



**Committee:** CABINET

**Date:** TUESDAY, 13 JULY 2021

**Venue:** MORECAMBE TOWN HALL

**Time:** 5.00 P.M.

## A G E N D A

1. **Apologies**

2. **Minutes**

To receive as a correct record the minutes of Cabinet held on Tuesday, 8 June 2021 (previously circulated).

3. **Items of Urgent Business Authorised by the Leader**

To consider any such items authorised by the Leader and to consider where in the agenda the item(s) are to be considered.

4. **Declarations of Interest**

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

5. **Public Speaking**

To consider any such requests received in accordance with the approved procedure.

**Reports from Overview and Scrutiny**

None

**Reports**

6. **Provisional General Fund Outturn 2020/21**

**(Cabinet Member with Special Responsibility Councillor Whitehead)**

Report of the Chief Finance Officer (report to follow)

7. **Release of Capital Reserves for the South Lancaster Growth Catalyst (HIF Programme) (Pages 4 - 6)**

**(Cabinet Member with Special Responsibility Cllr Whitehead)**

Report of Director for Economic Growth & Regeneration (report published on 9 July 2021)

8. **Release of Capital Programme – Development Pool allocation for the purchase of an electric van for the Engineering Team within Property, Investment and Regeneration (Pages 7 - 9)**

**(Cabinet Members with Special Responsibility Cllrs Hamilton-Cox & Whitehead)**

Report of Director for Economic Growth & Regeneration (report published on 6 July 2021)

9. **Climate Emergency Review of the Local Plan for Lancaster District - Preparation of a Consultation Draft (Regulation 18) (Pages 10 - 467)**

**(Cabinet Member with Special Responsibility Councillor Dowding)**

Report of Director for Economic Growth & Regeneration

10. **Exclusion of the Press and Public**

This is to give further notice in accordance with Part 2, paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following items in private.

Cabinet is recommended to pass the following recommendation in relation to the following items:-

“That, in accordance with Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following item(s) of business, on the grounds that they could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.”

Members are reminded that, whilst the following items have been marked as exempt, it is for Cabinet itself to decide whether or not to consider each of them in private or in public. In making the decision, Members should consider the relevant paragraph of Schedule 12A of the Local Government Act 1972, and also whether the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In considering their discretion Members should also be mindful of the advice of Council Officers.

11. **Shared Services Agreement - Revenues and Benefits (Pages 468 - 477)**

**(Cabinet Member with Special Responsibility Councillor Whitehead)**

Report of Director of Corporate Services

12. **Shared Services Agreement - Fraud Investigation Services (Pages 478 - 483)**

**(Cabinet Member with Special Responsibility Councillor Whitehead)**

Report of Director of Corporate Services

13. **Eden Project North (Pages 484 - 623)**

**(Cabinet Members with Special Responsibility Councillors Jackson & Hamilton-Cox)**

Report of Chief Executive (report published on 9 July 2021)

**ADMINISTRATIVE ARRANGEMENTS**

**(i) Membership**

Councillors Caroline Jackson (Chair), Kevin Frea (Vice-Chair), Dave Brookes, Gina Dowding, Tim Hamilton-Cox, Tricia Heath, Erica Lewis, Cary Matthews, Sandra Thornberry and Anne Whitehead

**(ii) Queries regarding this Agenda**

Please contact Liz Bateson, Democratic Services - email [ebateson@lancaster.gov.uk](mailto:ebateson@lancaster.gov.uk).

**(iii) Apologies**

Please contact Democratic Support, telephone 582170, or alternatively email [democracy@lancaster.gov.uk](mailto:democracy@lancaster.gov.uk).

KIERAN KEANE,  
CHIEF EXECUTIVE,  
TOWN HALL,  
DALTON SQUARE,  
LANCASTER, LA1 1PJ

Published on Monday 5 July, 2021.

## Lancaster City Council | Report Cover Sheet

|   |   |                       |              |
|---|---|-----------------------|--------------|
| <b>Meeting</b>  | Cabinet   | <b>Date</b>           | 13 July 2021 |
| <b>Title</b>  | Release of Capital Programme Reserves regarding Housing Infrastructure Fund/South Lancaster Growth Catalyst |                       |              |
| <b>Report of</b>  | Director for Economic Growth & Regeneration   |                       |              |
| <b>Purpose of the Report:</b>   |   |                       |              |
| To request the release of allocated budget within the Capital Programme |   |                       |              |
| <b>Key Decision (Y/N)</b>   | <b>N</b>  | <b>Date of Notice</b> | <b>N/A</b>   |
| <b>Exempt (Y/N)</b>   |   |                       |              |

|  |
|--|
| <b>Report Summary</b>  |
| Report to request release of the allocated budget of £4.6M from the Capital Programme. |

|  |
|--|
| <b>Recommendations</b>   |
| <p><b>1. In order to meet the requirements of the Collaboration Agreement with Lancashire County Council, Cabinet approves the release of the allocated budget of £4.6M from the development pool section of the general fund capital programme, which represents the local match funding element of the Housing Infrastructure Fund for the south Lancaster Growth Catalyst a partnership with Lancashire County Council and Homes England.</b></p> |

|   |
|---|
| <b>Relationship to Policy Framework</b> |
|---|

|   |
|---|
| <b>Conclusion of Impact Assessment(s), where applicable</b> |
|---|

|  |                          |
|--|--------------------------|
| Climate: provision of new Infrastructure will facilitate sustainable urbanism, walkable communities, improved public transport and lesser reliance on car journeys which aligns with the Council's climate emergency and zero carbon objectives. | Wellbeing & Social Value |
| Digital  | Health & Safety          |
| Equality   | Community Safety         |

|                                |
|--------------------------------|
| <b>Details of Consultation</b> |
|--------------------------------|

|  |
|--|
| Budget request made as part of 2021-25 budget process Q4 2020-21 |
|--|

|                           |
|---------------------------|
| <b>Legal Implications</b> |
|---------------------------|

|                               |
|-------------------------------|
| None arising from this report |
|-------------------------------|

|                               |
|-------------------------------|
| <b>Financial Implications</b> |
|-------------------------------|

|                               |
|-------------------------------|
| None arising from this report |
|-------------------------------|

|  |
|--|
| <b>Other Resource or Risk Implications</b> |
|--|

|  |
|--|
|  |
|--|

|                                       |
|---------------------------------------|
| <b>Section 151 Officer's Comments</b> |
|---------------------------------------|

|  |
|--|
| At its meeting 24 <sup>th</sup> February Council approved a net capital programme of £43.338M for 2021/22, with an overall 5-year programme amounting to £96.096M. Contained within these amounts is a capital contribution for match funding for the South Lancaster District Growth Catalyst (SLDC)/ Housing Infrastructure Fund (HIF) of £4.5M amortised over 15 years to provide an annual contribution of £0.300M. This contribution currently sits within the development pool and as such is subject to Cabinet approval. |
|--|

