAGE
CANTSFIELD	MORECAMBE WEST END	WHITTINGTON
CARNFORTH	NETHER BURROW	WILLIAMSON PARK
DOLPHINHOLME	NETHER KELLET	WRAY
GLASSON DOCK	OVER KELLET	WRAYTON
GREAVES PARK	OVERTON	YEALAND CONYERS
GRESSINGHAM		YEALAND REDMAYNE

Development proposals in these designated areas will be considered against their impacts on the local character of the area and, in particular Policies DM38 and DM39 of the Development Management DPD.

### Designated Heritage Assets

- 22.5 There are a number of features and buildings that have been identified and protected for their historic importance. Such designations include 3 Registered Parks and Gardens, 27 Scheduled Ancient Monuments and approximately 1,300 Listed buildings<sup>73</sup>.

### Policy EN2: Designated Heritage Assets

The Council has identified a range of designated heritage assets on the Local Plan Policies Map, which include the following type of asset:

LISTED BUILDINGS\*  
REGISTERED PARKS AND GARDENS  
SCHEDULED ANCIENT MONUMENTS

\*Due to the number and local nature of Listed buildings these are not shown on the printed version of the Local Plan Policies Map. However, they are viewable on the online version of the map.

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

<sup>72</sup> Conservation Areas are designated outside of the local plan process so the total number and boundaries of conservation areas are subject to change. Where such changes occur the online version of the Local Plan Policies Map will be updated to reflect this.

<sup>73</sup> <http://www.lancaster.gov.uk/planning/conservation/listed-buildings>

- 22.6 Development proposals that may have either direct or indirect impacts on such assets should ensure that such impacts have been fully assessed in liaison with the Council’s Conservation Team. Proposals will not be supported where it is demonstrated that development will cause significant harm to these designated assets.
- 22.7 Given the number of Listed Buildings in the district these are not displayed on the printed Local Plan Policies Map but are viewable on the online version. However, there are a range of sources of such information that can be found by visiting the Council’s website<sup>74</sup>.

#### **Mill Race Heritage Priority Area**

- 22.8 In June 2016, Historic England launched a new programme entitled ‘Heritage Action Zones’ where organisations could bid for such status to help manage change within historic areas and unlock economic potential.
- 22.9 After considering the criteria and guidance from Historic England, the Council decided to focus the proposed action zone on an area to the north-east of the city centre that contains a number of heritage assets that will face a number of opportunities and challenges over the coming years.
- 22.10 Whilst the submission to Historic England was unsuccessful in terms of securing funding and resources, the Council and its partners will seek to secure future funding opportunities in the area of Central Lancaster, identified in Policy EN3 and will look at local interventions and stakeholders to improve the historic environment in this area as a key part of the city centre offer.

### **Policy EN3: Mill Race Heritage Priority Area**

The Council has identified the Mill Race area in Central Lancaster as the priority for a Heritage Action Zone with the aim to deliver a heritage-led regeneration of this area and specifically shape a sustainable future for a key part of the city centre. This will be achieved by improving investment conditions to grow economic activity and supporting development proposals that address the following issues:

- I. Ensuring that the area’s heritage assets are in good condition and able to find sustainable and beneficial uses that secure their long-term future;
- II. Transforming the setting of key heritage assets in this area to provide space and opportunity for appreciation and enjoyment;
- III. Increasing the levels of business occupation within premises and particularly through the creation of active ground floor spaces;
- IV. Improving environmental conditions for residents, building occupiers and pedestrians through reducing the impact of traffic;
- V. Improving pedestrian safety and perceptions of safety to encourage dwell times, business viability and vitality within the city centre; and
- VI. Improving pedestrian connectivity to better relate to the city centre, Canal Corridor and the River Lune.

Any proposals for development in these areas should have due regard to all relevant policies within the Development Management DPD, particular Policies DM37 – DM41 relating to the historic environment.

<sup>74</sup> <http://www.lancaster.gov.uk/planning/conservation/>



- 22.11 The area contains a large number of listed buildings and a number of non-designated heritage assets which include:
- The Mill Race – a historic covered water course, it forms a loop of the River Lune and is believed to be Roman in origin. This hidden heritage asset is the underlying key to the areas historic development and future regeneration.
  - Church of St John, North Road – this grade II\* listed building epitomises the period of prosperity for Lancaster in the late 18<sup>th</sup> Century but is on the Heritage at Risk Register and faces a number of challenges to secure its future.
  - Centenary Church, Rosemary Lane / St Leonardsgate – This Grade II listed church forms a strong landmark at the Stonewell junction at the edge of Roman and medieval settlements.
  - St Leonards House, St Leonardsgate – is a Grade II listed, late 19<sup>th</sup> century factory built for Gillow and Co. to meet their growing expansion.
  - Gillows' Showrooms, North Road – a key part of the Gillow furniture works was the development of these imposing gabled showrooms.
  - The Grand – this grade II listed building is home to one of the oldest theatres in Britain.
- 22.12 The above key heritage assets are singled out due to their collective roles and insights into the development of this area and the wider city and also the landmark presence they each add to the townscape. Together with the underlying course of the Mill Race, these effectively offer the core boundary to the priority area.
- 22.13 Whilst this heritage is rich, it faces a number of challenges and opportunities over the next few years including:
- Ongoing recovery from the winter 2015 floods and developing resistance / resilience measures appropriate to historic buildings;
  - Changing demands and development opportunities;
  - Synergy between the nearby city centre expansion at the Canal Corridor Site, as outlined in Policy SG6 of this DPD;
  - Opportunities to play a continuing role in the development of Lancaster University;
  - Opportunities for environmental improvements via implementation of the Lancaster District Highways and Transport Masterplan; and
  - Prospective growth benefits from the emerging Lancaster City Centre as outlined in Policy SG5 of this DPD.
- 22.14 The Mill Race Heritage Priority Area aligns well with a number of ongoing initiatives within the city which seek to address these challenges and build upon these opportunities, including the emerging city centre strategy, the Lancaster District Highways and Transport Masterplan, the proposed regeneration of the Lancaster Canal Corridor site, Lancaster Square Routes programme (including 'Beyond the Castle'), Lancaster Business Improvement District (BID) and the flood defence works on the River Lune.

#### **Natural Environment**

- 22.15 The planning system should actively enhance and protect the natural environment. Paragraph 114 of the National Planning Policy Framework requires local planning authorities to '*set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancements and management of networks of biodiversity and green infrastructure*'.
- 22.16 It is important to take into account all aspects of the environment, including the following

elements:

- Biodiversity (including habitats and species) and geodiversity, which underpins biodiversity by providing rocks, landforms, soils, water, nutrients and natural processes that support habitats, species and ecosystems;
- The network of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect villages and towns (known as green infrastructure);
- Watercourses and areas of water and their margins;
- Landscape, seascape and its character; and
- Vegetation, trees and landscaping.

- 22.17 The character of landscape in Lancaster district is unique and is the result of action and interaction of both natural and human factors. In principle, landscape character applies to urban areas and the countryside and is applicable at different scales.
- 22.18 Policies protecting and enhancing the natural environment build on the principles contained in Strategic Policy SP8 and complement specific allocations or designations on the Local Plan Policies Map. In preparing these policies the advice of Natural England, Lancashire Wildlife Trust, Lancashire County Council, AONB Management Teams, the Environment Agency, United Utilities, Canal and River Trust, RSPB and officers of the Local Planning Authority has been taken into account.

#### **Areas of Outstanding Natural Beauty**

- 22.19 Lancaster district contains two Areas of Outstanding Natural Beauty (AONBs) both of which extend beyond the district boundary. The Arncliffe & Silverdale AONB straddles the Cumbrian border and around half of it lies within the neighbouring district of South Lakeland. Whilst a large part of the Forest of Bowland AONB lies within Lancaster district, it also includes extensive areas of Craven District in North Yorkshire and Ribbles Valley, Wyre, Pendle and Preston districts in Lancashire. The extent of the AONBs in Lancaster district are highlighted on the Local Plan Policies Map.
- 22.20 The statutory purpose of AONB designation is to conserve and enhance the natural beauty of the areas. In the National Planning Policy Framework, the Government places great weight on conserving the landscape and scenic beauty of AONBs, which have the highest status of protection. If these characteristics are damaged, for example by insensitive development, then that will compromise the primary purpose of the AONBs and the enjoyment of the areas by the public. Where a development proposal would create conflict between the primary purpose of the AONB and other uses of the AONB, greater weight will be attached to the purpose of conserving and enhancing the landscape and natural beauty of the AONB.
- 22.21 The objective of the Local Plan is to conserve and enhance the natural beauty of the AONB landscapes by resisting inappropriate development and insisting on the highest standards of design and construction for proposals that are approved. New development must relate to the established character of the area in which it is to be located. It must integrate with its setting and be in keeping with neighbouring buildings and the landscape by appropriate siting, nature, scale, proportion, massing, design, materials and landscaping. It must respect the prevailing proportion of buildings to gardens and green space.
- 22.22 The two AONBs are living communities for which rural employment opportunities, housing to meet local needs and the provision of local services are of considerable importance. The economic and social wellbeing of the communities within AONBs will be of key importance when considering development proposals within them.

## **Policy EN4: Areas of Outstanding Natural Beauty**

Lancaster district contains two Areas of Outstanding Natural Beauty (AONB) that are designated for their national landscape importance. They are:

**ARNSIDE AND SILVERDALE AREA OF OUTSTANDING NATURAL BEAUTY**  
**FOREST OF BOWLAND AREA OF OUTSTANDING NATURAL BEAUTY**

The landscape character and visual amenity of both AONBs and their settings will be conserved and enhanced. All development in the AONBs should be sustainable, consistent with the primary purpose of AONB designation and guided by the relevant AONB Management Plan. Proposals will be expected to have due regard to all relevant policies contained within the Local Plan, including the Development Management DPD and, where appropriate, the Arnside & Silverdale AONB DPD.

- 22.23 The policies contained in the Local Plan apply equally to both AONBs. An additional DPD, prepared by Lancaster City Council and South Lakeland District Council for the Arnside & Silverdale AONB, allocates land for development and establishes policies that are applicable only to the Arnside & Silverdale AONB<sup>75</sup>.

### **The Open Countryside**

- 22.24 Significant areas of the district are defined as open countryside, which is remarkably diverse in character and includes a range of landscape characters including:
- The northern edge of the Amounderness Plain, south of Morecambe Bay, which consists of flat and undulating pastoral farmland, much of which has been reclaimed with blocks of woodland, remnant mosslands and drainage channels.
  - The Bowland fringes, including the Lune Valley, Wyresdale and Roeburndale, which are characterised by herb-rich hay meadows defined by stone walls and hedges, extensive stone walls and hedges, extensive semi-natural and ancient woodland, numerous water courses, small villages and hamlets in local stone and slate and areas of formal parkland surrounding country houses.
  - The Bowland Fells, which includes the Forest of Bowland Area of Outstanding Natural Beauty and consists of extensive, open, high heather moorland and blanket bog and steep cloughs and wooded valleys, fringed with semi-improved grassland enclosed by dry stone walls and herb-rich hay meadows.
  - Morecambe Bay, which consists of extensive intertidal sand and mud flats, fringed variously by salt marshes and limestone and sandstone outcrops.
  - The area around Morecambe Bay and the Lune Estuary which consists largely of undulating glacial hummocks overlain by lush pasture divided by hedgerows. The sand and mud flats of the estuary are important for birds and invertebrates. Around the estuary are areas of reclaimed farmland and mossland. The area south of Heysham is dominated by Heysham Power Station and a range of vertical infrastructure including electric pylons and wind turbines.
  - The Morecambe Bay limestone area which includes the Arnside & Silverdale Area of Outstanding Natural Beauty and consists of craggy limestone outcrops and scree, topped by limestone pavements, large areas of ancient woodland and areas of mossland. Fields are small and predominantly divided by limestone dry walls.

<sup>75</sup> <https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

- 22.25 Whilst within these areas the landscapes can vary markedly, their common characteristic is that they are essentially open and rural in character. These qualities can be easily damaged by the intrusive effects of inappropriate development.

### **Policy EN5: The Open Countryside**

**The Council has designated areas of open countryside that define the rural context of the district. Any development proposals located within the open countryside should have due regard to all relevant policies contained within the Local Plan, in particular policies within the Development Management DPD relating to development in the rural areas.**

- 22.26 The Local Plan sets out an approach towards future development growth within the district that focuses on areas of strategic growth around Lancaster and Carnforth and, to a lesser extent, Morecambe. The delivery of these strategic sites will result in sustainable patterns of new development being delivered which will meet the majority of the district development needs for the plan period.
- 22.27 As a result development within the open countryside can be carefully managed to ensure that proposals are to an appropriate scale as to not impact on the wider character of the open countryside. The boundary of the countryside is identified on the Local Plan Policies Maps.
- 22.28 There are a range of development management policies that will be relevant to any proposals within the open countryside, in particular Policies DM46 to DM51.

