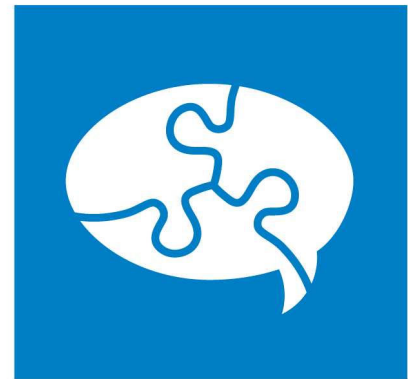


# Development Management Policies and Land Allocations

Draft Local Plan for Lancaster District  
Part B Land Allocations DPD – Draft Preferred Option (Advanced draft)



**Shaping  
a better future**



**Shaping  
better development**



**Shaping  
a better economy**



**Shaping  
the urban future**



**Shaping  
a greener future**



**Shaping  
a sustainable future**



**Shaping  
the rural future**

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# 1 Glossary

This glossary provides terms and references which will be of use whilst reading this document. The following terms included here supplement and compliment the definitions found within Annex 2 of the National Planning Policy Framework (NPPF). It does not seek to replace terms described within the NPPF and should be read in conjunction with the NPPF.

**Adoption** - The point at which the final version of the document is agreed by council for planning.

**Affordable Housing Viability Study** - A study that tested the circumstances in which the district's housing market can deliver various levels of affordable housing by examining the influence of a range of affordable housing proportions and thresholds on viability.

**Air Quality Management Area (AQMA)** - Are areas which suffer from significant levels of air pollution, these are primarily found within town centre locations or industrial areas. To counter the 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 AQMA's at Lancaster Town Centre, Galgate and Central Carnforth where the main sources of air pollution arising from high levels of traffic and congestion.

**Amenity** - A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and their settings, or less tangible factors such as tranquillity can all be considered as an amenity asset.

**Annual Monitoring Report (AMR)** - Is a document produced on an annual basis to report on the preparation of local development documents and how successful the implementation of policies have been.

**Area Action Plan (AAP)** - Is a Development Plan Document which relates to a specific area or place. Lancaster City Council are currently preparing an AAP which relates to the regeneration of Central Morecambe.

**Area of Outstanding Natural Beauty (AONB)** - Are areas which have been designated and protected because of their landscape and environmental importance, there are town AONB's in the district at Arnside / Silverdale and the Forest of Bowland.

**Biodiversity** - The whole variety of life on Earth, biodiversity can relate to all species of plants and animals and the ecosystems and habitats that there are part of.

**Biodiversity Action Plans (BAPs)** - Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis. A BAP has been prepared for the Lancashire area.

**Biological Heritage Site (BHS)** - Is a designation made by Lancashire County Council which identifies valuable local habitats such as ancient woodland, species of rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened plants and animals.

**BRE Environmental Assessment Method (BREEAM)** - a voluntary measurement rating for green buildings established by the Building Research Establishment (BRE).

**Brownfield** - Also known as Previously Developed Land (PDL). The regeneration of these site is recognised as a priority within the local plan system although this is challenged within the current economic climate.

**Caravan development** - Includes the creation / extension or adaptation of land which is used for the purposes of accommodating both static or touring caravans. This can also include development which is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.

**Civic space** - Are public spaces located in central and accessible locations which can help shape a sense of place and be a focal point for the community.

**Communities** - Are a group of socially interacting people, this interacting people, this interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that share the same common interest or values.

**Community Infrastructure Levy (CIL)** - Is a method of developers financially contributing toward improvements to physical infrastructure. This will supplement the financial sums requested from Section 106 which make development proposals achievable and deliverable. The levy will include an action plan which will set out prioritise on how money collected will be spent and a charging schedule setting out the charges for differing types of development in different places.

**Comparison shopping** - Relate to items not obtained on a frequent basis, these include footwear, household and recreational goods.

**Conservation area** - An area which has been designated for its special architectural and / or historical interest, the character or appearance of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of an areas as a whole.

**Convenience shopping** - Relate to everyday essential items, including confectionery, food, drinks, newspapers and magazines.

**Core Strategy** - This is a key document with the local planning system, the document sets out strategic policy guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in the summer of 2008.

**Designated Heritage Asset** - A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

**Development brief** - Document providing detailed information to guide developers on the type of development, design and layout constraints and other requirements for a particular site.



**Development Plan Documents (DPD)** - Are spatial planning documents which are prepared by the local authority. They sit below the Core Strategy in strategic importance but remain subject to public consultation and independent Inquiry. Both the Land Allocations and Development Management documents are classed as Development Plan Documents.

**Discounted market housing** - Homes sold at a discounted price with the level of discount differing from scheme to scheme depending on house prices in the different locations, and according to eligibility criteria agreed between the council and the developer.

**Economic development** - development which includes all those uses within use class B, public and community uses and main town centre uses (excluding housing development)

**Edge of centre** - A retail location that is well connected and up to 300 metres from the primary shopping area. For all other main town centre uses, a location within 300 metres of the a town centre boundary. For office development, this includes locations outside the town centre but within 500metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

**Enabling development** - Development that may be unacceptable in planning terms that produces public benefits that provide exceptional circumstances to justify it being carried out. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.

**Equalities Impact Assessment (EqIA)** - Is an assessment that understands the implications to health arising from the preparation of a development plan policy or allocation.

**Flood Risk Assessments (FRA)** - Are assessments which identify the risk to a site / premises from flooding, these assessments are required on proposals which are of particular size or in a particular location.

**Green Belt** - Land which is protected from development which could constitute urban sprawl by keeping land permanently open. There is one area of Green Belt in Lancaster district, separating the urban conurbation of Lancaster from the settlements of Bolton-le-Sands, Slyne, Hest Bank, Carnforth and the countryside to the North.

**Green infrastructure** - Are a network of environmental assets that can work to support sustainability and quality of life to a locality through social, economic and environmental benefits. This is elaborated further on through the Development Management DPD (Policy EN1).

**Greenfield** - Land that has not been previously developed; greenfield land is characterised by open countryside and agricultural land.

**Habitats Regulations Assessment (HRA)** - Sometimes referred to as 'Appropriate Assessment'. This assesses the impacts of development proposals / policies on Natura 2000 sites (these are Special Areas of Conservation and Special Protection Areas including RAMSAR sites). Each Development Plan Document is required to undertake such an assessment, including this Land Allocation DPD.

**Health Impact Assessment (HIA)** - An assessment that understands the implications to health arising from the preparation of a development plan policy or allocation.

**Heritage asset** - Refers to all features in the historic environment which retain a heritage value, this can include buildings, settings geological features, parks and gardens, trees and landscapes.

**Infrastructure** - In planning terms the physical structure 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, recreation and health facilities.

**Infrastructure Delivery Plan (IDP)** - Deals with the need for new infrastructure, setting out current and future needs for projects such as new schools, road improvements, improvements to open space and improvements to utilities infrastructure such as water mains or sewers. The aim of the IDP is to give a clear indication of infrastructure pressures and how new development will have to assist in mitigating or alleviating these pressures.

**Key services** - In a rural context key services include a Post Office, basic shop, primary school and bus stop.

**Key workers** - Essential public sector workers such as nurses, teachers and social workers.

**Landscape Character Assessment** - Assessment to identify different landscape areas which have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.

**Local Development Documents** - This is a collective terms for Development Plan Documents including the Core Strategy, Land Allocations DPD, Development Management DPD, Area Action Plans, Proposals Maps and Supplementary Planning Documents.

**Local Development Scheme (LDS)** - A document which sets out the council's programme and timescales for preparing and adopting Local Development Documents (excluding Supplementary Planning Documents).

**Local or neighbourhood centre** - These include a range of small shops which serve a local area or catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and laundrette. In rural areas, larger villages may perform the role of a local centre.

**Local services** - These are the range of services that help to enhance the sustainability of an area or settlement. In a rural context local services are those other than key services, and might include access to health care facilities (GP, pharmacy, prescription service), access to education (nursery, creche, primary or secondary school), local business (grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, public house, church hall) and access to sports facilities.

**Local Transport Plan (LTP)** - Is prepared by the relevant highways authority for the area, in Lancaster district's case this is Lancashire County Council. The LTP sets out how transportation links, both private and public can be protected and improved through enhancements and maintenance to the existing networks.

**Localism** - Is a term used by the current Government to encourage local people and communities to take more ownership of local issues. In terms of planning, playing a greater role in shaping the future of their own communities through the preparation of Neighbourhood Plans.

**Major development** - This consists of 10 or more dwellings or more than 1,000sqm of floorspace on one site. The full definition is provided in ' The town and Country Planning (General Development Procedure) Order 1995 (as amended).

**National Planning Policy Framework (NPPF)** - New national planning policy document prepared by central Government and adopted in March 2012. The framework establishes central government planning policy for the country replacing previous Planning Policy Statements and Planning Policy Guidance with a single planning document.

**Neighbourhood planning** - In light of the Localism agenda, neighbourhood plans can be prepared by local communities, particularly Parish Councils, which can promote and have a greater say on where development should be located in their communities.

**Night-time economy** - Activity which happen within town centre locations after 5pm (the end of the normal working day), such activities will be predominantly be leisure orientated and may involve uses such as restaurants, the Arts, bars and cafes.

**Planning Policy Guidance (PPG)** - Established previous national planning policy across a number of topic areas. These have gradually been superseded by Planning Policy Statements which themselves have now been superseded by the new National Planning Policy Framework for the country/

**Planning Policy Statements (PPS)** - As with Planning Policy Guidance, these documents provided guidance on particular planning topics or issues. They have now been replaced by the new National Planning Policy Framework for the district.

**Proposal Map** - This will accompany 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 environment, social or economic value.

**Public realm** - Are areas of public space which can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in a urban or rural location.

**RAMSAR** - Is an international environmental designation which protects wetland habitat for its environmental importance and value.

**Regional Spatial Strategies (RSS)** - Prepared by the former Regional Government Agencies (in the case of this region 4NW or North West Regional Assembly). Regional Spatial Strategies provided planning guidance at a regional level and set a series of development targets for each local authority area. Following a change in Government in 2009 a decision was taken to abolish regional government agencies (including 4NW) and Regional Spatial Strategies - relying on a more local approach to planning through the local plan system. RSS documents at this time do still have very limited validity as the move to abolish them moves through the courts, this process is now reaching its conclusion. The evidence base work that underpinned the strategy will remain valid until the information it contains becomes out of date.

**Regionally Important Geological Sites (RIGS)** - These are locally designated site which are of importance for their geodiversity (geology and geomorphology).

**Sequential approach** - The planning principle that seeks to identify allocate or even develop certain types or locations of land before others. For example the development of brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.

**Settlement hierarchy** - This is set out in Policies SC2 & SC3 of the Lancaster District Core Strategy, settlements have been categorised in a hierarchy based on the range of services facilities and employment opportunities in the settlement.

**Sites of Special Scientific Interest (SSSIs)** - These are sites which have been recognised for their importance either for their biological, geological or landscape value.

**Spatial planning** - Goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land-use, for example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.

**Stakeholders** - Are groups, individuals or organisations which may be affected by or have a key interest in a development proposal or a planning policy. They may often be experts in their field or represent the view of many people.

**Strategic Housing Land Availability Assessment (SHLAA)** - A study intended to assess the overall potential for housing development in the area, including the identification of specific sites with a development potential over the next 15 years. This was produced by the council in 2009.

**Strategic Housing Market Assessment (SHMA)** - Is a study intended to review th existing housing market in an area, consider the nature of future need for market and affordable housing and to inform policy development. This was prepared by the council in 2008.

**Strategic Flood Risk Assessment (SFRA)** - Is an assessment that sets out the risks of flooding within the district, whether from rivers coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a

locality. Further assessment work may be required from proposals which are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA was originally prepared in 2007 and reviewed in 2012.

**Sustainability Appraisal (SA)** - The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process. The purpose of Sustainability Appraisal is to appraise the social, environmental and economic effects of the strategies and policies in the Local Development Documents from the outset of the preparation process. This will ensure that decisions are made that accord with sustainability principles.

**Sustainable development** - In broad terms this means development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The NPPF describes the three dimensions of sustainable development in more detail addressing economic development, social development and environmental development.

**Visitor accommodation** - Refers to the range of accommodation available to visitors to the district, this can include hotels, guest houses, bed and breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.

## 2 Introduction

### Background

**2.1** The local planning system provides local guidance for planning within the district of Lancaster. Through a series of new planning policy documents the council is looking to revise and update its existing planning policy framework providing up to date information on the planning policies that will be used to determine planning applications and the areas of the district that will be allocated for development as well as those areas that will be protected. These documents will eventually replace the Lancaster District Local Plan, which was adopted by the council in April 2004.

**2.2** The Core Strategy, the first document in this new framework, was adopted by the Council in July 2008. This sets out the vision and strategic planning policies to direct and guide development in the district until 2023. The Core Strategy document can be viewed at the Council Offices or via the Council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

**2.3** The council is now looking to add to the detail of the Core Strategy through the preparation of further local planning policy documents. This includes the Development Management Policies Document which establishes the detailed policies that planning applications will be assessed against; the Land Allocations Document which will allocate land for future development needs as well as identifying those areas of economic, environmental and/or social importance which should be protected; and an Area Action Plan (AAP) for Morecambe which will provide a more detailed planning framework for the regeneration priority area of Morecambe.

**2.4** Together with the Core Strategy these documents will establish the planning policy framework for the district for the next 15 years, providing increased certainty and guidance for developers and members of the public on both the location of development and the detailed design and sustainability principles that development must achieve. Together they will form the new Local Plan for the district.

**2.5** This document relates to the preparation of the Land Allocations document. Separate policies are available for the Development Management document and Morecambe Area Action Plan. Whilst these documents are separate they are being prepared con-currently and there are overlaps between the site-specific policies contained in this Land Allocations DPD and the generic development policies contained in the Development Management DPD. When considering the impacts of development proposals documents should be read in conjunction.

### What is the Land Allocations Document?

**2.6** Once adopted the Land Allocations document will identify the locations for housing, future employment, leisure and retail opportunities in the district. It will also identify the boundary of the main urban area as well as areas of environmental, recreation and historical importance which should be protected and enhanced. It is the document where lines get drawn on a map, providing certainty for residents as well as a clear direction for developers and investors on where future development will be directed.

2.7 The Land Allocations document will, upon adoption, replace planning policies and allocations contained within the Strike-through Edition of the Lancaster District Local Plan, which was issued by the Council in September 2008.

2.8 The Land Allocations document describes how the council will deliver its vision for strong and vibrant communities by making sure that the right development takes place in the right location at the right time, meeting the needs of the district whilst also respecting and enhancing the natural and built fabric which make the district unique.

2.9 To help in the preparation of the Land Allocations document the council has prepared the following vision:

***'The council through the Land Allocations document will seek to create a framework for the delivery of strong and vibrant communities which enhances and protects the natural and built environment and supports sustainable growth within Lancaster district, ensuring that existing and future community needs are met'.***

2.10 A series of objectives have been prepared to support this vision. Objectives were first suggested through the Combined Scoping stages in 2010. Since then the objectives have been refined by user groups and via the Sustainability Process. The objectives for the Land Allocations document are described below.

Identify and prioritise the sites necessary to meet the sustainable development needs of the district
Identify the natural and built assets which should be protected and enhanced
Identify the key design, environmental and infrastructure requirements for sites including the consideration of community safety issues
Ensure that new development is deliverable within an identified timescale

Table 2.1 Land Allocation Objectives

2.11 Following earlier consultation on a 'Developing the Options' topic paper, which took place in the summer of 2011, the council have now prepared a more detailed framework for the Land Allocations document setting out clearly how the council propose, through the allocation of land, to meet the future development requirements in the district as well as identifying which sites and areas it believes should be protected and safeguarded from development.

2.12 Whilst scope for revision of this document still exists, the council believe that this document addresses the key issues for the district and represents the best option to meet future development needs whilst at the same time ensuring that the districts rich and diverse environmental and historic assets are protected and where possible enhanced.

## 3 Relationship with the Core Strategy and Other Development Plan Documents

3.1 The suggested allocations and policies which are contained within this document will play an important role in delivering the wider visions and objectives for the district outlined in the adopted Lancaster District's Core Strategy.

### Core Strategy Vision

#### A sustainable self contained and varied group of communities comprising

- **Morecambe and Heysham** - A confident community with a regenerated living, working and leisure environment;
- **Lancaster** - A prosperous historic city with a thriving knowledge economy;
- **Carnforth** - A successful market town and service centre for North Lancashire and South Cumbria; and
- A conserved, enhanced and diversified **coast and countryside** with a network of vibrant rural communities.

**Which will lead the North West in its quality of life and environmental and design standards and within which sustainable housing, economic and retail development to meet local needs will be supported.**

3.2 The suggested policies in this document provide additional detail and guidance on how the Council will implement policies and advice contained within the Lancaster District Core Strategy through both the allocation of land for future development purposes and the identification of land which should be protected for its environmental, economic or social value. The two documents should therefore be read in conjunction with one another.

3.3 It should be clear that whilst the Core Strategy continues to provide a strategic direction to planning in the District circumstances have changed since the document was originally adopted in 2008, particularly in relation to the economy and the impacts that this has had on developer viability at both the local and national level. These changes have had a significant effect on the ability of the planning system to meet future development needs.

### The Partial Review of the Lancaster District Core Strategy

3.4 The Lancaster District Core Strategy was submitted for examination in 2007, and following independent examination in Spring 2008, was formally adopted by the Council in July 2008. The Core Strategy was prepared in very different economic circumstances to those which the whole country is experiencing now in 2012. The Core Strategy was prepared at a time when expectations on the use of previously development land (pdl) were viewed to be financially deliverable and a sustainable realistic proposition for growth. It was a time when developers could expect households to be able to borrow the finance needed to meet their housing requirements and in turn developers could readily borrow to fund development.



**3.5** The Core Strategy therefore anticipated the early redevelopment of many significant brownfield and regeneration sites such as Lancaster Moor North, and Luneside East. However, whilst progress is being made on the delivery of such sites, development viability is much more challenging and this has been reflected in the exceptionally low level of housing development completions that have been recorded in recent years, the lowest level of which were recorded in the 2010/2011 financial year with just 79 new dwellings completed.

**3.6** Following the adoption of the Core Strategy in 2008 a number of important elements of the local evidence base needed to be prepared in order to advance the preparation of both the Land Allocations DPD and the Development Management DPD, these include:

- Lancaster District Strategic Housing Land Availability Assessment (SHLAA). This was published in 2009 and identified the need for urban extensions to be considered to meet housing required in the latter years of the Core Strategy's 15 year period;
- Affordable Housing Viability Assessment. This was produced in 2010 and demonstrated that, over the 15 year plan period, the councils expectation for affordable housing proposals is supported by an assessment of local development viability; and
- Housing Needs and Demand Study. This was published in 2011 and demonstrated that there is much greater demand for market housing and the need for affordable housing that the Council is planning to deliver in the plan period. Thus, even if the Core Strategy objective of delivering 400 new homes per year was met this would only partially address demand and need.

**3.7** All the assessment work mentioned above can be found on the Council planning policy web pages at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

**3.8** To address changes in the economy and the associated challenges that such changes bring, the Council is seeking to re-visit some elements of the Lancaster District Core Strategy through the preparation of both the Land Allocations DPD and Development Management DPD, these elements include the following issues set out in paragraphs below.

**3.9** The changes in the economy, nationally and locally, have placed significant challenges on the delivery of brownfield land for development. Brownfield sites have not been coming forward at the volume and pace that it had been anticipated within the Core Strategy. Thus, whilst it was previously understood that decisions on the identification of urban extensions might not be something that would be required until much later in the plan period it is now felt that their early deliver will be unavoidable. Therefore the Council will have to consider the early phasing of delivering Urban Extension / Greenfield sites to address the acute housing requirements found in the District.

**3.10** The Core Strategy established a set of eight rural settlements through Policy SC3. These were those villages which were deemed to be sustainable because they incorporated 5 basic services (including a GP, Primary School, Food Shop, Post Office and Bus Stop) and included the following villages Bolton-le-Sands, Caton & Brookhouse, Halton, Hornby, Wray, Slyne-with-Hest, Silverdale and Galgate. These settlements were considered to be sustainable in the Core Strategy and development was encouraged to be directed to these locations. Evidence however indicates that few development proposals have come forward in these identified settlements to meet rural needs, whilst potential proposals that could meet

such needs has been put forward in other settlements which whilst not containing all the identified services of Policy SC3 still maintain a good level of service provision, or have good access to services in neighbouring settlements. The delivery of development to meet local needs in rural areas could therefore be enhanced by a more flexible approach that takes into account local services in a more informed and flexible manner.

**3.11** As already discussed, the Core Strategy seeks to deliver a policy of urban concentration, Policy SC2 of the Core Strategy states that such a policy approach would mean 90% of development would be achieved within Morecambe, Lancaster, Heysham and Carnforth. Consequently the rural areas, including the eight rural settlements mentioned above, would accommodate only 10% of the overall volume of development. Whilst this would of course deliver a very significant degree of urban concentration it does not necessarily reflect what the Council understand about the actual demand, and more particularly the need for housing in rural areas.

**3.12** Whilst the Council, through the preparation of the Land Allocations and Development Management DPD, are to revisit three elements of the Core Strategy set out above, there is no intention of reviewing any other aspects of the Core Strategy or reviewing the Core Strategy as a whole. The other policy approaches within the Core Strategy are built upon robust evidence base and have not been affected by changes in circumstances or economic conditions.

*How will the Partial Review of the Core Strategy affect the Land Allocations DPD?*

**3.13** Many of the implications of the Partial Review will be considered through the preparation of the Land Allocations document, particularly in relation to the suggested allocation of development on greenfield sites on the edge of the urban area of Lancaster, and in relation to the distribution of sites between the urban and rural areas of the district.

**3.14** The Land Allocations document is responsible for ensuring that sufficient deliverable sites are identified to meet the future development needs of the district. The viability of sites is a key consideration in assessing this.

**3.15** As described above challenged economic circumstances mean that the council is unable to identify a sufficient supply of deliverable housing sites to meet the council's longer term housing needs. Thus, whilst it was previously understood that decisions on the identification of urban extension sites would not be required until after 2023/24 it is now considered to be unavoidable that the phasing of urban extension/greenfield sites to meet the housing requirements of the Core Strategy will be required within the lifetime of the current plan.

**3.16** Following a review of all development opportunities in the district it is evident that the only deliverable option to meet the longer term development needs of the district are the three strategic extension sites of Grab Lane, Whinney Carr and Bailrigg.

**3.17** If additional housing is not provided at these sites then it will not be provided at all as there are no other deliverable sites remaining to accommodate the level of development required. All other possible housing options have already been accounted for in capacity and deliverability calculations. Further opportunities in the district are noted to be particularly

challenged either by natural constraints such as rivers, coasts or floodplains or physical constraints such as motorways, railways and canals or by other policy designations such as green belt policy.