We provide capital programme forecast information for a 5-year period and as a result schemes such as SLDC/ HIF which exceed this period would be adjoined to the programme on annual basis until the life of the project has been reached. Current information is that there will not be a call on this funding until 2026 however, should the timing, or amount change, the Council's procedure rules around budget transfers (virements) provide a mechanism to address this, subject to various requirements.

**Monitoring Officer's Comments**

The money as already been allocated for within the budget framework and is therefore an executive decision to release it.

|                        |                         |
|------------------------|-------------------------|
| <b>Contact Officer</b> | Jason Syers             |
| <b>Tel</b>             | 01524 582375            |
| <b>Email</b>           | jsyers@lancaster.gov.uk |

**Links to Background Papers**

1.0 Introduction

Elected Members have been extensively briefed in recent weeks on the Housing Infrastructure Fund (HIF) funding agreement between Homes England, Lancashire County Council and Lancaster City Council. The funding will enable the construction of essential Infrastructure to support wider settlement development in south Lancaster, as outlined in the Councils adopted Local Plan. Part of the agreement includes for both Councils to provide local match funding (£4.6M) each, which is common to most government funding settlements.

This capital contribution will be paid down over the life of the HIF project (15 years) at around £300k per annum.

Payment will not be required until the completion of the first phase of the works, around 2026, subject to both Councils signing a legally binding Collaboration Agreement.

It is necessary as part of the Collaboration Agreement between Lancaster City Council and Lancashire County Council that Lancaster Council is able to demonstrate that it has the necessary governance and funding approvals in place; and that budgets can be committed without the need for further approvals.

This is a matter of governance house keeping and only commits the release of capital reserves once the Collaboration Agreement has been signed and approved by Council.

2.0 Options and Options Analysis (including risk assessment)

- Option 1. Do Nothing/ Defer

Advantages

- None

Disadvantages

- May miss the milestone deadlines contained in the main Grant Determination Agreement (GDA) between Lancashire County Council and Homes England.

Risks

- Failure to meet GDA milestones may put at risk the £140M HIF settlement
  
- Option 2 Approve

Advantages

- Governance approvals and funding commitments will be in place in accordance with and subject to the approval of the Collaboration Agreement. It will be compliant with the GDA funding milestones.

Disadvantages

- None

Risks

- None

3.0 Officer Preferred Option 2. (and comments)

## Lancaster City Council | Report Cover Sheet

|  |  |                       |              |
|--|--|-----------------------|--------------|
| <b>Meeting</b>   | Cabinet  | <b>Date</b>           | 13 July 2021 |
| <b>Title</b>   | Release of Capital Programme – Development Pool allocation for the purchase of an electric van for the Engineering Team within Property, Investment and Regeneration |                       |              |
| <b>Report of</b>   | Director for Economic Growth & Regeneration  |                       |              |
| <b>Purpose of the Report:</b>  |  |                       |              |
| To request the release of allocated budget within the Capital Programme – Development Pool |  |                       |              |
| <b>Key Decision (Y/N)</b>  | <b>N</b>   | <b>Date of Notice</b> | <b>N/A</b>   |
| <b>Exempt (Y/N)</b>  |  |                       |              |

### Report Summary

Report to request release of the allocated budget of £15,000 from the Capital Programme – Development Pool.

### Recommendations

- (1) That Cabinet approves the release of £15,000 from the development pool section of the general fund capital programme for the purchase of an electric van for the Engineering team and notes that the purchase cost is likely to be in the region of £18,000
- (2) That the general fund revenue and capital budgets are updated as appropriate, as part of the forthcoming budget exercise

### Relationship to Policy Framework

### Conclusion of Impact Assessment(s), where applicable

|  |  |
|--|--|
| <b>Climate</b> the switch from diesel to EV aligns with the Councils aim towards Carbon Zero | <b>Wellbeing &amp; Social Value</b> n/a  |
| <b>Digital</b> n/a   | <b>Health &amp; Safety</b> the van will help to ensure the coastal strip and other LCC flood/drainage assets are monitored and maintained. |
| <b>Equality</b> n/a  | <b>Community Safety</b> the van will help to ensure the coastal strip and other LCC flood/drainage assets are monitored and maintained.    |

### Details of Consultation

Budget request made as part of 2021-25 budget process Q4 2020-21.

### Legal Implications

There are no legal implications stemming from this report.

### Financial Implications

The purchase of an electric vehicle for the engineers team was included in the development pool section of the general fund capital programme, as approved by Council on 24<sup>th</sup> February 2021. An initial estimate of £15,000 was submitted however quotes have now been sought and it is likely that the purchase price will be in the region of £18,000. As detailed in the report, this will generate annual revenue

savings of £3,000 so given a minimum life expectancy of six years the whole life cost should be minimal.

The general fund revenue and capital budgets will be updated as appropriate.

**Other Resource or Risk Implications**

**Section 151 Officer’s Comments**

The releasing of capital expenditure items from the Council’s development pool is rests with Cabinet.

**Monitoring Officer’s Comments**

The Monitoring Officer has no further comments to add.

|                        |                        |
|------------------------|------------------------|
| <b>Contact Officer</b> | Justin Shaw            |
| <b>Tel</b>             | 01524 582375           |
| <b>Email</b>           | jshaw@lancaster.gov.uk |

**Links to Background Papers**

General Fund Capital Programme as approved by Council 24 Feb 2021 Appendix A [Capital Programme Appendix A.pdf](#)

**1.0 Introduction**

The engineering team currently have access to a Peugeot Partner diesel van on a long-term hire agreement. Transferring to its electric van equivalent on hire is not cost effective so an allocation was made in the GF Capital Programme Pool of £15,000 to purchase a van outright as part of the council’s vehicle capital programme.