#### **The North Lancashire Green Belt**

- 22.29 As highlighted on the Local Plan Policies Map, the district contains the North Lancashire Green Belt which was formally established through the Green Belt Local Plan (1991) and retained within the Lancaster District Local Plan, adopted in 2004. The North Lancashire Green Belt was established to ensure that the area between Lancaster, Morecambe and Carnforth did not coalesce together to form a single urban area.
- 22.30 Given the significant pressures for housing within the district and the fact that the Green Belt in this area has not been reviewed since its initial establishment in 1991 this Local Plan process has involved a review of the North Lancashire Green Belt. The Review has involved the assessment of all the land and boundaries that constitute the Green Belt in terms of how they fulfil the national purposes of the Green Belt as identified in Paragraph 80 of the National Planning Policy Framework.
- 22.31 The Review has assessed a range of general and strategic parcels of land to understand their individual and cumulative role within the Green Belt before providing a recommendation over whether they make a strong, moderate, weak or no contribution to fulfilling the purposes of the Green Belt. Further information on the North Lancashire Green Belt Review can be found on the Council website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).
- 22.32 The Green Belt Review is a piece of evidence that has been used to prepare this Local Plan. The review has provided an understanding of the relative contribution of each piece of land within the Green Belt. It does not seek to recommend which areas of land should be removed or retained from the Green Belt, nor does it provide recommendations on alternative uses for land that scores poorly within the Review. All such decisions on the Green Belt have been provided through the

preparation of the Local Plan where a number of changes have been proposed. These changes include:

- The Green Belt boundary has been amended to the south of Carnforth (South of Windermere Road) to facilitate future growth for residential purposes under Policy SG12 of this DPD. Whilst this area performed relatively well in Green Belt terms the Council has concluded that the need to provide opportunities for growth in Carnforth are necessary (given the role that Carnforth plays in north of the District) and are limited (due to environmental designations, flood risk and infrastructure).
- The Green Belt boundary has been amended to the north of Lancaster, between the urban fringes of Lancaster and the new Bay Gateway Link Road. There has been significant change in this area due to the construction of the new road that has radically altered the value of the Green Belt purposes in this area, leading to the Green Belt Review concluding low values for this area. The area has been identified for residential purposes under Policy SG9 of this DPD. Land to the east will be identified as an area of separation under Policy EN8 of this DPD to ensure that a green gap is maintained between Lancaster and Halton.
- The Green Belt boundary to the east of Torrisholme has been amended to provide a more definable Green Belt boundary making use of the West Coast Mainline. This provided a more robust and permanent boundary that will not be vulnerable to future encroachment. The land that has been removed from the Green Belt will not be identified for development purposes but will be identified as open countryside. The land at Torrisholme Barrow will be protected as an area of open space and as a Scheduled Ancient Monument due to its recreational and historical importance.

- 22.33 Other minor amendments have been made in light of the Green Belt Review to correct historical anomalies to the Green Belt and, where it has been possible to do so, make minor amendments to strengthen Green Belt boundaries to ensure they are robust and sustained beyond the plan period.

### **Policy EN6: The North Lancashire Green Belt**

**The North Lancashire Green Belt is identified on the Local Plan Policies Map between Lancaster, Morecambe and Carnforth to ensure that future growth does not result in coalescence between these settlements.**

**Development proposals within the Green Belt will be assessed against national planning policy and will have due regard to all relevant policies contained within the Local Plan, in particular Policy DM49 the Development Management DPD which relates to development within the Green Belt.**

- 22.34 The land that remains within the Green Belt, and is identified on the Local Plan Policies Map, continues to have significant importance in terms of ensuring that the major settlements of the district – Lancaster, Morecambe and Carnforth – do not coalesce together to form one single settlement.
- 22.35 Accordingly, land contained within the Green Belt will be protected from inappropriate development that will result in harm to the openness of the Green Belt and will be assessed against the requirements of the National Planning Policy Framework and Policy DM49 of the Development Management DPD.

### **Local Landscape Designation**

- 22.36 Within and surrounding the main urban areas of the district are a number of important areas of open space. These areas have historically played an important role in defining the character of the district with many of the landscapes providing the setting for significant areas and features. Their continued protection therefore remains important.
- 22.37 Whilst historically these areas have been referred to as Key Urban Landscapes the Council in moving forward with the Local Plan recognise the varying role that these landscapes provide and the need for a more appropriate definition, reflecting the varying characteristics of the landscapes and the large breadth of areas that they cover.
- 22.38 Policy EN7 identifies two local landscape designations:
- Key Urban Landscapes
  - Urban Setting Landscapes
- 22.39 The Council attaches great importance to maintaining the open nature of both Key Urban Landscapes and Urban Setting Landscapes and will look to protect them from inappropriate development which would erode this character.

### **Policy EN7: Local Landscape Designations**

**Areas of Key Urban Landscape and Urban Setting Landscape have been identified on the Local Plan Policies Map. Identified areas will be conserved and important natural features safeguarded.**

**Development proposals within these areas will only be permitted where they preserve the open nature of the area and the character and appearance of its surroundings. Proposals will be expected to have due regard to all relevant policies contained within the Local Plan, in particular Policy DM45 of the Development Management DPD which relates to development and landscape impact.**

#### **Key Urban Landscapes**

- 22.40 The district contains a number of areas of open land which are of value in their own right but also together with other areas across the district make a fundamental contribution to the character of the main urban areas of the district.
- 22.41 These include the grounds of Lancaster Moor Hospital, University of Cumbria, Ripley St. Thomas School and Lancaster University, together with Williamsons Park, Quay Meadow and Ryelands Park and the urban coastline between Sandylands and Higher Heysham. Although some development has taken place in these areas, they remain essentially open and contribute to the setting of the City.

#### **Urban Setting Landscapes**

- 22.42 Key Urban Landscapes are complemented by a number of large areas of open land on the edge of the main urban areas of the district. These are particularly important to the setting of the main urban areas and while not always of aesthetic value in their own right provide an important role and function in defining the urban areas.
- 22.43 These range from the elevated land to the east of Lancaster to the open countryside between



Morecambe and Heysham and land surrounding Carnforth. Together these areas provide an important role in maintaining a distinction between the town and the country and in providing a rural backdrop and setting to the urban area.

#### **Areas of Separation**

- 22.44 The Land Allocations DPD has identified two areas of separation within the district that aim to protect the local character and identity of settlements. The role of areas of separation is to help maintain distinctive 'Green Lungs' between settlements. This DPD identifies where Areas of Separation would be beneficial. It should be noted that Policy EN6, relating to the open countryside also applies in Areas of Separation.

### **Policy EN8: Areas of Separation**

The Council have identified an Area of Separation between Lancaster and Halton to ensure that the strategic growth proposed to the North of the City via Policy S9 of this DPD does not result in two distinctly separate settlements merging together. The Area of Separation has been defined using clear and robust boundaries (i.e. Kellet Road, Halton Road and the Bay Gateway) which provides a highly open area to remain undeveloped. The Area of Separation also provides protection to the setting of Carus Lodge, which is a Listed Building.

It is also the Council's intention to provide further Areas of Separation to the South of Lancaster as part of the Bailrigg Garden Village to provide separation from the new development to Galgate and South Lancaster, these areas will be specifically defined with the forthcoming Bailrigg Garden Village Area Action Plan DPD.

Development will be assessed in terms of its impact upon the Area of Separation, including any harm to the effectiveness of the gap between settlements and, in particular the degree to which the development proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements.

- 22.45 Development proposals within Areas of Separation will be considered against how such proposals affect the openness and visual amenity within the areas and will not be supported where they have impacts on wider openness within the areas and result in general coalescence between settlement areas that affects overall distinctiveness.

#### **Environmentally Important Areas**

- 22.46 Lancaster district has a range of internationally important nature sites but also includes a wide range of other important sites that make up an important wildlife network within the district.
- 22.47 Paragraph 9 of the Framework<sup>76</sup> stresses the importance of moving from a net loss of biodiversity to achieving net gains for nature as part of achieving sustainable development. Section 11 of the Framework plus other legislation, regulations and guidance set out how this can be achieved and the legal duties and requirements for nature conservation.
- 22.48 The policy focus, hierarchical approach and strategic priorities are in line with national guidance and legislation. The hierarchy of designated sites and their significance is set out in the policy and is:

<sup>76</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- a. Sites of international nature importance. This also applies to sites and habitats outside the designed boundaries that support the species listed as being important in the designation of these internationally important sites – often termed as ‘supporting habitat’ or ‘functionally linked land’ – for example feeding areas used by pink footed geese.
  - b. Sites of national nature and geological importance, which in Lancaster district comprises Sites of Special Scientific Interest (SSSIs).
  - c. Sites of regional nature and geological importance, which in Lancaster district comprises Biological Heritage Sites (BHSs) and Geological Heritage Sites (RIGs).
- 22.49 Development proposals that may have impacts on species and habitats will be expected to have due regard to Policy DM43 of the Development Management DPD. The Internationally and Nationally designated sites are identified on the Local Plan Policies Map and are described in Policy EN9.

## Policy EN9: Environmentally Important Areas

There are a number of sites within the district that have been designated at a European, National and Regional level for their environmental importance. These have been identified on the Local Plan Policies Map and will be protected from development proposals that have a detrimental impact on their designation.

### European Designated Sites

The following sites have been designated as Special Protection Areas (SPA), Special Conservation Areas (SAC) and RAMSAR sites due to their environmental importance:

EN9.1	Morecambe Bay and Duddon Estuary	EN9.4	Calf Hill/Crag Wood, Caton
EN9.2	Morecambe Bay Pavements	EN9.5	Leighton Moss
EN9.3	Bowland Fells	EN9.5	Morecambe Bay

### Nationally Designated Sites

The following sites have been designated as Sites of Special Scientific Interest (SSSI) due to their environmental importance:

EN9.5	Artle Dale	EN9.20	Leck Beck Head & Catchment
EN9.6	Bowland Fells	EN9.21	Leighton Moss
EN9.7	Burton Wood	EN9.22	Lune Estuary
EN9.8	Calf Hill / Crag Wood	EN9.23	Morecambe Bay
EN9.9	Clear Beck Meadow	EN9.24	Robert Hall Manor
EN9.10	Cockerham Marsh	EN9.25	Roeburndale Woods
EN9.11	Coldwell Farm Pasture	EN9.26	Silverdale Golf Course
EN9.12	Crag Bank	EN9.27	Tarnbrook Meadows
EN9.13	Cringlebarrow & Deepdale	EN9.28	Thrang End & Yealand Hall
EN9.14	Eaves Wood	EN9.29	Thrang Wood
EN9.15	Far Holme Meadow	EN9.30	Thwaite House Moss
EN9.16	Gait Barrow	EN9.31	Trowbarrow Quarry
EN9.17	Hawes Water	EN9.32	Warton Crag
EN9.18	Heysham Moss	EN9.33	Winnmarleigh Moss
EN9.19	Jack Scout		

### Nature Improvement Areas

Morecambe Bay Limestones and Wetland is identified as a Nature Improvement Area on the Local Plan Policies Map. Within this area the Council will support proposals which are compatible with the areas status as a Nature Improvement Area provided that proposals:

- Deliver sustainable growth linked to the natural environment;
- Enhance and restore priority limestone and wetlands habitat;
- Support the development of a network of local ecological systems, promoting wildlife corridors and wildlife migration; and
- Provide local community benefit encouraging education, lifelong learning and sustainable access.

**Regionally Designated Sites**

There are a range of sites that have been designated by Lancashire County Council for environmental and geological importance. These include areas that have been identified as Biological Heritage Sites (BHS) and Geological Heritage Sites (RIGS). These are identified under Policy EN9 of the Local Plan Policies Maps.

Development proposals which may impact on species and habitats will be expected to have due regard to Policy DM43 of the Development Management DPD.

**Priority habitats and species**

- 22.50 Priority habitats and species are 'habitats and species of principal importance' for the conservation and biodiversity in England. The Secretary of State is required under section 41 of the Natural Environment and Rural Communities (NERC) Act (2006) to publish lists of priority habitats; the most recent review in 2007 listed 65 priority habitats and 1150 priority species. The Council, together with other public bodies (such as the Environment Agency) has a duty under the NERC Act to conserve biodiversity, including priority habitats and species.
- 22.51 In the Lancaster district, species include pink-footed geese. Priority habitats sit outside the designated site hierarchy and are of national importance. Legally protected species include badger, bats and water voles. Some habitats, such as ancient woodland and ancient trees are irreplaceable because of their age and complexity and cannot be recreated once they are lost. In relation to development proposals, Policy DM43 sets out a clear policy position in relation to the protection, mitigation and enhancement of areas that are of biodiversity and geodiversity importance. Policy DM44 clearly states that the Council will support the protection, enhancement and inclusion of trees, hedgerows and woodland.

**Nature Improvement Areas**

- 22.52 Morecambe Bay Limestones and Wetlands was identified as one of the 12 Nature Improvement Areas in England. These are identified as large discrete areas where through a local partnership approach a step change in nature conservation will be delivered.

**Grab Lane Preserved Natural Setting Area**

- 22.52 As set out in Policy H4 of this DPD, the Council wish to ensure that land surrounding the residential allocation at Grab Lane should be protected and remain open in permanence. The reasoning for this is to ensure that the development in this location is of a high standard and maintains a strong setting.
- 22.53 The wider context of the setting is also an important factor. Development at Grab Lane is contained within the settings of Ashton Memorial and Williamson Park. These are significant landmarks in Lancaster and are key heritage assets for the city and wider North West region. Maintaining significant levels of open space within the Grab Lane area will ensure visual impacts on these heritage assets can be mitigated.

## Policy EN10: Grab Lane Preserved Setting Area

The land surrounding the residential development at Grab Lane has been identified for protection under Policy EN10 of this DPD. The protection is to ensure that the landscape areas remain permanently open and free from future development. The Council has identified two specific areas of protection in order to address the following:

Policy EN10.1	Land adjacent to Fenham Carr has been protected for a range of open space uses, including informal amenity space and the opportunities to deliver innovative storage solutions for drainage, for instance the creation of balancing ponds and other sympathetic SuDS schemes.
Policy EN10.2	Land adjacent to the M6 has been protected to maintain a green gap between development and the motorway to protect residential amenity and views towards the Ashton Memorial and Williamson Park.

- 22.54 The areas identified under Policy EN10 seek to fulfil a range of purposes. Land identified in Policy EN10.1 is recommended for a general open space use, which can include a range of amenity spaces and the ability to accommodate SuDS schemes to address drainage issues in the locality. This area should have a significant degree of public access that will benefit both new and existing residents in the East Lancaster area. Land identified in Policy EN10.2 should play a greater role in defining the local landscape, providing an appropriate setting to the historical assets to the west and provide a green buffer between residential development and the M6 motorway. In both cases the Council will not support development in these areas of protection.