## **Relationship with other Development Plan Documents**

### *The Development Management document*

**3.18** In conjunction with preparation of the Land Allocations document the council has also prepared a draft Development Management document. This document includes policy provisions to encourage the delivery of high quality development which meets the future development needs of the district. The document also sets out a clear policy framework for ensuring that those assets important to the district, whether that be environmental, historical or townscape assets, are protected and where possible enhanced.

**3.19** In view of the review of key village settlements in the Core Strategy the document provides a more flexible approach to meeting development needs, supporting additional development in sustainable locations in both urban and rural locations.

**3.20** The Development Management document contains generic policies for the district applicable to all locations and all types of development. These supplement the site specific policies contained in the Land Allocations document, which sets out specific policies for sites tailored to the individual characteristics and constraints of sites. Both documents should be referred to when considered when assessing proposals.

### *Morecambe Area Action Plan (AAP)*

**3.21** The council, through Policy ER2 of the Core Strategy, have identified the regeneration and enhancement of Morecambe as a regeneration priority area of sub-regional importance. To address this priority the council are in the process of preparing an Area Action Plan (AAP) which will address the issues of regeneration in Central Morecambe.

**3.22** The Area Action Plan will set out a strategy for future regeneration in Central Morecambe and, where necessary and appropriate, will identify land allocations and set policy content which will have specific relevance to this local area. Any proposals for Central Morecambe, within the defined boundaries of the Area Action Plan shown in the Land Allocations DPD will still be expected to have due consideration for all relevant policy within the Development Management DPD unless specific policies within the AAP direct otherwise.

### *Lancashire Minerals and Waste Local Development Framework*

**3.23** Development plan policies prepared by Lancashire County Council as part of the Minerals and Waste Development Plan also forms part of the Development Plan for the district. Documents within the Lancashire Minerals and Waste Plan provide planning policy guidance for waste and mineral development across the county providing detailed planning policies as well as identifying land which is allocated for minerals and waste development.

**3.24** Lancashire County Council are presently in the process of reviewing the existing Minerals and Waste Local Plan for the county. The Minerals and Waste Core Strategy was adopted in February 2009. This document sets the long terms spatial vision for waste and mineral planning across the county and the strategic policies that will be used to deliver it.

**3.25** The county council are now looking to add to the detail of the Core Strategy preparing the Site Allocations and Development Management Policies document. This has already been subject to several stages of consultation and engagement and was submitted to the Secretary of State for examination in May 2011. The examination process is currently ongoing.

**3.26** The Site Allocations and Development Management Policies Document on adoption will have significant implications for the district with minerals and waste allocations in the district required to be shown on the proposals map prepared by the city council and the city council responsible for ensuring that the planning applications which it determines are consistent with the allocations and development management policies of the waste and minerals document.

**3.27** The city council will keep under review the preparation of the Minerals and Waste Site Allocations and Development Management Policies document and update its own policy documents accordingly.

## 4 Consultation Details

### How do I have my say?

**4.1** The preparation of new local planning policy documents is a significant exercise for the council having major implication for every resident in the district. When finalised the documents will be used to determine all future planning applications determining the detailed design and sustainability criteria that will be used to assess proposals as well setting out the distribution and location of new major proposals for residential, employment and retail development. It will also provide the framework that will be used to ensure that those assets, whether of recreational, environmental or historical importance, are identified and protected from future development.

**4.2** It is therefore really important that you let us know what you think.

**4.3** There are a variety of ways that you can get involved in this.

**1**

**If you have access to a computer we recommend you use our Objective consultation system which allows you to simply and effectively comment on a particular paragraph or policy within the document.**

**The council will also accept email and written comments on the document. These should be sent to the following address [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk) or**

**Lancaster City Council**

**Planning and Housing Policy Team**

**Regeneration and Policy Service**

**Lancaster Town Hall**

**Dalton Square**

**Lancaster**

**LA1 1QR**

**4.4** If you wish to be kept informed of the ongoing work by the Planning Policy Team you can do so via the Council website or via our Facebook pages 'Shaping a Better Future for Lancaster District'. Alternatively you can join our LDF Database, where we will seek to email your updates of progress being made. To join the Database please contact the Planning Policy Team on 01524 582383 or [ldf@lancaster.gov.uk](mailto:ldf@lancaster.gov.uk).

## 5 Next Steps

**5.1** Following this consultation period the council will analyse and review all comments that have been received in terms of the implications that they have on the content of the Land Allocations DPD.

**5.2** In reviewing the scope, detail and nature of the comments received the council will then prepare a formal 'Publication' version of the Land Allocations DPD which will again be subject to public consultation. The Publication draft, along with any outstanding comments that have not been addressed within the refinement process will then be submitted to the Secretary of State for formal consideration.

**5.3** The aim of the local planning system is to ensure that there is local ownership and support by the majority for the documents that are published. This can only be achieved through engagement with the community and recognition that people's views and opinions must be taken into account in the preparation of plans and policies.

**5.4** In preparing this Land Allocations DPD the council will endeavour to recognise the views and opinions of all sections of the local community as far as possible. However, it is realistic that the competing and, in many cases, opposing views on approaches to planning policy will mean that the finalised document will not be satisfactory for all. The council in its role as local planning authority will work to ensure that in making decisions on policy or land allocations the most suitable and sustainable policy and allocations are prepared.

**5.5** Full public consultation will take place on the 'Publication' version of the Land Allocations DPD, interested parties will again be asked to comment on the finalised DPD. Following the completion of this consultation process the document, and all outstanding objections will be submitted to the Secretary of State for independent examination. This examination process will involve the appointment of an independent Planning Inspector who through hearing sessions will consider the content of the document and the comments received.

**5.6** The Planning Inspector will make a final and independent decision on the 'Soundness' of the document and whether it is appropriate for the document to be formally adopted by the council. Should the document be found sound by the Planning Inspector it will be then for the council to formally adopt the document for planning purposes. At this point the document will formally replace the guidance and policy currently found in the Lancaster District Local Plan.

**5.7** Set out below is a draft timetable for the production of the Land Allocations DPD. Whilst the council will seek to keep to the timescales set out below there may be issues and circumstances which dictate changes to this timetable. Any changes to timetabling can be found when visiting the planning policy pages at the council's website at [www.lancaster.gov.uk/planning-policy](http://www.lancaster.gov.uk/planning-policy).

Task	Timescale
Consultation on a Draft DPD	August - October 2012
Consultation on a 'Publication' Version of the DPD	Spring 2013
Submission of the DPD to the Secretary of State	Late 2013
Anticipated Date for Public Inquiry into the DPD	Autumn 2013
Anticipated Date For the Adoption of the DPD	Spring 2014

Table 5.1 : Proposed Timescales for the Land Allocations DPD

**5.8** The council will ensure that interested parties are kept informed of the progress of the DPD via the council's website and via updates to the LDF Database.

## 6 Areas of Strategic Growth

**6.1** One of the main requirements of the Land Allocations document is the identification of a sufficient supply of deliverable sites to meet the district's future needs for housing, employment and retailing. Through a mix of development sites the Land Allocations document proposes a number of allocations through which the development needs of the district will be met.

**6.2** In undertaking this work the council has identified four key areas of growth across the district. These are those areas which contain a number of development opportunities which together have the potential to significantly contribute to meeting the development needs of the district and sustainability objectives of the Core Strategy.

**6.3** The following areas of growth have been identified:

- South Lancaster
- East Lancaster
- Central and West Lancaster
- South Heysham

**6.4** The next section provides information on the development sites located in each of these growth areas and the detailed planning policies that the council considers should be applied when considering proposals within them.



## 7 South Lancaster Introduction

7.1 Through its work on 'Developing the Options' the council has identified a number of development opportunities for growth in South Lancaster. Together these sites offer significant opportunity to meet the development needs of the district through a comprehensive and well planned approach, incorporating sensitively designed and mixed use development which complement and support each other and help deliver sustainable communities for the future.

7.2 The following development sites have been identified in this area:

- Land at Whinney Carr;
- Land at Bailrigg;
- Lancaster University Science Park; and
- Lancaster University

7.3 Detailed planning policies have been prepared for each of these sites, these are described in the next section.

7.4 Whilst supporting growth in this area the council recognises that development opportunities are currently restricted by capacity issues on the A6 transport corridor with this route already noted to be at capacity. Support for additional growth is therefore dependent on a strategic solution to this issue being delivered. Unless this is delivered the council will not support additional proposals for growth with any additional development unsustainable within the current highway network.

7.5 Opportunities to overcome this issue are under investigation with the council confident that through discussions with Lancashire County Council Highways a comprehensive approach to development a strategic solution can be delivered. Central to this approach is the delivery of a new road over the West Coast Mainline connecting the A6 and the A588. The delivery of this route would serve to reduce the load on the main A6 road dispersing movement and providing relief to the main transport corridor serving the City.

7.6 The council recognises that the delivery of this road is critical to future growth in South Lancaster, delivering a solution that facilitates growth as well as wider benefits for local amenity. The delivery of this road is however reliant on a comprehensive approach to development considering all allocated development sites in this area with each contributing to the delivery of a strategic solution to current highway capacity constraints.

7.7 In addition to the delivery of a strategic highway solution the council are aware that there are a number of standard issues applicable to each of the development sites. A generic policy applicable to each of the development sites suggested for allocation in South Lancaster has therefore been prepared, Policy SOUTH1. This details the key requirements that all key sites in South Lancaster will be required to meet.

## 8 Policy SOUTH1

### Policy SOUTH1 South Lancaster

In delivering future proposals for growth the city council will require all sites allocated in the Lancaster South area to address the following issues:

I. The delivery of a strategic solution to existing highway capacity constraints on the A6 transport corridor. Central to this will be the delivery of a new road connecting the A6 and the A588 (Ashton Road). The road will be required to meet the design and safety requirements of Lancashire County Council with all parties required to enter into a legal agreement to secure delivery;

II. The delivery of a sustainable transport package integrating development proposals with the surrounding network of public transport, cycle and pedestrian network, creating strong links through each of the sites, adjacent development proposals and the existing urban area;

III. The relationship of each of the sites with existing and planned adjacent development identifying how through design and access arrangements future development will enhance and complement each other and integrate with the surrounding area including existing residential areas;

IV. Cumulative issues relating to service and infrastructure provision. Future proposals will be required to address infrastructure issues including education and health care provision where identified as being necessary to support the level of development proposed. This will also include the provision of any utility infrastructure identified as being necessary to support development in this area; and

V. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency. The feasibility of district heating systems for this area should be investigated as part of future proposals for growth.

**8.1** South Lancaster has been identified as a potential area of growth in the district with opportunity to provide significant residential development as well as employment opportunities at the Lancaster University Science Park and Lancaster University.

**8.2** Whilst supporting growth in this area the council recognise that future opportunities are limited by the existing highway network corridor with additional capacity unavailable to support the level of development projected. Delivery is therefore dependent on a strategic solution being provided. Whilst the provision of sustainable transport measures provides some opportunities this alone is insufficient to deliver the capacity needed to support growth in this area.

**8.3** Through discussions with Lancashire County Council the council recognises that a strategic solution to highways issues is required with the delivery of a new road over the West Coast mainline connecting the A6 and the A588 identified as being critical to support future growth in South Lancaster.

**8.4** The delivery of this road is reliant on a comprehensive approach to delivery being agreed by all parties with each required to demonstrate how they will facilitate the delivery of a strategic solution to current highway constraints in this area.

**8.5** In delivering growth in this area the council will look to secure development that delivers truly sustainable communities with development required to demonstrate high levels of sustainability. The provision of sustainable transport measures and sustainable construction and design will be central to this.

**8.6** The presence of a number of development sites within this area is also viewed to provide a critical mass and mix of uses which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

## 9 Policy SL1 - Whinney Carr

### **Land at Whinney Carr, South Lancaster**

Land identified as Whinney Carr on the proposals map is allocated as a site for residential-led development. The council expect approximately 900 dwellings to be constructed on this site.

The council will prepare a Development Brief to guide the development of this site. Proposals should be prepared in the context of this brief and taken forward through a comprehensive masterplan for the whole site addressing issues of phasing and local infrastructure constraints as set out within the brief.

In preparing the Development Brief the council will require the following issues to be addressed:

- i. The managed and phased release of the site having regard to the required infrastructure to support the site;
- ii. The submission of a detailed design statement recognising the prominent and sensitive location of Whinney Carr as a gateway site on the southern entrance into Lancaster. Design and landscaping of the site should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for residents;
- iii. The relationship of the site with existing and planned adjacent developments, identifying how through design and access arrangements future development will enhance and integrate with the surrounding area including the existing residential area of Scotforth, the proposed Bailrigg site, Lancaster University and the proposed Lancaster University Science Park;
- iv. Proposals should seek to create a positive inter-relationship between new development and the Lancaster Canal;
- v. The Masterplan will need to address amenity issues resulting from the noise created from the West Coast Mainline, which runs through the centre of the site;
- vi. The Masterplan will be required to demonstrate how the site will contribute to the delivery of a green network corridor with opportunities for enhancing biodiversity, recreation and leisure use investigated;
- vii. No net loss in value of adjacent Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced with new planting and habitat creation. The Masterplan should also seek to deliver positive benefits to biodiversity through the creation of habitat within the site;

- viii. Any development proposals should encourage permeability with the existing settlement area of Lancaster, incorporating and encouraging the use of cycling and walking through good linkages, both within and out of the site;
- ix. The Masterplan should be accompanied by a suitable and appropriate landscaping plan, which should seek to retain existing natural features including the topography of the site, particular the retention of important trees and the creation of landscape buffers between the proposed development and the countryside to the South and the West of the site;
- x. Proposals, through their design and construction, should seek to address and mitigate against flood risk which exists in the South-West of the site in connection with Burrow Beck. Any proposals for the Whinney Carr site will be expected to be accompanied by Flood Risk Assessment which addresses issues of flooding impact and mitigation and is acceptable to the Environment Agency;
- xi. Approximately 40% of the residential units provided will be defined as 'affordable' and will be retained as affordable in perpetuity in partnership with registered providers; and
- xii. Other key infrastructure constraints highlighted within the Development Brief should be addressed and incorporated into the Masterplan, this should address infrastructure issues such as improved educational and healthcare facilities in the locality, the creation of a sustainable local centre, improvements to the public transport infrastructure and network, the provision of open space, particularly recreational space and an area for allotment provision, and the provision of any utility infrastructure identified as being necessary to support the development.

Any comprehensive masterplan which is submitted for this site will be expected to comply with guidance established with the Development Brief for the Whinney Carr site and all relevant policy contained with the Development Management DPD.

**9.1** Land at Whinney Carr in the South of Lancaster has been identified as a site for residential development and urban growth. The site covers an area of 37 hectares and has been identified as having an indicative capacity of approximately 900 dwellings.

#### *The Site and its Surroundings*

**9.2** The Whinney Carr site consists mainly of undulating farmland, divided by hedgerows and stone walls. The main topographical feature of the site is a rounded hill or drumlin in the centre of the site. The site is bounded to the east by Scotforth Road (A6) and to the west by Ashton Road (A588) and the Lancaster Canal. Ashford Road forms part of the northern boundary and provides an existing local link between the A6 and the A588. To the south, the countryside continues toward the village of Galgate. The West Coast Mainline dissects the site running north to south and serves to isolate the western section of the site from the main A6 road. Land to the east of the railway now benefits from planning permission for a food store.

**9.3** The site is located on the urban fringes of Lancaster and would form an urban extension to the suburb of Scotforth. The allocation site is approximately equidistant between Lancaster City Centre to the north and Lancaster University to the south, both approximately 2km - 2.5km from the Whinney Carr site. There is significant potential for further development in the South of Lancaster with Land at Bailrigg Lane allocated for further housing growth and Lancaster University Science Park allocated for high technology knowledge based industries. The council will expect all development proposals in the South of Lancaster to address cumulative issues and provide cumulative benefits to the wider South Lancaster area.

*Issues to be Addressed through Land Allocation*

**9.4** In allocating this site for development purposes the council recognises the potential that this site provides to helping meet the district's long term housing needs through a well planned, comprehensive development of the site. The council will expect Masterplan proposals to come forward for the entire Whinney Carr site recognising the interlinked issues that need to be addressed for the site to come forward, particularly in relating to access issues and the delivery of a link road between the A6 and A588. The council will not permit the piecemeal development of the Whinney Carr site and will only support proposals which deliver a phased approach to development based on a wider masterplan for the entire site.

**9.5** Occupying a prominent location on the entrance to Lancaster the council will look to secure development that positively adds to this area, particularly on the gateway site on land south of Lawson's Bridge which creates an attractive entrance into the city from the A6, the main southern approach to Lancaster. 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 that any Masterplan submitted will be accompanied by a detailed landscaping plan which will set out how landscaping issues will be addressed, both within the site and the creation of appropriate buffer zones around the edge of the site. The Development Brief for the Whinney Carr site will provide further guidance on the council's approach to landscaping.

**9.6** The Allocation site should deliver a sustainable urban extension from the existing settlement area. The submitted Masterplan should demonstrate how the development will integrate with the existing urban fabric of Lancaster, encouraging permeability for walking and cycling to Scotforth, the city centre and to other adjacent development sites.

**9.7** The site is located on the urban fringes of Lancaster and would form an extension to the existing urban area. Together with the proposed Bailrigg allocation (Policy SL2) and Lancaster University Science Park (Policy SL3) the site represents significant growth in this area of the district. The council will expect all proposals in south Lancaster to address cumulative issues and provide cumulative benefits to the wider south Lancaster area.

**9.8** The submitted Masterplan will also be expected to address other key infrastructure issues as identified below:

- Providing a contribution toward to the provision of education facilities which will be located in a suitable and accessible location within the Whinney Carr allocation;

- Make provision for the necessary utility infrastructure required to support the development. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal;
- The creation of a local centre within the site which will assist in establishing the new development as a sustainable community, this local centre should include a range of community / commercial uses and should not be delivered purely as one retail unit;
- Recognising and addressing the issues of flood risk which exist to the South of the site in connection with Burrow Beck;
- Provision of open space to an appropriate scale and to address localised needs, this should include land which is set aside for allotment provision;
- Enhancements to the local public transport network and the delivery of a bus route, via the expected A6 - A588 link road, which can provide a circular route between Lancaster City Centre, the South of Lancaster and the University; and
- The proposal should seek to incorporate cycling and walking linkages within the site to encourage the use of sustainable and green modes of transport.

**9.9** In accordance with guidance provided both in the Development Management DPD and forthcoming 'Managing Housing Need' SPD that a significant proportion of the site will be delivered to meet local affordable housing needs. Accordingly the Council will expect that any submitted Masterplan should ensure that approximately 40% of the overall number of residential units provided on the site should be affordable in value and retained as affordable in perpetuity working in partnership with recognised social housing providers.

*Future Guidance for the Whinney Carr Site*

**9.10** Further detailed guidance on the requirements for this site will be provided through a Development Brief for the site. This will be a refresh of the previous design brief prepared for the Whinney Carr site. Through this the council will look to secure development that positively adds to the South of Lancaster. It will be expected that any Masterplan submitted for the site will be expected to address all key issues raised within the Development Brief.

**9.11** Furthermore, any submitted Masterplan should take into account all relevant policy guidance contained within the Development Management DPD and any relevant Supplementary Planning Documents prepared by the council.

## 10 Policy SL2 - Bailrigg Lane

### **Land off Bailrigg Lane, South Lancaster**

Land identified as Bailrigg on the proposals map is allocated as a site for mixed use development incorporating residential development and provision for university expansion at Lancaster University. The council will expect approximately 750 dwellings to be constructed on this site.

The council will prepare a Development Brief to guide the development of this site. Proposals should be prepared in the context of this brief and taken forward through a comprehensive masterplan for the whole site addressing issues of phasing and local infrastructure constraints as set out within the brief.

In preparing the Development Brief the council will require the following issues to be addressed:

- i. The managed and phased release of the site having regard to delivery of the required infrastructure to support the site;
- ii. Delivery of a secondary access road to the satisfaction of Lancashire County Council from the site to the existing residential area of Scotforth and Hala enhancing permeability and ensuring a secondary main access route for residents;
- iii. The relationship of the site with existing and planned adjacent developments identifying how through design and access arrangements future development will enhance and integrate with the surrounding area including the existing residential area of Scotforth, Bailrigg Village, Lancaster University and the Lancaster University Science Park;
- iv. Support the delivery of Lancaster University Science Park by contributing to the infrastructure needed to support this key economic project;
- v. Appropriate safeguarding to the satisfaction of National Grid from the overhead power lines which run across the site;
- vi. The submission of a detailed design statement recognising the site's prominent and sensitive location as a gateway site on the entrance into Lancaster. Design and landscaping of the site should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for residents;
- vii. No net loss in value of the Burrow Beck Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced with new planting and habitat creation. The Masterplan should also seek to deliver positive benefits to biodiversity through the creation of habitat within the site;



- viii. The protection and enhancement of identified greenspace systems running through the site identifying opportunities to secure recreation and wildlife improvements in these corridors;
- ix. The submission of a suitable and appropriate landscaping plan which retains and reinforces the existing landscape structure of the site, protecting the existing landscape pattern including existing tree planting and hedgerows and incorporating this where appropriate into future proposals;
- x. The protection in perpetuity of the allocated Key Urban Landscape (Policy GR5 Key Urban Landscapes) which runs through the eastern section of the site. Any future Masterplan will be expected to demonstrate how Key Urban Landscapes will be protected and incorporated into future design proposals;
- xi. Mitigation measures to address potential noise impacts from the M6 motorway;
- xii. Sensitive planting and landscape buffer around Bailrigg Village to help enhance the setting of the village and the potential impact of new development;
- xiii. Proposals, through their design and construction, should seek to address and mitigate against flood risk which exists along Burrow Beck. Any proposals for this site will be expected to be accompanied by a Flood Risk Assessment which addresses issues of flooding and mitigation to the satisfaction of the Environment Agency;
- xiv. Approximately 40% of the residential units provided will be 'affordable' and will be retained as affordable dwellings in perpetuity in partnership with a registered social landlord; and
- xv. Other key infrastructure constraints identified in the Development Brief should be addressed and incorporated into the Masterplan. This should address infrastructure issues such as improved education facilities and health care facilities required in the locality identified as being necessary to support the proposal, improvements to public transport infrastructure and network, the provision of open space particularly recreational space and an area for allotment provision and the provision of any utility infrastructure identified as being necessary to support the development.

Any comprehensive masterplan which is submitted to this site will be expected to comply with guidance established in the Development Brief for the Bailrigg site and all relevant policies contained in the Development Management DPD.