This will generate annual revenue savings within the coast protection budget area of approximately £3,000 per annum, subsequently leading to a minimal cost over the life expectancy of the vehicle.

The electric vehicle will require access to charge points at Morecambe Town Hall and occasionally White Lund Depot.

**2.0 Options and Options Analysis (including risk assessment)**

**Options Analysis**  
**Option 1 – Continue with current diesel van hire arrangement (do nothing)**



**Advantages:**

Current van is fit for purpose for transportation, maintenance, and monitoring activities.

**Disadvantages:**

Takes no action to tackle climate emergency and the goal of being net zero carbon by 2030.

**Risks:**

The approach is different to that being applied to other fleet/hire vehicles and the Council is not seen to lead by example by switching to EV.

**Options Analysis**

**Option 2 – Switch to a EV hire vehicle**

**Advantages:**

Helps to achieve the Councils zero carbon priorities

**Disadvantages:**

Hire of like for like EV vehicle would be a substantial increase in current annual hire costs for a diesel vehicle.

**Risks:**

The approach is different to that being applied to other fleet/hire vehicles and the Council is not seen to lead by example by switching to EV.

**Options Analysis**

**Option 3 – Purchase a EV hire vehicle from the Council Capital Programme**

**Advantages:**

Helps to achieve the Councils zero carbon priorities  
Utilises revenue savings on current contract hire budget within 5 years  
Leaves residual value at the end so more cost effective than hiring

**Disadvantages:**

None

**Risks:**

n/a

**3.0 Officer Preferred Option (and comments)**

The officer preferred option is Option 3.

## Lancaster City Council | Report Cover Sheet

|  |   |                       |                              |
|--|---|-----------------------|------------------------------|
| <b>Meeting</b>   | Cabinet   | <b>Date</b>           | 13 July 2021                 |
| <b>Title</b>   | Climate Emergency Review of the Local Plan for Lancaster District - Preparation of a Consultation Draft (Regulation 18) |                       |                              |
| <b>Report of</b>   | Director for Economic Growth and Regeneration   |                       |                              |
| <b>Purpose of Report</b>   |   |                       |                              |
| <p>The purpose of the report is to set out progress on the preparation of the Climate Emergency Review of the Local Plan (CELPR) following its adoption by Council on the 29<sup>th</sup> July 2020.</p> <p>The report seeks the endorsement of Cabinet for progress made to date in the process of reviewing the content of the Local Plan documents and seeks approval for the publication of the draft documents for a period of consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.</p> |   |                       |                              |
| <b>Key Decision (Y/N)</b>  | <b>N</b>  | <b>Date of Notice</b> | <b>Exempt (Y/N)</b> <b>N</b> |

|   |
|---|
| <b>Report Summary</b>   |
| <p>The Council adopted a new Local Plan for Lancaster District in July 2020, the Plan consists of Part A (Strategic Policies &amp; Land Allocations DPD) and Part B (a Reviewed Development Management DPD). The Plan provides a formal planning framework for Lancaster District in terms of providing strategic direction on future growth and identifying land which should be protected for its social, environmental, and economic value.</p> <p>The Council declared a Climate Emergency in January 2019. This was accompanied by a series of actions and ambitions on addressing Climate Change. The Council's declaration came too late in the Local Plan process to take account of the Climate Emergency Declaration (the Plan has been submitted to Government in May 2018).</p> <p>Consequently, in adopting the Local Plan in July 2020, the Council resolved to undertake an immediate review of the Local Plan, specifically to further consider Climate Change, following the Council's declaration of a Climate Emergency.</p> <p>Since the adoption of the Local Plan, Council officers have been working on updating the Local Plan in the context of the Climate Emergency. Informal consultation on the potential scope of the Review took place in late 2020 which established the areas of the Local which would be the focus of any update.</p> <p>Over the early part of 2021 officers have been re-drafting policies that fall within the scope of the review with the objective of improving the outcomes for development in terms of climate change mitigation and adaption. The changes have been focused on several key themes which have included Water Management, Blue/Green Infrastructure, Heritage, Transport, Design &amp; Construction, Energy Efficiency and Renewable Energy.</p> |

As part of the re-drafting process, officers have worked closely with members of the Local Plan Review Group (LPRG). The draft revisions to the policies have now been completed and the documents intended for consultation accompany this report.

Members are advised that subject to minor amendments to improve clarity and consistency or presentational issues, the draft revised Plan (both Part A and Part B) is now ready for public consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. It is recommended that approval is given to undertake the necessary consultation on the CELPR to ensure compliance with an ambitious timescale for the Review.

**Recommendations of Councillor Gina Dowding**

- (1) That the Council undertakes public consultation on the draft revised versions of the Local Plan documents; specifically, Part A: Strategic Policies & Land Allocations DPD and Part B: Development Management DPD; and,
- (2) That the Council publishes the background evidence and supporting material which have informed the Local Plan Review process to date, including Sustainability Appraisal and Habitats Regulation Assessment.

**Relationship to Policy Framework**

The purpose of the CELPR is to ensure greater alignment with the Council’s ambitions around Climate Change in recognition of the Council’s Climate Emergency Declaration of January 2019.

Draft Policies in the CELPR seeks to strengthen the Council’s approach to a range of planning policy matters which will assist in it achieving its ambitions, for instance around energy efficiency and sustainable energy.

The CELPR will assist with the delivery of many of the Council’s corporate priorities, including the creation of a more sustainable district, the provision of an inclusive and prosperous local economy and support for developing healthy and happy communities.