### Air Quality

- 22.55 It is important that the air that sustains life is clean. The Council is responsible for monitoring the air quality of the district. The Government's National Air Quality Strategy requires Lancaster district to meet national standards for eight air pollutants: benzene, 1, 3 butadiene, carbon monoxide, lead, nitrogen dioxide, particulate matter and sulphur dioxide. Progress made in achieving better air quality in the district is reported to the Department for Environment Food and Rural Affairs (DEFRA).
- 22.56 Some areas of the district may require special attention in relation to air quality. There are three Air Quality Management Areas (AQMAs) that have been designated by the Council due to the effect on air quality caused by emissions from adjacent high volume traffic corridors<sup>77</sup>. These include AQMAs at Galgate, Lancaster City Centre and Carnforth town centre. As air quality continues to be monitored it is possible that AQMAs may be revoked, amended or newly designated in the future.
- 22.57 In order to address air quality issues in Air Quality Management Areas, the Council has defined two separate zones of interest. Zone 1 relates to the actual AQMAs including the areas surrounding them that provide potential pathways / gateways into the AQMAs – for example key transport routes into the AQMAs. Zone 2 relates to the area outside of the Zone 1 boundary. Further information on these zones can be found by contacting the Environmental Health team or viewing the constraints layer of the Policies Map.

<sup>77</sup> <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality>

## Policy EN11: Air Quality Management Areas

The Council has designated three Air Quality Management Areas (AQMAs) within the district in order to improve levels of air quality. These AQMAs are identified on the Local Plan Policies Map in the following locations:

EN12.1	Central Carnforth	EN12.3	Galgate
EN12.2	Central Lancaster		

Developments that are located within or adjacent to AQMAs will be expected to ensure that they do not contribute to increasing levels of air pollutants within the locality and adequately protect their users from the effects of poor air quality.

Any development proposals will be expected to have regard to all relevant policies contained within the Local Plan, in particular Policy DM31 of the Development Management DPD which relates to development and air quality.

- 22.58 In accordance with Policy DM31 of the Development Management DPD, development proposals that are in or may significantly affect existing AQMAs (i.e. within Zone 1) are likely to need to be assessed by specialists in relation to air quality with regard to the impact (including any cumulative impacts) that the proposal and its associated traffic could have on air quality.
- 22.59 Where development is proposed within or significantly impact on existing AQMAs, the Council will expect that any risks to occupiers' health or overall environmental quality to be mitigated and the assessed effect of the mitigation should be included within the development proposal. Where existing air quality levels are close to Objective levels (e.g. Scotforth Road and Caton Road or developments that are large in scale – assessments are also likely to be required. Further detailed guidance will be provided to assist developers on requirements.
- 22.60 Assessments generally focus on road transport related impacts, however where development include emission releasing processes such as combustion sources or may be impacted through such sources (existing or where planning approval has been granted), these are also likely to need assessment by an air quality specialist. Details of the assessment and any proposed assessed mitigation should be included with the development proposal. Air pollution can also be caused by non-road transport, including railways. Where changes to these sources are proposed, air quality impacts must be assessed as part of any proposed development submission.

## 23. Sustainable Communities

### Neighbourhood Planning

- 23.1 The 2011 Localism Act provides opportunities for local communities to take a leading role in creating a Neighbourhood Plan for their area. A Neighbourhood Plan allows for communities to plan positively for the future of their areas, identifying how and where land should be developed. Once completed a Neighbourhood Plan becomes part of the statutory Local Plan for the area and is a material consideration in determining planning applications.

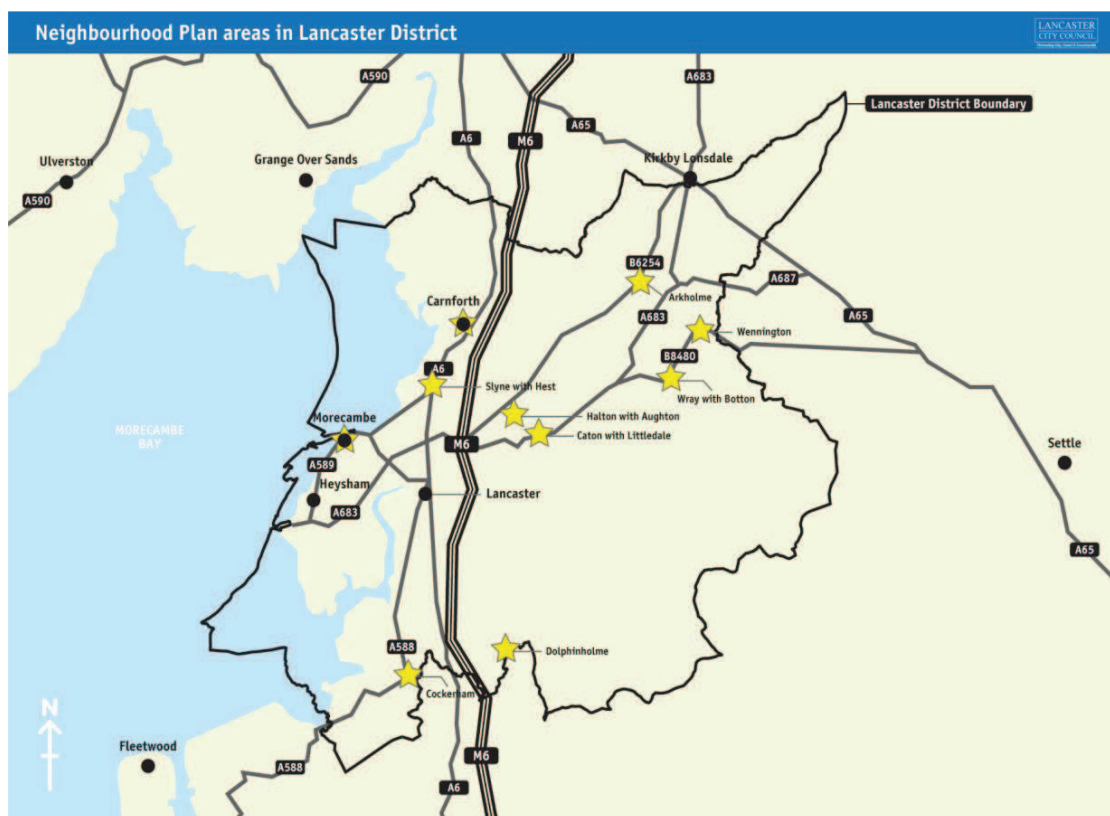
To date there have been a number of Neighbourhood Plan applications within the district in the following parishes:

Wray-with-Botton Parish Council	Halton-with-Aughton Parish Council
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Cockerham Parish Council	Slyne-with-Hest Parish Council
Caton-with-Littledale Parish Council	Morecambe Town Council
Wennington Parish Council	Ellel Parish Council (in relation to Dolphinholme)
Arkholme-with-Cawood Parish Council	

- 23.2 The Council will continue to work with all relevant groups to undertake work on the neighbourhood plan with the intention that they will form part of the Local Plan and supplement the strategic policies found within this DPD.
- 23.3 Many of the Neighbourhood Planning groups have been established in order to address housing allocations within their respective parished area. The Council will continue to work with these groups in order to achieve their aspirations. However, it is recognised that a robust and sound plan cannot be submitted to the Planning Inspectorate with clear gaps in how housing needs will be met some areas of the district. Submission of a Local Plan with such gaps, coupled with a future failure to complete the Neighbourhood Plan, would lead to significant omissions in the Local Plan process.
- 23.4 The Council wish to provide neighbourhood plan groups with the greatest possible time in order to complete their neighbourhood plans and, where it can be possibly avoided, do not wish to interfere with the aspirations of local communities to secure neighbourhood plans for their locality. As a result the City Council will not be seeking to identify or allocate land for either development or for non-statutory matters such as Local Green Space designations.
- 23.5 The City Council do recognise however that these matters must be ultimately addressed via the Local Plan process should the neighbourhood plan groups fail to make swift and timely progress with the development of their neighbourhood plans.
- 23.6 With regard to matters of development opportunity, the Council have assessed all potential development opportunities within the district (including opportunities within neighbourhood plan areas) as part of the Strategic Housing and Employment Land Availability Assessment (SHELAA). This assessment work has come to conclusions over the suitability, availability and deliverability of land to meet future development needs. The City Council believe that the evidence collected within the SHELAA represents a strong and robust evidence base for the issues of allocations to be addressed within Neighbourhood Plan areas either via the Neighbourhood Plan or ultimately within the Local Plan at Public Examination.
- 23.6 With regard to non-development matters, it will be for neighbourhood plan groups to address matters such as Local Green Space within their Neighbourhood Plans unless they direct the City Council to ensure that these allocations are made within the district-wide Local Plan. To ensure that such matters are appropriately addressed then it is recommended that neighbourhood plan groups actively engage with the Planning Policy team to ensure that these issues are effectively dealt with in a robust manner.





**Figure 23.1:** Neighbourhood Plan Areas in Lancaster District

- 23.7 In preparing a Neighbourhood Plan, the Council will expect Neighbourhood Plan Groups to have full consideration of the strategic policies within the Local Plan, these are set out in more detail in Appendix C of this DPD. In preparing the Neighbourhood Plan groups must ensure that their documents conform to the strategic policies identified to ensure that a sound and robust Neighbourhood Plan is prepared which meets the basic condition tests<sup>78</sup>.

### Policy SC1: Neighbourhood Planning Areas

There are a number of areas in the district where Neighbourhood Plans are being prepared. Development proposals that are sited within the following Parish / Ward areas should have due regard to the policies and allocations set out in any Neighbourhood Plan where they have been formally adopted by the City Council for planning purposes.

NAME OF NEIGHBOURHOOD PLAN AREA	NAME OF RESPONSIBLE BODY
WRAY NEIGHBOURHOOD PLAN	WRAY-WITH-BOTTON PARISH COUNCIL
COCKERHAM NEIGHBOURHOOD PLAN	COCKERHAM PARISH COUNCIL
CATON NEIGHBOURHOOD PLAN	CATON-WITH-LITLEDALE PARISH COUNCIL
HALTON NEIGHBOURHOOD PLAN	HALTON-WITH-AUGHTON PARISH COUNCIL
MORECAMBE NEIGHBOURHOOD PLAN	MORECAMBE TOWN COUNCIL
SLYNE-WITH-HEST NEIGHBOURHOOD PLAN	SLYNE-WITH-HEST PARISH COUNCIL
WENNINGTON NEIGHBOURHOOD PLAN	WENNINGTON PARISH COUNCIL
DOLPHINHOLME NEIGHBOURHOOD PLAN	ELLE PARISH COUNCIL
ARKHOLME NEIGHBOURHOOD PLAN	ARKHOLME-WITH-CAWOOD PARISH COUNCIL

<sup>78</sup> <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/>

**When formally ‘made’ by the Council, the policies and allocations within Neighbourhood Plans will be afforded material consideration in the determination of planning applications.**

- 23.8 The Council will continue to provide assistance and advice to groups where resources allow and in line with the Neighbourhood Planning Protocol<sup>79</sup>. For further advice on Neighbourhood Planning please contact the Planning Policy Team at [planningpolicy@lancaster.gov.uk](mailto:planningpolicy@lancaster.gov.uk).
- 23.9 Policy SC1 identifies the designated Neighbourhood Plan areas at the point of preparing this plan. This should not be seen as an exhaustive list of neighbourhood planning areas and further information on further designations and plans can be found on the Council’s community rights webpages.
- 23.10 Any neighbourhood plan that is ‘made’ following the adoption of this DPD will also form a material consideration in determining planning applications in accordance with national legislation and policy.

#### **Local Green Spaces**

- 23.11 The Council have identified a number of important areas of local green space across the district. These are areas that hold a particular importance to the community and have been designated in the Local Plan to be protected against inappropriate development.
- 23.12 This is a new area of planning, it offers members of the public the opportunity to identify areas of green space that are demonstrably special to their local community to them. This could be because of the wildlife they are home to, their beauty, their cultural or heritage significance, the tranquillity they provide or their recreational value.
- 23.13 Whilst areas of open space and land of environmental value have always been identified (and will continue to be identified) in the Local Plan, this designation as local green space provides an additional level of protection. Introduced by the Government in 2012, the designation focusses on the local community importance of identified areas. Importantly national planning policy makes clear that this designation should be consistent with wider planning policy for an area and should look to complement investment in the provision of new homes and employment opportunities and other essential services. It should not be seen as a means to stop these wider development needs being met.
- 23.14 The National Planning Policy Framework makes clear that this designation will not be appropriate for most green areas or areas of open space and should only be used in the following circumstances:
- Where the green space is in reasonably close proximity to the community which it serves;
  - Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
  - Where the green area concerned is local in character and is not an extensive tract of land.

<sup>79</sup> <http://www.lancaster.gov.uk/planning/planning-policy/community-rights/neighbourhood-planning>

## Policy SC2: Local Green Spaces

The Council has designated areas of green space for special protection, as outlined in the table below. These Local Green Spaces have been put forward by the local community, with a strong evidence base, due to their particularly special, local importance. These areas have been identified on the Local Plan Policies Map.

Inappropriate development will not be permitted within a Local Green Space except for very special circumstances. Development that will enhance, support and facilitate the sustainability of the community needs, services and purposes provided by the Local Green Space, as evidenced and identified in the Table below, will be considered appropriate. The design, scale and size of development will be required to be proportionate and reflective of/in keeping with each Local Green Space, the purposes of the designation and the community it serves.

Development will also only be considered appropriate if it is in accordance with paragraph 89 and 90 of the Framework.

Following the Local Green Space designation, if one of the identified sites is designated for another purpose, particularly one of a higher level of protection, this will need to be taken into account.