**10.1** Land at Bailrigg in south Lancaster has been identified as a site for residential development. The site covers an area of 32 hectares and has been identified as having an indicative capacity of approximately 750 dwellings.

#### *The Site and its Surroundings*

**10.2** Situated on undulating farmland to the south of Lancaster the site occupies a prominent location on the entrance to Lancaster and presently forms a green buffer between the residential area of Scotforth and Lancaster University and beyond. The site is bounded to the north by the existing residential area of Scotforth, the most southern suburb of Lancaster;

to the east by the M6 motorway which forms part of the strategic road network for the county and to the south by the village of Bailrigg, and, beyond that the campus of Lancaster University. The A6 runs along the western boundary of the site.

**10.3** The proposed Lancaster University Science Park is also located to the south of the site. The Science Park is identified as a potential employment allocation within this document (Policy SL4) and now benefits from planning permission for technology and knowledge based businesses. The council are working with delivery partners and Lancaster University to bring this site forward for development.

**10.4** Overhead power lines run across the site from east to west forming part of the national grid and transporting power from Heysham Nuclear Power Station to the main grid network which runs along the M6 motorway.

**10.5** The site is located on the urban fringes of Lancaster and would form an extension to the existing urban area. Together with the proposed Whinney Carr allocation (Policy SL1) and Lancaster University Science Park (Policy SL4) the site represents significant growth in this area of the district. The council will expect all proposals in south Lancaster to address cumulative issues and provide cumulative benefits to the wider south Lancaster area.

#### *Issues to be addressed through the Land Allocation process*

**10.6** In allocating this site for development the council recognises the potential that the site provides to helping meet the district's longer term housing needs through a well planned and sensitively designed development integrated with services and facilities in the existing residential area of Scotforth and Hala and employment opportunities at Lancaster University and the planned Lancaster University Science Park.

**10.7** Occupying a prominent location on the entrance of Lancaster the council will look to secure development that positively adds to this area of Lancaster meeting the future development needs of the district through well planned, high quality designed proposals which sensitively relate to the landscape quality of the area and address current infrastructure constraints. Development proposals should be of a high standard of design and construction and be sensitive to the sites location on the edge of the urban area. The council will expect any Masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed, both on the site and through appropriate buffers between neighbouring areas.

**10.8** With its links to the University and the planned Lancaster University Science Park the extension of this area of Lancaster offers opportunity to create a new sustainable community with close links to employment opportunities. In taking forward proposals for this site development will be required to demonstrate how it will deliver strong links with both the University and the Science Park, strengthening and enhancing the relationship of these assets with the rest of Lancaster district and encouraging enhanced sustainable transport links. Opportunity to accommodate additional development at the university is also provided in the northern part of the site should a need for growth be demonstrated.

**10.9** The submitted Masterplan will also be expected to address other key infrastructure issues as described below:

- Providing a contribution toward to the provision of education and health care facilities where a need is identified;
- Make provision for the necessary utility infrastructure required to support the development. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal;
- Recognising and addressing the issues of flood risk which exist to the north of the site in connection with Burrow Beck;
- Provision of open space to an appropriate scale and quality to address localised needs, this should include land which is set aside for allotment provision;
- Enhancements to the local public transport network and the delivery of a bus route connecting the site with the adjacent residential area of Scotforth and Hala, Lancaster City Centre and Lancaster University; and
- The proposal should seek to incorporate cycling and walking linkages within the site to encourage the use of sustainable and green modes of transport.

**10.10** In accordance with guidance provided both in the Development Management DPD and forthcoming 'Managing Housing Need' SPD that a significant proportion of the site will be delivered to meet local affordable housing needs. Accordingly the Council will expect that any submitted Masterplan should ensure that approximately 40% of the overall number of residential units provided on-site should be affordable in value and retained as affordable in perpetuity working in partnership with recognised social housing providers.

#### *Future Guidance for the Bailrigg Site*

**10.11** Detailed guidance on the requirements for this site will be provided in a Development Brief. Through this the council will look to secure development that positively adds to this area of Lancaster creating a sustainable urban extension through incorporating high quality design, sensitive landscaping and sustainable transport provision. A comprehensive masterplan detailing how the requirements of the Development Brief will be met will be a requirement for any future planning application for this site.

**10.12** Any submitted Masterplan will also be required to take account of all relevant policy guidance contained within the Development Management DPD and any relevant Supplementary Planning Documents.

## 11 Policy SL3 - Lancaster University Science Park

### **Lancaster University Science Park, South Lancaster**

In accordance with Policy ER1 of the Lancaster District Core Strategy the council will support the development of a high quality science park with strong linkages to the adjoining Lancaster University and adjacent Bailrigg Strategic Site (Policy SL2). The Science Park should seek to encourage growth in high technology and research and development businesses in a campus setting which visually integrates to its surroundings.

Development proposals for this site should be prepared in a comprehensive nature, through the preparation of a Masterplan for the whole Science Park site which should address the following issues:

- i. Provide good integration into the surrounding landscape, with a high standard of landscaping throughout, consistent with the adjacent University Campus and adjacent Bailrigg allocation;
- ii. The creation of an attractive entrance point to the Science Park from the A6, along with appropriate landscaping along the A6 frontage;
- iii. The creation of strong landscaping buffer between the Science Park and Bailrigg Village;
- iv. The distinctive use of high quality design and materials;
- v. The setting back of buildings from the A6 frontage by approximately 30 metres;
- vi. The protection and enhance of the course of Burrow Beck as a wildlife corridor with new planting and habitat creation;
- vii. Assessment of flood risk associated with any increased surface run-off resulting from the development;
- viii. The retention of Bailrigg Lane as a cycle/pedestrian route;
- ix. The integration of the development with the surrounding network of public transport, cycling and pedestrian linkages, with the creation of strong linkages between the Science Park, the University Campus and the adjacent Bailrigg allocation;
- x. A clear demonstration of how maximum use can be made of public transport to the site through the preparation of a Travel Plan; and
- xi. The avoidance of large areas of hardstanding and car parking, and the screening of car parking areas when viewed off-site.

The proposals for Lancaster University Science Park should pay due consideration to other relevant Local Planning Policy, including a Development Brief which was prepared for the Park in 2002 and other relevant policies contained within the Development Management DPD.

**11.1** The delivery of a high technology, campus based Science Park on land included as part of the Lancaster University campus has been a long standing aspiration of the city council. The proposal to create a Science Park of regional importance to the North West has been recognised at a regional level, formerly by the North West Regional Assembly

(4NW) and more latterly by Lancashire County Council and Lancashire Economic Partnership (LEP). There is a significant level of public sector commitment and will to deliver the Lancaster University Science Park.

**11.2** The council will expect the Science Park to be delivered through a phased approach making use of a comprehensive masterplan which will set out details relating to criteria (i) and (xi) set out above.

**11.3** The Lancaster University Science Park forms one of a number of development proposals in this area of the district, including the planned residential development at Bailrigg and existing development at Lancaster University campus. Together these uses provide a critical mass and mix of uses which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

**11.4** The guidance provided through a Development Brief for the site, adopted by the city council in 2002, should still be given due consideration in the formulation of plans for this site.

## 12 Policy SL4: Lancaster University

### Lancaster University Campus

Built development associated with the expansion of the University of Lancaster will be confined to the developable area identified on the Proposals Map as Lancaster University Campus.

The campus boundary includes the adjacent Lancaster University Science Park. This is subject to the separate policy considerations described in policy SL3 'Lancaster University Science Park'.

Development outside of the developable area will be restricted to outdoor sports facilities and small scale ancillary developments where a need for the additional development is evidenced which is unable to be accommodated within the existing developed area boundary, and where this would not result in the loss of residential amenity by encouraging parking off-campus.

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

**12.1** Since its establishment in the 1960's Lancaster University has continued to grow both in size and reputation and is regularly identified as one of the top ten universities in the country scoring highly for its student offer, research and teaching facilities. In 2011 8,780 undergraduate and 2,264 postgraduate students were registered at the University.

**12.2** The importance of the University to the local economy is identified in Policy ER1 'Higher and Further Education' of the Core Strategy. Together with the University of Cumbria the policy seeks to maximise the benefits to Lancaster district from growth in the higher education sector recognising the benefits that it provides in terms of employment and wider investment into the local economy. The continued development of the University is therefore supported and the city council will look to work with the University to support future proposals for growth.

**12.3** The University has undergone significant growth in recent years with a new south west campus developed, additional teaching and research facilities and more recently a new state of the art sports centre. Together these facilities have served to further improve the student offer available as well as create additional employment opportunities.

**12.4** The council supports proposals for growth at the University prepared via a Masterplan process which provides a long term vision and strategy for future expansion at the University. The council welcomes the opportunity to be involved in this process and will look to work with the university in developing this masterplan.

**12.5** In considering future proposals for growth the council will continue to require the adoption of innovative design reflective of the current high quality and innovative design that already exists on the campus. In developing this the council will require sustainable construction and design aimed at minimising energy use and maximising energy efficiency. The opportunity for district heating on site, in conjunction with planned adjacent development at the Lancaster University Campus Science Park and the proposed strategic site allocation at Bailrigg and Whinney Carr should be investigated.

**12.6** The University forms one of a number of development proposals in this area of the district, including the planned residential development at Bailrigg and Whinney Carr and the proposed Lancaster University Science Park. Together these uses provide a critical mass and mix of uses which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

**12.7** Whilst supporting further expansion proposals the city council recognises that the continued development of the site must be balanced with the need to accommodate additional development within what is a prominent, high profile landscape in a sensitive location. It is this setting which provides the University with its unique selling point and which delivers an iconic entrance into the City. The continued protection of this setting remains a priority for the council.

**12.8** For this reason the council will only support development within the developable campus boundary identified on the Proposals 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 and where it is shown that this can not be met within the existing built up area subject to residential amenity and not encouraging off campus parking.

**12.9** 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 city 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.

## 13 East Lancaster Introduction

**13.1** A number of development opportunities for residential development exist across East Lancaster. Several of these sites already benefit from planning permission with residential development already approved at Lancaster Moor Hospital and Nightingale Hall Farm.

**13.2** In addition to these sites the council has also been made aware of opportunities for growth at Grab Lane, Lancaster Abattoir and underused land at Lancaster Leisure Park and at Ridge Lea Hospital.

**13.3** Together these sites offer significant opportunity to contribute to meeting the future residential needs of the district with potential for approximately 1,200 new dwellings in this area.

**13.4** Importantly the sites are all located within an attractive area of the district with the area providing the setting for a number of heritage and cultural assets as well as occupying a prominent location on the eastern skyline of Lancaster. In delivering growth in this area the council will look to secure development that positively adds to this area of the City, delivering well planned, high quality design proposals which sensitively relate to the landscape and heritage as well as address current infrastructure constraints.

**13.5** The following development sites have been identified in this area:

- Land at Grab Lane;
- Lancaster Moor Hospital;
- Nightingale Hall Farm;
- Lancaster Leisure Park and Abattoir; and
- Ridge Lea Hospital

**13.6** The council has prepared detailed planning policies for each of these sites.

**13.7** These are supplemented by a generic policy for East Lancaster applicable to all sites allocated within this area, Policy EAST1 East Lancaster.



## 14 Policy EAST1

### **Policy EAST1 East Lancaster**

In delivering future proposals for growth the city council will require all sites allocated in the Lancaster East area to address the following issues:

- i. Cumulative issues relating to service and infrastructure provision. Future proposals will be required to address infrastructure issues including education and health care provision identified as being necessary to support the level of development proposed. This will also include the provision of any utility infrastructure identified as being necessary to support development in this area;
- ii. East Lancaster is home to a number of significant heritage assets which together provide an important role in defining the character of this area. Future proposals will need to demonstrate how they contribute to the character of this area securing development which complements and enhances these heritage assets. The council will look to secure a contribution towards the protection and enhancement of these assets from all new development located within this area;
- iii. The delivery of a sustainable transport package integrating development proposals with the surrounding network of public transport, cycle and pedestrian network, creating strong links through each of the sites, adjacent development proposals and the existing urban area;
- iv. Contributions from the development towards improvements to public transport access in the area with improved linkages between this area, adjacent development sites and the city centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- v. The relationship of each of the sites with existing and planned adjacent development identifying how through design and access arrangements future development will enhance and complement each other and integrate with the surrounding area including existing residential areas; and
- vi. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency. The feasibility of district heating systems for this area should be investigated as part of future proposals for growth.

**14.1** As already identified East Lancaster is home to a number of important heritage assets with these defining the character and setting of this area of the district. These include the Grade II Listed Lancaster Moor Hospital Annex building, Ashton Memorial and Williamsons Park as well as the local heritage asset of RidgeLeaHospital. Together these provide an important snapshot of Lancaster's past as well as provide a future role in defining the character

and setting for this area of the district, for many people they form their first view of the City from the M6 motorway. The continued protection and enhancement of these assets and their wider setting are identified as key priorities for this area of the district.

**14.2** The council recognises that together these sites also offer opportunity to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions to improved public transport and education provision together with any other identified infrastructure and service needs identified.

**14.3** The presence of a number of development sites within this area also provides a critical mass which together could help facilitate opportunities for more sustainable use of energy via the installation of a district heating network. The feasibility and viability of district heating should be investigated as part of future development proposals in this area.

## 15 Policy EL1 - Grab Lane

### **Land at Grab Lane, East Lancaster**

Land identified as Grab Lane on the proposals map is allocated as a site for residential development. The council will expect approximately 450 dwellings to be constructed on this site.

The council will prepare a Development Brief to guide the development of this site. Proposals should be prepared in the context of the Brief and taken forward through a comprehensive Masterplan for the whole site addressing issues of phasing and local infrastructure constraints.

In preparing the Development Brief the council will require the following issues to be addressed:

- i. The managed and phased release of the site having regard to delivery on other residential sites within the main urban area of the district;
- ii. The setting of the site in relation to the Listed Ashton Memorial and Williamson Park. Proposals will need to demonstrate through appropriate design and layout that they will not have an unacceptable impact on the setting of this heritage asset and its role in defining the character of this area of Lancaster. Where appropriate contributions to the protection and maintenance of Ashton Memorial will be sought;
- iii. The submission of a detailed design statement recognising the site's prominent and sensitive location as a gateway site on the eastern skyline of Lancaster. Design and landscaping of the site should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for residents;
- iv. Contribute to the delivery of a green network corridor across allocated East Lancaster sites with opportunities for enhancing biodiversity, recreation and leisure use investigated;
- v. No net loss in value of the adjacent Lancaster Moor Hospital Grassland Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced. The Masterplan should also seek to deliver positive benefits to biodiversity through the creation of habitat within the site;
- vi. Mitigation measures to address potential noise impacts from the M6 motorway;
- vii. The submission of a suitable and appropriate landscaping plan which retains and reinforces the existing landscape structure of the site, protecting existing landscape pattern including tree planting and incorporating this where appropriate into future proposals;
- viii. The protection in perpetuity of the allocated Key Urban Landscape which runs through the eastern section of the site. Any future Masterplan will be expected to demonstrate how Key Urban Landscapes will be protected and incorporated into future design proposals;

- ix. Proposals through design and construction should seek to address and mitigate against flood risk on site associated with surface water flooding. Any proposal for this site will be expected to be accompanied by a Flood Risk Assessment which addresses issues of flooding and mitigation to the satisfaction of the Environment Agency;
- x. Approximately 40% of the residential units provided will be 'affordable' and will be retained as affordable dwellings in perpetuity in partnership with a registered social landlord; and
- xi. Other key infrastructure constraints identified in the Development Brief should be addressed and incorporated into the Masterplan. This should address infrastructure issues such as improved education and health care facilities required in the locality as identified as being necessary to support the proposal, improvements to public transport infrastructure and network, the provision of open space particularly recreational space and an area for allotment provision and the provision of any utility infrastructure identified as being necessary to support the development.

Any comprehensive Masterplan which is submitted to this site will be expected to comply with guidance established in the Development Brief for the site and all relevant policies contained in the Development Management DPD.

**15.1** 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 450 dwellings.

#### *The Site and its Surroundings*

**15.2** 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 backdrop for the setting of the grade I Listed Ashton Memorial and Williamson Park area. The significance of this view in defining the character of this area of the district is well recognised and is something that the council will look to protect.

**15.3** The site is separated in two parts by Grab Lane which runs through the middle of the site connecting Quernmore Road in the north to 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 Car Lane and then rising steeply to Williamsons Park and Ashton Memorial. The existing residential development at Standen Gate forms the north western boundary of the site.

#### *Issues to be addressed through the Land Allocations process*

**15.4** Occupying a prominent location on the entrance of Lancaster the council will look to secure development that positively adds to this area of Lancaster meeting the future development needs of the district through well planned, high quality designed proposals which sensitively relate to the landscape and heritage of the area and address current infrastructure constraints.

**15.5** In allocating this site for development the council will require proposals to demonstrate how, through well planned and high quality designed proposals, future development will complement and enhance the setting of Ashton Memorial, demonstrating how proposals sensitively relate to the landscape character of the area and the setting of this important heritage asset. The relationship of the site with the adjacent BHS will also need to be addressed. Development proposals should be of a high standard of design and construction and be sensitive to the sites location on the edge of the urban area. The council will expect any Masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed, both on-site and through appropriate buffers with neighbouring areas.

**15.6** The site is located in the North East Lancaster Regeneration Priority Area, defined in Policy ER2 of the Core Strategy and allocated in Policy RPA1 of this document. Within this area the council will require a contribution towards the protection and enhancement of identified heritage assets including Lancaster Moor Hospital, Ridge Lea Hospital, Ashton Memorial and Williamson Park. These assets provide an important role in defining the character of this area and for many people form their first view of the city from the M6 motorway. The continued protection of these assets and their wider setting are identified as key priorities for this area of the district.

**15.7** Development in this area offers opportunity to add to this heritage through both facilitating the protection and enhancement of existing assets and through incorporating their own high standard of quality design.

**15.8** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunities to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements.

**15.9** The submitted Masterplan will also be expected to address other key infrastructure issues as described below:

- Providing a contribution towards the provision of education and health care facilities where a need is identified;
- Make provision for the necessary utility infrastructure required to support the development. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal;
- Recognising and addressing the issues of flood risk which exist to the west of the site;
- Provision of open space to an appropriate scale and quality to address localised needs, this should include land which is set aside for allotment provision;

- Enhancements to the local public transport network and the delivery of a bus route connecting the site with the adjacent residential areas and Lancaster City Centre; and
- The proposal should seek to incorporate cycling and walking linkages within the site to encourage the use of sustainable and green modes of transport.

**15.10** In accordance with guidance provided both in the Development Management DPD and forthcoming 'Managing Housing Need' SPD that a significant proportion of the site will be delivered to meet local affordable housing needs. Accordingly the Council will expect that any submitted Masterplan should ensure that approximately 40% of the overall number of residential units provided on-site should be affordable in value and retained as affordable in perpetuity working in partnership with recognised social housing providers.

*Future Guidance for the Grab Lane Site*

**15.11** Detailed guidance on the requirements for this site will be provided in a Development Brief. Through this the council will look to secure development that positively adds to this area of Lancaster creating a sustainable urban extension through incorporating high quality design, sensitive landscaping and sustainable transport provision. A comprehensive masterplan detailing how the requirements of the Development Brief will be met will be a requirement for any future planning application for this site.

**15.12** Any submitted Masterplan will also be required to take account of all relevant policy guidance contained within the Development Management DPD and any relevant Supplementary Planning Documents.

## 16 Policy EL2 - Lancaster Moor Hospital

### Lancaster Moor Hospital, East Lancaster

Land identified as Lancaster Moor Hospital on the proposals map is to be allocated for residential development for up to a maximum of 440 dwellings. The council will require future proposals to be taken forward through a conservation led approach focused on:

- i. The retention and sensitive reuse of the most significant historic buildings on the site as defined by the council including the protection and retention of the (former) cricket pitch as an area of open space and the retention and restoration of the cricket pavilion;
- ii. High quality design and use of materials which respect the character and setting of historic assets on site and reuse of materials within the development, especially the reuse of natural stone; and
- iii. The retention and reinforcement of the existing landscape structure, including protected trees, protecting the existing landscape pattern and incorporating this where appropriate into future proposals.

In delivering the redevelopment and regeneration of this site the council will also look to secure:

- v. Acceptable access arrangements with appropriate highway safety measures from Quernmore Road;
- vi. Mitigation measures to address potential noise impacts from the M6 motorway;
- vii. The provision of appropriate public open space on-site with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- viii. The provision of affordable housing on-site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- ix. Contributions towards education and health care improvements required to accommodate the level of growth projected from site allocations across East Lancaster and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**16.1** Whilst large areas of the old Grade II\* Listed Lancaster Moor Hospital site have been re-developed the Grade II Listed Annexe building and its surrounding curtilage to the north of Quernmore Road, remain undeveloped and currently lie vacant. Completed in 1882 as an extension to Lancashire County Lunatic asylum the Grade II Listed Annexe, designed by A. W Kershaw, occupies a prominent location on the East Lancaster skyline, being highly

visible from the M6 motorway. Together with the surrounding areas of open space and wooded slopes the historic buildings play an important role in defining the character of this area of Lancaster.

**16.2** The site is home to 8 stand alone buildings, including the main Annexe building. The main Annexe building is of gothic design constructed of coursed red sandstone and ashlar dressing. The building consists of a square central block, a 6 storey tower and several wing buildings which radiate north and south from the main structure. A number of twentieth century extensions to the main building are noted to have degraded the architectural character of the Annexe.

**16.3** The other buildings on site are located mainly to the north of the original hospital building and would have housed specialist clinics, staff offices and nurses accommodation. These include Campbell House, Cassidy House, De Vitre House, Langdale House, Gaskell House, Hornby House and Woodlands View. Whilst several of the additional buildings are curtilage listed only Campbell House constructed in 1909 is earmarked for retention. The continued protection of this building is therefore identified as a priority.

**16.4** Whilst not seeking to retain the other buildings the council will look to secure the reuse of materials within the development, especially the reuse of natural stone.

**16.5** The Hospital complex is set in attractive grounds incorporating extensive areas of woodland as well as a number of sport facilities and playing pitches. All serve to contribute towards the character of this site providing an important setting for the Annexe and accompanying historic features including the boundary walls, gates and railings. Boundary walls, gates and railings are listed along the Quernmore Road frontage. Together they make a significant contribution to the character of this part of the City. The council through this policy will look to protect this wider setting with future proposals required to respect and where possible incorporate these features into any proposals. Any new development in the grounds of the site will need to be sensitively integrated with these features. The retention and reinforcement of existing landscape structure including protected trees will also be important. Opportunities for successional tree planting should be investigated as part of this.