**Conclusion of Impact Assessment(s) where applicable**

|   |   |
|---|---|
| <p><b>Climate</b><br/>The CELPR will support the adaptation to, and mitigation of, Climate Change seek to assist with the actions and ambitions of the Council’s Climate Emergency Declaration of January 2019.</p> | <p><b>Wellbeing &amp; Social Value</b><br/>The CELPR will seek to provide greater resilience to Climate Change through new development proposals which should have wider benefits to Well-Being and Social Value.</p> |
| <p><b>Digital</b><br/>The CELPR will support in the Council’s ambitions set out in their Digital Strategy, particularly around the installation of</p>  | <p><b>Health &amp; Safety N/A</b></p>   |

|  |                             |
|--|-----------------------------|
| necessary infrastructure within new development.   |                             |
| <b>Equality N/A</b>  | <b>Community Safety N/A</b> |
| <b>Details of Consultation</b>   |                             |
| <p>The scope of the CELPR was subject to public consultation during late 2020. This provided direction on the issues which should be addressed. Member input in the drafting of policies for the CELPR has been enabled through discussion with members of the Local Plan Review Group.</p> <p>Now that updated evidence and consideration have shaped potential revisions to the plan's policies the Council is at the stage where consultation is required on the draft CELPR policies under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Responses to the consultation from all parties will help refine the draft policies and enable progression onto the next stage of the plan review, the formal Publication for Representations, and the Submission of the Plan under Regulations 19 and 22 of the same legislation.</p> <p>The arrangements for Regulation 18 Consultation will be discussed in more detail with Members via the Local Plan Review Group.</p> |                             |
| <b>Legal Implications</b>  |                             |
| <p>Regulation 18 consultation stage is a necessary part of the plan-making process, it provides the opportunity for interested parties (including the local community and other key stakeholders) to comment on the evolving content of the proposed revised Plan.</p> <p>Following Regulation 18 the Council will take account of the comments made and prepare the CELPR publication version which the Council will intend to advance to the next stage. The revised CELPR documents will then be published (under Regulation 19) and submitted to Government for Public Examination (under Regulation 22) along with; representations received at the Regulation 19 stage, and background papers and evidence base documents.</p>   |                             |
| <b>Financial Implications</b>  |                             |
| <p>It is not expected that there will be any additional financial implications arising from the preparation of the CELPR as costs connected with the preparation of these documents, public consultation, publication, submission, public examination, and adoption have already been anticipated within the Local Plan budget.</p> <p>The recommendation here relates only to enabling a consultation. There is the prospect of additional unanticipated costs arising, potentially from legal challenges to the adoption of a DPD, usually because of the action of affected parties, but that would arise only at the end of the plan review process. It is difficult to pre-empt whether such challenges will arise. The development industry may well have issues with the additional policy requirements placed on development that might arise from more climate change sensitive policies in an adopted CELPR.</p>   |                             |
| <b>Other Resource or Risk Implications</b>   |                             |
| <p>The policies of development plan documents are used in the determination of development proposals; there are no other direct resource implications or risks</p>   |                             |

arising from the content of the revised documents or from a decision to consult on the draft documents.

### **Section 151 Officer's Comments**

The Section 151 Officer has no further comments to add to those already provided within the Financial Implications.

### **Monitoring Officer's Comments**

The Monitoring Officer has been consulted and has no further comments to add.

|                        |                          |
|------------------------|--------------------------|
| <b>Contact Officer</b> | Maurice Brophy           |
| <b>Tel</b>             | 01524 582330             |
| <b>Email</b>           | mbrophy@lancaster.gov.uk |

### **Development Plan Documents**

- Draft Part One: Climate Change review of Strategic Policies & Land Allocation Development Plan Document
- Draft Part Two: Climate Change review of Development Management Development Plan Document

### **[Links to background papers](#)**

- Topic Paper 1 – Water Management
- Topic Paper 2 – Green & Blue Infrastructure
- Topic Paper 3 – Strategic Transport
- Topic Paper 4 – Heritage
- Topic Paper 5 – Sustainable Design, Energy Efficiency & Renewable Energy
- Topic Paper 6 – Miscellaneous Policies
- Sustainability Assessment Scoping Report
- HRA Screening Report for Lancaster Local Plan Topic Papers
- Lancaster District Equalities Impact Assessment
- Rapid Health Impact Assessment (rHIA)
- Air Quality Position Statement Addendum
- Exploring opportunities for a low carbon district
- Heritage and Carbon Zero Paper
- Transport Assessment: Addendum
- Infrastructure Delivery Plan
- Infrastructure Delivery Schedule
- Energy Efficiency Background Paper
- District Heating & Cooling Opportunities Study
- Climate Change Local Plan Review - Viability Assessment – Main Report
- Climate Change Local Plan Review - Viability Assessment – Appendix 1
- Climate Change Local Plan Review - Viability Assessment – Appendix 2
- Investigation into the promotion of macro and micro-renewable energy generation
- Green & Blue Infrastructure Strategy
- Cycling & Walking Planning Advisory Note (update)

## 1.0 Introduction

- 1.1 Cabinet Members will be aware that the Council made the significant decision to adopt a new Local Plan in July 2020. The adopted Plan establishes how much development is required to meet local needs up to 2031, and it protects land for its environmental, economic, and social value. The Local Plan is a formal Council document and the application of its policies in the determination of planning proposals means that it has significant influence on development outcomes in the district.
- 1.2 Along with adopting the Local Plan in July 2020, Council also approved an updated Local Development Scheme (LDS) [the Local Plan timetable] which sets out the Council's intention to proceed with an immediate review of the just-adopted Local Plan in the context of the Climate Emergency Declaration, as made by the Council in January 2019.
- 1.3 In September 2020, Cabinet Members considered a report from the Direction for Economic Growth and Regeneration seeking endorsement for the formal commencement of the Climate Emergency Local Plan Review (CELPR) and advising Members of the plan-making stages and processes involved, this included the launch of the Scoping Consultation between September and November 2020.
- 1.4 Given the context of the Climate Emergency, the timescales for preparing the Review have been ambitious, and work to undertake the CELPR has been appropriately resourced by the City Council and has been undertaken rapidly by officers of the Planning and Place Service with support from external consultants.
- 1.5 This report sets out the progress on the CELPR, provides a summary of the key changes made as part of the Review process (the detail is in the DPDs which accompany this report and the reasoning for the proposed changes is discussed within the themed Topic Papers) and requests approval for these documents (and supporting documentation) to be published for public consultation as part of the Regulation 18 stage of the Town and Country Planning (Local Planning) (England) Regulations 2012.

## 2.0 Current Position

### Scoping Exercise (Autumn – Winter 2020)

- 2.1 Consultation was held in late 2020 to help establish the scope, or remit, of the Review. This consultation process was held in virtually due to the COVID-19 pandemic restrictions, however in the absence of in-person meetings or drop-in events the consultation included an introductory video presentation, the release of five information videos on a series of key themes including; heritage and climate change, energy efficiency, blue/green infrastructure, sustainable transport, and water management.