SC2.1	Freeman's Wood	Historic Significance and Recreational Value
SC2.2	Ridge Hill Green	Recreational Value
SC2.3	Barley Cop Community Wood	Recreational Value
SC2.4	Land at Heysham Coast	Recreational Value
SC2.5	Low Moor	Historic Significance and Recreational Value
SC2.6	Greaves Park	Historic Significance and Recreational Value
SC2.7	Giant Axe Playing Field	Historic Significance and Recreational Value
SC2.8	Furness Street Green Space	Recreational Value
SC2.9	Dorrington Road Woods	Recreational Value
SC2.10	Lune Bank Gardens	Historic Significance
SC2.11	Scotch Quarry Urban Park	Recreational Value
SC2.12	Quay Meadow	Historic Significance and Recreational Value
SC2.13	Carnforth Cemetery Wood	Historic Significance and Recreational Value
SC2.14	Thwaite Woods (Bolton-le-Sands Community Wood)	Recreational Value and Richness of Wildlife
SC2.15	Church Bridge Recreation Area	Historic Significance and Recreational Value
SC2.16	Over Kellet Craggs	Recreational Value and Richness of Wildlife
SC2.17	Ryelands Park	Historic Significance and Recreational Value
SC2.18	Ripley Heights	Historic Significance and Tranquillity
SC2.19	Aldcliffe Road Triangle	Historic Significance and Recreational Value
SC2.20	Fenham Carr Allotments	Recreational and Wildlife Value
SC2.21	Barton Road Allotment (and Moorside Fields*)	Recreational Value

*\* Larger site, not shown on map, is currently undergoing appeal process, if the Town Green Status is removed from the site it will be allocated as a Local Green Space*

- 23.15 The Council have prepared a robust methodology that has been subject to public consultation. Following the completion of the methodology the Council conducted a 'Call for Sites' exercise, inviting members of the community to submit potential Green Spaces in their areas for assessment. This assessment work was undertaken by a panel of stakeholders during the course of

the summer with a number of sites identified to go forward as green space designations (as identified in Policy EN4). Further information on the process can be found on the Council website at [www.lancaster.gov.uk/planning-policy/evidence-monitoring-and-information](http://www.lancaster.gov.uk/planning-policy/evidence-monitoring-and-information).

#### **Recreation and Leisure**

- 23.16 High quality recreation opportunities are essential to help people stay healthy. They also contribute to the district's positive quality of life. There are significant deficiencies that apply across the whole urban area of the district and is exacerbated as much of the open space stock is of a relatively poor quality. This situation justifies a general approach of resisting development that would result in the loss of playing pitches including school playing fields. This approach is set out in more detail in via Policy DM27 of the Development Management DPD.

### **Policy SC3: Open Space, Recreation and Leisure**

**Existing open space and recreation facilities have been identified on the Local Plan Policies Map. These sites, identified for their recreation, environmental and/or amenity value will be protected from inappropriate development in accordance with relevant national and local planning policy.**

- 23.17 In terms of informal leisure, the district has a number of high quality parks and open spaces such as Williamson Park in Lancaster, Morecambe Promenade and Happy Mount Park, also in Morecambe. In some areas, most notably the West End and Westgate areas of Morecambe and Central Lancaster, public open spaces are either small or non-existent. Many of the residential properties in these areas are flatted or terraced with limited opportunities for private garden space. Morecambe has a particular need for a large park. Within these areas, opportunities using existing spaces as new, improved open spaces should be maximised.
- 23.18 Given the shortage of recreational facilities of all types in Lancaster district, it is essential that development proposals provide for recreational needs that it creates. This will be particularly important in identified areas of deficiency. In this regard proposals should have due regard to Policy DM27 and Appendix D of the Development Management DPD.

#### **Open Space and Green Space Networks**

- 23.19 There are a number of greenspace networks and recreational open space systems. These can form chains of parks, school playing fields, dedicated cycle and pedestrian routes, canal towpaths, allotments, community growing spaces, orchards and private open spaces.

## **Policy SC4: Green Space Networks**

The Council has identified on the Local Plan Policies Map a number of greenspace networks that will be protected from development, which would cause inappropriate harm and damage to their value and integrity.

MORECAMBE PROMENADE & HEYSHAM PROMENADE AND COASTLINE  
THE CHAIN OF OPEN SPACES SURROUNDING LANCASTER CITY CENTRE  
THE RIVER LUNE CORRIDOR FROM MARSH POINT TO GLASSON DOCK  
THE CHAIN OF OPEN SPACES ALONG THE BURROW BECK VALLEY  
LANCASTER CANAL  
LANCASTER UNIVERSITY CAMPUS AND THE EASTERN FRINGES OF LANCASTER  
THE LANCASTER TO MORECAMBE CYCLE TRACK & THE MORECAMBE RAILWAY TRIANGLE

The Council will investigate opportunities to improve and enhance the connectivity within these networks where appropriate to do so.

- 23.20 These greenspace systems can form the basis of a network of open spaces for recreation, biodiversity and the development of the district's walking and cycling network and have been identified using the following criteria:

- Forming a chain of 3 or more individual green spaces;
- Areas that are strongly linear with clear unifying features;
- Comprising open land within or adjoining urban areas of visual, recreational or biodiversity importance;
- Related to cycling and walking networks;
- Areas that include significant open land in areas of recreational open space deficiency;
- Areas that provide a setting for important townscapes.

### **Recreational Opportunity Areas**

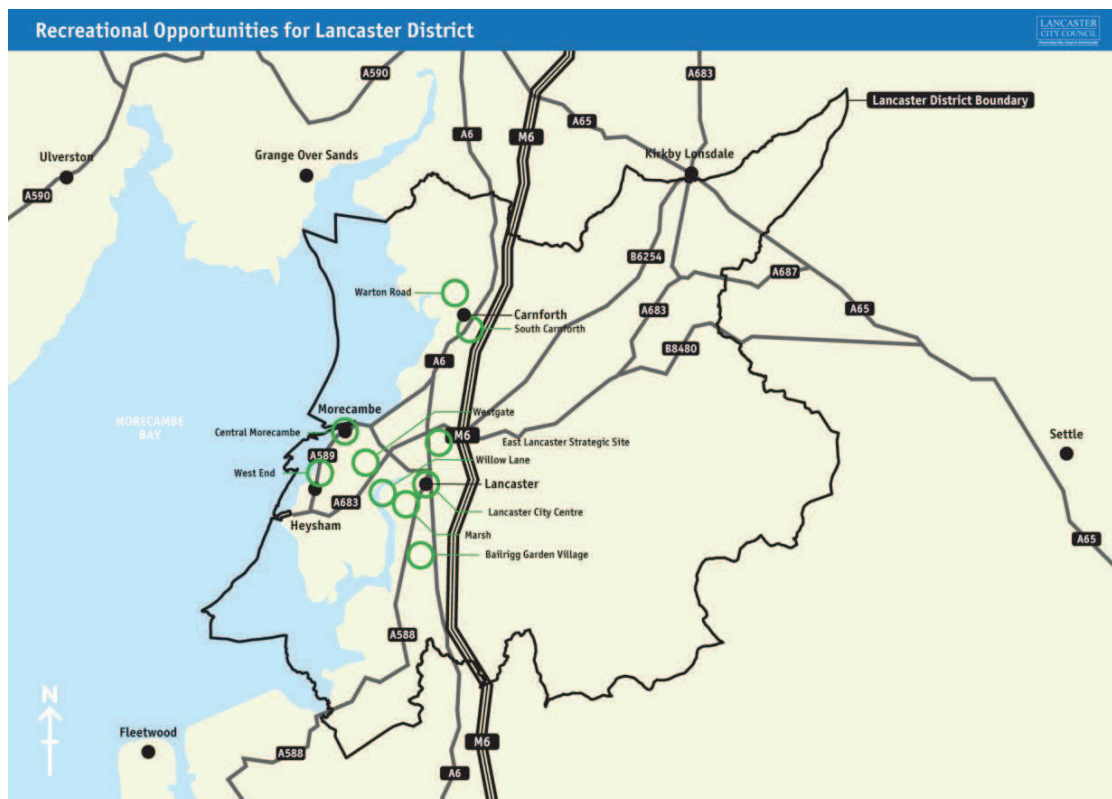
- 23.21 Opportunities for improvement are set out within Policy SC5 and illustrated in figure XX of this DPD where both qualitative and quantitative improvement could allow for opportunities to start to address the deficiencies in open space and recreation within the district and provide improvements to existing provision.

## **Policy SC5: Recreation Opportunity Areas**

Through future development proposals the Council will investigate the potential to provide significant new or improved open space in the following areas of deficiency.

CENTRAL MORECAMBE (VIA THE MORECAMBE AREA ACTION PLAN DPD)  
CENTRAL LANCASTER (VIA 'BEYOND THE CASTLE' PROJECT)  
LAND AT WILLOW LANE / CORONATION FIELD, LANCASTER  
MORECAMBE WEST END  
WESTGATE AREA, MORECAMBE  
MARSH AREA, LANCASTER  
BAILRIGG GARDEN VILLAGE  
LAND AT FORMER THOMAS GRAVESON SITE, WARTON ROAD, CARNFORTH  
EAST LANCASTER STRATEGIC SITE  
SOUTH CARNFORTH

The Council will work with all key stakeholders and the local communities to investigate opportunities for improvement, expansion or creation of recreational facilities in the areas identified above.



**Figure 23.2:** Recreation Opportunities in Lancaster District

## 24. Transport, Accessibility and Connectivity

- 24.1 In their role as statutory highways authority for the district, Lancashire County Council have produced the Highways and Transport Masterplan for Lancaster District, which was adopted in October 2016.
- 24.2 The Highways and Transport Masterplan<sup>80</sup> sets out a range of further assessments and strategies that should be undertaken to understand potential improvements to the transport network in terms of highway improvements, public transport improvements and improvements to the cycling and walking network.
- 24.3 Allocations made in this Local Plan reflect the aims and objectives of the Masterplan and will seek to work in an iterative approach to ensure that issues of future growth and expansion and addressed alongside improvements to the transport infrastructure.

<sup>80</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>



### **Park and Ride Facilities**

- 24.4 As part of the delivery of the Bay Gateway Link Road, Lancashire County Council has developed and opened a Park and Ride service at junction 34 of the M6. This facility provides access to parking directly at the motorway junction that connects to bus services which run along the Caton Road Gateway into Lancaster city centre.
- 24.5 The Park and Ride facility provides an important opportunity for people to access Lancaster city centre without having to drive their cars directly into the centre itself. Providing opportunities to access the city centre that also will result in the reduction of traffic has significant benefits for the environmental quality of the centre and the safety of pedestrian and cyclists.

### **Policy T1: Lancaster Park and Ride**

**The Local Plan has identified two sites that will be protected for the purposes of Park and Ride at the following locations.**

- I. Land at M6 junction 34 that is currently being utilised for the purposes of Park and Ride. This site will be protected for these purposes and development proposals that seek to prejudice its use in this role will not be supported.**
- II. Land at M6 junction 33 will be safeguarded for future investigation for the role as a Lancaster South Park and Ride subject to future pressures and demands to such a facility.**

- 24.6 The Council will seek to support and promote the role of the Lancaster North Park and Ride facilities as an option for accessing the city centre and as an opportunity to reduce the levels of traffic and congestion in central Lancaster. Any development proposals that would prejudice the role of the Park and Ride and would impact on its ability to deliver a frequent and regular service would not be supported.
- 24.7 Subject to the success of the Lancaster North Park and Ride, opportunities to establish further facilities in the south of the town (connected to the reconfiguration of Junction 33) will be investigated by Lancashire County Council. Where necessary and appropriate to do so the City Council will support Lancashire County Council in this matter to ascertain whether a future Park and Ride scheme is necessary.

### **Cycling and Walking**

- 24.8 The promotion of, and improving access to, the district's cycling and walking network is a key element of the Local Plan. Encouraging people to cycle and walk more not only promotes a sustainable source of transport, which is good for the environment, but it also can improve an individual's health and wellbeing.
- 24.9 The district already has a well-established cycling network and has benefitted significantly from Lancaster's status as a cycling demonstration town, which was awarded in 2006. There are a number of well used and important cycle routes within the district that allow people to move around without the need to ride on public roads.
- 24.10 In relation to walking, there is already a significant proportion of people that choose to walk to work, walk to access basic local services and walk purely for leisure purposes. These high levels are despite the hilly topographical nature of our district.