**16.6** The site was obtained by English Partnerships (now the Homes and Community Agency). Outline permission and Listed building consent for the conversion of the Grade II Listed Victorian Hospital for residential use was approved in June 2008. The permission allowed for the residential use (up to 440 dwellings) involving the residential conversion of the Annexe and Campbell House, demolition of a number of existing buildings in the grounds of the Annexe and associated access and landscaping.

**16.7** Whilst the council has worked with the Homes and Communities Agency to bring this site forward wider economic conditions have impacted on the site's deliverability with the site continuing to lie empty. The site remains one of the council's regeneration priorities with both the city council and the Homes and Communities Agency committed to bringing the site forward for development.



**16.8** Any future proposals for this site should be made in accordance with the above policy taking into account the site's prominent location and historic importance. The city council in bringing this site forward for development will look to protect these assets together with their wider setting. Proposals for development that impact either directly or indirectly on these assets will not be supported.

**16.9** In planning for the wider needs of the district and in order to secure the continued protection of this historic asset the council may, where appropriate, support the provision of additional development on this site. This is subject to the above criteria being met and evidence that the additional development is required to support and enable the restoration and reuse of this important historic asset. Any additional development will need to be in keeping with the character and setting of the identified historic assets of this site.

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## 17 Policy EL3 - Nightingale Hall Farm

### Land at Nightingale Hall Farm, East Lancaster

Land identified as Nightingale Hall Farm, East Lancaster on the proposals map is to be allocated for residential development. The site is expected to accommodate up to 164 dwellings. In taking forward proposals for this site the council will require:

- i. Acceptable access arrangements with appropriate highway safety measures from Quernmore Road;
- ii. The provision of appropriate public open space within the residential development with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- iii. High quality design and use of materials which respect the character and setting of the site and its location in the North East Lancaster Regeneration Priority Area (Policy RPA1);
- iv. Sensitive design on the boundaries of the site respecting the sites role in defining views from the west of the city and its proximity to other sensitive uses;
- v. That issues relating to ground contamination are fully investigated prior to commencement of any development on site and that suitable remediation measures are adopted;
- vi. The provision of affordable housing on-site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- vii. Contributions towards education and health care improvements required to accommodate the level of growth projected from site allocations across East Lancaster and the provision of any utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**17.1** The site was granted planning permission for residential development for 164 dwellings in 2007. An application to extend the time limit for this approval was granted in February 2011. Both approvals recognise the opportunity that the redevelopment of this site provides to secure environmental and amenity improvements for this area of the district.

**17.2** The previous use of the site as an animal rendering plant has in the past resulted in complaints regarding odour pollution and traffic impacts associated with heavy goods vehicle movements through this area of the City. Redevelopment for alternative uses is therefore supported with residential use viewed to be the most appropriate.

**17.3** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunity to contribute to improved service and infrastructure provision in East

Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

**17.4** Development in this area offers opportunity to add to the local heritage through both facilitating the protection and enhancement of existing historic assets and through incorporating their own standard of high design. Such design should be in keeping with the vernacular of the area and respect the site's location adjacent to a number of heritage assets.

## 18 Policy EL4 - Ridge Lea Hospital

### Ridge Lea Hospital, East Lancaster

Land identified as Ridge Lea Hospital in East Lancaster on the proposals map is to be allocated for residential development. The site is expected to accommodate around 50 dwellings through the conversion of the hospital building.

Development proposals for this site will be taken forward through a conservation led approach focused on the conversion and re-use of the main hospital building. In taking forward proposals the council will require:

- i. The retention and sensitive reuse of the main hospital building;
- ii. High quality design and use of materials which respect the character and setting of this local heritage asset and its location in the East Lancaster Regeneration Priority Area (Policy RPA1);
- iii. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- iv. The retention and reinforcement of the existing landscape structure of the site, including the protection of the surrounding woodland area and tree pattern; and
- v. Sensitive design on the boundaries of the site respecting the site's role in defining views from the west of the city and its proximity to other sensitive uses.

In delivering the redevelopment and regeneration of this site the council will also look to secure:

- vi. The provision of appropriate public open space within the residential development with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- vii. The provision of affordable housing on-site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- viii. Contributions towards education and health care improvements required to accommodate the level of growth projected from site allocations across East Lancaster and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**18.1** Ridge Lea Hospital was constructed in 1916 as an annex to the main Lancaster Moor Hospital providing treatment and accommodation for paying woman patients. The building still operates as a hospital and is now run by Lancashire Care NHS Foundation Trust providing inpatient services for adults aged 16 to 65.

**18.2** A review of health care and asset provision by the Foundation Trust means that from 2016 this building will no longer be required with patient treatment and care being moved to alternative facilities in the county.

**18.3** The hospital consists of a mix of single, two and three storey blocks and is constructed of traditional stone construction with slate pitch roofs. The building forms a T shaped structure with short projecting wings with shaped gables and two-storey bays.

**18.4** As with many buildings in this area of the district the hospital occupies a prominent location on the eastern skyline and whilst not Listed is viewed to be of architectural merit and significance to warrant its identification as a local heritage asset. The continued protection of this asset is therefore viewed to be a priority and the council will not support proposals which impact on this asset or its setting. In view of this only the sensitive conversion and reuse of this building is supported.

**18.5** Future proposals for this site should be developed in dialogue with the council's Conservation Officers respecting the character of this building and the character of the wider North East Lancaster Regeneration Priority Area.

**18.6** In planning for the wider needs of the district and in order to secure the continued protection of this historic asset the council may, where appropriate, support the provision of additional development on this site. This is subject to the above criteria being met and evidence that the additional development is required to support and enable the restoration and reuse of this important historic asset. Any additional development will need to be in keeping with the character and setting of the identified historic assets of this site.

**18.7** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunity to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

## 19 Policy EL5 - Land off Wyresdale Road

### Land off Wyresdale Road, East Lancaster

Land off Wyresdale Road, comprising land at Lancaster Leisure Park and the adjacent Abattoir, is identified on the proposals map for residential development. The site is expected to accommodate up to 107 dwellings. In taking forward proposals for this site the council will require:

- i. The provision of appropriate public open space within the residential development with opportunities to contribute to a green network corridor across allocated East Lancaster sites and potential for enhancing biodiversity, recreation and leisure uses investigated;
- ii. High quality design and use of materials which respects the character and setting of the site and its location in the North East Lancaster Regeneration Priority Area (Policy RPA1). This includes improved frontage onto Wyresdale Road with development required to face onto this important access route. This should include consideration of the site's relationship with the strategic site allocation of Grab Lane;
- iii. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures adopted;
- iv. The provision of boundary landscaping to protect and enhance the amenity of residents;
- v. Mitigation measures to address potential noise impacts from the M6 motorway;
- vi. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- vii. Contributions towards education and health care improvements required to accommodate the level of growth projected from all sites allocated across East Lancaster and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**19.1** The site includes the existing Lancaster abattoir site and an underused car parking area attached to Lancaster Leisure Park. Proposals for the redevelopment of this area, combining the two sites, has been suggested. Redevelopment for residential use is viewed to be appropriate with the development of this site offering opportunity to improve the frontage of this site and utilise opportunity for residential development on previously developed sites.

**19.2** In taking forward this site the council will require careful consideration to be given to the site's relationship with the neighbouring leisure park and cattle market. Future proposals will need to respect these uses and ensure that their continued operation is not impacted by this site's redevelopment for housing. Appropriate boundary landscaping will be required to protect and enhance the amenity of residents.

**19.3** The site lies in an attractive location to the east of Lancaster and is one of a number of sites that have been allocated for development. The council recognises that together these sites offer opportunity to contribute to improved service and infrastructure provision in East Lancaster. Through a comprehensive approach the council will look to secure improvements in the infrastructure needed to address the individual and cumulative impacts associated with development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

**19.4** Development in this area offers opportunity to add to local heritage through both facilitating the protection and enhancement of existing historic assets and through incorporating their own standard of high design. Such design should be in keeping with the vernacular of the area and respect the sites location adjacent to a number of heritage assets.

## 20 Central and West Lancaster Introduction

**20.1** The council have identified a number of development opportunities across the central and western areas of the City. This includes retail led regeneration at Lancaster Canal Corridor, heritage led regeneration at Lancaster Castle and Quay and mixed use regeneration proposals along the quay at Luneside including residential, employment and recreation opportunities.

**20.2** Together these proposals offer opportunity to regenerate and rejuvenate key brownfield sites across the city centre providing for a mix of development uses and contributing to the wider regeneration and economic growth of the City. Detailed planning policies have been prepared for each of the key sites:

- Lancaster Canal Corridor;
- Lancaster Castle and Quay;
- Luneside East and West;
- Luneside Employment Estate; and
- Willow Lane/Coronation Field Opportunity Area.

**20.3** As with the other identified areas of strategic growth the council recognises that whilst there are the obvious benefits from development the concentration of development within a particular area can also serve to exacerbate existing constraints particularly in relation to service and infrastructure provision. This is especially relevant in relation to transport provision with development in this area all served by the central gyratory system. Proposals will need to demonstrate how they address such cumulative issues providing evidence of how any impacts will be reduced and mitigated and benefits enhanced. The incorporation of sustainable transport systems will be key to this.



## 21 Policy CWL1: Lancaster Canal Corridor

### **Lancaster Canal Corridor North, Central Lancaster**

Land at Lancaster Canal Corridor North has been identified within the Land Allocations DPD for its opportunity to provide comprehensive regeneration of a central location and significantly improve the retail offer of Lancaster. The delivery of a retail-led regeneration scheme will assist in maintaining Lancaster's role as a sub-regional city centre, as established in Policy ER4 of the Lancaster Core Strategy, meeting the retail needs of the city and also communities in both North Lancashire and Southern Cumbria.

Any proposals should be brought forward through a comprehensive masterplan for the area and, whilst primarily retail led, should consider an appropriate range of uses which will compliment the existing city centre and form part of a sustainable extension to Lancaster City Centre.

Development Proposals for the Lancaster Canal Corridor North site should have due regard to the following considerations:

- i. To provide a seamless integration between the proposal and the existing city centre;
- ii. To ensure sensitive integration of new buildings, incorporating the existing historic fabric and retaining buildings which are of historic value and importance;
- iii. Development proposals should be of a high standard of design, which is sympathetic and appropriate to the local area, making use of local design styles, local materials and where possible re-use of stone and architectural features from cleared buildings. The implications of the roofscape should also be considered having regard to its potential impact on key views;
- iv. Sufficient and acceptable provision is made for car and cycle parking;
- v. That the proposal incorporates appropriate linkages to the existing highways network and addresses the issues of potential traffic congestion on the city centre one-way system;
- vi. Utilisation of the site's frontage along the canal with innovative design and improved public realm incorporated into design proposals;
- vii. Future development will need to ensure that biodiversity resources on site are protected and where possible measures to deliver enhancement are secured;
- viii. Connectivity between the site and the city centre with safe and suitable pedestrian crossing across the A6; and
- ix. The proposal seeks to encourage the use of green travel through sympathetic environment for cycling and walking.

The Council has prepared a Development Brief for the Canal Corridor North area, which was formally adopted by the Council in 2004. This brief remains relevant to any future proposal and remains a material consideration.

**21.1** The Council will continue to promote the land identified as 'Lancaster Canal Corridor North' for the potential expansion of the existing town centre in Lancaster, encouraging growth in the retail draw of the city and maintaining and enhancing Lancaster's role as a sub-regional city centre and the main comparison shopping centre within the District, as suggested in Policy ER4 of the Lancaster District Core Strategy, adopted in 2008.

**21.2** The regeneration of this central location will expand the boundaries and size of Lancaster Town Centre. To ensure that the viability and vitality of the existing central area of the town, including Penny Street, Market Street and Cheapside, the proposal should integrate the development through high standards of accessibility and enhancements to public realm, both within the Canal Corridor north site and other key locations within the town centre.

**21.3** The Canal Corridor site involves the regeneration of land and buildings to the east of the town centre. This includes a number of historic local buildings which should be retained through the regeneration process. Lancaster City Council has undertaken a heritage assessment of the historical assets found at the Canal Corridor North site. The assessment sets out the importance of individual buildings. The findings and recommendations of this assessment work will be a material consideration for any regeneration scheme proposed for the Canal Corridor North site.

**21.4** Through dialogue with both the council and English Heritage applicants are expected to retain the most important aspects of the historic environment within the scheme, enhancing the character and uniqueness of the proposal. Any development proposals should have due regard to the guidance and policy set out within Policy EN3 of the Development Management DPD.

**21.5** Lancaster city centre is accessed through the one-way system which, particularly at peak times can be heavily congested creating poor accessibility to key services, increased levels of air pollution and barriers to movement by pedestrians and cyclists. The regeneration of the Canal Corridor north site provides an excellent opportunity to address some of these accessibility issues within the town centre. Regeneration proposals for the site should look to improve vehicular access to the site from the A683 Caton Road / Junction 34 of the M6 to the east via appropriate and suitable changes to the local highway network and the creation of interceptor car parking to ease vehicular movements across the city centre. Proposals will also be required to improve linkages into the town from the east of the city for pedestrians and cyclists.

**21.6** In 2004 the Council prepared a Development Brief for the Lancaster Canal Corridor north site which contains further guidance on this site. Whilst this was prepared under the previous planning period (within the Lancaster District Local Plan) much of this guidance remains valid and should be given due consideration within preparation of proposals for Canal Corridor north site. The Development Brief is available on the Council's web pages at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy)

## 22 Policy CWL2: Lancaster Castle and Lancaster Quay

### **Lancaster Castle & 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 where it delivers the actions and aspirations of the Council's Cultural Heritage Strategy.

#### *Lancaster Castle*

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

- i. Development proposals retain and protect the intrinsic qualities of the Castle which include its historic fabric and layout;
- ii. Proposals incorporate high quality design and use of materials which respect the character and setting of 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 the City of Lancaster as a visitor centre and visitor destination in accordance with the Council's Cultural Heritage Strategy;
- v. Proposals provide strong linkages to create seamless integration between the proposal, the existing City centre and Quay Meadows;
- vi. Proposals do not have an adverse impact on traffic and highway management in the City centre, or the amenity and operation of neighbouring residents and businesses;
- vii. Proposals utilise the areas sustainable location in relation to the railway station and bus station; and
- viii. Proposals preserve and enhance the character and appearance of Lancaster Conservation Area.

The Council would expect that proposals for the regeneration of Lancaster Castle will be prepared utilising the experience of both officers of the City Council and representative from English Heritage.

*Lancaster Quay*

The Council will support development proposals for visitor facilities and seek to protect existing visitor facilities at Lancaster Castle and Lancaster Quay to encourage a greater visitor and leisure offer for Lancaster and enhance the attractiveness of the City as a visitor centre where demonstrated to be appropriate to its location in Lancaster Conservation Area and where relevant Listed Building status.

*New Quay Meadows And Vicarage Field*

New Quay Meadows and Vicarage Field will be maintained as a flagship area of greenspace in the City.

Proposals should also have due regard to all relevant planning policies within the Development Management DPD.

**22.1** 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 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.

**22.2** Until recently these assets have been underused, with the Castle in use as a prison and closed to the public and the surrounding quay area poorly integrated with the rest of the city offering little to the visitor economy. The city council is keen to address this, encouraging proposals which rejuvenate the historic core of the city and strengthen its position as a quality destination for both visitors and residents of the district.

**22.3** The closure of HM prison at the castle offers opportunity to address this, with the castle now available for consideration as part of proposals for heritage led regeneration. In taking forward future opportunities the council will look to secure proposals in line with the above policy and the recommendations of its 'Cultural Heritage Strategy'. Published in 2011 the strategy calls for the expansion of the visitor experience at Lancaster Castle identifying this as a transformational project for the city.

**22.4** Proposals should be taken forward through a conservation led approach focused on the historical importance of the Castle and its strategic location within the urban fabric of the city. Opportunities to support wider heritage led regeneration proposals in this area including the council's Square Routes regeneration project should be investigated. This includes proposals to improve public realm and accessibility both within this area and the wider city centre.

**22.5** The council will also look to support improvements and investment to the wider Castle Precinct and Quay area including the Priory, Church Yard and Amphitheatre. Investment in these assets offers 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.

**22.6** In developing proposals for this area the council has identified a new City Park area at New Quay Meadows and Vicarage Field . 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 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.

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## 23 Policy CWL3: Luneside

### **Land at Luneside, West Lancaster**

The council will support proposals for the regeneration and redevelopment of areas identified as Luneside East and Luneside West on the proposals map for a residential led mixed use development incorporating employment (excluding B8 Storage and Distribution) and commercial use.

In taking forward proposals the council will require development to be taken forward through a comprehensive approach for each site addressing:

- i. The retention and utilisation of existing buildings on site, incorporating the sites historic and industrial past into future design proposals;
- ii. High quality design and use of materials which respect the character and setting of the site;
- iii. 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 development sites and the city centre;
- v. The integration of the development with the surrounding network of cycling and pedestrian linkages, with strong linkages between the sites, adjacent development opportunities and the city centre;
- vi. Delivery of an appropriate mix of uses through each of the sites to achieve a balanced community and to ensure that different uses integrate properly with each other;
- vii. Satisfactory remediation of contamination on both sites;
- viii. Contributions from both sites towards improvements to public transport access with improved linkages between this area, adjacent development opportunities and the city centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- ix. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- x. The preparation of a Flood Risk Assessment detailing how through design and construction flood risk has been addressed and mitigated to acceptable levels to the satisfaction of the Environment Agency.

In addition to the criteria below the council will also require the following specific issues to be addressed for each site.

#### Luneside East

- i. The utilisation of the sites location on the quayside securing waterfront regeneration and active frontage along the quay area;
- ii. Provision of on site open space within the site with linkages to the River Lune Green Corridor and Giant Axe field;
- iii. Employment uses on site to be restricted to B1 uses only; and
- iv. Opportunities for reduced car use on site to be fully explored and adopted, reflecting the sites proximity to the city centre and sustainable transport opportunities at the train and bus station.

#### Luneside West

- i. The creation of a landscape buffer between the site and the adjacent Lune Industrial Estate employment site; and
- ii. Provision of on site open space within the site with linkages to the River Lune Green Corridor.

Any development proposals for development on either site should also have due regard to all relevant policies contained with the Development Management DPD.

**23.1** Located on the south banks of the river Lune on St. Georges Quay the two sites of Luneside East and Luneside West form one of the council's regeneration priority areas for the district. Both sites are in need of regeneration and offer potential to meet the development needs of the district, utilising previously developed land and delivering development in a sustainable and accessible location.

**23.2** The sites have a long history of industrial use having previously been the main centre for employment and manufacturing in the city. Previous industrial uses continue to dominate the site with mill buildings and former warehouses evidence of the areas industrial past. Contamination is also noted to be an issue.

**23.3** Whilst currently derelict and vacant the sites proximity to the city centre, the Castle and the successfully regenerated St. George's Quay make them attractive sites for redevelopment. Their redevelopment, particularly in relation to the redevelopment of Luneside East, is also viewed to offer potential to help regenerate wider areas of deprivation to the west, connecting the vibrant city centre to underachieving and disadvantaged areas to the west.

**23.4** Importantly both sites now benefit from planning permission for mixed use development. Luneside East was originally granted planning permission for a mixed use development incorporating housing, offices, local shops and open space in 2002. The site is identified as one of the districts key regeneration projects. Whilst the banking crisis in 2008

impacted on the delivery of this site the council have continued to work hard to bring the site forward securing funding to tackle remediation on site and ensure that it is ready for development helping kickstart regeneration in this area of the city.

**23.5** Moving along the quay the former Forbo Kingfisher factory on the Luneside West site was granted planning permission for a mixed use development on appeal in 2006. Again this site has been impacted by the banking crisis with delivery on site being affected by wider market conditions. This site is in private ownership. The regeneration of this site remains critical to the wider regeneration of this area and the council will continue to support proposals for this site which complement development on its own regeneration site at Luneside East.

**23.6** In their present condition both sites act as an eyesore for residents and visitors, creating a negative perception of the city. The continued regeneration of this area of the city is therefore supported with proposals offering opportunity to capitalise on the areas historic past, utilising where possible existing buildings on site, and achieving high quality design which adds to and complements the sites location on the quayside and gateway into this area of the city.

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## 24 Policy CWL4: Lune Industrial Estate

### **Lune Industrial Estate, Lancaster**

The Council will seek the retention of B1 and B2 uses at Lune Industrial Estate, recognising that the site provides important opportunities for general employment use (B2) in the Lancaster area and in the wider economy.

Following the expected completion of the M6 - Heysham link road, greater accessibility will be created to general employment areas on the Heysham Peninsula, with more efficient linkages between these employment sites and Lancaster. At this point the Council will consider the diversification of uses on the Lune Industrial Estate, including a mixed-development of commercial (including visitor facilities), residential and recreational uses.

Such proposals should be brought forward through a comprehensive masterplan for the whole site having regard to the following criteria:

- i. That the proposal seeks to address issues relating to road infrastructure and accessibility between the site and the town centre, ensuring that issues of traffic congestion are fully explored. The proposed uses should not have an adverse impact on highway safety in the locality or increase heavy good vehicle use;
- ii. Strong linkages are made between the site and the town centre, encouraging walking and cycling;
- iii. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures are adopted;
- iv. The proposed uses and design do not have an adverse impact on the residential amenity of neighbouring residential properties;
- v. Proposals should be of a high standard of design, which is sympathetic and appropriate to the local area and in accordance with Policy CS1 of the Development Management DPD;
- vi. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- vii. Proposals should appropriately take into account the issues of flood risk on the site through planning, construction and ongoing management of the site; and
- viii. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any utility infrastructure identified as being necessary to support the development.

Proposals should have due regard to all relevant policies within the Development Management DPD.

**24.1** The opportunities that are provided from the Lune Industrial Estate are recognised to be important, being one of the only estates in Lancaster (along with the Caton Road Industrial Estate) which offers opportunities for both general and heavy industrial B2 uses, with the majority of employment land in the Lancaster area allocated for office B1 uses.

**24.2** Land at Lune Industrial Estate plays an important role in the employment land portfolio for the district providing variety in size, location and nature. The site should be retained for employment generating purposes for at least the early stages of this plan period.

**24.3** However, the Council does recognise that the long term suitability of this site for employment uses may require further consideration and action. The site has significant access issues from the city centre one-way system, which suffers from significant traffic congestion at peak times. The site is also located in a predominantly residential area, with an adjoining site (Luneside West) having permission for residential development, this has yet to commence.

**24.4** Whilst at this stage there are few alternative sites for general industrial uses in the Lancaster area, it is anticipated that upon completion of the M6 - Heysham link road accessibility from Lancaster to employment sites on the Heysham Peninsula will be improved significantly, and reasonable alternative provision will be available for de-canting of businesses from the Lune Industrial Estate to alternative appropriate locations such as Heysham Industrial Estate, Lancaster West Business Park or Major Industrial Estate.