- 2.2 The receipt of positive comments on the scoping exercise suggest that it was well-received by the local community and key stakeholders and provided a firm basis for officers of the Planning and Place Service to move forward with the drafting amendment to policies.
- 2.3 Importantly, the Scoping stage sought to clarify and confirm that the CELPR is a Partial Review of the Local Plan, with the express objective of seeking better development outcomes for climate change mitigation and adaption in recognition of the Council's Climate Emergency Declaration of January 2019.
- 2.4 Specifically, the CELPR does not revisit the amount of development required to meet the needs of the community or economy, nor does it re-visit specific land allocations made within the adopted Local Plan. These strategic matters were not easily established during the preparation of the adopted Local Plan over a preparation period totalling around eight years. In effect the CELPR seeks development outcomes that better address climate change from the same quantum of development at the same locations described in the just-adopted local plan.

*Draft CELPR (Summer 2020)*

- 2.5 Following the Scoping Stage, officers focused on 32 Local Plan policies which offered the potential to improve development outcomes. These policies were grouped together into six topics (topic papers accompany this report). The topic papers; describe the outcomes of the scoping consultation, the exploration of alternative approaches to reviewing policies, provide an explanation of how policy changes could achieve better climate change outcomes, and provide the proposed revisions to policy (highlighted in strike-through text).
- 2.6 The topic papers provided the basis for discussion with members of Local Plan Review Group. The proposed revisions in the draft CELPR reflect the content and direction of the topic papers produced.
- 2.7 The draft CELPR accompanies this report and some of the key changes which have been proposed are summarised in Section 3.
- 2.8 On 30<sup>th</sup> June 2021 the Council's Overview and Scrutiny Committee received a report from the Service Manager – Planning and Housing Strategy describing the progress made on preparing the draft CELPR documents, along with a short summary of the highlights of the draft review. Members were requested to consider and note progress and to endorse the intention to seek an imminent approval from Cabinet to commence the Regulation 18 Stage, informal consultation, on the draft revised Local Plan. Members noted the progress made and made no objection to a decision on consultation being taken to Cabinet.

**3.0 Proposal Details**

- 3.1 The proposed changes as part of the CELPR can be summarised into a series of themes which are set out below.

Water Management: Proposed amendments within the CELPR seek to ensure that surface water drainage systems are adequately designed to make the best

use of above ground techniques and mitigate flooding, support biodiversity enhancements, and provide urban cooling and pollution control. The review amends existing policy to ensure it remains adequate in ensuring that such systems are maintained in the long term. The CELPR is informed by updated evidence in this regard.

Green / Blue Infrastructure: As part of the CELPR, officers of the Planning and Housing Strategic Team have produced a Green and Blue Infrastructure Strategy as one of the key pieces of evidence to support the review. This has been a predominantly map-based (GIS) exercise which identifies the existing network of green and blue infrastructure, acknowledging the multi-functional nature of many of those features. The purpose of the strategy is to identify opportunities where the network could be improved and enhanced to increase connectivity and functionality of the network, providing greater benefits for both nature and residents. The strategy has sought to inform the CELPR, providing greater emphasis on the importance of connectivity across networks and the identification of corridors and chains across the district, reducing fragmentation.

Strategic Transport: The focus of the proposed amendments in the CELPR relate to further promotion of modal shift and the need to alleviate our current reliance on private cars, provide more realistic and approach alternatives, such as cycling, walking and public transport. The CELPR also looks to increase the emphasis on active travel and introduces higher standards and requirements for new cycling infrastructure. The proposed revisions also focus on air quality management and the promotion of ultra-low emission vehicles and the increased deployment of electric vehicle charging points.

Heritage: The CELPR recognises the importance of striking the correct balance between providing gains on climate change performance and the sensitive management of built heritage. Therefore, the Review provides two new policies in relation to the retro-fitting of buildings of traditional construction and another relation to micro-renewables in the setting / curtilage of heritage assets.

Sustainable Design, Energy Efficiency & Renewable Energy: This has been the most significant area of change within the CELPR. The Review will propose an ambitious approach to addressing the climate emergency, going beyond the Government's Future Home Standard consultation outputs and setting the Council's own energy efficiency targets via a stepped approach. The revised policies on energy efficiency proposes a 31% reduction in CO2 in 2022, a 75% reduction in CO2 emissions in 2025, and a requirement for all new built development to be zero carbon by 2028. This goes beyond simply beyond the regulated energy use, which is what the Government approach does, by specifying a Fabric First approach.

The reviewed CELPR significantly pushes the use of renewables and outlines a variety of renewable energy technologies such as solar and biomass which can contribute to reaching the net zero target. The CELPR also proposes a requirement that development provides space for food growing and composting and that all major development should connect to existing heating/cooling



networks or contribute to providing them. Amended policies also require modern construction methods to be used where possible and low carbon technologies or other sustainability measures to be offered at the point of sale. Water efficiency measures must also be included within the construction of new buildings and the use and management of materials and waste must also be considered.

Other Amendments Proposed: Other amendments have been proposed to the CELPR to highlight the importance of promoting the green industry and economic sectors, providing greater support to green economy recovery, particularly in the context of the COVID-19 Pandemic.

#### 4.0 Next Steps

- 4.1 It is anticipated that should Cabinet approve consultation on the draft CELPR, officers will commence the process as soon as possible. It is expected that consultation will take place over an eight-week period potentially as soon as between the end of July and then into mid-September. It is important to note that further time has been given to this consultation (eight weeks opposed to the standard six) due to the engagement taking place over the summer months.
- 4.2 Consultation arrangements will seek to mix virtual approaches, with potentially some face-to-face engagement should COVID-19 restrictions permit. Officers will also run a series of engagement events.
- 4.3 Moving forward, the comments received as part of the Regulation 18 process will be used to inform and refine the content of the CELPR. It is anticipated that a further version of the CELPR will be brought back to Cabinet in due course, potentially before the end of 2021, with a recommendation that Cabinet endorses the process of a report to Council that would seek authority to; formally publish the intended revised documents then subsequently submit the revised documents and the background and evidence documents, and the representations received to government to enable the process of independent Examination to commence.