## **Policy T2: Cycling and Walking Network**

**The Council are committed to supporting and promoting the role of cycling and walking in the district, building on previous successes of Lancaster's role as a Cycling Demonstration Town providing safe and secure facilities.**

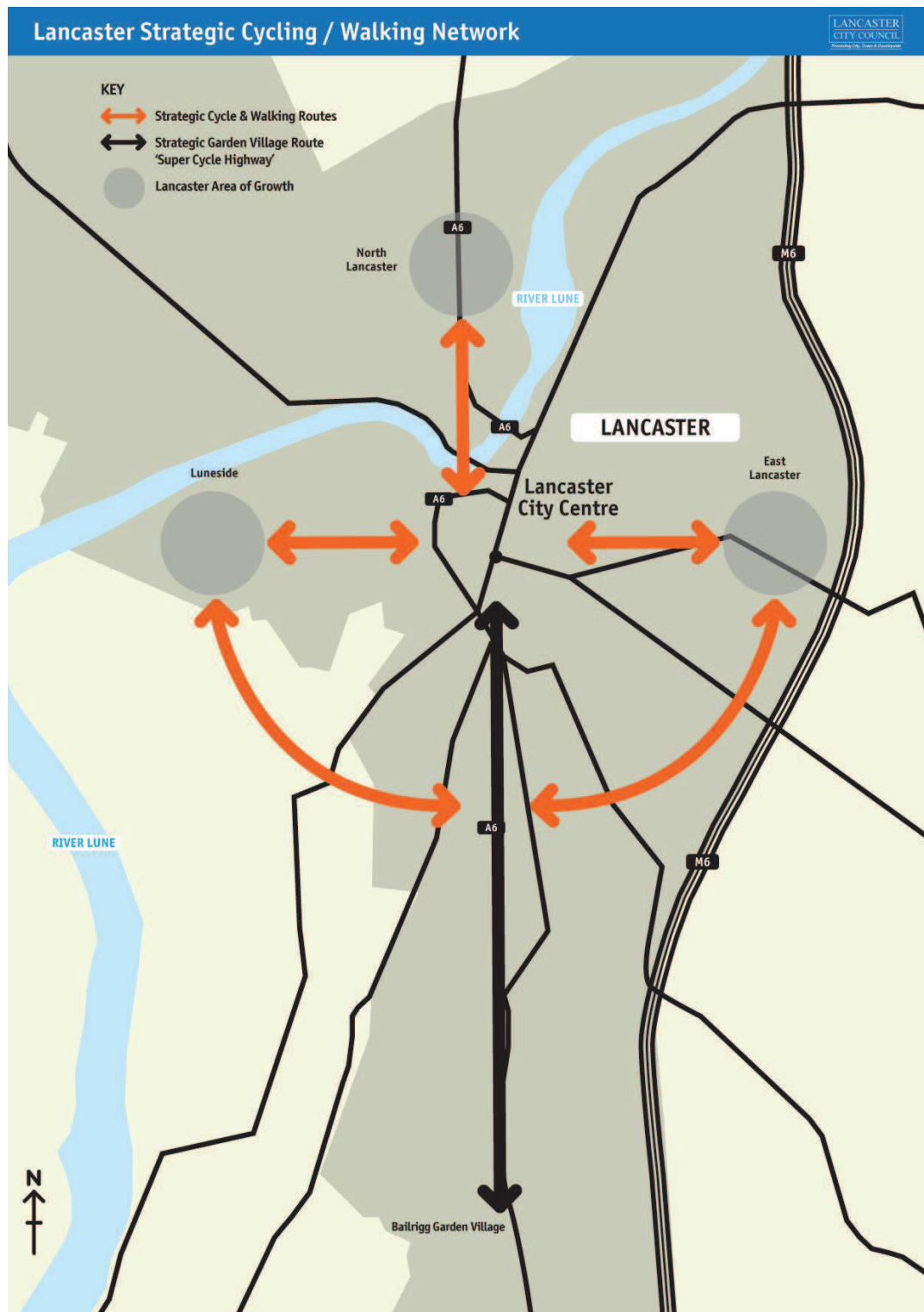
**The Cycling Network has been identified on the Local Plan Policies Maps with a range of further aspirational routes highlighted to improve connectivity and linkages, particularly within the urban areas of the district. The Council will seek to support improvements to the network and delivery of these aspiration routes through the course of the plan period. In order to reflect the levels of anticipated growth in and around Lancaster, improvements will be particularly focussed on supporting strategic routes in figure XX below.**

**The Lancaster District Highways and Transport Masterplan has identified the opportunity to deliver a Cycling and Walking Superhighway, particularly connecting proposed growth at Bailrigg Garden Village and Lancaster City Centre, the City Council support Lancashire County Council in exploring opportunities to deliver the Superhighway with further detail to be provided on its delivery via the Bailrigg Garden Village Area Action Plan DPD.**

- 24.11 Lancashire County Council has published a Cycling and Walking Strategy for Lancashire, produced by Jacobs in August 2016<sup>81</sup>, sets out an ambitious vision between 2016-2026 to develop the county's cycling and walking offer, building on an already strong basis. The vision recognises the fundamental role that active travel plays in people's everyday lives. Consideration should be given to other relevant strategies for cycling and walking for the South Lakeland area and their potential linkages to development proposals.
- 24.12 The Council recognises the value of the existing cycling and walking networks and the value that is attached to them. Accordingly the Council will seek to protect these networks (both cycle routes and public rights of way and where opportunities arise to do so, seek to improve and expand these networks in order to encourage a greater role for cycling and walking as a safe and convenient method of accessing key services and important locations.
- 21.13 Housing growth identified within the Local Plan is particularly focussed in and around Lancaster. Maximising the potential of journeys by cycling and walking will be important in terms of minimising impacts on the highways network in and around Lancaster city centre.

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<sup>81</sup> <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>



**Figure 24.1:** Lancaster Strategic Cycling and Walking Network

- 24.14 Figure 24.1 identifies a strategic network within Lancaster which links areas of growth to the major traffic generators within Lancaster. As developments come forward during the plan period improvements to cycle and walking infrastructure should contribute to the development of this strategic network.

### **The Lancaster Canal**

- 24.15 The Lancaster Canal is a key feature which runs through Lancaster District connecting areas of Preston and Central Lancashire with Cumbria. The canal is considered to be a significant environmental, recreational and sustainable transport asset for the district.
- 24.16 The canal provides a resource as a wildlife and habitat corridor and is designated as a Biological Heritage Site (BHS) for its full length through the district. The canal also provides in parts a recreational and leisure route for walking and cycling, providing health and well-being benefits and is a tourism asset for those pursuing holidays on narrow boats as well as day trippers seeking a place for peace and reflection. The industrial heritage of the Lancaster Canal is one of the key defining elements of the area and provides a rich historic environment for current and future generations to enjoy. The route of the Lancaster Canal through the district will continue to have a key role to play in sustaining and establishing a sense of place.
- 24.17 The setting and character of the canal varies from a rural environment outside of settlements, through villages such as Galgate, Slyne-with-Hest, Capernwray and Borwick to the more urban environments of Lancaster and Carnforth. Many new development, including the re-use and conversion of buildings have taken place along, or in proximity of, the canal which benefit from the waterside setting and environment.
- 24.18 The Local Plan identifies significant strategic growth along areas of the Lancaster Canal, including allocations at Bailrigg Garden Village, land at Ridge Farm / Cuckoo Farm, land to the North of Lancaster, land South of Windermere Road and Lundsfield Quarry (both Carnforth). In total these proposals will affect in the region of 13 miles of canal frontage.
- 24.19 The patchwork of built development and green space along the canal is important, for amenity and well-being and also ecology. It will be important that new development along the route of the canal is sympathetic to its character. It is therefore very important that development in these areas recognise these sensitive locations and maximise opportunities to provide a positive inter-relationship with the canal and the waterside setting it provides. Such relationships should secure the use of positive layout and design of new development which seek to maintain and re-instate the characteristics and distinctiveness of local canal architecture and waterscape. New development should investigate opportunities to conserve and enhance the wide range of historical assets which are associated with the canal, including bridges, tunnels, locks, wharfs, lock keepers cottages and mile markers all of which contribute to the unique character of the waterway.

### **Policy T3: Lancaster Canal**

**Development proposals which are adjacent to, or adjoining, the Lancaster Canal will be expected to address the following issues:**

- I. Be of a high quality of design that enhances the character of the waterway and integrates the canal into the development in a way that generates sustainable waterway neighbourhoods, where waterway and waterside communities are combined and the waterway is treated as an area of usable space and where appropriate a focus for public activity;**
- II. Integrate the waterway, towpath and canal environment into the public realm in terms of design and management of the development;**

III.	Improve access to, along and from the waterway for all users (where appropriate) and enhance / improve the environmental quality and green infrastructure of the waterway corridor in that area, providing a net gain in biodiversity;
IV.	Optimise views to and from the waterway and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towpath and the offside of the canal;
V.	Improve the amenity and character of the canal in that area. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual aspect will not be supported by the Council;
VI.	Conserve and enhance, wherever possible, the distinctive industrial heritage of the canal and its associated assets; and
VII.	Seeking to maximise opportunities for reducing carbon emissions and building resilience, in particular investigating the potential for using the canal in relation to heating and cooling within new development.

24.20 New waterside developments place extra liabilities and burdens on waterway infrastructure and also provide opportunity for new infrastructure to be provided, in particular improvements to the canal towpaths as sustainable routes for cyclists and pedestrians. When considering proposals for new development alongside the Lancaster Canal the Council will work with the Canal & River Trust to ensure that any necessary improvements to the canal infrastructure arising directly from needs generated from new development are met by developer contributions.

24.21 The strategic development sites at Bailrigg Garden Village, Lancaster and Carnforth will also be subject to site specific requirements in relation to their relationship with the Lancaster Canal and can be read in more detail within the site specific policies of this DPD.

#### **Public Transport Corridors**

24.22 There are a number of key public transport routes in the district that are well patronised and are an important component of people accessing their homes, places of work, or the main centres of the district. The Council has sought to identify these routes as key public transport corridors (via Policy T4 below) where opportunities to improve these services further will be explored through the plan period.

## **Policy T4: Public Transport Corridors**

The Council has identified the following routes as key public transport corridors within the district where frequent and regular public transport services will be promoted:

- The Caton Road Gateway between M6 junction 34 and Lancaster city centre
- The A6 Corridor between Lancaster University and Lancaster city centre
- Lancaster Road / Morecambe Road between Lancaster city centre and Morecambe town centre.

In particular the Council will work with Lancashire County Council to investigate opportunities for a Rapid Reach Transit Service within the main urban areas of the district between Lancaster University – Lancaster city centre – Morecambe town centre and the industrial areas of Heysham.

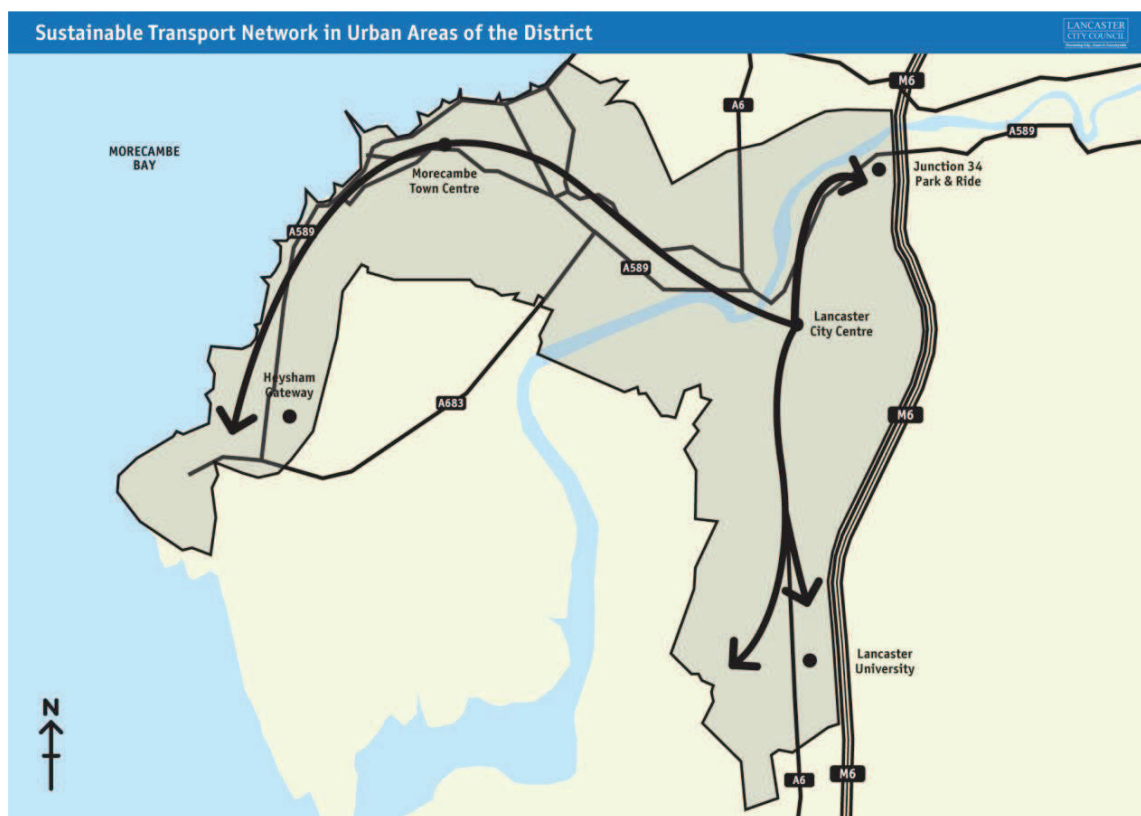
In relation to rail services, the Council will work collaboratively to investigate opportunities to improve regional rail linkages from both Morecambe and Carnforth.

- 24.23 The Highways and Transport Masterplan<sup>82</sup> sets out proposals to investigate how public transport services can be made more frequent and regular within the urban areas of the district. This primarily involves the investigation of a rapid reach transit service which, utilising key routes, can effectively link the district's residential and employment areas with a high quality and high frequency public transport system.

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<sup>82</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>





**Figure 24.2:** Sustainable Transport Network in the Urban Areas of the District

- 24.24 The Council will support Lancashire County Council in investigating how such a service can be achieved, funded and delivered with the role of the Community Infrastructure Levy being considered to be a key source of funding in order to deliver a future scheme of this nature. Further information on this can be found within the accompanying Infrastructure Delivery Plan (IDP)<sup>83</sup>.
- 24.25 Opportunities that seek to improve rail linkages will also be explored by both the Council and Lancashire County Council to ensure that access to rail services, particularly regional services within the North West, are improved where the opportunities arise to do so. In particular improving rail services at both Morecambe and Carnforth and improving rail connectivity around Morecambe Bay and to Cumbria will be explored through the plan period.
- 24.26 In rural locations, access to public transport remains vital but is becoming more challenging to deliver and subsidise. The City Council will work in partnership with all relevant partners to explore innovative opportunities to deliver more flexible approaches to public transport that meet the needs of the rural community but also offer a financially viable long terms solution to the challenge of providing public transport in rural areas.