**24.5** Upon completion of the M6 - Heysham link road the Council will consider the diversification of uses on the Lune Industrial Estate to deliver a mixed use development which comprises a range of uses including residential, employment, commercial and recreational uses which satisfy criteria (i) - (v) above and any other relevant policies within the Development Management DPD.

## 25 Policy CWL5: Willow Lane/Coronation Field

### **Willow Lane / Coronation Field Opportunity Area, West Lancaster**

Land identified as Willow Lane/Coronation Field Opportunity Area on the Proposals Map is identified as an area for recreation and open space improvement. The council will support proposals that enhance and regenerate the quality and quantity of recreation and open space provision in this area.

Exceptionally the council may support proposals for enabling development on this site only where the proposal is required to support quantitative and qualitative improvements to recreation and open space on the site and where recreation and open space remain the main use on this site.

**25.1** Land at Willow Lane/Coronation Field in Lancaster is identified as an opportunity area for recreation and open space improvement on the Proposals Map. 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 areas. The continued protection of this area for recreation and amenity use is therefore supported.

**25.2** The site has a long history of recreational use being currently used as playing pitches and children's play area and in the past as a cricket ground. Whilst the eastern part of the site remains in active use as sports pitches and play area, and is identified as an area of active recreation in the council's 'PPG17 Recreation and Open Space, Sport and Recreation facilities Study', the larger element of the site remains in private ownership.

**25.3** Policy SC8 'Recreation and Open Space' of the Core Strategy identifies the area as an opportunity area for qualitative and quantitative improvements for recreation. The allocation of the site for recreation and open space improvement in the Land Allocations document implements this policy requirement.

**25.4** In considering proposals the council will look to support development which enhances existing recreation and open space provision for local residents, improving the quality of existing assets and providing new recreational facilities where appropriate. Opportunities to retain and enhance biodiversity and landscape value in this area should also be assessed.

**25.5** In planning for the wider needs of the district and in order to secure enhancements to existing recreational resources the council may, where appropriate, support an element of enabling development on this site on land presently not identified as being in active recreation use. This is subject to the development supporting enhanced recreation and open space provision on the site and that the additional development proposed is required to support these improvements. Any additional development will need to be of a design and layout compatible with the continued use of the site for recreation and amenity use and would not restrict the accessibility of the site for local residents.

**25.6** Prior to the sites current uses the land was previously known as Willow Lane Landfill with inert household and industrial waste disposed of here. Past uses may mean that contamination could be an issue for this site. This will need to be investigated as part of any proposals for the site with possible remediation measures required.

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## 26 Heysham Energy Coast Introduction

**26.1** The area identified as Heysham Energy Coast on the proposals map has been identified as an area of strategic growth by the council. This recognises the significant opportunities for growth exist with future investment capitalising on the opportunities presented by the proposed construction of the Heysham M6 link and the improved access that this will provide for this area of the district.

**26.2** The area is already home to two key economic assets, Heysham Port and Heysham Nuclear Power Station. Both play a critical role in the local economy providing local investment and employment. The continued growth of these assets is supported by the council.

**26.3** In addition to these assets the area is also emerging as a key component of wider regional energy coast proposals. This seeks to develop Lancashire and Cumbria's strategic coastal areas by increasing energy and environmental technology sectors, capitalising on existing nuclear provision as well as opportunities for further investment in onshore and offshore renewable and low carbon energy technologies.

**26.4** Through the identification of the Heysham Energy Coast the council has sought to recognise the opportunities that this area provides to develop the district's own energy economy and secure wider investment in the district. The energy coast is identified as a council priority for economic regeneration.

**26.5** Complementing energy and port related investment the area is also home to a number of existing employment allocations, the continued allocation of these sites is supported through the Local Plan process with their importance and attractiveness for investment anticipated to increase following construction of the new link road.

**26.6** Whilst identified as an area for economic investment and growth the area is also home to a significant ecological and recreation resource at South Heysham Nature Reserves. Parts of this area is already established as part of Heysham Nature Reserve and is currently managed by the Lancashire Wildlife Trust. The council will look to support proposals that enhance wildlife and recreation opportunities in this area compatible with its identification as a local nature reserve.

**26.7** The area is also home to the significant brownfield site at the former Pontins Holiday Camp located to the south of Heysham with this providing further opportunities for growth in this area of the district.

**26.8** Detailed planning policies have been prepared for each of the key sites:

- Heysham Port
- Heysham Nuclear Power Station
- Heysham Energy Coast
- Former Pontins Site

- South Heysham Nature Reserves

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## 27 Policy HEY1: Heysham Energy Coast

### Heysham Energy Coast

Land identified as Heysham Energy Coast on the Proposals Map is identified as an area where the council anticipates further energy investment and energy related development.

Proposals that offer opportunity to contribute to the council's energy coast will be supported, subject to the satisfaction of other Development Plan policies within the Development Management document and other relevant documentation.

Future proposals within this area will need to ensure that they protect coastal waters in line with the areas designation as part of the Natura 2000 designated site network.

**27.1** Land along the coastline of Heysham has been identified as part of the council's energy coast. The identification recognises the exceptional opportunity that this area provides to develop the district's energy economy and secure wider investment in the district. The energy coast is an identified council priority for economic regeneration. This policy aims to implement this priority.

**27.2** The combination of existing nuclear energy investment together with potential for further expansion in renewable energy both on and offshore mean that this area is well placed to meet future energy needs. The identification of the energy coast recognises the huge potential of this area to contribute not only to the district's own energy needs but also the wider energy needs of the country.

**27.3** The proposed upgrade to the national grid provides further support for the identification of this area as a focus for energy investment. Investment in this critical component of infrastructure will help facilitate further investment in this area supporting the development of additional energy opportunities.

**27.4** Through the energy coast the city council will look to support proposals that contribute to the economic growth of the district within this sector, supporting job creation and the development of local supply chains.

**27.5** Whilst the council is supportive of additional energy related development this must be set in the context of wider development plan policies, especially those relating to residential amenity and landscape impacts. Proposals likely to generate significant local environmental and social impacts will not be supported, unless outweighed by the wider environmental, economic and social benefits. In considering proposals the council will require applicants to demonstrate how potential impacts have been addressed and where through appropriate siting, design and mitigation measures impacts have been reduced.

**27.6** South Heysham Nature Reserves (Policy GR6) area is located within the Heysham Energy Coast. As identified above energy related proposals in this area will be considered favourably where an overriding need for the development in that location is demonstrated and where mitigation and compensatory measures are provided sufficient to outweigh any residual harm that remains. Where proposals relate to designated Biological Heritage Sites (BHS) the council will seek to secure no net loss of the BHS requiring evidence of how the BHS will be protected and enhanced as part of any future proposal.

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## 28 Policy HEY2: Nuclear Energy

### **Management of Nuclear New Build and Existing Nuclear Facilities**

#### *Nuclear New Build*

The construction of a new nuclear power station on the nominated site at Heysham Nuclear Power Station will be supported provided that:

- i. It can be demonstrated that the development proposal sufficiently mitigates for the inevitable environmental effects;
- ii. It can be 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 taking place on the nuclear site at the same time;
- iii. That the socio-economic impact of housing a large construction workforce in the Heysham area is mitigated to avoid any negative legacy;
- iv. Opportunities for education and learning as part of any future development are promoted;
- v. Opportunities to encourage sustainable transport use are encouraged during construction and operation, this should be demonstrated via a Travel Plan detailing the measures provided to maximise sustainable transport use;
- vi. That surrounding uses and occupiers are not adversely impacted on as a result of development proposals; and
- vii. There is appropriate upgrading of the local transport network required to mitigate local impacts.

Through the Land Allocations document the Council will seek to safeguard and protect the nominated site for the proposed Heysham 3 Nuclear Reactor from inappropriate development which would constrain future development of the facility.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

In considering future proposals the council will seek to investigate opportunities for district heating utilising the excess heat produced from the site and the opportunities that this provides for the wider community.

#### *Management of Existing Nuclear Facilities*

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

**28.1** The potential for the development of a third nuclear power station at the Heysham Power Station site has been recognised by Government and referred to in the Department of Energy & Climate Change document '*Revised Draft National Policy Statement for Nuclear Power*'. The site is among 9 sites across the country which have been short-listed as potential locations for new nuclear power stations.

**28.2** The council recognise the economic benefits that a further nuclear reactor could provide to the local economy, in particular the creation of jobs that would be created through both the construction and operation phases of development. Therefore the council in principle would support the development of a new nuclear reactor on the Heysham site.

**28.3** The decisions over whether any growth will take place at Heysham will not be taken at a local level, it will be for the Government to decide at a national level which of the nominated sites should come forward for growth. However, whilst the decisions will be made nationally the implications of such decisions will have to be managed at a local level through the local planning authority, in particular:

- 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.

**28.4** Land has already been identified (nominated) for the potential siting of a further nuclear power station on the Heysham site, this was done through the Department of Energy and Climate Change document '*Revised Draft National Policy Statement for Nuclear Power*'. Whilst the council recognise the uncertainties of the proposal it is also recognised the strategic importance that a new power station would bring both nationally in terms of energy generation and locally to the economy. Therefore the council will seek to safeguard the extent of the nominated site within the Land Allocations document to ensure that inappropriate development does not result in constraint in delivery of future power station at the Heysham site.

**28.5** Should the expansion of Heysham Power Station be encouraged by the Government it is not anticipated that such a facility will be operation within this plan period up to 2023. However, it would be expected that planning and construction phases 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 which will provide greater detail on how the council will deal with the implications of any nuclear new build at Heysham Power Station.

**28.6** Development proposals on sites which are either within, or directly adjacent to the nominated site for a third nuclear reactor will be considered against the implications on both the future delivery of the nuclear new build and on the appropriateness of the use.

*Safeguarding Existing Nuclear Facilities from Inappropriate Development*

**28.7** To ensure that 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 for Nuclear Regulation (ONR) and take account of its advice prior to determining planning applications. The consultation area is identified on the Proposals Map with form part of the Land Allocations DPD. The ONRs planning advice will take into account the nature of development (commercial, industrial or residential), the size in terms of the population involved, and proximity to the nuclear installation. Such constraints are intended to ensure that residential, industrial and commercial development are managed in such a way to attempt to preserve and maintain the general characteristics of the site similar to these that existed at the time of licensing throughout the entire life cycle of the nuclear installation. Further details can be found at the following website: <http://www.hse.uk/landuseplanning/nuclear.htm>

## 29 Policy HEY3 - Heysham Port

### The Port of Heysham

The council recognises the benefits that are brought to the local economy through the Port of Heysham and the Port related facilities that surround it. Through the Land Allocations document the council will seek to support the widening of facilities at the Port to encourage future growth and expansion. To facilitate such growth the council will support the expansion of the Port, to incorporate land at the former Port of Heysham Industrial Estate, provided that the following criteria are met:

- i. That the existing businesses which occupy the former Port of Heysham Industrial Estate are found appropriate and suitable accommodation at a location appropriate to their business needs; and
- ii. That the proposed uses are ancillary to the operation of the wider Port facility at Heysham.

The council will support the diversification of uses on the Port site, supporting the Port in becoming a base for providing assistance to energy projects, particularly off-shore renewable energy projects.

In considering proposals the feasibility of introducing or connecting to future adjacent district heating should be investigated.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

**29.1** The Port of Heysham contributes heavily to the District's local economy, generating jobs and investment in the local area. It also delivers trade and visitor links with Ireland and the Isle of Man. The council recognise the benefits that this facility provides and will seek to encourage and secure future growth at the Port to provide both direct and in-direct benefits within the locality.

**29.2** To assist in growth at the Port, expansion of the Port facility is required and, due to the constrained nature of its surroundings this will require significant remodelling work in the local area and the expansion of the Port facility onto land which is currently occupied by businesses at the Port of Heysham Industrial Estate.

**29.3** The council will support the expansion of the Port in widening its operational area to incorporate the land at the Port of Heysham Industrial Estate, provided that sufficient and appropriate provision is made for the de-canting of existing businesses on the estate to alternative premises.

**29.4** In de-canting existing businesses, the council will expect that alternative provision is made in a location suitable to the needs of the business. Proposals for operational use of this land for Port related facilities will not be permitted until all businesses have been

successfully de-canted to alternative locations in the immediate locality. It is anticipated that alternative locations should include sites at both Major Industrial Estate and Lancaster West Business Park, both are in close proximity of the Port of Heysham Industrial and highly accessible from the A683.

**29.5** The council will support the diversification of uses at Heysham Port, and 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.

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## 30 Policy HEY4: Former Pontins Holiday Camp

### **Land at the Former Pontins Holiday Camp, Overton**

The council will support proposals for residential, employment and/or tourism led regeneration of this former holiday camp. In considering proposals the priority will be for the implementation of the existing planning consent for the delivery of a specialist retirement village.

Only where this is shown not be viable will the Council consider alternative proposals for the site, with wider residential development, employment and/or tourism development to be considered. In considering such proposals the council will require evidence that the proposed use is compatible with the existing specialist residential uses on site and that measures have been taken to enhance the highway network and accessibility to the site by sustainable transport modes, such as public transport, walking and cycling.

Any development proposals for this site should also have due regard to the potential for further nuclear power plants at Heysham and to all relevant policies contained with the Development Management DPD.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

**30.1** Situated to the south of Heysham the former Pontins Holiday Camp has remained largely vacant since the closure of the holiday camp in 1994. The whole site extends to approximately 23 hectares and occupies a prominent location overlooking Morecambe Bay.

**30.2** The site has a complex history with planning approval for a 626 dwelling retirement village granted on appeal in 2002. Like a number of sites across the district delivery of this site has been impacted by the economic downturn with just 42 dwellings being completed. The site is now in the hands of an administrator and no development has taken place since 2010.

**30.3** The council would not normally support development in a remote location such as this, which is outside of any defined settlement and remote from services and infrastructure. The site's existing consent for 626 dwellings was granted on appeal. In approving the site the 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 recognised by the council.

**30.4** In taking forward future proposals for this site the council will seek to prioritise the implementation of the existing consent. This offers 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 which is anticipated to expand in future years.

As in the existing proposal this should be complemented by measures designed to enhance the accessibility and overall sustainability of the site, sufficient to address and mitigate against the site's remote location.

**30.5** Only where continuation of this use is shown to be unviable will the council consider alternative proposals for development. In assessing the viability of the existing consent the council will require an open book exercise with evidence of viability and evidence of marketing activity.

**30.6** In considering alternative proposals the council will consider potential for residential, employment and/or tourism use. All uses would need to demonstrate how the accessibility and overall sustainability of the site have been enhanced to a level sufficient to overcome and address its remote 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 also be investigated where proposals for residential development are proposed.

**30.7** 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 of Heysham Power Station the council would not support the development of permanent residential caravans on this site with occupation restricted to tourism use.

**30.8** 46 residential units and some supporting facilities within the retirement village, including a leisure centre, have already been constructed with a number of dwellings already occupied. The compatibility of future uses with the already constructed element of the retirement village will need to be considered. Where alternative proposals are brought forward they will need to demonstrate how through sensitive planning and design they support the continued operation of a smaller scale retirement village, facilitating the continued operation of this development and its residents.

## 31 Policy HEY5: South Heysham Nature Reserves

### South Heysham Nature Reserves

Land identified as South Heysham Nature Reserves on the proposals map is allocated as a local nature reserve.

Within this area the council will support proposals that enhance wildlife and recreation opportunities compatible with the areas allocation as a local nature reserve.

**31.1** The Local Plan identifies land at south Heysham as South Heysham Nature Reserves. In identifying several parcels of land the council hopes to secure environmental improvements in this area transforming large areas of derelict and underused land into an attractive haven for wildlife and recreation.

**31.2** Parts of the site are already established as part of Heysham Nature Reserve. Run by the Lancashire Wildlife Trust the area consists of a wide variety of habitats including open water, reedbed, marsh gorse, hawthorn scrub, acid and neutral grasslands, heath and tree and shrub plantations. The area is also home to a variety of butterflies, moths and dragon flies with 21 species of butterfly, over 200 species of moths and 14 species of dragonflies and damselflies recorded.

**31.3** Large numbers of migrant birds also occur on the reserve. This includes many common bird species as well as rarer species such as the Wryneck, Yellow Warblers and Night Heron.

**31.4** The council will support the continued protection of this area for nature conservation and where appropriate recreation opportunities with opportunity for further expansion into the additional areas identified on the proposals map. In considering proposals the council will support opportunities for a wide range of environmental management improvements including new habitat creation and additional tree planting where appropriate.

**31.5** Such improvements offer opportunity to not only secure wildlife and habitat benefits but it will also help create a more attractive setting for existing residents and the employment growth envisaged at a number of the surrounding employment sites. Proposals for growth on adjacent employment sites, including Heysham Power Station and Heysham Port, should demonstrate how they support environmental improvements in this area with contributions to the development and management of the South Heysham Nature Reserves supported.

**31.6** The South Heysham Nature Reserves area is located within the council's identified Heysham Energy Coast. Energy related proposals in this area will be considered favourably where an overriding need for the development in that location is demonstrated and where mitigation and compensatory measures are provided sufficient to outweigh any residual harm that remains. Where proposals relate to designated Biological Heritage Sites (BHS) the council will seek to secure no net loss of the BHS requiring evidence of how the BHS will be protected and enhanced as part of any future proposal.



## 32 Housing Introduction

### Housing requirement

**32.1** Ensuring that housing is provided in appropriate locations is one of the main roles of the UK's planning system. Local authorities are required to plan for and identify a continuous supply of housing that is appropriate to the specific needs, characteristics and requirements of local communities.

**32.2** Through the Land Allocations document the council will identify how it plans to meet the housing requirement for the district to 2023, identifying the specific sites that it proposes should be allocated for residential development in line with the policy requirements of Policy SC4 'Meeting the Districts Housing Requirement' of the Core Strategy.

**32.3** Potential sites have been identified from the following sources:

- Sites with planning permission;
- Existing Local Plan allocations;
- Sites submitted through the Council's Strategic Housing Land Availability Assessment (SHLAA) process (2008);
- Sites submitted through the 2011 Call for Sites process;
- Sites submitted through the Developing the Options consultation; and
- Sites identified through other evidence base sources.

**32.4** Using this information the council has undertaken an assessment of site delivery investigating the suitability, availability and achievability of sites for housing. The assessment takes account of a wide range of factors including:

- A review of the planning history of the site;
- The landowners aspirations for the site (where known);
- Current ownership information including information on leaseholds and tenancies;
- Developer interest in sites;
- Assessment of key constraints including flood risk, environmental, historic and highway constraints;
- Discussions with key utility and infrastructure providers;
- Discussions with agents and landowners on individual deliverability and wider market trends;

- Site visits;
- Development densities utilising information from SHLAA with updates provided where known;
- Discussions with Development Management colleagues.

**32.5** Only those sites identified as being deliverable are included as part of the council's longer term housing land supply. Using this information the council has suggested allocating sites identified in the housing land supply above 1 hectare in the urban area and 0.4 hectares in the rural area.

**32.6** The next section describes how through these suggested allocations the council will meet the housing requirement of the district as described in Policy SC4 of the Core Strategy. Detailed planning policies are also provided for a number of the key residential sites.

### 33 Policy RES1 - Meeting the District's Residential Needs

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## Meeting the District's Housing Requirements

The following sites, identified on the Proposals Map, are suggested for allocation for housing development <sup>(i)</sup>.

In delivering development at these sites the council will require the applicant to demonstrate that the necessary infrastructure required to support proposals will be delivered, this includes appropriate community infrastructure where a need is identified.

Site Reference	Site Name	Settlement	Site Area	Status	Indicative Number of Dwellings	Indicative Phasing		
						2012/13 - 2016/17	2017/18 - 2021/22	2022/23 - 2023/24
SHLAA_405	Lancaster Moor North Hospital	Lancaster		Brownfield	440	70	175	70
SHLAA_412	Nightingale Hall Farm	Lancaster		Brownfield	164	65	35	
SHLAA_316	Wheatfield Street	Lancaster		Brownfield	62	62		
SHLAA_287	Lancaster Leisure Park, Wyresdale Road	Lancaster		Brownfield	107	70	37	
ES_13	Ridge Lea Hospital	Lancaster		Brownfield	50			50
SHLAA_382	Land at Royal Albert Fields, Ashton Road	Lancaster		Greenfield	15		15	
SHLAA_312	Albion Mills	Lancaster		Brownfield	24	24		
SHLAA_368	Riverview Hostel and Day Centre	Lancaster		Brownfield	30	15	15	
SHLAA_839	Heysham Road Depot	Heysham		Brownfield	43	43		
SHLAA_1030	Mossgate <sup>(ii)</sup>	Morecambe		Greenfield	212	212		
SHLAA_334	Regents Road Bridge, Westgate, Morecambe	Morecambe		Brownfield	66		66	
SHLAA_299	Trumacar Lane	Heysham		Greenfield	40		40	
SHLAA_283	Keer Bridge	Carnforth		Brownfield	30		30	
SHLAA_413	Lundsfield Quarry	Carnforth		Brownfield	200	100	100	
	Halton Arm Training Camp	Halton		Brownfield	35			35
SHLAA_290	Coastal Road	Bolton-le-Sands		Greenfield	77	60	17	
SHLAA_322	Land off Acorn Close	Bolton-le-Sands		Greenfield	2	2		
New_1	Railway Crossing, St. Michaels Lane	Bolton-le-Sands		Greenfield	23	23		

i Several of the sites remain the subject of further investigation with this work currently ongoing. The results from this work will inform the final allocation of sites

ii The Mossgate Site is currently being built out with 167 dwellings still to be completed. The potential for a rail halt to serve the site was identified as part of original proposals for this site. There remains a long term aspiration to deliver this. The Council will continue to look to protect the potential for the rail halt at this location with development which could prejudice its delivery not supported.

Site Reference	Site Name	Settlement	Site Area	Status	Indicative Number of Dwellings	Indicative Phasing		
						2012/13 - 2016/17	2017/18 - 2021/22	2022/23 - 2023/24
SHLAA_1028	Moor Platt	Caton		Brownfield	36	36		
	Cove House, Silverdale	Silverdale		Greenfield	14	14		
	Whinney Fold	Silverdale		Greenfield	7		7	
	Cove Drive	Silverdale		Greenfield	20		20	
	Ellel House	Galgate		Brownfield	13	13		
SHLAA_360	Ashley House	Galgate		Greenfield	30			30
SHLAA_390	Land behind Hornby Primary School	Hornby		Greenfield	25		25	
SHLAA_388	Land adjacent to Royal Oak Meadow	Hornby		Greenfield	20		10	10

Table 33.1 Housing Allocations

## **Housing Requirement**

**33.1** The local housing requirement for the district is established in Policy SC4 'Meeting the District's Housing Requirement' of the Core Strategy. The requirement aligns with that previously identified in the Regional Spatial Strategy for the North West and states that in planning for the future needs of the district the council will look to deliver a sufficient supply of deliverable housing sites to meet future development needs. This is defined in Policy SC4 as an average annual requirement of 400 dwellings per annum.