#### 3.0 Options and Options Analysis (including risk assessment)

|   |
|---|
| <p><b>Option 1:</b><br/>Publish and consult on the draft policies contained in the CELPR.</p>   |
| <p><b>Advantages:</b> By publishing the draft revised CELPR documents for consultation under Regulation 18 the Council can make progress with its ambitious timetable for the Local Plan Review and help ensure that better outcomes from development for climate change mitigation and adaptation are achieved as promptly as plan preparation processes permit.</p> |
| <p><b>Disadvantages:</b> None apparent.</p>   |
| <p><b>Risks:</b> None</p>   |
| <p><b>Option 2:</b><br/>Do not publish and consult on the draft policies contained in the CELPR.</p>  |

**Advantages:** None apparent.

**Disadvantages:** This option would be contrary to the Council's published timetable for preparing the CELPR as set out in the published Local Development Scheme as approved by Council in July 2020 (and subsequently kept up to date). The Council will not make progress on the objective of helping to address the Climate Emergency Declaration promptly by promptly reviewing the adopted Local Plan. Resources, including significant officer time spent on the review to date would not have been usefully deployed.

**Risks:** This option would present several risks including:

- Delays in eventually adopting a revised plan means that development proposals will continue to be determined in the context of the existing adopted policies rather than in the context of policies that take better account of the challenge of climate Change.
- Reputational damage to the Council from not following through with a consultation on a Draft Plan that it has made prior public commitment to undertake.
- Delay in advancing the process may mean that the externally procured evidence may become out of date and will need to be refreshed again; incurring further costs and delays.

#### **4. Officer Preferred Option**

- 4.1 The officer preferred option is Option 1. After considering the scope of the CELPR during late 2020, officers have now prepared drafts of both Part A: Strategic Policies & Land Allocations DPD and Part B: Development Management DPD which now better align with the actions and ambitions of the Council in relation to the 2019 Climate Emergency Declaration.
- 4.2 Moving forward the plan-making process in a proactive and efficient manner will ensure that the planning weight which can be attached to the new approaches in the CELPR can become effective quicker and the Council are able to implement these new approaches as soon as possible.

A Local Plan for

# Lancaster District

2020 – 2031

Plan period 2011 - 2031



**Regulation 18 Consultation  
Draft Part One Climate Emergency  
Review of Strategic Policies & Land  
Allocation Development Plan  
Document [July 2021]**



### FOREWORD

In light of the declaration of a climate emergency made by Lancaster City Council in January 2019, and the rapidly evolving recognition that climate change will have a significant impact on all aspects of our lives, the City Council has made the dynamic and ambitious decision to review the Local Plan to seek better environmental outcomes for the District as a whole, ultimately assisting with the delivery of the net zero carbon ambition of the council.

The Local Plan Review looks at a range of topic areas, from water management and green and blue Infrastructure, through to energy efficiency standards, sustainable design and renewable energy generation as well as strategic transport and heritage considerations in the context of climate change. The policies that are included in the Local Plan Review will remain in place through to the early 2030's and be used in the determination of all planning applications received by Lancaster City Council.

The climate change local plan review is prepared in consultation with the local community, key stakeholders and the development industry and is subject to Examination by an independent planning Inspector to ensure that the plan is 'sound' and has been prepared in accordance with national legislation and has followed the correct procedures.

This climate change local plan review continues to support the adopted Local Plan's aim of promoting opportunities for housing and employment and deliver the infrastructure necessary to achieve sustainable development, but now goes further in positively and proactively considering climate change adaptation and mitigation in planning for development - to ensure that future generations have places to live and work.

The Council believes that this climate emergency plan review correctly places sustainability at its heart, whilst balancing the need for delivering the district's future development. The review recognises the increased importance that climate change impacts can have, whilst continuing to preserve the special characteristics of our district.

The Local Plan Review essentially reviews two key documents. The first is the Strategic Policies and Land Allocations Development Plan Document (DPD) which sets out a spatial vision and strategy for the district, and establishes what the strategic development needs of the district are; and then describes how those needs will be distributed through a series of land allocations to identify where development needs will be met and where areas that are of specific economic, environmental or social importance will be protected.

The second is the Development Management DPD, which sets out the planning policies that will be used to determine planning applications.

Together these two documents make up the adopted Local Plan and guides how the future development needs of Lancaster district are met. It is these two DPDs that are being revisited as part of the Climate Emergency Local Plan Review.

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

Councillor Gina Dowding  
Portfolio Holder for Strategic Planning and Place Making



## Contents

|  |    |
|--|----|
| for Lancaster District .....   | 1  |
| 1. Introduction.....   | 7  |
| 2. A Spatial Portrait of Lancaster District .....  | 14 |
| 3. A Spatial Vision for Lancaster District .....   | 19 |
| 4. Strategic Objectives for the Local Plan.....  | 21 |
| 5. Key Diagram for Lancaster District .....  | 25 |
| 6a. Presumption in Favour of Sustainable Development.....                                      | 26 |
| POLICY SP1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT .....                             | 26 |
| 6b Strategic Climate Change Policy.....  | 27 |
| POLICY CC1: RESPONDING TO CLIMATE CHANGE AND CREATING ENVIRONMENTAL SUSTAINABILITY .....       | 27 |
| 7. The Role and Function of our Towns and Villages .....                                       | 28 |
| POLICY SP2: LANCASTER DISTRICT SETTLEMENT HIERARCHY.....                                       | 29 |
| POLICY SP3: DEVELOPMENT STRATEGY FOR LANCASTER DISTRICT .....                                  | 31 |
| 8. Economic Growth.....  | 35 |
| POLICY SP4: PRIORITIES FOR SUSTAINABLE ECONOMIC GROWTH PROSPERITY .....                        | 38 |
| POLICY SP5: THE DELIVERY OF NEW JOBS.....  | 40 |
| 9. Housing Delivery and Distribution .....   | 42 |
| POLICY SP6: THE DELIVERY OF NEW HOMES .....  | 46 |
| 10. The Natural and Historic Environment.....  | 48 |
| POLICY SP7: MAINTAINING LANCASTER DISTRICT’S UNIQUE HERITAGE.....                              | 48 |
| POLICY SP8: PROTECTING THE NATURAL ENVIRONMENT .....   | 51 |
| 11. Delivering Infrastructure .....  | 53 |
| POLICY SP9: MAINTAINING STRONG AND VIBRANT COMMUNITIES.....                                    | 54 |
| POLICY SP10: IMPROVING TRANSPORT CONNECTIVITY .....  | 55 |
| 12. Lancaster South Broad Location for Growth (including Bailrigg Garden Village) .....        | 58 |
| POLICY SG1: LANCASTER SOUTH BROAD LOCATION FOR GROWTH (INCLUDING BAILRIGG GARDEN VILLAGE)..... | 59 |
| POLICY SG2: LANCASTER UNIVERSITY HEALTH INNOVATION CAMPUS.....                                 | 64 |
| POLICY SG3: INFRASTRUCTURE DELIVERY FOR GROWTH IN SOUTH LANCASTER .....                        | 66 |
| 13. Central Lancaster.....   | 70 |
| POLICY SG4: LANCASTER CITY CENTRE.....   | 70 |
| POLICY SG5: CANAL QUARTER, CENTRAL LANCASTER.....  | 73 |
| POLICY SG6: LANCASTER CASTLE AND LANCASTER QUAY .....  | 77 |
| 14. East Lancaster Strategic Site.....   | 80 |
| POLICY SG7: EAST LANCASTER STRATEGIC SITE.....   | 80 |
| POLICY SG8: INFRASTRUCTURE REQUIREMENT & DELIVERY FOR GROWTH IN EAST LANCASTER.....            | 84 |