<sup>83</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

## 25. Implementation and Monitoring

- 25.1 The effective review and monitoring of the Strategic Policies and Land Allocations DPD will be crucial to its successful delivery and is critical in understanding its effectiveness. A separate report setting out the Monitoring Framework for the district will be prepared. The Monitoring Framework will set out how the implementation of policies within the Local Plan will be monitored and describes the evidence base that will be used to support this.
- 25.2 The Monitoring Framework utilises existing monitoring procedures within the Council. The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) requires local planning authorities to prepare monitoring reports, setting out the extent to which planning policies are being achieved and make these available to the public. These should be for a period that the authority considers appropriate in the interests of transparency. This period should not be longer than 12 months. Current monitoring procedures are described below:

Development Type(s)	What will be monitored	Monitoring Period
<b>Housing</b>	District-wide survey of sites to determine the unimplemented planning permissions, sites under construction and sites completed. Assessment of new permissions granted.	At least every 12 months
<b>Retail</b>	District-wide survey of sites to determine unimplemented planning permissions, sites under construction and sites completed in relation to retail development.	Every 12 months
<b>Employment</b>	District-wide survey of sites to determine unimplemented planning permissions, sites under construction and sites completed in relation to employment and economic development.	Every 12 months
<b>All Uses</b>	Publication of Authority Annual Monitoring Report (AMR) summarising development throughout Lancaster District over a 12 month period.	Every 12 months

- 25.3 Monitoring information can be found on the monitoring pages of the Council's website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).

## Appendix A: Glossary of Terms

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

Term	Description
<b>Adoption</b>	The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.
<b>Affordable Housing</b>	Housing that is made available to households who cannot afford to access housing (either for rent or intermediate sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework.
<b>Affordable Housing Viability Study</b>	A study that tested the circumstances in which the district's housing market can deliver various levels of affordable housing by examining the influence of a range of affordable housing proportions and thresholds on viability.
<b>Air Quality Management Area (AQMA)</b>	Areas that suffer from significant levels of air pollution, these are primarily found within town centre locations or industrial areas. To counter issues of poor air quality, management plans are prepared by the local authority to address these issues and lower pollution levels. In Lancaster district there are three AQMAs in Lancaster City Centre, Galgate and Central Carnforth where the main sources of air pollution arise from high traffic levels and congestion.
<b>Amenity</b>	Are positive element(s) that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationships between them, or less tangible factors such as tranquillity can all be considered as an amenity asset.
<b>Annual Monitoring Report (AMR)</b>	Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and how successful the implementation of policies has been.
<b>Appropriate Assessment</b>	Under the Habitats Directive (92/43/EEC) Appropriate Assessment is required for any plan or project that either alone or in combination with other plans or projects, would be likely to have a significant effect on a European Site, or is not directly connected with the management of the site for nature conservation.
<b>Area Action Plan (AAP)</b>	Is a Development Plan Document that relates to a specific area or place. The Council has prepared an AAP that relates to the regeneration of Central Morecambe.
<b>Area of Outstanding Natural Beauty (AONB)</b>	Areas that have been designated and protected because of their National landscape importance and environmental importance. There are two AONB's in the district at Arnsdale & Silverdale and the Forest of Bowland.
<b>BRE Environmental Assessment Method (BREEAM)</b>	A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).
<b>Biodiversity</b>	The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.

Term	Description
<b>Biodiversity Action Plans (BAPs)</b>	Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis and a BAP is in place for the Lancashire area.
<b>Biodiversity Offsetting</b>	These are conservation activities that are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.
<b>Biological Heritage Site (BHS)</b>	A designation that identifies valuable local habitats such as ancient woodland, species rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened species of plants and animals.
<b>Broad Area of Growth</b>	The identification of an area of land to the South of Lancaster which will form part of the Bailrigg Garden Village Area Action Plan DPD, this will form an area of search for future development opportunities, infrastructure delivery and the creation of blue / green infrastructure.
<b>Brownfield</b>	See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the Framework.
<b>Caravan Development</b>	The creation, extension or adaptation of land that is used for the purposes of accommodating both static and/or touring caravans. The legislative definition can also include chalets that are used for temporary periods for leisure uses. This can also include development that is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.
<b>Catchment Flood Management Plan (CFMP)</b>	Sets out an Action Plan and Strategy for the management of water along a river or wider catchment area. Such Management Plans are prepared by the Environment Agency.
<b>Civic Space</b>	Public spaces located in central accessible locations that can help shape a sense of place and be a focal point for the community.
<b>Communities</b>	A group of social interacting people. This interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that have the same common interests or values.
<b>Community Facilities</b>	Community facilities are defined as any use which provides a wider benefit to the community in economic, environmental and social terms. Such facilities could, for example, include Public Houses, Local Shops, Post Offices, Village Halls and Community Meeting Spaces.
<b>Community Infrastructure Levy (CIL)</b>	A method where developers contribute financially towards the improvement of physical infrastructure. This levy supplements the financial sums that may be requested via s.106 and which make development proposals achievable and deliverable. The levy will include an action plan that will set out priorities and a charging schedule on how money will be collected.
<b>Comparison Retailing</b>	Relates to items that are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.
<b>Concealed Households</b>	Family units or single adults living within 'host' households.
<b>Conservation Areas</b>	Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.
<b>Convenience Retailing</b>	Relates to the purchase of everyday essential items, including confectionary, food and drink.

Term	Description
<b>Core Strategy</b>	This is a document that sets out strategic policies within the Local Plan process, setting out guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in 2008.
<b>Cultural Asset</b>	Can be defined as uses such as museums, theatres, live music venues (not public houses), cinemas, community halls and other public meeting places.
<b>Designated Heritage Asset</b>	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.
<b>Development Plan Documents (DPD)</b>	These are key planning documents prepared by the Council. They are subject to public consultation and public examination. The Land Allocations, Development Management and Morecambe Area Action Plan are all classed as Development Plan Documents.
<b>Enabling Development</b>	Development that may be unacceptable in planning terms but provides an exceptional opportunity for public benefit that justifies it being permitted. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.
<b>Equalities Impact Assessment (EqIA)</b>	An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.
<b>Essential Upland Worker</b>	Workers that play an essential part in maintaining the vitality of upland areas. For example this could include employees of upland estates, doctors, nurses, teachers, bus drivers, and postal workers.
<b>Extra Care Housing</b>	Housing designed with the needs of older people in mind with varying levels of care and support available on-site. People who live in extra care housing have their own self-contained homes and benefit from communal facilities being available. Properties can be rented, owned or part owned / rented.
<b>Flood Risk Assessment (FRA)</b>	Assessments that identify the risks to a site or premises from flooding. These assessments are required for development proposals of a certain size or particular location.
<b>Fuel Poverty</b>	Fuel poverty is determined when a home cannot be heated to a comfortable level by utilising 10% or less of the household's income. This means that choices must be made between warmth and other essentials. Fuel poverty can contribute to excess winter deaths, cold related illnesses, high health care costs and deteriorating housing conditions.
<b>Geological Heritage Site (GHS)</b>	A Lancashire wide designation that identifies valuable local geological and geomorphological sites. GHS are also known as Local Geodiversity Sites (LGS) and formally as Regionally Important Geological Sites (RIGs). Further information can be found at <a href="http://www.geolancashire.org.uk">www.geolancashire.org.uk</a> .
<b>Green Belt</b>	Land that has been protected from development, which could constitute urban sprawl, by keeping it permanently open. There is one area of Green Belt in the district, separating the urban conurbation of Lancaster and Morecambe to the South and Carnforth to the North.
<b>Greenfield</b>	Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.

Term	Description
<b>Green Infrastructure</b>	Green infrastructure is a <b>strategically planned network of natural and semi-natural areas</b> with other environmental features designed and managed to deliver a wide range of ecosystem services such as water purification, air quality, space for recreation and climate mitigation and adaptation. This network of green (land) and blue (water) spaces can improve environmental conditions and therefore citizens' health and quality of life. It also supports a green economy, creates job opportunities and enhances biodiversity.
<b>Gypsies and Travellers</b>	Persons of a nomadic habit of life whatever their race, origin, including persons who on grounds only of their own family's or dependents' educations or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.
<b>Habitats Regulation Assessment (HRA)</b>	Assesses the impacts of plans or projects on Natura 2000 sites (these are Special Areas of Conservation (SAC) and Special Protection Areas (SPA)). National guidance recommends that Ramsar sites and candidate SPAs and SACs are also afforded the same protection through the Habitats Regulation Assessment process.
<b>Health Impact Assessment (HIA)</b>	An assessment that understands the implications to health arising from the preparation of a Local Plan policy or allocation.
<b>Heritage Asset</b>	Is defined within Annex 2 of the Framework and refers to features within the historic environment. Heritage assets can be described as 'designated heritage assets' or 'non-designated heritage assets' (which are defined separately within this glossary).
<b>Houses in Multiple Occupation (HMO)</b>	A property is a HMO if it is let as a main or only home to at least three tenants, who form more than one household and who share a kitchen, bathroom or toilet. A household consists of either a single person or members of the same family who live together, including people who are married or living together, people in same-sex relationships, relatives who are living together and certain live-in domestic staff. An HMO can be an entire house, flat or converted building or a bedsit, shared houses, a household with a lodger, a purpose built HMOs, a hostel, guesthouses, bed and breakfast accommodation for homeless people or types of self-contained flats converted from houses.
<b>Housing Need and Demand Survey</b>	This is Council's current evidence base in regard to how many homes are required in the district, both for market and affordable housing. This survey was undertaken in 2012 by David Couttie Associates.
<b>Infrastructure</b>	In planning terms the physical structures that are required for a community to operate and be sustainable in the long term. Infrastructure typically refers to matters such as roads, water supply, sewers, electricity and other social elements such as education or health.
<b>Key Services</b>	In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.
<b>Key Workers</b>	Essential public sector workers such as nurses, teachers and social workers.
<b>Landscape Character Assessment</b>	An assessment to identify different landscape areas that have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.
<b>Lead Local Flood Authority (LLFA)</b>	The local authority responsible for taking the lead on local flood risk management. In Lancaster district this is Lancashire County Council.



Term	Description
<b>Legally Protected Species</b>	European Protected Species that receive protection under the Conservation of Habitats and Species Regulation 2010, in addition to the Wildlife and Countryside Act 1981 (as amended).
<b>Leisure Facilities</b>	Attractions and places that can encourage people from both within and outside the district to visit for recreational purposes. Such attractions can take a variety of forms for example the history of the district and the local natural environment.
<b>Lifetime Homes Standards</b>	Ordinary homes designed to provide accessible and convenient homes for a large segment of the population from young children to older people and those with temporary or permanent physical or sensory impairments. Lifetime Homes have 16 design features that ensure the home will be flexible enough to meet the existing and changing needs of most households.
<b>Local Housing Need</b>	The housing requirements of existing and concealed households living within Lancaster district as evidenced in the 2012 Housing Needs and Demands Survey and other appropriate evidence base.
<b>Localism</b>	A term used by the Government to encourage local people and communities to take more ownership in local issues. In terms of planning this means providing the opportunity to shape their local area through the preparation of Neighbourhood Plans.
<b>Local Development Document</b>	This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.
<b>Local Development Scheme (LDS)</b>	A document that sets out the Council's programme and timescale for the preparation of Local Development Documents, excluding Supplementary Planning Documents.
<b>Local Plan Policies Map</b>	This accompanies the Land Allocations DPD and will provide a visual aid to identify where land has been allocated for development, or where land has been protected because of its environmental, social or economic value.
<b>Local Services</b>	These are the range of services that help to enhance the sustainability of an area. In a rural context local services are those other than key services and might include access to healthcare facilities (GP, pharmacy or prescription service) access to education (nursery / crèche or secondary school), local businesses (post office, grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, church hall, public house) and access to recreational facilities.
<b>Local Sources of Flooding</b>	Refers to flooding from sources other than main rivers or coastal flooding. Specifically it refers to flooding from surface water and groundwater, and flooding from ordinary watercourses.
<b>Local Highways and Transport Masterplan</b>	Prepared by the relevant highways authority for the area, in Lancaster district's case this is Lancashire County Council. The Highways and Transport Masterplan sets out how the district transport network will be improved up to 2031.
<b>Local and Neighbourhood Centres</b>	These include a range of small shops serving a small catchment area. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include hot-food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.
<b>Market Housing</b>	Private housing for rent or for sale, where the price is set in the open market.

Term	Description
<b>National Planning Policy Framework (the Framework)</b>	A document that has been prepared by the Coalition Government that has replaced all previous National Planning Policy contained within Planning Policy Statements (PPSs) and Planning Policy Guidance (PPGs).
<b>National Planning Practice Guidance (PPG)</b>	A document providing guidance that supplements the content of the National Planning Policy Framework.
<b>Natura 2000 Sites</b>	Are areas that have been specifically protected at a European level for their environmental value.
<b>Neighbourhood Planning</b>	In light of the Localism Agenda, neighbourhood plans can be prepared by local communities, in particular Parish Councils, which can promote development and have a greater say on where development should be located in their communities.
<b>Night-Time Economy</b>	Activities that happen within town centre locations after 5pm (or at the end of the normal working day), such activities will predominantly be leisure orientated and may involve uses such as restaurant, the arts, bars and cafés.
<b>Non-Designated Heritage Asset</b>	These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance that merits consideration in planning decisions but which are not formally designated heritage assets.
<b>Primary Bus Routes</b>	Bus routes that provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.
<b>Priority Species</b>	Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.
<b>Public Realm</b>	Areas of public space that can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in urban or rural locations.
<b>Regionally Important Geological Sites (RIGS)</b>	These are locally designated sites that are of importance for their geo-diversity (geology and geomorphology).
<b>Registered Provider of Social Housing</b>	Previously known as Registered Social Landlords. This is the technical name for social landlords that are registered with the Tenant Services Authority. Most are housing associations, but some are trusts, co-operatives and companies that own or manage affordable housing. Also referred to as Registered Providers.
<b>Residential Amenity</b>	Note the general definition of amenity within this Glossary. In relation to residential amenity this can relate to the enjoyment of the residential property and the impacts that development proposals can have on that enjoyment.
<b>River Basin Management Plan (RBMP)</b>	Prepared by the Environment Agency and originally published in December 2009, updated in 2015. These plans describe the river basin and the pressures that the water environment faces. The Management Plan shows what this means for the current state of the water environment in the river basin and what actions will be taken to address these pressures. It sets out what improvements will be possible by 2021 (the end of the management period) or 2027 where more appropriate and how those actions will make a difference to the local environment.
<b>Rural Enterprise</b>	Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.
<b>Rural Enterprise Worker</b>	Workers employed full-time or primarily in a rural enterprise.