**33.2** The NPPF continues the requirement for local authorities to plan for and identify a continuous delivery of housing for at least 15 years following the adoption of planning policy documents. For Lancaster District this is defined as the first full 15 years following the adoption of the Core Strategy, 2009/10 to 2023/24, equivalent to 6,000 new dwellings.

**33.3** This period has already commenced with three years, 2009/10 - 2011/12, already completed. During this period just 299 dwellings were completed, 901 dwellings below the 1,200 dwelling requirement.

**33.4** The low level of completions in recent years is in sharp contrast to previous annual completion rates. Past completions have been more reflective of the 400 per annum dwelling requirement of the Core Strategy, with an average of 390 dwellings completed per annum since 1991/1992 (table 10.2)

Year	Number of Dwellings
Apr91-Mar92	474
Apr92-Mar93	410
Apr93-Mar94	349
Apr94-Mar95	682
Apr95-Mar96	671
Apr96-Mar97	539
Apr97-Mar98	470
Apr98-Mar99	462
Apr99-Mar00	401
Apr00-Mar01	412
Apr01-Mar02	436
Apr02-Mar03	568
Apr03-Mar04	556
Apr04-Mar05	348
Apr05-Mar06	253
Apr06-Mar07	182
Apr07-Mar08	350
Apr08-Mar09	330
Apr09-Mar10	121
Apr10-Mar11	79
Apr 11-Mar12	95

Table 33.2 **Housing Completions, 1991/1992 - 2011/2012**

**33.5** In delivering and managing future supply the council must be mindful of wider economic circumstances and the impact that this has had on completion rates since 2008. It should also be noted that prior to the downturn completion rates across the district had been artificially controlled by the city council via the implementation of its Supplementary Planning Guidance 16 (SPG16) 'The Phasing of New Residential Development'. This sought to manage completions in line with a lower housing requirement described in the then Regional Planning Guidance for the North West. Had this not been in place the council would have experienced higher levels of completions in the period 2003/04 to 2006/07.

**33.6** Lower level of completions at the start of the plan period mean that the council commences the preparation of the Land Allocations document with an undersupply of 901 dwellings, increased to 1,282 dwellings if undersupply from the longer Regional Strategy plan period from 2003/04 is included.

**33.7** Under normal economic conditions this deficit would have been expected to have been made up during the latter stages of the plan period, with supply required to meet both the 400 per annum housing requirement and the deficit from previous years. In relation to undersupply from 2009/10 this would be equivalent to an additional 69 dwellings per annum for the remaining 13 years of the plan period. This is increased to an additional 99 dwellings per annum if the deficit from the start of the Regional Strategy plan period 2003/04 to 2008/09 is included.

**33.8** Such assumptions are however based on very different circumstances to those where the council finds itself in preparing the Land Allocations document. It assumes more buoyant economic circumstances with high expectations of delivery and viability. This is clearly no longer the case. Development viability is much more challenged with developers and individual borrowers facing difficulty in accessing the funding required to fund development and ultimately purchase property.

**33.9** Even assuming an optimistic recovery in the housing market it is considered unrealistic to expect the housing market to recover to such an extent whereby it could provide 400 dwellings per annum and accommodate additional development to meet earlier periods of deficit.

**33.10** For this reason the council has sought to develop a viability informed view of delivery focused on achievability. This approach is based on a realistic expectation of delivery recognising the deliverability of individual sites and their relationship with the wider infrastructure and environmental capacities of the district as well as the council's own regeneration priorities. Delivery in excess of this is not viewed to be achievable or sustainable. For this reason the Land Allocations document plans for the delivery of supply from the date of adoption of the document, assumed to be 2012/2013 and equivalent to **4,800 dwellings**.

**33.11** Policy RES1 sets out those sites over 1 hectare in the urban area and over 0.4 hectares in the rural area that are allocated on the Proposals map for housing. These are those sites where the council will require the majority of the 4,800 housing requirement to be delivered and where sites will be protected for residential use.

**33.12** A housing trajectory detailing these sites and their anticipated phasing is contained in appendix B. This will be updated annually as part of the council's housing land monitoring process. Additional supply on sites below the dwelling threshold are also included as is supply from sites allocated as mixed use development sites, individual allocations within identified areas of strategic growth and sites located within the Morecambe Area Action Plan boundary.

### **Allocation of sites**

**33.13** The allocation of sites in Policy RES1 has been informed by the following considerations:

- An assessment of the sites' suitability, achievability and availability for development. This is defined in more detail in Housing Topic Paper which supports this document and takes account of factors including environmental and landscape sensitivities; wider sustainability considerations such as distances to key services, accessibility, flood risk, contamination and air and noise pollution; community infrastructure including education provision, health care provision, local and strategic highway capacity and other key utility provision;
- Evidence of a need for additional housing within that locality;
- A sequential approach aimed at focusing development where it will support the vitality of existing settlements, regenerate areas of need, ensure the efficient use of land and minimise the need for travel. Within this the council would look to direct development

firstly to previously used land and buildings within existing settlements and then secondly to those sites where an identified need for housing is identified and where the sites are well located in relation to housing, jobs, services and infrastructure; and

- A need to phase development to manage housing delivery.

**33.14** Whilst the council recognises that the number of dwellings to be delivered on individual sites will be determined through detailed consideration when a planning application is submitted, it is still necessary to estimate the capacity of sites. The capacity figures included in policy RES1 provide indicative figures based on an assessment of each site's ability to accommodate development. The capacities reflect those identified in the council's Strategic Housing Land Availability Assessment (SHLAA) which assessed capacity based on the location of the site. Whilst an average density of 30 dwellings per hectare is sought, higher densities are envisaged in town centres and locations with good public transport links and lower densities in the more rural areas and where environmental constraints exist. The Housing Topic Paper explains in more detail how individual capacity figures have been determined. The council would not support significant variance either above or below these figures unless justified by need.

### **Delivery**

**33.15** In managing future housing delivery the council will look to secure the delivery of allocated sites in line within the indicative phasing identified in policy RES1. The phasing has been informed by the following considerations:

- Infrastructure capacity - how much development can be accommodated within existing infrastructure limits and whether there is a need to secure improvements and investment to accommodate the development;
- Siting and sustainability issues - the need to ensure that mitigation measures are in place to minimise the impact of development on the surrounding landscape, environment and historic environment;
- Constraints - the degree to which sites are constrained and the extent to which measures can be put in place to overcome any constraints and bring the site forward for development; and
- Availability - whether sites are available for development and not impacted by tenancy or other ownership issues which could delay delivery.

**33.16** The phasing allows the council to co-ordinate development with the required infrastructure needed to support it as well as manage and mitigate against any wider impacts which may result from the development. It also provides the main mechanism for implementing the council's sequential approach, directing development in the first instance to previously developed sites where they support the vitality of existing communities, regenerate areas of need as defined elsewhere in the Core Strategy and minimises the need to travel.

**33.17** A number of sites are identified as being key to this approach. These are subject to specific policies recognising their importance in the delivery of the council's spatial framework for the district and are identified as:

- Lancaster Moor Hospital, Lancaster (Policy EL2);



- Land at Nightingale Hall Farm, Lancaster (EL3);
- Ridge Lea Hospital, Lancaster (EL4);
- Land at Wyresdale Road, Lancaster (EL5);
- Land at Lundsfield Quarry, Carnforth (RES2); and
- Land at Keer Bridge, Carnforth (RES3).

**33.18** As identified above further residential supply is also envisaged from a number other development sites including the identified Development Opportunity Sites of Luneside East, Luneside West, the Former Pontins Holiday Camp and Halton Mills. These are covered by specific policy allocations elsewhere in the document.

**33.19** Additional supply is also envisaged from sites allocated in the council's Morecambe Area Action Plan. This carries the same weight as those sites allocated in the Land Allocations DPD. Whilst not allocated via the Land Allocations DPD sites allocated in the AAP will contribute to the council's overall housing requirement

**33.20** The council is also aware, through its work on future housing supply, of opportunities for additional development in a number of villages across the district. Together these villages provide opportunities for rural communities to meet their housing needs through a sustainable distribution of growth across the district. Opportunities for additional development in these villages will be explored in partnership with the parish council for these communities and other relevant neighbourhood groups. Through this process the council is confident that additional development to meet identified rural needs will be delivered. This is addressed further under the 'Meeting Rural Needs' policy within this document.

**33.21** In meeting future delivery the council has sought to minimise the release of greenfield sites within its allocations. The exception to this are the three strategic sites of Whinney Carr (STR1), Bailrigg Lane (STR2) and Grab Lane (STR4). These sites are subject to separate policy allocations within this document detailing the specific requirements for these sites.

**33.22** In managing future housing land supply the council will look to secure the delivery of allocated sites in line with the phasing identified above. Failure to do so would undermine the the deliver of the council's spatial framework and regeneration priorities.

**33.23** Proposals for non-residential uses in any of the sites identified within Policy RES1 will not be supported.

## **Monitoring**

**33.24** Delivery of the Land Allocations document will be undertaken as part of the preparation of the Annual Housing Land Monitoring Report. The document provides information on new housing completions, new housing approvals and updates information on where future housing delivery is projected to come from through the council's housing trajectory. The report is prepared annually with a base date of the 1st April.

## 34 Policy RES2: Lundsfield Quarry

### Land at Lundsfield Quarry, Carnforth

Land at Lundsfield Quarry, Carnforth is to be allocated for residential development. The site is expected to accommodate up to 200 dwellings. In taking forward proposals for this site the council will require:

- i. The integration of the development with the surrounding network of cycling and pedestrian linkages, with the creation of strong linkages between this site, adjacent development and Carnforth town centre;
- ii. The delivery of a new bridge crossing across the canal linking this site with land to the north of the canal. Where this can not be provided the council will require evidence of how accessibility of the site will be enhanced and improved connectivity provided;
- iii. Improved connectivity between this site, the town centre and surrounding residential areas including the Highfield Estate. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- iv. The sensitive design on land adjacent to Carnforth Rangers Football ground ensuring the continued viability of the club, protecting it from inappropriate encroachment and overlooking. The compatibility of the two uses will need to be demonstrated;
- v. The provision of acceptable and safe access arrangements from Kellet Road;
- vi. No net loss in value of the Biological Heritage Sites (BHS) and Geological Heritage Site (GHS) with evidence of how the remaining BHS and GHS area can be protected and enhanced. Proposals should demonstrate how they will deliver positive benefits to biodiversity through the creation of habitat within the site;
- vii. The provision of appropriate public open space within the residential development;
- viii. High quality design and use of materials which respects the character and setting of the site and its location;
- ix. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures are adopted;
- x. Utilisation of the site's frontage along the canal and its marina with innovative design and improved public realm regenerating this area of the town;
- xi. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- xii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- xiii. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**34.1** The former Lundsfield Quarry site is allocated for housing. The site was previously home to a concrete works and a marina for the canal. Both uses have now ceased and the site has remained largely vacant and unused for many years. Redevelopment of this site is therefore supported with this offering opportunity to regenerate and bring back into use a large brownfield site, provide much needed housing, secure wider environmental and amenity improvements and deliver enhanced connectivity across Carnforth.

**34.2** The redevelopment of the site for housing has been supported by the council in the past having previously been identified as a housing opportunity site in the old Local Plan and more recently through the planning application process. A planning application for residential development for 200 dwellings was approved by the council in 2012, subject to the signing of a Section 106 Agreement.

**34.3** In continuing to support the delivery of this site the council will look to secure development which 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, the town centre and neighbouring areas. The council has in the past sought to address this through the requirement for a new canal crossing. The delivery of this remains a priority and the council will continue to encourage the delivery of this under future proposals. Where this is proven to be undeliverable the council will require evidence of how the accessibility of the site will be enhanced and improved connectivity delivered across all means of transport.

**34.4** In delivering improved connectivity the council will require the provision of improved linkages into the Highfield Estate. This estate is located to the east of Carnforth and is noted to suffer from poor connectivity with the main town centre. The redevelopment of the Lundsfield Quarry site offers opportunity to address this.

**34.5** In taking forward future proposals the council will look to secure imaginative design utilising the site's location on the canal-side and enhancing public realm in this area of Carnforth. The provision of new open space on the site will be required. This should be delivered in line with the standards specified in forthcoming open space guidance prepared by the city council.

**34.6** The allocation includes part of the Lundsfield Quarry North Biological Heritage Site. Whilst the council looks to protect and enhance existing BHS resources it is recognised that redevelopment of this site offers opportunity to secure wider improvements to the remaining BHS area resulting in an overall net gain of biodiversity value. In delivering this future proposals will need to demonstrate how the Biological Heritage Site and other nearby BHS 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.

**34.7** In taking forward the allocation of this site the council has excluded Carnforth Football Club from the allocated site. Whilst excluded the council recognises that the site could in the future be redeveloped for housing in conjunction with this allocation. This is however subject to an alternative site being identified to secure the clubs relocation. At the time of

preparing the Land Allocations document the council was unaware of any such opportunities and as such continues to identify the site as part of its open space provision under Policy REC1 of this document.

**34.8** Until an alternative location is identified the council will look to protect the football club. Future proposals for this site will therefore need to demonstrate the sensitive planning of development in proximity to the football club. This will include the need to ensure that the club does not suffer from increased overlooking, traffic flows or encroachment, all of which could serve to undermine the continued viability of the football club.

**34.9** Proposals should also look to deliver the infrastructure needed to address the individual and cumulative impacts associated with the development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

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## 35 Policy RES3: Keer Bridge

### **Land at Keer Bridge, Warton Road, Carnforth**

Land at Keer Bridge, off Warton Road, Carnforth is to be allocated for residential development. The site is expected to accommodate up to 30 dwellings. In taking forward future proposals the council will require:

- i. The sensitive integration of the development with the surrounding area taking into account the site's rural location and proximity to sensitive uses including the location of listed buildings on site;
- ii. The incorporation of cycle and pedestrian links with good linkages to the existing network including adjacent public rights of way;
- iii. Acceptable access arrangements with appropriate highway safety measures from Warton Road;
- iv. Contributions from the development towards improvements to public transport access in the area with improved linkages between this area and the town centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- v. Incorporation and enhancement of existing Public Rights of Way routes through the site;
- vi. Proposals to demonstrate that air quality within the Carnforth Air Quality Management Area will not be impacted by the proposed development and that adequate measures are put in place to protect future residents;
- vii. The preparation of a Flood Risk Assessment detailing how through design and construction flood risk to the north east of the site has been addressed and mitigated to acceptable levels to the satisfaction of the Environment Agency;
- viii. The provision of appropriate open space within the residential development with opportunities to link into the adjacent BHS and river corridor and potential for enhancing biodiversity, recreation and leisure uses investigated. Proposals should seek to deliver positive benefits to biodiversity through the creation of habitat within the site;
- ix. Development respects and reflects the location of the site adjacent to the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB);
- x. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures adopted;

- xi. High quality design and use of materials which respect the character and setting of the site and its location;
- xii. Sustainable construction aimed at minimising energy use and maximising energy efficiency;
- xiii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document; and
- xiv. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any additional utility infrastructure identified as being necessary to support the development.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**35.1** Land at Keer Bridge has been identified as being deliverable for housing in the Land Allocations document. Located to the north of Carnforth the site is currently used for employment purposes, having previously been allocated for employment as part of the larger Warton Road employment site in the old Local Plan.

**35.2** The council is aware that the site has struggled to attract new businesses with the owners struggling to lease vacant units and land. This is supported by the council's own evidence base work which identified Keer Bridge as one of the council's worst performing employment sites. The council's partial employment land review prepared in 2008 recommended that the redevelopment of this site for alternative uses be investigated.

**35.3** The council supports the recommendations of the study and considers that there are more suitable and attractive employment sites available to accommodate Carnforth's continued employment needs, including land to the south of the railway at the larger Warton Road employment allocation.

**35.4** The Keer Bridge site is surrounded by housing to the north west, west and south west, a bowling green and playing fields to the north and open countryside and farmland to the north east, east and south east. The River Keer provides a natural boundary to the site to the south and east. The site is also home to a grade II Listed building, located at the entrance of the site. Redevelopment of the site for housing is considered to be more compatible with these surrounding uses, offering opportunity to improve the local environment and wider neighbourhood amenity.

**35.5** In taking forward proposals at this site the council will require development to be in keeping with the rural nature of this area, respecting the site's location outside of the main urban area of Carnforth and its location adjacent to important environmental and historic assets. High density development of this site would not be appropriate and is not viewed to be in keeping with the character of this area.

**35.6** The site's proximity to the River Keer means that some areas of the site are identified as being at a high risk of flooding. The council will require the submission of a Flood Risk Assessment for this site detailing how flood risk has been addressed and mitigated against. The council will also require evidence that there will be no increase in flooding elsewhere as a result of development proposals on this site.

**35.7** Proposals should also look to deliver the infrastructure needed to address the individual and cumulative impacts associated with the development. This includes contributions towards public transport provision and education improvements. The quality and capacity of infrastructure for water supply, wastewater and its treatment should be investigated as part of this. The protection and maintenance of existing water supply and wastewater infrastructure capacity, quality and level of service should also be secured as part of any future development proposal.

## **36 Policy EMP1: Meeting the District's Employment Requirements**

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## Meeting the District's Employment Requirements

### *Allocated Employment Sites*

Development proposals for B1, B2 and B8 uses will be supported in principle within the established Employment Areas identified in Table 36.1 below subject to complying with the relevant policies set out within the Development Management DPD.

White Lund Industrial Estate	Caton Road Industrial Estate, Lancaster
Major Industrial Estate, Heysham	Lune Industrial Estate, Lancaster*
Heysham Industrial Estate	Lancaster West Business Park
Royd Mill, Heysham	Kellet Road Industrial Estate
White Cross Business Park, Lancaster*	Carnforth Levels
Land at Warton Road, Carnforth	Land at Scotland Road, Carnforth
Carnforth Business Park*	

Table 36.1 : **General Employment Sites**

Development will be supported for B1 uses at Lancaster Business Park, Lancaster to maintain a high quality Business Park on land adjacent to Junction 34 of the M6. Proposals which involve alternative uses, including alternative 'B' type uses, will not be supported by the council.

### *Rural Employment Sites*

The employment areas identified in Table 36.2 below will be protected for their value and contribution to the wider rural economy of the District. Development proposals for B1, B2 and B8 uses will be supported by the council in principle provided that proposals meet the relevant policies set out within the Development Management DPD.

Cowan Bridge Industrial Estate	Claughton Brickworks
Halton Mills, Halton	Hornby Industrial Estate
Glasson Industrial Area, Glasson Dock	Galgate Silk Mill, Galgate
Willow Mill, Willow Lane, Caton	

Table 36.2 : **Rural Employment Sites**

*Non-Allocated Employment Areas*

On unallocated employment sites proposals which seek an alternative use will be assessed against the requirements of Policy EC4.1 of the Development Management document.

*Other Policy Areas*

Specific land allocation policies are provided for the following sites:

- Lune Industrial Estate (EMP2)
- White Lund Industrial Estate (EMP3)

\*Proposals for B8 Uses will not be supported at Lune Industrial Estate or White Cross Business Park given the significant constraints to the local highway network in central Lancaster. Proposals for Heavy Industrial B2 Uses or B8 uses at Carnforth Business Park will also not be supported to maintain the rural character of the locality.

**36.1** There are a number of locations in the district which have been allocated for employment generating purposes, including for B1 (Office / Business), B2 (General Industrial) and B8 (Storage and Distribution). These sites are highlighted in tables 36.1 and 36.2 above.

**36.2** It is important for the district's local economy that the council ensures that there is a suitable portfolio of employment sites that provide variety and choice for local business and encourage growth and investment in the economy. A suitable portfolio should seek to identify sites which provide variety in terms of their potential use, size, availability and their geographical location in the district.

**36.3** The council will seek to maintain a suitable portfolio of sites whilst ensuring that all sites allocated can be maintained in employment operating uses for the foreseeable future and have not been allocated without any reasonable expectation that they can be retained for such a purpose.

**36.4** The council will seek to protect land within designated employment areas for employment generating uses. Whilst the sites identified and allocated within Policy EMP1 of this document will be protected for 'B' use classes, the council will seek to set a policy presumption against proposals which would involve the loss of employment generating uses or opportunities from a site, unless it can be demonstrated that an ongoing employment use will no longer be viable. This approach is set out in Policy EC1.1 of the Development Management DPD.

**36.5** Whilst the council recognises that some uses, such as retail, may offer the opportunity to deliver a degree of employment in the locality, the council will not support the principle of development of such uses within allocated employment areas. Such uses should be directed towards town centre locations.

**36.6** Proposals which involve uses that are not primary employment uses will not be permitted in designated employment areas unless where exceptional circumstances are demonstrated. Any exceptional circumstances will be expected to demonstrate that any such uses will be both ancillary and beneficial toward the wider employment generating use within the site / premises.

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## 37 Policy EMP2: White Lund Employment Area

### White Lund Industrial Estate

The council will support proposals for a range of employment uses on the White Lund Employment Site including B1, B2 and B8 uses subject to the acceptability of other relevant policies with the Development Management DPD.

Within the White Lund Estate proposals for uses other than those falling within 'B' use classes and those sui-generis uses of an employment nature will not be permitted unless it can be demonstrated that:

- i. No alternative locations exist for such proposals outside of designated employment areas; and
- ii. The retail use proposed is ancillary to the employment use of the individual building with any retail use being no greater than 20% of the overall floorspace of the building.

Any development proposals which satisfy the requirements of criterion (i) and (ii) will be expected to pay due regard to relevant policies within the Development Management DPD.

**37.1** White Lund Industrial Estate is the largest employment area within the district and is strategically placed, equidistant between both Lancaster and Morecambe. It is expected that this strategic location will be enhanced further in the future with the creation of a road link to Junction 34 of the M6. Such a road link is expected to enhance accessibility to this area from the strategic road network.

**37.2** The estate, whilst still supporting a significant proportion of employment generating uses, has seen an infiltration of quasi-retail uses through the last plan-period, including counter uses. The council recognises the threat from such retail uses to the ongoing viability and continuity of the estate for employment generating purposes which should primarily be for B1, B2 and B8 uses.

**37.3** Therefore, via Policy EMP3 the council will seek to restrict the opportunities for retail development at the White Lund Industrial Estate, only permitting such uses where it has been demonstrated by the applicant that there are no alternative locations for the proposals outside of allocated employment areas and that the proposed retail uses would be ancillary to the employment use of the building.

## 38 Policy OPP1: Bulk Road and Lawsons Quay

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

The council will support the commercial led regeneration of the site. Proposals should compliment the ongoing regeneration of the neighbouring of Lancaster Canal Corridor North site (Policy CWL1), which has been allocated for a retail-led regeneration scheme forming part of a city centre extension.