|   |     |
|---|-----|
| 15. North Lancaster Strategic Site.....   | 87  |
| POLICY SG9: NORTH LANCASTER STRATEGIC SITE .....                                      | 87  |
| POLICY SG10: INFRASTRUCTURE REQUIREMENT & DELIVERY FOR GROWTH IN NORTH LANCASTER..... | 92  |
| 16. South Carnforth.....  | 96  |
| POLICY SG11: LAND AT LUNDSFIELD QUARRY, SOUTH CARNFORTH.....                          | 96  |
| 17. South Heysham .....   | 100 |
| POLICY SG12: PORT OF HEYSHAM AND FUTURE EXPANSION OPPORTUNITIES .....                 | 101 |
| POLICY SG13: HEYSHAM GATEWAY, SOUTH HEYSHAM .....                                     | 103 |
| POLICY SG14: HEYSHAM NUCLEAR POWER STATION.....                                       | 105 |
| 18. The Economy, Employment and Regeneration.....                                     | 107 |
| POLICY EC1: ESTABLISHED EMPLOYMENT AREAS.....   | 107 |
| POLICY EC2: FUTURE EMPLOYMENT GROWTH.....   | 111 |
| POLICY EC3: JUNCTION 33 AGRI-BUSINESS CENTRE, GALGATE .....                           | 114 |
| POLICY EC4: WHITE LUND EMPLOYMENT AREA .....  | 116 |
| POLICY EC5: REGENERATION PRIORITY AREAS .....   | 119 |
| POLICY EC6: UNIVERSITY OF CUMBRIA CAMPUS, LANCASTER .....                             | 124 |
| POLICY EC7: LANCASTER AND MORECAMBE COLLEGE.....                                      | 125 |
| 19. Town Centres and Retailing .....  | 126 |
| POLICY TC1: THE RETAIL HIERARCHY FOR LANCASTER DISTRICT.....                          | 126 |
| POLICY TC2: TOWN CENTRE DESIGNATIONS .....  | 131 |
| POLICY TC3: FUTURE RETAIL GROWTH .....  | 132 |
| POLICY TC4: CENTRAL MORECAMBE .....   | 134 |
| 20. Housing.....  | 135 |
| POLICY H1: RESIDENTIAL DEVELOPMENT IN URBAN AREAS.....                                | 135 |
| POLICY H2: HOUSING DELIVERY IN RURAL AREAS OF THE DISTRICT .....                      | 136 |
| POLICY H3: HERITAGE LED HOUSING DEVELOPMENT .....                                     | 137 |
| POLICY H4: LAND AT GRAB LANE, EAST LANCASTER.....                                     | 140 |
| POLICY H5: LAND AT LANCASTER LEISURE PARK AND AUCTION MART, EAST LANCASTER.....       | 144 |
| POLICY H6: ROYAL ALBERT FIELDS, ASHTON ROAD, LANCASTER .....                          | 146 |
| 21. Development Opportunity Sites.....  | 149 |
| POLICY DOS1: LAND AT BULK ROAD & LAWSONS QUAY, CENTRAL LANCASTER.....                 | 149 |
| POLICY DOS2: LUNE INDUSTRIAL ESTATE, LUNESIDE, LANCASTER.....                         | 151 |
| POLICY DOS3: LAND AT WILLOW LANE, LANCASTER .....                                     | 153 |
| POLICY DOS4: GALGATE MILL, GALGATE .....  | 154 |
| POLICY DOS5: LAND AT MIDDLETON TOWERS, MIDDLETON .....                                | 156 |
| POLICY DOS6: MORECAMBE FESTIVAL MARKET AND SURROUNDING AREA .....                     | 158 |
| POLICY DOS7: LAND AT FORMER TDG DEPOT, WARTON ROAD, CARNFORTH.....                    | 160 |