Term	Description
<b>Rural Exception Site</b>	Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed e.g. where essential to enable the delivery of affordable dwellings without grant funding.
<b>Sequential Test</b>	A planning principle that seeks to identify, allocate or even develop certain types and locations of land before others. For example the development of brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.
<b>Settlement Hierarchy</b>	This is set out in Policy SP2 of the Land Allocation DPD. These are settlements have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.
<b>Sheltered Housing</b>	Housing specifically for older and / or people with special accessibility requirements. Includes a block or group of houses with a resident or visiting warden, and individual houses, bungalows and flats that receive support from a mobile warden or pendent (emergency) alarm service.
<b>Sites of Special Scientific Interest (SSSIs)</b>	These are sites that have been recognised for the importance either for their biological, geological or landscape value.
<b>Spatial Planning</b>	A concept that goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes that influence the nature of places and how they function. This will include policies that can impact on land-use. For example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.
<b>Stakeholders</b>	Groups, individuals or organisations that may be affected by or have a key interest in a development proposal or planning policy. They may often be experts in their field or represent the view of many people.
<b>Static Caravans</b>	Caravan units that are sited on land either permanently or semi-permanently, whilst such units are movable and have fixed axles, static units are of sufficient size to ensure that transportation between place to place is problematic and challenging and cannot be undertaken with a private car.
<b>Strategic Housing and Employment Land Availability Assessment (SHLAA)</b>	Previously known as a Strategic Housing Land Availability Assessment, the assessment for Lancaster District was produced in 2009 and last reviewed in 2015. The assessment now also incorporates employment land and has been renamed the Strategic Housing and Employment Land Availability Assessment. The study intended to assess the overall potential for housing and employment development in the area. It identifies specific sites with a development potential over the next 15 years.
<b>Strategic Housing Market Assessment (SHMA)</b>	A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The SHMA for Lancaster district was produced in 2008 and last reviewed in 2015.

Term	Description
<b>Strategic Flood Risk Assessment (SFRA)</b>	An assessment that sets out the risks from flooding within the district, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals that are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster district was initially undertaken in 2007 and reviewed in 2016.
<b>Street Furniture</b>	A collective term for objects or pieces of equipment installed on streets and roads for various purposes. Examples of street furniture include benches, bollards, post boxes and litter bins.
<b>Sustainable Development</b>	In broad terms this means development that meets the needs of the present without compromising the ability of future generation to meet their own needs. The Government have set out five guiding principles for sustainable development in its strategy “Securing the Future – UK Government Strategy for Sustainable Development”. The five guiding principles include living within environmental limits, ensuring a strong / healthy and just society, achieve a sustainable economy, promoting good governance and using sound science responsibly.
<b>Sustainable Drainage Systems (SuDS)</b>	Drainage systems that are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDS system, subject to the approval of the SAB and dependent on site-specific constraints, applies to a broad range of drainage solutions from a fully piped system to a full attenuation system.
<b>Sustainable Appraisal (SA)</b>	The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process used to assess the social, environmental and economic effects of strategies and policies from the outset of the preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.
<b>Sustainable Growth</b>	This refers to strategic growth that can be either accommodated with the capacity of existing infrastructure, or includes proposals that will meet any potential gaps in infrastructure capacity. It also refers to growth of settlements that is in proportion to the settlements size and character.
<b>Sustainable Settlement</b>	A settlement which having assessed the population characteristics, townscape and landscape of the environment within which it is located, and the availability and accessibility of key services, facilities and employment opportunities is considered to be sustainable and therefore will provide the focus of growth within the district outside the main urban areas (subject in Areas of Outstanding Natural Beauty to the constraints of protected landscapes where a landscape-capacity approach will be taken), contributing to the vitality of the settlement.
<b>Touring Caravans</b>	A touring caravan unit is a unit that can be towed behind a vehicle and is capable of being unhitched prior to its use for holiday accommodation purposes. Touring caravans also have a purpose in providing facilities for agricultural uses such as ‘brew huts’.
<b>Transport Infrastructure</b>	Includes pavements, walking routes and other walking infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.

Term	Description
<b>Travelling Showpeople</b>	Member of a group organised for the purposes of holding fairs, circuses or show (whether or not travelling together as such). This includes such persons who, on the grounds of their own family's dependents' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes gypsies and travellers who are defined separately within this glossary.
<b>Tree Preservation Orders (TPOs)</b>	Designated to protect trees of importance and/or value - whether this importance or value relates to their historical importance, landscape importance or species type. Whilst this designation protects some trees of importance, many other trees that do not have a TPO status remain important features within the landscape or townscape.
<b>Upland</b>	Part of the Forest of Bowland AONB is located within the Lancaster district Area and the proposed boundary revision of the Yorkshire Dales National Park will incorporate part of the district, both the National Park and AONB for the Yorkshire Dales and Bowland Upland Regional. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster district these are the Kay Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.
<b>Visitor Accommodation</b>	Refers to the range of accommodation available to visitors to the district, including hotels, guest houses, bed & breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.
<b>Water Framework Directive</b>	A European Union Directive that seeks to improve the water quality of both inland and coastal waters.

## Appendix B: Background Documents for the Strategic Policies and Land Allocations DPD

### General Reference

The National Planning Policy Framework (DCLG 2012)
The National Planning Practice Guidance (DCLG 2014)
The Planning System: General Principles (DCLG 2005)
Local Plan for Lancaster District 2011 – 2031: Review of Development Management DPD
Local Plan for Lancaster District 2011 – 2031: Development Management DPD (2014)
Local Plan for Lancaster District 2011 – 2031: Morecambe Area Action Plan DPD (2014)
Local Plan for Lancaster District 2011 – 2031: Arncliffe and Silverdale AONB DPD (2017)
Lancashire County Council Minerals and Waste Local Plan (Lancashire County Council (2013)
Yorkshire Dales National Park Local Plan 2015 – 2030 (National Park Authority 2016)
Local Plan for Lancaster District – Sustainability Appraisal (Arcadis 2017)
Local Plan for Lancaster District – Habitats Regulation Assessment Screening Report (Arcadis 2017)
Methodology Paper 1 – Meeting the National Planning Requirements
Methodology Paper 2 – The Site Assessment Process
Background Paper 1 – Assessing the Reasonable Alternatives

Background Paper 2 – Delivering the Local Housing Needs
Background Paper 3 – Achieving Economic Growth
Background Paper 4 – Delivering the Infrastructure Necessary for Growth
Background Paper 5 – Town Centres and Retailing
Background Paper 6 – Development and Flood Risk
Background Paper 7 – Protecting the Natural and Historic Environment

## **Strategic Policies – Policies SP1 to SP11**

Lancaster District Sustainable Settlements Study (Lancaster City Council 2017)
Strategic Options Consultation (Lancaster City Council – Summer 2014)
People, Homes and Jobs Consultation Report (Lancaster City Council – Autumn / Winter 2015)
Draft Local Plan Consultation (Lancaster City Council – Winter / Spring 2017)
North Lancashire Green Belt Review (Lancaster City Council / ARUP 2016)
Industrial Strategy (Department for Business, Energy and Industrial Strategy 2017)
Lancashire Strategic Economic Plan (Lancashire Local Economic Partnership 2014)
Review of the Employment Land Position for Lancaster District (2015)
Prospects and Recommendations for Achieving Economic Potential – Update (Turley 2017)
Housing White Paper – Fixing our Broken Housing Market (DCLG 2017)
Lancaster District Independent Housing Requirements Study (Turley 2015)
Strategic Housing Market Assessment – Part II (Arc4 2017)
Objectively Assessed Needs Sensitivity Testing (Turley 2017)
Gypsy and Traveller and Travelling Show Peoples Accommodation Assessment (Arc4 2017)
Lancaster District Infrastructure Delivery Plan (Lancaster City Council 2018)
Lancaster District Infrastructure Delivery Schedule (Lancaster City Council 2018)
Lancaster District Ecological Constraints (Greater Manchester Ecology Unit 2017)
Lancaster District Landscape Assessments (Arcadis 2017)
Lancaster Highways and Transport Masterplan (Lancashire County Council 2016)
Lancashire Cycling and Walking Strategy (Jacobs 2018)

## **Strategic Growth Policies – Policies SG1 to SG17**

Bailrigg Garden Village Area Action Plan DPD – Issues and Options (Lancaster City Council 2018)
Locally-led Garden Villages, Town and Cities (DCLG 2016)
Lancaster University Campus Masterplan 2012 – 2022 (J McAslan & Partners 2012)
Lancaster District Development Viability Assessment (Lambert Smith Hampton 2018)
Lancaster District Infrastructure Delivery Plan (Lancaster City Council 2018)
Lancaster District Infrastructure Delivery Schedule (Lancaster City Council 2018)
Lancaster District Strategic Flood Risk Assessment (JBA 2017)
Lancaster District Open Space Study (Knight Kavanagh Page 2018)
Lancaster District Playing Pitch Strategy (Knight Kavanagh Page 2018)
Desktop Archaeological Assessments (Lancashire Archaeological Advisory Service 2017)
Heritage Impact Assessments (Lancaster City Council 2017)
Wintering Bird Surveys (Greater Manchester Ecology Unit 2017)
Breeding Bird Surveys (Greater Manchester Ecology Unit 2017)
Bat Survey and Great Crested Newt Survey (Greater Manchester Ecology Unit 2017)
Preliminary Ecological Surveys (Greater Manchester Ecology Unit 2017)
Landscape Assessment for Strategic Sites (Arcadis 2017)
Cumulative Impacts of Development on the Landscape (Arcadis 2017)
Lancaster District Transport and Highways Masterplan (Lancashire County Council 2016)
Transport Modelling Assessments (CTS 2017)
Lancashire Cycling and Walking Strategy (Jacobs 2018)



## **Economy, Employment and Regeneration – Policies EC1 to EC7**

Industrial Strategy (Department for Business, Energy and Industrial Strategy 2017)
Lancashire Strategic Economic Plan (Lancashire Local Economic Partnership (2014)
Review of Employment Land Position for Lancaster District (Turley Economics 2015)
Prospects and Recommendations for Achieving Economic Potential – Update (Turleys 2017)
Strategic Housing and Employment Land Availability Assessment (Lancaster City Council 2018)

## **Town Centre and Retailing – Policies TC1 to TC4**

Planning for Town Centres: A Practice Guide (DCLG 2009)
Lancaster District Retail Review (White Young Green 2016)
Town Centre Health-Checks for Lancaster, Morecambe and Carnforth (White Young Green 2014)
Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016)
Lancaster BID Delivery Plan 2016 – 2021 (Lancaster BID 2015)
Shopfronts and Advertisements Supplementary Planning Document (Lancaster City Council 2016)
Lancaster District Local Centres Study (White Young Green 2017)

## **Housing – Policies H1 to H7**

Housing White Paper – Fixing our Broken Housing Market (DCLG 2017)
Lancaster District Independent Housing Requirements Study (Turley 2015)
Strategic Housing Market Assessment – Part II (Arc4 2017)
Strategic Housing and Employment Land Availability Assessment (Lancaster City Council 2018)
Lancaster District Development Viability Assessment (Lambert Smith Hampton 2018)
Housing Land Monitoring Report (Lancaster City Council)
Lancaster District Housing Action Plan 2012 – 2017 (Lancaster City Council 2012)

## **The Historic and Natural Environment – Policies EN1 to EN11**

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
The Setting of Heritage Assets (English Heritage 2011)
Historic Towns and Cities in England's Northwest (English Heritage / NWDA 2007)
Conservation Area Appraisals (Various) (Lancaster City Council)
Lancaster District Local Listing Register (Lancaster City Council)
Lancaster District Cultural Heritage Strategy (SQW / Lancaster City Council 2011)
Lancaster District Strategic Flood Risk Assessment (JBA 2017)
The Natural Choice: Securing the Value of Nature (DEFRA 2011)
Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services (DEFRA 2011)
Silverdale and Arnsdale AONB Statutory Management Plan (AONB Management Board 2009)
Forest of Bowland AONB Statutory Management Plan (AONB Management Board 2009)
Forest of Bowland AONB Landscape Character Assessment (2009)
Landscape Strategy for Lancaster – Character Assessment (Lancashire County Council 2000)
Landscape Character Assessment Work for Lancaster District (Woolerton Dowell 2011)
Review of the Key Urban Landscape (Arcadis 2017)
Lancaster District Ecological Constraints (Arcadis 2016)

## **Sustainable Communities – Policies SC1 to SC5**

Neighbourhood Plans Roadmap Guide (Locality 2014)
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### **Transport, Accessibility and Connectivity – Policies T1 to T3**

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

Lancaster Local Plan Annual Monitoring Report AMR
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Employment Land Monitoring Report
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Retailing Monitoring Report
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Housing Land Supply Position Statement and Trajectory
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## Appendix C: Neighbourhood Planning – List of ‘Strategic’ Policies

For the purposes of Neighbourhood Planning, the Council have identified the following policies of the Strategic Policies & Land Allocations DPD as strategic policies.

When preparing a Neighbourhood Plan, it is expected that planning groups ensure that the policies and allocations prepared and in conformity with the strategic policies listed (where they are relevant to the Neighbourhood Plan) in order to meet the basic conditions of Neighbourhood Planning.