Proposed uses at the Bulk Road / Lawson's Quay site should not include uses which could be located on sequentially preferable sites within the town centre.

Proposals for this site 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 which involve significant traffic generation into the site will have to demonstrate that it will not have any adverse impact on the traffic movements in the central Lancaster area;
- ii. That any proposed uses on the site for employment or commercial purposes do not impact on local residential amenity on Bulk Road in terms of noise, smell, light or air pollution; and
- iii. Appropriate linkages are generated from the site to the city centre, encouraging access to the site by cycling and walking.

Any development proposals for this site should also have due regard to all relevant policies contained with the Development Management DPD.

**38.1** The council has allocated the land at Bulk Road / Lawson's Quay as a development opportunity site. The allocation seeks to improve the eastern gateway to the city centre addressing issues of long term vacancy and dereliction on this site.

**38.2** The council will support the development of the site for a range of commercial opportunities, including office/business uses, leisure uses and some types of retail uses provided they do not seek to conflict from the wider aims of the council to deliver retail regeneration to the centre of Lancaster at land defined within Lancaster Canal Corridor North (see Policy CWL1). It should be demonstrated that any retail uses proposed for this site will be compliment and support the retail offer in the city centre, both in terms of the existing offer and proposed offer via the Canal Corridor North scheme.

**38.3** Support will not be given for proposals which would seek to undermine the redevelopment and regeneration of the Lancaster Canal Corridor North site. Proposals which involve the development of A1 retail units which would be more appropriately located within the proposed city centre boundaries of Lancaster will not be supported at this site. Neither

would the council support proposals for a foodstore or supermarket on the site, unless it is demonstrated by the applicant that there is a retail need for such a use in this location and that no sequentially preferable sites exist or are proposed within the locality.

**38.4** Access to the site is gained from Skerton Bridge, Caton Road and the Lancaster one-way system all of which suffer from serious congestion, any proposal 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 impact on traffic flow on the local highway network and that highway safety is not compromised. Any proposals for the Bulk Road / Lawson's Quay site should ensure safe access from the city centre for pedestrians and cyclists.

**38.5** Any proposed uses on the site should not have a detrimental impact on the amenity enjoyed by nearby residents on Bulk Road. Uses should not affect local amenity in terms of light, noise, or air pollution.

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## 39 Policy OPP2: Former TDG Site

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

The Council will support the regeneration and redevelopment of the former TDG Site, Warton Road, Carnforth for a mixture of uses which should be appropriate and suitable for the unique position of this site. Potential uses could include elements of employment (excluding B8 Storage and Distribution uses), commercial, residential and recreational uses.

Any proposals which come forward should be comprehensive and consider the entire site through a masterplanning exercise having due regard to the following issues:

- i. Proposals should seek to ensure that no adverse impact is created on the surrounding road network, Carnforth Air Quality Management Area, local amenity in Carnforth Town Centre and highway safety, particularly in relation to any 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 sites 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 and setting of the site and its location as a gateway to the Arnside and Silverdale AONB;
- iv. That any proposed uses of the site for employment or commercial purposes do not impact on local residential amenity in terms of noise, smell, light or air pollution;
- v. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site; and
- vi. Appropriate linkages are generated from the site to the town centre, encouraging access to the site by cycling and walking.

Any development proposals for this site should also have due regard to all relevant policies contained with the Development Management DPD.

**39.1** The site of the former TDG depot on Warton Road, Carnforth has been a long term employment allocation within the local planning system. However, with the re-location of TDG to alternative locations both within the District and wider across the North West area the opportunity now exists to diversify the opportunities for the future use of this site.

**39.2** The site's previous use for storage and distribution B8 uses created significant problems on the local highways network, creating high levels of HGV traffic movement within Carnforth Town Centre, impacting on the town centre's amenity and safety for residents and visitors and air quality in the town. Carnforth is one of three Air Quality Management Areas identified within the district.

**39.3** As identified above previous storage and distribution uses and their associated transport movements have negatively impacted on the town centre and quality of life for residents and visitors. The council would not seek to support future use of the site for B8 purposes or any other uses which would generate significant numbers of HGV trips to the site.

**39.4** In taking forward future proposals the Council will encourage the diversification of the site allowing for the consideration of a wide range of uses, including residential, employment or commercial uses which are suitable and appropriate to this location.

**39.5** The Council will expect any development proposal to come forward as part of comprehensive masterplan for the site which should also address issues of phasing. The Council will not support the piecemeal regeneration of this site for individual, isolated development proposals.

**39.6** 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.

**39.7** 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 the amenity of the proposal, particular any sensitive development such as residential use. The Council will expect proposals to incorporate mitigation measures to ensure that the amenity of any elements of residential development are suitability protected from surrounding uses.



## 40 Policy OPP3: Galgate Mill

### **Galgate Mill, Galgate**

The council will support proposals for the regeneration and redevelopment of land identified on the Proposals Map as Galgate Mill. Proposals which support the preservation and regeneration of the site will be supported where demonstrated to be consistent with the sites rural location and concentration of Listed buildings on and adjacent to the site.

In considering future proposals the council will require a conservation led approach focused on:

- i. The retention and sensitive reuse and repair of the Mill Buildings 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 materials which respect the character and setting of historic assets on site;
- iv. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- v. The integration of the development with the surrounding network of cycling and pedestrian linkages;
- vi. Contributions from the development towards improvements to public transport access in the area with improved linkages between this site and Lancaster City Centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- vii. The retention and provision of sufficient parking on-site to accommodate the mix of uses proposed without impacting on the operation of existing businesses or the setting of the Listed building;
- viii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document;
- ix. The provision of open space on site;
- x. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any utility infrastructure identified as being necessary to support the development; and
- xi. The provision of acceptable and safe traffic arrangements for Chapel Lane.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**40.1** 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.

**40.2** The main mill building has since been converted for employment use and is now in use as light industrial units. Whilst a number of small businesses trade from the mill a large area of the site remains vacant and available for development. Opportunity to utilise and bring back into use this important historic asset and tidy up the site will be supported by the council.

**40.3** In considering future proposals the council will look to support and protect the continued operation of the mill for employment purposes whilst clearing its curtilage to restore its setting. The mill plays an important role in the district's employment land supply, providing small units suitable for start up businesses and other rural enterprises. Proposals which would result in the loss of employment space on this site will not be supported, unless appropriate alternative provision can be achieved and the curtilage of the mill cleared to respect its Listed status and the adjacent Ellel house.

**40.4** The council will support the wider diversification of the site encouraging residential use on the upper floors of the mill building where it is demonstrated to be unsuitable for employment development and where residential development is shown to be compatible with wider employment uses within the building.

## 41 Policy OPP4: Halton Mills

### **Land at Halton Mills, Halton**

Land identified as Halton Mills on the Proposals Map is to be allocated as a development opportunity site suitable for a mixed use development incorporating residential and employment uses.

In considering future proposals the council will require the following:

- i. The provision of a mix of uses including residential and employment development. Additional residential development in excess of that already approved will not be supported;
- ii. That issues relating to ground contamination are fully investigated prior to commencement of any development on the site and that suitable remediation measures are adopted;
- iii. The integration of the development with the surrounding network of cycling and pedestrian linkages;
- iv. Contributions from the development towards improvements to public transport access in the area with improved linkages between this area and the city centre. This should be demonstrated via a Travel Plan detailing the measures to be provided to maximise sustainable transport use;
- v. The provision of acceptable and safe access arrangements;
- vi. The protection of existing public rights of way through the site;
- vii. The provision of appropriate levels and type public open space within the residential development with opportunities to contribute to a green network corridor along the river Lune and potential for enhancing biodiversity, recreation and leisure uses investigated;
- viii. No net loss in value of the adjacent Biological Heritage Site (BHS) with evidence of how the BHS will be protected and enhanced;
- ix. High quality design and use of materials which respect the character and setting of the site in relation to its rural location and high quality environment;
- x. Sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
- xi. Proposals through design and construction should seek to address and mitigate flood risk from on the site from the river Lune. Any future proposals must be accompanied by a Flood Risk Assessment which addresses issues of flooding and mitigation to the satisfaction of the Environment Agency;

- i. Contributions towards education and health care improvements required to accommodate the level of growth projected and the provision of any utility infrastructure identified as being necessary to support the development; and
- ii. The provision of affordable housing on site to the level described in the forthcoming Housing Needs Supplementary Planning Document.

Any development proposals for this site should also have due regard to all relevant policies contained within the Development Management DPD.

**41.1** Located in the village of Halton, Halton Mills is an old industrial area located on the banks of the River Lune. The site has a history of employment uses including those relating to the mill industry and then more recently as part of a chemical works practice. The continued use of the site for employment related development remains a priority with the site offering excellent opportunity to add to the employment mix of the district as well as meet rural employment needs.

**41.2** Planning permission for the comprehensive redevelopment of this site was granted in 2002. The approval sought to create a new mixed use development incorporating residential and employment uses. Residential development on site has already commenced with 24 units completed and several more units under construction. As with several other sites across the district the site has been affected by the downturn in the construction industry with construction on site halted. The site is now in the hands of an administrator.

**41.3** In considering proposals the council will look to secure development that achieves a mix of uses including residential and employment uses, creating a high quality development reflective of the site's rural setting and prominent location on the River Lune. Proposals should be taken forward through a comprehensive approach working in partnership with the local community and Parish Council.

**41.4** Future proposals will need to demonstrate how through sensitive design the development adds to the environmental quality of the area securing environmental improvements and protecting the wider residential amenity of Halton. The relationship of the site with the adjacent Biological Heritage Site will need to be considered.

## 42 Policy OPP5: Meeting Rural Needs

### **Meeting Rural Needs - Development Opportunities**

The Council is aware of potential for additional development in the following villages:

- Middleton;
- Nether Kellet;
- Over Kellet;
- Overton; and
- Warton

Opportunities for additional development in these villages will be explored in partnership with the Parish Council for these communities and other relevant neighbourhood groups.

Through its work on future housing supply the council is aware of additional opportunities for growth across a number of villages in the district. Whilst not identified in Policy SC3 of the Core Strategy the villages identified above represent sustainable locations where the council would look to identify additional development opportunities sufficient to meet local needs.

Opportunities for additional development in these villages will be explored in partnership with the Parish Council for these communities and other relevant neighbourhood groups. Through this process the council is confident that additional development to meet identified rural needs will be delivered.

In considering future proposals in these villages the council will require development to demonstrate a high standard of design appropriate to the rural location of the development and the surrounding landscape. Proposals will also need to demonstrate how they meet a local need for housing in that locality.

## 43 Policy EDC1: University of Cumbria

### University of Cumbria Campus, Lancaster

Built development associated with the expansion of the University of Cumbria will be confined to the area identified on the Proposals Map as the University of Cumbria Campus.

Development outside of this area will be restricted to outdoor sports facilities and small scale ancillary developments where a need for the additional development is evidenced where this is unable to be accommodated within the existing boundary area, and where this would not result in the loss of residential amenity or encouraging parking off-campus.

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

**43.1** The University of Cumbria was established in 2007 following the merger of St. Martin's College, the Cumbria Institute of Arts and the Cumbrian campuses of the University of Central Lancashire. The University is based on a 'distributed 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. Martins College campus site. This was established in the 1960s on the former army barracks at Bowerham Road.

**43.2** 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 Policy ER1 'Higher and Further Education' of the Core Strategy. Together with Lancaster University the policy seeks to maximise the benefits to Lancaster district from growth in higher education. For the University of Cumbria the policy calls for a master planned approach to development, involving local communities.

**43.3** Since its establishment the University of Cumbria has continued to grow with significant investment in new campus buildings and facilities over recent years. The further development of the site is however 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 students and staff. It also makes an important contribution to the appearance of what is otherwise a densely developed part of the city, particularly on the western slopes falling to Bowerham Road. Further expansion into this area is viewed as being inappropriate and will not be supported by the city council.

**43.4** For this reason the council will only support development within the built-up campus boundary identified on the Proposals 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 and where it is shown that this can not be met within the existing built up area subject to residential amenity and not encouraging off campus parking.

**43.5** 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 City 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.

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## 44 Policy EDC2: Lancaster and Morecambe College

### **Lancaster & Morecambe College, Morecambe Road**

Built development associated with the expansion of Lancaster and Morecambe College will be confined to the area identified on the Proposals Map as Lancaster and Morecambe College.

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

**44.1** Lancaster and Morecambe College is the district's main college of further education, providing a range of full and part time courses. The college campus also provides a wide range of additional on-site facilities such as a sports centre, hairdressing salon, beauty salon, dog grooming parlour and restaurant. The recently completed £1.5million development for the creation of a new fitness suite and synthetic pitches further improves the range of services available. Facilities are open to students, staff and members of the public.

**44.2** Located on Torrisholme Road the site benefits from excellent transport links being close to both the primary bus route and the Lancaster to Morecambe cycle way. Both provide excellent accessibility to the main urban areas of Lancaster and Morecambe.

**44.3** Like the University of Lancaster and University of Cumbria the importance of Lancaster and Morecambe College to the local economy is identified in Policy ER1 'Higher and Further Education' of the Core Strategy. The policy seeks to maximise the benefits to Lancaster district from growth in both higher and further education recognising the benefits that these provide in terms of local employment and investment in the wider economy. The continued development of the college is therefore supported and the city council will look to work with the college to support further proposals for growth.

**44.4** In taking forward future proposals the city council will look for a master planned approach to development, prepared in conjunction with the local community.

**44.5** Whilst supporting additional development at this site the council will look to protect the surrounding area of urban greenspace which surrounds the college campus. This space not only provides an important recreation resource it also provides a clear separation between the urban areas of Lancaster and Morecambe. The city council will look to protect this area of open space. The existing sports pitches will also be protected with these providing an important recreational resource for the local area.

**44.6** Proposals for the site should be taken forward through a master planned approach in conjunction with the local community.



## 45 Policy EDC3: Land at Barton Road

### **Land at Barton Road, Lancaster**

Land identified as Barton Road, Lancaster on the Proposals Map is reserved for education purposes.

Development for alternative uses will not be supported unless agreed in writing with Lancashire County Council.

**45.1** Land at Barton Road in Lancaster is reserved for education purposes. The site was reserved for a new secondary school in the old Local Plan (2004) for the district. Whilst the site is no longer required for a secondary school the County Council has advised that this site may be needed for a new primary school with increases in the number of houses expected in this area likely to generate the need for a new school.

**45.2** Proposals for a new school on this site will need to be assessed against other relevant policies in the Development Management document, having regard to design, access, amenity and other environmental considerations.

## 46 Policy REC1: Protection and Enhancement of areas of Open Space, Sports and Recreation

### **Protection and Enhancement of Open Space, Sports and Recreational Spaces**

Areas identified on the Proposals Map as active recreation and/or amenity areas will be protected from development in line with the requirements of Policy EN1.1 and EN1.2 of the Development Management document.

Exceptionally the council may support proposals for alternative uses only where there is clear justification for the proposed development and:

- i. where the recreation or amenity space can be best retained and enhanced through the redevelopment of a small part of the site; or
- ii. It can be evidenced that the space is surplus to requirements as identified in the council's PPG17 Recreation and Open Space, Sport and Recreation Facilities Study and cannot be converted to another form of open space that is lacking within the area; or
- iii. Alternative provision of equivalent community benefit is made available in the immediate vicinity of the proposal.

**46.1** The provision of high quality recreation and amenity space are essential to the creation of sustainable communities, helping people stay active and improving people's quality of life and well being.

**46.2** Through the Land Allocations process the council has sought to implement the findings of its PPG17 Recreation and Open Space, Sport and Recreation Facilities Study. Published in 2007 and refreshed in 2010 the study includes an assessment of local needs and existing open space, sport and recreation provision and provides a complete audit of all open space, sport and recreation facilities across the district. These spaces will be protected from development and proposals for enhancement and maintenance supported.

**46.3** The Allocations document distinguishes recreation and open spaces into 3 categories:

- Active Recreation
- Amenity areas
- Allotment provision (this is covered by policy REC2 of this document)

**46.4** Active recreation is defined as those spaces providing opportunity for recreation and sports activities and includes facilities for children and young people such as skateparks and outdoor sport facilities for formal sports participation including outdoor sports pitches, tennis courts, bowling greens, golf courses, athletic pitches and playing fields including school playing fields.

**46.5** Amenity spaces by contrast are those areas of open space which offer wider amenity benefits for the local community and includes areas identified as parks and gardens; areas of informal recreation green spaces and village greens; areas of natural and semi-natural greenspaces which includes areas of publicly accessible woodlands, scrublands, grasslands, wetlands and wasteland and cemeteries and churchyards.

**46.6** It is recognised that some spaces can have a dual role providing an active recreation resource and amenity resource. Spaces which provide both roles are highlighted on the Proposals Map.

**46.7** The importance of both types of spaces to the local community and wider district mean that they will be protected from development. The council will not support proposals which would result in a loss of these spaces or which would undermine the continued vitality and functionality of these spaces. Only in exceptional circumstances will the council support proposals for alternative uses.

## 47 Policy REC2: Allotment Provision

### Allotment Provision

Areas identified on the Proposals Map as allotments will be protected from loss to future development.

Exceptionally the council may permit proposals for alternative uses only where there is clear justification for the proposed development and:

- i. Where allotment provision can be best retained and enhanced through the redevelopment of a small part of the site; or
- ii. It can be demonstrated that there is no demand for the allotment space; or
- iii. It can be evidenced that the allotment space is surplus to requirements; or
- iv. Alternative provision of equivalent community benefit is made available in the immediate vicinity of the proposal.

The Council will support the provision of new allotment facilities and other food growing spaces where opportunities arise and where a clear need is demonstrated.

**47.1** Allotment provision has been identified as a separate allocation within this document. Through the preparation of the Land Allocations document the council recognises the important role that allotments provide to the local community and their wider role in enhancing the biodiversity and environmental quality of the district. For this reason existing allotment provision will be protected and where possible enhanced. Development proposals which would negatively impact, either directly or indirectly, on the continued operation of allotments will not be supported.

**47.2** The importance of allotments to the local community and wider district means that they will be protected from development. The council will not support proposals which would result in a loss of these spaces or which would undermine their continued vitality. Only in exceptional circumstances will the council support proposals for alternative uses.

**47.3** It is recognised that there is an outstanding need for new allotment provision across the district, with existing sites subject to long waiting lists. The provision of new allotment provision is supported and the council will look to encourage proposals which seek to provide new provision in the district. Innovative approaches to the provision of new allotments including opportunities to link in with schools and other educational establishments are supported.

## 48 Policy DES1: Designations to Protect the Natural and Historic Environment

### Designations to Protect the Natural and Historic Environment

#### Natural Environment

Sites identified as International, National, County and Local Nature Designations are identified on the proposals map. These include Sites of Special Scientific Interest (SSSIs), Special Areas of Conservation (SAC), Special Protection Areas (SPA), RAMSAR sites, Areas of Outstanding Natural Beauty (AONB), Biological Heritage Sites (BHS), Geological Heritage Sites and Local Nature Reserves.

Developments within or adjacent to these locations will be subject to the requirements of Policy EN2.1 'Protection of Biodiversity' and Policy EN2.2 'Development in Protected Landscapes' of the Development Management Document.

#### Historic Environment

Conservation Areas and Scheduled Ancient Monuments are identified on the proposals map.

Proposals located within or adjacent to conservation areas will be assessed against the requirements of Policy EN3.2 of the Development Management Document.

Proposals affecting Scheduled Ancient Monuments will be assessed against the requirements of Policy EN3.5 of the Development Management Document.

**48.1** Lancaster district benefits from a high quality and diverse natural environment with many of its assets protected by national and international designations. These include:

- 4 Natura 2000 sites – these are sites of international importance and include Morecambe Bay (Special Area of Conservation, Special Protection Area (SPA) and RAMSAR site); Morecambe Bay Pavements (SAC) which includes 5 sites in the Silverdale area including Leighton Moss RAMSAR site and Gait Barrows National Nature Reserve); Bowland Fells (SPA) and Calf Hill/Crag Wood near Caton (SAC);
- 2 Areas of Outstanding Natural Beauty (AONB) – the Arnside and Silverdale AONB and the Forest of Bowland AONB;
- 27 Sites of Special Scientific Interest (SSSIs) covering 385 sq km of the district including Cockerham Marsh, Eaves Wood in Silverdale, the Lune Estuary and Warton Crag;
- 277 Biological Heritage Sites including the Crook O'Lune Wood, Trowbarrow Quarry and Leapers Wood in Over Kellet;

- 35 Regionally Important Geological Sites including Meeting House Bog at Abbeystead and Leck Fell Limestone Pavements; and
- 8 Local Nature Reserves including the new nature reserve at Fairfield Millennium Orchard.

**48.2** Together these provide the district with a rich and diverse environmental capital distinguishing it from many of the more urbanised authorities of Lancashire and providing residents and visitors with a strong sense of place and a good quality of life.

**48.3** In the future this list may also include the Yorkshire Dales National Park. Planned extensions to the Yorkshire Dales National Park will see the boundary of the park extended to include land within Lancaster District. If the extension is confirmed this will see the inclusion of Leck Fell within the park boundary. Whilst continuing to form part of Lancaster district the areas inclusion in the National Park will mean that future proposals for development in this area will be determined by the Yorkshire Dales National Park Authority in line with policies contained within the Yorkshire Dales National Park Local Development Framework.

**48.4** The rich diversity of the natural environment is complemented by a high quality built environment, This includes 1,345 listed buildings (25 grade I, 66 grade II\* and 1,245 grade II), 37 Conservation Areas, 37 Scheduled Ancient Monuments and 3 Registered Parks and Gardens. The number of listed buildings within the district is comparable to the cities of Liverpool and Manchester.

## 49 Policy GR1: Green Belt

### **The North Lancashire Green Belt**

The North Lancashire Green Belt and its boundaries are identified on the proposals map. Development in the Green Belt will be assessed against the policy requirements of Policy EC2.5 'Development in the Green Belt' of the Development Management Document.

**49.1** Land between Carnforth and the northern edge of Lancaster and Morecambe was first designated as Green Belt in 1991 in the North Lancashire Green Belt Local Plan. In total it covers an area of 1,730 hectares.

**49.2** Its main purpose in the district is to prevent the built up areas of Lancaster, Morecambe and Carnforth from merging together into one urban area, losing their separate identities and absorbing the villages of Bolton-le-Sands, Hest Bank and Slyne. These settlements are excluded from the Green Belt. The Green Belt covers a relatively small area and in places is only 0.3 kilometres wide and as such it is particularly vulnerable to the effects of small-scale incursions.

**49.3** The council will look to protect the green belt from inappropriate development with new development only supported where justified by the very special circumstances outlined in the policy.