### **Strategic Policies and Land Allocations DPD**

- Strategic Policies SP1 to SP11
- Delivery of Strategic Growth Policies SG1 to SG19
- Policy EC1 – Established Employment Areas
- Policy EC2 – Future Employment Growth
- Policy TC1 – The Retail Hierarchy for Lancaster District
- Policy TC3 – Future Retail Growth
- Policy TC4 – Central Morecambe
- Policy H1 – Residential Development in Urban Areas
- Policy H2 – Housing Delivery in Rural Areas of the District
- Policy DOS8 – Morecambe Festival Market and Surrounding Area
- Policy SC2 – Local Green Spaces
- Policy EN6 – The North Lancashire Green Belt
- Policy EN9 – Environmentally Important Area

## Appendix D: Site Mitigation Measures

- D.1 A number of sites have been identified as having potential to have likely significant effects on designated European sites within Lancaster District. In order to off-set any potential impacts, a suite of mitigation options have been devised as part of the Appropriate Assessment (AA) contained within the Habitats Regulation Assessment (HRA) Report of the Local Plan (Part One – Strategic Policies and Land Allocations DPD) prepared in October 2017. These are summarised below in table D1. The precise detail and/or the need for these mitigation options will be reviewed at a project level as planning proposals are developed. Depending on the nature of these proposals, further project-level ecological assessments and/or HRA may be required.

### Mitigation Options

#### Loss of FLL under the footprint of the allocation - during construction/operation

A	<i>Mitigation land within a development</i> – Provide land within the development suitable for use by birds associated with the European site [i.e. provision of alternative greenspace (habitat) for wildlife]. This land would be managed to encourage the use by birds and public access to these areas would be restricted.
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#### Disturbance to birds using adjacent Functionally Linked Land (FLL) - during construction

B	<i>Timing of works</i> - Where possible, time works which could cause the most disturbance (for example in terms of noise and visual effects) to take place outside of wintering period.
C	<i>Natural Screening</i> – Where possible, utilise natural screening to help alleviate noise and visual disturbance (this could be achieved by retaining existing hedgerows and trees at the edge of construction sites).  <i>Other screening</i> - If there is no natural screening, additional screening such as bunds, and/or closed-board fencing could be installed.

#### Disturbance to birds using adjacent FLL - during operation

D	<i>Permanent Screening</i> – Utilise natural screening to help alleviate noise and visual disturbance from the completed development (this could be achieved by retaining existing hedgerows and trees installing permanent screening along edges adjacent to functionally linked land).
E	<i>Input to Scheme design</i> – It may be possible to incorporate measures into scheme designs to reduce potential disturbance to adjacent functionally linked land. This could include measures such as buffer zones at the edge of developments, alterations to lighting design to reduce light spill and reducing access to adjacent functionally linked land to new home owners (see ‘recreational pressure on adjacent functionally linked land’ below).

#### Recreational pressure on birds using adjacent FLL - during operation

F	<i>Home owner packs</i> – Provide new home owners with a home owners pack. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay coastline) to recreational pressure, and promote use of alternative areas for recreation, such as public open space within the development.
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## Mitigation Options

G	<i>Input to Scheme design</i> - It may be possible to incorporate measures into scheme designs to reduce potential use of adjacent functionally linked land by new home owners. This could include measures such as providing sufficient public open space within the development such that there would not be a need to go elsewhere. For example, ensuring that there is sufficient open space available within the development for dog walkers. It may also be possible to refrain from linking new footpaths into existing footpaths which lead to sensitive areas.
H	<i>New Country Park/recreation area</i> – A new Country Park (to be delivered through Policy SC5). This will provide alternative green space for recreation, and provide an alternative locations for dog walkers in preference to visiting more coastal locations.

Table D1: Mitigation Options proposed for the Strategic Policies and Land Allocations DPD (Arcadis 2017)

- D.2 Whilst the above mitigation measures will be encouraged across all sites the Council will require specific measures to be delivered for a number of sites identified through the HRA as having the potential to have significant effects on designated sites. The HRA has identified 8 sites as having the potential to have significant effects on designated sites.
- D.3 In line with the recommendations described in the Habitats Regulation Assessment Report the Council will require the following mitigation measures to be implemented as part of any future proposal for the following allocations, set out in table D2. Although the details and/or need for these mitigation measures will be determined at the project level.

Allocation site	European site		Potential impact		
	Morecambe Bay Ramsar site	Morecambe Bay and Duddon SPA	Loss of FLL under the footprint of the allocation (construction and operation)	Recreation pressure on adjacent FLL (operation only)	Disturbance (construction and operation)
Bailrigg Garden Village (Policy SG1)	✓	✓	Mitigation Option A	Mitigation Options F, G and H	Mitigation Options B, C, D and E
East Lancaster Strategic Site (Policy SG7)	✓	✓	AA determined no FLL within the allocation site, no mitigation required.	Mitigation Options F, G and H	AA determined no disturbance to adjacent FLL, no mitigation required.
Port of Heysham (Policy SG14)	✓	✓	N/A	N/A	Mitigation Options B, C, D and E

Allocation site	European site		Potential impact		
	Morecambe Bay Ramsar site	Morecambe Bay and Duddon SPA	Loss of FLL under the footprint of the allocation (construction and operation)	Recreation pressure on adjacent FLL (operation only)	Disturbance (construction and operation)
Port of Heysham Expansion (Policy SG14)	✓	✓	N/A	N/A	Mitigation Options B, C, D and E
Substation land (Policy SG15)	✓	✓	N/A	N/A	Mitigation Options B, C, D and E
Lancaster West Business Park (Policy EC1)	✓	✓	AA determined no FLL within the allocation site, no mitigation required.	N/A	Mitigation Options B, C, D and E
Land at Middleton Towers, Middleton (Policy DOS7)	✓	✓	AA determined no FLL within the allocation site, no mitigation required.	Mitigation Options F, G and H	Mitigation Options B, C, D and E
Glasson Industrial Area (Policy EC1)	✓	✓	N/A	N/A	Mitigation Options B, C, D and E

Table D2: Potential Impact on Designated Sites from Site Allocations (Arcadis 2017)

D.4 In order to offset the potential impacts associated with recreational pressure on the wider Morecambe Bay (as identified within the Habitats Regulation Assessment), 11 allocations within 3.5km of Morecambe Bay will be required to provide home owners packs to new home owners (Option F within Table D1). These 11 sites are:

Policy No	Site Title	No. of Dwellings
Policy SG9	North Lancaster Strategic Site	700
Policy SG11	Lundsfield Quarry, Carnforth	200
Policy SG12	Land South of Windermere Road, Carnforth	500
Policy DOS4	Land at Lune Industrial Estate	200
Policy H4	Land at Grab Lane, Lancaster	195
Policy H5	Lancaster Leisure Park and Auction Mart, Lancaster	200
Policy H6	Land at Royal Albert Fields, Lancaster	71
Policy DOS3	Luneside East, Lancaster	149
Policy DOS10	Former TDG Site, Warton Road, Carnforth	Unknown
Policy H1.2	Land at New Quay Road, Lancaster	12
Policy H1.3	Former Police Station, Heysham	14



Policy H1.4	Broadway Hotel, Morecambe	50
Policy H1.5	Land West of 113 White Lund Road, Oxcliffe Road	10
Policy H1.6	Grove Street Depot, Morecambe	21
Policy H1.7	Land West of Middleton Road, Heysham	69
Policy H2.2	Lancaster Road, Overton	32
Policy H2.3	Land to the North of Yenham Lane, Overton	21
Policy H2.4	St Michaels Lane, Bolton-le-Sands	20
Policy H2.6	Briar Lea Road, Nether Kellet	55
Policy H3	University of Cumbria, Lancaster	15
Policy H2	Land North of Old Hall Farm, Over Kellet	55
Policy H2	Monkswell Avenue, Bolton-le-Sands	15

## Appendix E: Housing Trajectory

The Local Plan is supported by a detailed housing trajectory. The housing trajectory for Lancaster District covers the period 2011/12 to 2033/34. This incorporates the full Local Plan period 2011/2012 to 2031/32 with an additional 3 years included post adoption to ensure the requirement to plan for a 15 year supply.

The trajectory reports actual dwelling completions for the period 2011/2012 to 2016/17. A total of 2,070 dwellings were completed during this period.

From 2017/18 the trajectory reports anticipated completions. This is reported in four phases. The period 2017/18 to 2018/19 reports pre-adoption completions with adoption anticipated in the financial year 2018/19. From this date the trajectory is divided into the five year components matching the delivery phases described in national planning policy.

Outstanding Commitment	SHLAA Ref	Address	Outstanding approvals at 01/04/17	2011-2016 Completions	Completions 2016/17	Pre-adoption 2017/2018	2018/2019	Total Pre-adoption	Years 1-5					TOTAL	Years 6-10					TOTAL	Years 11-15					TOTAL	15 year TOTAL	
									2019/2020	2020/2021	2021/2022	2022/23	2023/24		2024/25	2025/26	2026/27	2027/28	2028/29		2029/30	2030/31	2031/32	2032/33	2033/34			
Arkholme	11	Land East of Arkholme Methodist Church, Kirkby Lonsdale Road	17		0			0	6	7	4			17						0						0	17	
	7	The Shelling, Kirkby Lonsdale RG, Arkholme			12			12						0						0						0	12	
Halton-le-Sands	32	Land East of Railway Crossing, St Michaels Lane	20			8	12	20						0						0						0	20	
	34	Land East of Coastal Road			19			19						0						0						0	19	
		Coastal Road Phase 2	18		12	18		30						0						0						0	30	
Caton and Brookhouse	98	Hornby Road, Caton	30			5	15	20						10						0						0	30	
	38	Land West of Sycamore Road	22			10	10	10	12					12						0						0	22	
Carnforth	61	Lundfield Quarry, Kellat Road	200					0						90	30	30	30	20		110						0	200	
	73	Bach Field, Scotland Road	0		18			0			30			0						0						0	18	
	57	Land South of Carnforth Cemetery, Carnforth	0		14			0						0						0						0	14	
	55	Red Court	40				40	40						10						0						0	40	
Cockerham		Land to the rear of Queens Hotel	10					0	10					10						0						0	10	
	654	Land South of Marsh Lane	25					0	5	20				25						0						0	25	
		Land off Marsh Lane and Main St, Cockerham	11					0		11				11						0						0	11	
Galgate	120	Burr Tree Meadow, A65	18			10	8	18						0						0						0	18	
	142	Land North of Stoney Lane	41		30	20	21	71						0						0						0	71	
	150	Launds Field, Stoney Lane	2		35	2		37						0						0						0	37	
Halton	162	Halton Mills, Mill Lane	20		4			4	20					20						0						0	24	
	167	Land South of Low Road	60			8		8	26	26				60						0						0	60	
	160	Land between Low Road and Forge Lane	0		50			0	30	30				80						0						0	80	
	163	Land to the rear of Plover Grove and adjacent to High Road	66		6	6		12	20	20				52						0						0	66	
Nevsham		Land West of Middleton Road (Trumagar Lane)						0		30	39			69						0						0	69	
	182	Former Police Station, Heytham	14			4		4	10					14						0						0	14	
	197	Mossgate Park, Mossgate Road (North, Central and South)	12		18	12		30						0						0						0	30	
Hornby	245	Land North of Royal Oak Meadow	23					0	10	13				23						0						0	23	
Lancaster		Land East of Bowerham Lane	20					0	10	10				20						0						0	20	
	261		249		42	10	30	40	30				19	109						0						0	149	
	292	Luncliffe East												0						0						0	0	
	293	Nightingale Hall	63			30	33	105						0						0						0	105	
	301	Former Chorley Nisan Garage, Wheatfield Street	65		65			65						0						0						0	65	
	319	Lancaster Moor Hospital Conversion	0		36			36						0						0						0	36	
		Lancaster Moor Hospital Grounds Development	69		34	35	34	103						0						0						0	103	
	330	Luncliffe West	152		110	70	82	262						0						0						0	262	
	398	Carneshall Drive, Lancaster	62		62	15	25	40	22					22						0						0	62	
		Lancaster Leisure Park	39		39	10		49	10					0						0						0	49	
		Gravesend Hotel	16		16	16		34	10					0						0						0	34	
		Land North of New Quay Road	12					0			5	7		12						0						0	12	
Middleton																												
	418	Former Pontins Holiday Camp, Carr Lane (Phase 1)	161					0	30	30	30	30	21	0	141	20				20						0	161	
		Old Road Tree Inn, Middleton	10		10			10						0						0						0	10	
	Former Pontins Holiday Camp, Carr Lane (Phase 2 and 3)	415					0			35	35	35	105	35		35	30	30	30	160	30	30	30	30	30	150	415	
Millhead																												
	425	Land between Grange View and Braden, Mill Lane	21			5	5	10	10	6				16						0						0	21	
Morecambe	525	Land East of Regents Road Bridge, Westgate	43		47	43		90						0						0						0	90	
	426	Land South of Wellington Terrace and King Street	0		18	0		18						0						0						0	18	
	534	Broschway Hotel, Marine Road East	50					0	50					50						0						0	50	
		240-241 Marine Road, Morecambe	0		10			10						0						0						0	10	
	511	Land west of 113 White Land Road, Oxcliffe Road	30					0	5	5				10						0						0	10	
Nether Kellet	540	Grove Street Depot	21			21		21						0						0						0	21	
	554	Land East Of Brilar Lea Road	10					0		10				10						0						0	10	
Overton	568	Land opposite 26-48 Lancaster Road	32							10	22			32						0						0	32	
Warton	696	Warton Grange Farm	23					0	10	13				23						0						0	23	
Whittington																												
	636	Whittington Farm	18					0		8	10			18						0						0	18	
Large site approvals					569	335	333	1237	326	279	255	121	86	1067	85	65	60	50	30	290	30	30	30	30	30	150	2744	
Small Site Approvals					59	80	80	219	80	80				240						0						0	409	
Outgoing Expectation (Commitment for 787 units as of September 2017)					787	49	64	113	366	144	65	59		634						0						0	747	
								0						0						0						0	0	
Total Anticipated Completions			3425		1,442	628	464	477	1569	772	503	400	180	86	1941	85	65	60	50	30	290	30	30	30	30	30	150	3524

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	424	Between 49 and 61 Hazelmount Drive																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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