## 50 Policy GR2: Countryside Area

### **Countryside Areas**

Within the areas identified as countryside on the proposals map the council will support proposals for new development and change of use in line with the requirements of Policy EC2 of the Development Management Document.

**50.1** The district continues to benefit from a diverse countryside consisting of range of landscape character types and communities including areas of the Lune Valley, the Bowland Fells, land around Morecambe Bay and Lune Estuary, the Arnside and Silverdale AONB and large areas of high quality agricultural land.

**50.2** As most of the district's development needs can be met within the main urban areas of Lancaster, Morecambe and Heysham and Carnforth as well as other identified rural settlements the council does not envisage the need for substantial development in the open countryside.

**50.3** It is however recognised that in planning for sustainable economic growth and rural diversification some additional development may be appropriate and can help to support the vitality and viability of rural communities. Such development will need to meet the requirements of Policy EC2 of the Development Management Document.



## 51 Policy GR3: Green Space Networks

### Green Space Networks

The following areas are identified as key greenspace networks on the proposals map and will be protected from inappropriate development:

- Morecambe and 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 space along the Burrow Beck valley;
- The Lancaster Canal through both Lancaster and Carnforth;
- Lancaster University campus and eastern fringes of Lancaster; and
- The Lancaster-Morecambe cycle track and the Morecambe railway triangle.

These are supported and connected by identified greenspace corridors which provide opportunity for recreational use and opportunities for wildlife migration.

Future proposals adjacent to or affecting the identified networks should demonstrate how they provide opportunity to link into the greenspace network providing wildlife and recreation links and wider environmental improvements.

Where appropriate the council will seek to strengthen these networks through the planting of new woodland, landscaping and access improvements.

**51.1** Policy SC8 'Recreation and Open Space' of the Core Strategy identifies a series of greenspace networks and recreational open space systems. These linear spaces link areas of existing development to the countryside as well as provide opportunities to link into existing areas of open space and recreational areas. Together they enable people and wildlife to move freely between areas, enhancing recreational opportunities and wildlife migration.

**51.2** In identifying the above greenspace systems the council has sought to identify those networks and spaces which provide opportunities for recreational use and opportunities for wildlife migration. These spaces run through the heart of the existing built up area of Lancaster and Morecambe providing much needed recreation and wildlife routes and opportunities in what are often densely populated areas.

**51.3** Future development proposals should demonstrate how they have taken into account the location of these networks, and where appropriate, provided opportunities to link into and expand the recreational and biodiversity resource of the network.

**51.4** Proposals that would impact directly or indirectly on the linear nature of these routes and their role in providing a recreational and/or biodiversity resource will not be supported.

**51.5** The Morecambe and Heysham Promenade area runs through the Morecambe Regeneration Priority Area. This area is identified as an 'Informal Recreation Area' in the Morecambe Area Action Plan. Proposals relating to this area will therefore be addressed in the Morecambe Area Action Plan.

**51.6** Outside of the identified green space networks the council recognises that there remains notable areas of open space deficiency across the district. These are identified in Policy SC8 of the Core Strategy and include the following areas:

- Central Morecambe;
- Central Lancaster;
- The West End of Morecambe;
- The Westgate area;
- The Marsh area of Lancaster; and
- Carnforth

**51.7** The Council will support proposals that seek to provide new or improved areas of open space in these areas. Opportunity to secure such improvements as part of the planning process are identified in Policy EN1.2 'Open Space, Sports and Recreation Facilities' of the Development Management document.

## 52 Policy GR4 - Nature Improvement Area

### Nature Improvement Area

Morecambe Bay Limestones and Wetlands is identified as a Nature Improvement Area on the Proposals Map.

Within this area the council will support proposals compatible with the areas status as a Nature Improvement Area supporting proposals that:

- I. Deliver sustainable growth linked to the natural environment;
- II. Enhance and restore priority limestone and wetland habitats;
- III. Support the development of a network of local ecological systems promoting wildlife corridors and wildlife migration; and
- IV. Provide local community benefits encouraging education, lifelong learning and sustainable access.

**52.1** Morecambe Bay Limestones and Wetlands was identified as one of 12 Nature Improvement Areas in England. These are identified as large discrete areas where through a local partnership a step change in nature conservation will be delivered.

**52.2** Morecambe Bay is identified as an internationally significant area for wildlife with its unique limestone and wetland habitats supporting a variety of flora and fauna. The areas identification as a Natural Improvement Area aims to protect and enhance this biodiversity providing a partnership through which a variety of nature conservation projects will be delivered.

**52.3** Lancaster City Council has a central role in this partnership and will work alongside other partners to deliver the following objectives:

- Work with local communities and businesses to promote the growth of a sustainable low carbon economy linked to the natural environment;
- Work closely with land managers to enhance and restore priority limestone and wetland habitat, creating a robust network of high quality sites that deliver a range of ecosystem services
- Within sustainable land management systems, buffer, connect and create 'stepping stones' between high quality sites to allow development of a coherent ecological network that is resilient to climate change
- Leave a legacy for future enhancements to the natural environment through improved and effective integration with the planning system and sharing lessons learnt

- Connect people with nature by involving local communities in shaping habitat restoration schemes and providing a series of inspiring opportunities for people to experience and get involved with the natural world.

**52.4** Proposals compatible with these objectives will be supported by the council.

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## 53 Policy GR5 - Key Urban Landscapes

### **Key Urban Landscapes**

Key urban landscapes identified on the Proposals Map will be conserved and important natural features safeguarded.

Within these areas the council will only support development that preserves the open nature of the area and the character and appearance of its surroundings.

**53.1** The district continues to contain a number of important areas of open space which due to their location and character provide an important role in defining the character of the urban area and the wider setting for a number of important heritage assets.

**53.2** These range from the elevated land to the east of Lancaster, areas of open coastline between Morecambe and Heysham and areas of open land in the urban area including land around the Castle and Priory, Ryelands Park, Williamson's Park and land adjacent to the University of Cumbria campus. These areas contain a range of land uses including areas of formal urban open space, areas of informal open space and farmland.

**53.3** Within identified key urban landscapes the council will look to support development that protects the open nature, character and appearance of the area and safeguards those natural features identified of local importance.

**53.4** Several Key Urban Landscapes are located within Strategic Site allocations. Within these areas the council will require future proposals to demonstrate how Key Urban Landscapes have been included and considered as part of future development proposals with evidence of how their future protection and management has been secured.

## 54 Policy RET1: Town Centres and Retail

### Town Centres and Retailing

As part of the Proposals Map, the Council has identified Town Centre boundaries for both Lancaster and Carnforth. Issues relating the Town Centre boundary for Morecambe will be addressed through the Morecambe Area Action Plan.

In accordance with Policy EC1.1 of the Development Management DPD, the Council will support the development of town centre uses within this defined town centre area, including for retail, leisure and other commercial purposes. The Council's support will be subject to compliance with all other relevant policies within the Development Management DPD and any other relevant plans, policies or strategies.

Proposals which seek to develop town centre uses outside of these defined town centre locations will be expected to demonstrate that a sequential approach has been taken in identifying the site and that no alternative and suitable sites exist within a central location, in accordance with Policy EC1.1 of the Development Management DPD.

**54.1** The town centre of any settlement represents the heart of the local community, home to the vast majority of services and where accessibility is at its greatest. Accordingly the Council has identified and defined the town centre boundaries for both Carnforth and Lancaster to assist in recognising the locations for town centre uses. The town centre boundaries for Morecambe will be established and defined within the Morecambe Area Action Plan which addresses regeneration issues for Central Morecambe.

**54.2** In accordance with Policy EC1.1 of the Development Management DPD the Council supports proposals within the town centre boundaries for town centre uses. This could include retail, food and drink, office, other appropriate commercial uses for a town centre location and residential development on upper floors. The Council will not permit proposals which would harm the viability and vitality of the overall town centre.

**54.3** Proposals for town centre uses which are located on sites outside of the defined town centre boundaries will be expected to use the sequential test, described in Policy EC1.1 of the Development Management document, to demonstrate that no alternative sites exist in more central and sustainable locations.

## 55 Policy RPA1: Regeneration Priority Areas

### Regeneration Priority Areas

In accordance with Policy ER2 'Regeneration Priority Areas' of the Core Strategy, the council has identified a series of Regeneration Priority Areas (RPAs) throughout the District.

Regeneration Priority Areas are allocated on the Proposals Map and include the following areas:

Sub-regional Regeneration Priority Area of:

- Central Morecambe;

Local Regeneration Priority Areas of:

- Central Lancaster
- Caton Road, Lancaster
- Luneside, Lancaster
- North East Lancaster
- White Lund
- South Heysham
- Carnforth

The Council will support proposals which assist in achieving the regeneration aims of each locality subject to other relevant planning policies within the Land Allocations DPD, Development Management DPD, Morecambe Area Action Plan or other relevant plans, policies or strategies.

**55.1** Policy ER2 'Regeneration Priority Areas' of the Core Strategy identifies 8 regeneration priority areas across the district. These are identified as those areas in need of physical, economic, social, environmental or spatial regeneration and include areas with concentrations of underused and previously developed land, areas with poor environmental conditions, areas where there is evidence of major changes occurring during the plan period, areas where regeneration would have major benefits for the district, areas where public intervention may be necessary to facilitate change and areas noted to be subject to development pressure.

**55.2** Together the identified Regeneration Priority Areas offer opportunity to deliver significant change in the district, facilitating much needed investment and leading to environmental and social improvements for residents and visitors.

**55.3** The council, working in partnership with key delivery partners and stakeholders will look to secure these benefits, encouraging development which assists in delivering the regeneration aims of each locality and resisting development which would undermine regeneration priorities.

**55.4** Where relevant proposals should also demonstrate how they will contribute to wider regeneration schemes in operation within their locality, for example the 'Square Routes' project in Central Lancaster and the public realm works associated with the Morecambe Area Action Plan.

**55.5** In considering proposals the reasons for their designation as a Regeneration Priority Area should be considered. These are established in the Core Strategy with updated information provided below.

### **Morecambe sub-regional Regeneration Priority Area**

**55.6** The area identified as Central Morecambe on the proposals map is identified as a regeneration priority area of sub-regional importance. Within this area the council will encourage proposals which deliver key infrastructure and projects that contribute to the regeneration of Central Morecambe as identified in the Morecambe Area Action Plan (MAAP).

**55.7** The MAAP is a separate planning policy document being prepared specifically for this regeneration priority area. The MAAP sets out the framework for the development, conservation and change needed to secure lasting regeneration gains for the town. Proposals located within this area will be assessed against the policies and guidance contained in the MAAP.

### **Local Regeneration Priority Areas**

#### *Central Lancaster*

**55.8** Land identified as Central Lancaster on the proposals map is identified as a local regeneration priority area with future proposals required to strengthen the centre as a shopping centre, enhancing historic assets, improving permeability and strengthening the centres position as a quality destination for visitors and residents of the district.

**55.9** In line with the principles outlined in the Core Strategy the council will require design led proposals that complement the historic fabric of the city utilising its cultural assets and townscape and enhancing the retail and visitor offer of the centre.

#### *Caton Road*

**55.10** The identification of Caton Road on the proposals map as a local regeneration priority area recognises the role of this area in creating a gateway and transport corridor to the city centre. Within this area the council will support proposals that deliver improved transport access, encouraging sustainable modes of transport including the delivery of a new park and ride scheme off Caton Road.

#### *Luneside*

**55.11** Land identified as Luneside on the proposals map is identified as local regeneration priority area. The allocation recognises the opportunities that exist in this area to regenerate large areas of underused and derelict land to create a new mixed use area incorporating employment, residential, commercial and recreation opportunities.



**55.12** Within this area the council will support proposals that deliver mixed use development which complements neighbouring land uses and delivers balanced communities connecting the city centre to underachieving and disadvantaged areas to the west.

#### *North East Lancaster*

**55.13** This area of the district is identified as a local regeneration priority area on the proposals map. The allocation recognises the opportunity that exists in this area to utilise a number of vacant and derelict sites to create high quality development which recognises the areas role in defining the character and setting of the city of Lancaster in this area.

**55.14** Proposals in this area should recognise the areas role in defining the character of the city as well as its role in defining the setting of several historic assets.

#### *White Lund*

**55.15** Land identified as White Lund on the proposals map is identified as a local regeneration priority area on the proposals map. The allocation recognises the areas location as the main centre for general employment in the district. Within this area the council will support employment proposals that add to the employment base of the district providing increased investment and local employment opportunities.

#### *South Heysham*

**55.16** South Heysham is identified as a local regeneration priority area on the proposals map. The allocation reflects the opportunities for green led regeneration in this area, the areas Heysham Energy Coast allocation and the opportunities that exist for environmental enhancements as part of South Heysham Nature Reserves allocation.

**55.17** The Core Strategy also confirms the opportunities that exist in this area for expansion at the Port of Heysham as well as the potential expansion at Heysham Power Station.

**55.18** Proposals that complement and deliver these regeneration aims will be supported.

#### *Carnforth*

**55.19** Carnforth is identified as a local regeneration priority area on the proposals map. The allocation recognises the role of Carnforth as a service centre to the rural hinterland and the opportunities that exist from a number of derelict sites to bring forward further social, economic and environmental gains for the area.

**55.20** Proposals that support the continued role of Carnforth as a service centre will be supported.

## 56 Policy RPA2: Morecambe West End

### Morecambe West End

The area identified as Morecambe West End on the Proposals Map is allocated as a Regeneration Area. Within this area the council will support proposals that contribute to regeneration and renewal, particularly through securing physical improvements in the housing stock, public realm and community infrastructure.

Proposals which will deliver regeneration and renewal will be delivered through activity including the including the re-modelling of selective properties, the demolition and new-build of selected houses, the redevelopment of key development sites, the creation of new public open spaces, and the remodelling and resurfacing of street surfaces.

Future proposals will need to demonstrate that no European designated sites would be adversely affected by development either alone or in combination with other proposals.

**56.1** Located to the west of central Morecambe the West End is an area suffering from poor investor confidence with housing and social problems impacting on the perception of the area and quality of life for residents. The need for action has long been recognised by the council with a masterplan for the area first published in 2002. The masterplan established a clear vision for the area based on the three principles of Perception, Place and People. Through these principles the masterplan aims to reinvent the perception of the West End making it an attractive place for investment and for people to live, work and play. The masterplan recognised that significant change was required to the built environment to address these issues and maximise the potential of the area.

**56.2** The following strategic objectives were identified for the area:

- increasing the attractiveness of the West End as an area to live for existing residents and to attract new people to move into the area as long term residents,
- contributing to an improvement in the overall image of the Morecambe;
- increasing the proportion of home occupiers and reducing the private rented sector as a means of improving stability and diversifying the types of housing available;
- increasing the amount of usable quality open space;
- improving the quality of the built environment;
- assuring the sustainability of local shops through consolidation and establishing a niche market identity, through, in part, improving connections to the Morecambe centre and the promenade;

**56.3** A number of key projects are identified in the West End masterplan to help deliver the objectives. The implementation of these key projects will involve a range of approaches describe in the policy above.

**56.4** In 2009 the council undertook a mid-term review of the masterplan. This reviewed the success of the masterplan and identified the outstanding projects to be delivered. The continued delivery of these projects are supported by the council. Through this Local Plan policy the council intends to continue implementing the objectives of the master plan; providing support for proposals that secure the housing renewal, public realm and community infrastructure improvements identified in the 2009 refresh and any subsequent documents.

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## 57 Policy TR1: M6 - Heysham Link Road

### **M6 - Heysham Link Road**

In accordance with Policy E2 of the Lancaster District Core Strategy, the Proposals Map identifies the proposed route of the M6 - Heysham link road between Junction 34 of the M6 and the A589 at Morecambe and Heysham College.

This route will be protected and safeguarded for the future delivery of the link road.

Development proposals which the council consider will prejudice the future construction of this link road will not be permitted.

**57.1** The Lancashire Local Transport Plan (LTP) identifies the development of a link road between Junction 34 and Heysham, partially utilising the existing Heysham by-pass. It is anticipated that the creation of a link road will improve accessibility between both Morecambe and the Heysham Peninsula to the Strategic Road Network of the M6.

**57.2** The creation of the link road between the M6 and Heysham is also identified as having significant economic benefits for the District, improving the attractiveness of the district to investors and creating new opportunities for growth in South Heysham. Improved accessibility to Morecambe will also aid regeneration in some of the more deprived areas of the District.

**57.3** Whilst this proposal and its implementation remains the responsibility of Lancashire County Council, Lancaster City Council will ensure that, in land-use terms, the proposed route of the link road will be protected from inappropriate development which would prejudice its future delivery. Any proposals within the identified area for the link road will not be permitted by the Council.

## 58 Policy TR2: Lancaster Park and Ride

### **Lancaster Park and Ride Scheme**

The council will support the development of land to the North of Lancaster, adjacent to Junction 34 of the M6, identified on the Proposals Map, for the creation of Park and Ride facilities for Central Lancaster.

Should it be demonstrated that further Park and Ride facilities provide benefits to Central Lancaster, both economically and in terms of accessibility to the City centre then the council will support the growth of further facilities to the South of the town in a sustainable and accessible location.

Any proposed siting of a Park and Ride scheme should be both acceptable to Lancaster City Council in land-use planning terms and Lancashire County Council in highways terms.

**58.1** As part of the complimentary measures put forward as part of the M6 - Heysham link road land will be made available for a Park and Ride facility to the North of the town. The council recognises that the delivery of a Park and Ride scheme for the City will have many benefits, socially and economically, particularly in reducing the levels of traffic congestion within the town centre and reducing pressures on town centre car parking. The creation of a Park and Ride and facility will introduce choice in terms of how visitors and users of the town centre can access key services.

**58.2** It is recognised that the priority location for a Park and Ride facility lies to the North of the town in close proximity to Junction 34 of the M6, the council recognises that should demand remain for Park and Ride facilities after the completion of this further sites may be considered to the South of Lancaster. In considering additional proposals the council will require evidence of need to be demonstrated for any further facilities. Proposals for future sites will have to be suitable and sustainable, both in land-use and highway terms.

## 59 Policy TR3: Cycle Network

### The Cycle Network

The routes identified on the Proposals Map are identified as the cycle network. This includes existing routes as well as proposed routes.

The City Council will work with Lancashire County Council and other agencies to maintain and develop this network with opportunities for extension to the network supported.

Proposals which negatively impact on the cycle network will only be supported where an acceptable alternative route has been provided which is at least comparable with that lost in terms of environment, quality and convenience.

Future proposals adjacent to or affecting the cycle network should demonstrate how they provide opportunity to link into and secure further enhancement to the network.

**59.1** The district continues to benefit from a high quality and comprehensive cycle network with over 75km of cycle path across the district. This includes lanes on the highway network as well as off road shared use paths. The identification of Lancaster and Morecambe as one of the original six cycle demonstration towns in 2005 helped secure funding for both the cycle network and cycle training for residents.

**59.2** The city council remains committed to developing this network creating a safe and attractive environment for cyclists. The cycle network identified on the proposals map will be safeguarded and protected from inappropriate development. Where possible opportunities to deliver further investment and enhancement in the network will be secured. This will include the delivery of the proposed extensions to the network shown on the Proposals Map as well as any new requirements that emerge through the plan period.

**59.3** Where development proposals include or lie close to the cycle network the city council will look to negotiate improvements with development required to link into the network and incorporate cycle provision through the site.

## Appendix A: Background Documents

## 60 Appendix A: Background Documents

### Background Documents for the Land Allocations DPD

National Planning Policy Framework (DCLG 2012)

The Planning System: General Principles (DCLG 2005)

Lancaster District Core Strategy (Lancaster City Council 2008)

Lancaster District Local Brownfield Study (Lambert Smith Hampton/Lancaster City Council 2009)

Retail Study for Lancaster District 2006 - 2016 (White Young Green 2006)

Update to Retail Study (Lancaster Only) (White Young Green 2008)

Town Centres and Retailing Topic Paper (Lancaster City Council 2012)

Tourism Strategy for Morecambe, Lancaster and Lune Valley 2006 -2010 (Lancaster City Council. 2006)

Tourism Strategy Update (Lancaster City Council 2008)

Lancaster District Employment Land Study (Regeneris 2006)

Partial Employment Land Review for Lancaster District (Atkins 2008)

Employment and Economy Topic Paper (Lancaster City Council 2012)

Taking forward the Deployment of Renewable Energy (Lancashire County Council/SQW 2011)

Planning Guidance for Renewable Energy (Lancashire County Council/SQW 2011)

Development New Renewable Energy and Recycling Industries for Lancaster and Morecambe (Lancaster & Morecambe Vision Board 2006)

Energy Generation and Energy Efficiency Topic Paper (Lancaster City Council 2012)

Local Transport Plan for Lancashire 2011 - 2021 (Lancashire County Council 2011)

Lancaster & Morecambe Vision Transport Strategy (Faber Maunsell 2008)

Lancaster District Cycling Strategy (Lancaster City Council 2002)

Transport and Connectivity Topic Paper (Lancaster City Council 2012)

Refresh to the Open Space, Sport and Recreation Facilities PPG17 Study (Lancaster City Council 2010)



PPG17 Study Area Analysis Report (Lancaster City Council 2010)

Green Infrastructure Topic Paper (Lancaster City Council 2012)

The Natural Choice: Securing the Value of Nature (DEFRA 2011)

Arnside and Silverdale Area of Outstanding Natural Beauty Statutory Management Plan (Arnside and Silverdale AONB Management Board 2009)

Landscape Strategy for Lancaster - Landscape Character Assessment (Lancashire County Council 2000)

Landscape Character Assessments for Lancaster District (Woolerton Dodwell 2012)

The Setting of Heritage Assets (English Heritage October 2011)

Historic Towns and Cities in England's Northwest (English Heritage / Northwest Regional Development Agency 2007)

Lancaster District Cultural Heritage Strategy (SQW 2011)

Strategic Flood Risk Assessment for Lancaster District - Refresh (Lancaster City Council 2011)

River Basin Management Plan for the North West (Environment Agency 2009)

Catchment Flood Management Strategy for the River Lune - Summary Report (Environment Agency 2009)

Catchment Flood Management Strategy for the River Wyre - Summary Report (Environment Agency 2009)

Shoreline Management Plan 2: Great Orme's Head to Scotland (North West and North Wales Coastal Group 2011)

Community Infrastructure Levy: An Overview (DCLG 2011)

Local Housing Needs and Demand Survey (David Couttie Associates 2011)

Lancaster District Rural Settlements Report (David Couttie Associates 2011)

Strategic Housing Land Availability Assessment (SHLAA) (Atkins 2009)

Housing Land Monitoring Report (Lancaster City Council 2012)

Housing Topic Paper (Lancaster City Council 2012)

# Appendix B - Housing Trajectory

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