|  |     |
|--|-----|
| POLICY DOS8: FORMER THOMAS GRAVESON SITE, WARTON ROAD, CARNFORTH .....   | 161 |
| 22. The Historic and Natural Environment.....  | 163 |
| POLICY EN1: MILL RACE HERITAGE PRIORITY AREA.....  | 163 |
| POLICY EN2: AREAS OF OUTSTANDING NATURAL BEAUTY .....  | 165 |
| POLICY EN3: THE OPEN COUNTRYSIDE .....   | 166 |
| POLICY EN4: THE NORTH LANCASHIRE GREEN BELT.....   | 167 |
| POLICY EN5: LOCAL LANDSCAPE DESIGNATIONS.....  | 169 |
| POLICY EN6: AREAS OF SEPARATION .....  | 170 |
| POLICY EN7: ENVIRONMENTALLY IMPORTANT AREAS.....   | 171 |
| POLICY EN8: GRAB LANE PRESERVED SETTING AREA .....   | 173 |
| POLICY EN9: AIR QUALITY MANAGEMENT AREAS.....  | 174 |
| 23. Sustainable Communities.....   | 176 |
| POLICY SC1: NEIGHBOURHOOD PLANNING AREAS .....   | 176 |
| POLICY SC2: LOCAL GREEN SPACES.....  | 178 |
| POLICY SC3: OPEN SPACE, RECREATION AND LEISURE .....   | 180 |
| POLICY SC4: <del>GREEN SPACE NETWORKS</del> GREEN AND BLUE CORRIDORS AND CHAINS .....                                      | 181 |
| POLICY SC5: RECREATION OPPORTUNITY AREAS.....  | 184 |
| 24. Transport, Accessibility and Connectivity .....  | 186 |
| POLICY T1: LANCASTER PARK AND RIDE .....   | 186 |
| POLICY T2: DEVELOPING THE CYCLING AND WALKING NETWORK.....   | 187 |
| POLICY T3: LANCASTER CANAL.....  | 191 |
| POLICY T4: PUBLIC TRANSPORT CORRIDORS .....  | 192 |
| 25. Implementation and Monitoring .....  | 196 |
| POLICY LPRM1: LOCAL PLAN REVIEW MECHANISM .....  | 196 |
| Appendix A: Glossary of Terms .....  | 199 |
| Appendix B: Background Documents for the Climate Emergency Review of the Strategic Policies and Land Allocations DPD ..... | 208 |
| Appendix C: Neighbourhood Planning – List of ‘Strategic’ Policies .....  | 212 |
| Appendix D: Site Mitigation Measures .....   | 213 |
| Appendix E: Housing Trajectory .....   | 218 |
| Appendix F: Monitoring Framework – <i>to be updated as part of Regulation 19 Publication stage</i> .....                   | 220 |

# 1. Introduction

- 1.1 The **Climate Emergency Review of the Strategic Policies and Land Allocations Development Plan Document (DPD)** is a key document in the ~~new~~ local plan for Lancaster district. This document sets out the spatial vision and plan for the future of the district and how it will be delivered. It is also the document that identifies land to meet future development needs and land that should be protected for its environmental, social and economic importance.
- 1.2 Our district must rise to the challenges facing it and its communities over the next 20 years and beyond. The district requires new homes, jobs and infrastructure to support the needs and aspirations of people who live in this area, both now and in the future. The Local Plan describes and quantifies what those needs are and sets out how the Council plans to meet them.
- 1.3 In preparing the **adopted** Local Plan, the Council ~~has~~ worked proactively with the local community and key stakeholders to best address the needs of the district. As part of this process, the Council has drawn upon an extensive evidence base that is referenced throughout this document. This represents the final iteration of the **adopted** plan ~~that the Council believe~~ which represents a sound and legal compliant planning framework for the district. ~~It has been subject to Public Examination, and this version contains modifications required to make the plan sound and legally compliant for adoption.~~ It also includes the **proposed changes as a result of the Climate Emergency Review.**
- 1.4 This **Climate Emergency Review of the Strategic Policies and Land Allocations DPD** is accompanied by a number of other planning documents that together **will** form the ~~new~~ **proposed reviewed** local plan for Lancaster district. These DPDs include the following:

**Development Management DPD<sup>1</sup>:** Sets out a series of generic planning policies that are used by Development Management Officers and Planning Committee to determine planning applications. These policies may be applicable to development anywhere in the district outside of the Yorkshire Dales National Park. The Council first adopted a Development Management DPD in December 2014 and Adopted a Reviewed Version in 2020. **The DM DPD also contains the proposed climate emergency local plan review matters.**

**Morecambe Area Action Plan DPD<sup>2</sup>:** Sets out a range of interventions for Central Morecambe to regenerate the town centre improving its functionality for both visitors and residents. Interventions include proposals for development but also improvements to public realm and connectivity around the town centre. This was adopted by the Council 2014; it is not being reviewed as part of this ~~current~~ **climate emergency** local plan **review** process.

**Arnside & Silverdale AONB DPD<sup>3</sup>:** Lancaster City Council has worked jointly with South Lakeland District Council to prepare a DPD for the Arnside & Silverdale Area of Outstanding Natural Beauty. This DPD was adopted in March 2019 and is part of the Local Plan for both districts. It describes how local development needs in the AONB will be addressed. It adds

<sup>1</sup> <http://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd>

<sup>2</sup> <http://www.lancaster.gov.uk/sites/regeneration/morecambe-area-action-plan>

<sup>3</sup> <http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

local planning policies that are locally relevant to the shared characteristics of the AONB. [This DPD is not being revisited as part of the climate emergency Local Plan review.](#)

**Lancaster South Area Action Plan DPD<sup>4</sup>**: The Strategic Policies and Land Allocations DPD has identified a broad location for growth in South Lancaster, including development of Bailrigg Garden Village. The DPD will contain a range of development principles that should be seen as a golden thread in plan making and decision taking. In order to provide more detail on the locations for growth and the delivery of critical infrastructure the Council have commenced work on a Lancaster South Area Action Plan DPD that will compliment Policy SG1 of this DPD.

**Gypsy and Traveller Site Allocations DPD<sup>5</sup>**: The Council will begin work in 2020 on the preparation of a site specific DPD to identify how the needs of these specific communities will be met within the district. This will be done through the allocation of land for transit and permanent pitches to address evidenced needs. This will complement the generic approach taken in Policy DM9 of the Development Management DPD.

- 1.5 These documents are accompanied by the policies map which identifies where policies apply and what specific uses land is allocated for by policies. It shows areas allocated for development and areas which the Council has identified for protection from development. Although the local plan does not have an urban area policy an urban area boundary is also shown on the policies map; this boundary is intended only to be helpful in delineating the land within the district which is not subject to the Open Countryside policy (Policy EN3 of this DPD).
- 1.6 It is important that the local plan, the policies it contains and the allocations it makes be read as a whole and not in isolation. Development proposals should have due regard to all relevant policies and allocations in the local plan.
- 1.7 The Council will continue to investigate the need for further development plan documents including the provision of an Infrastructure Charging Schedule making use of the most up to date and appropriate tariff method to ensure that mechanisms are put in place to deliver strategic infrastructure.
- 1.8 Beyond the plans prepared locally, the Council consider the Lancashire Waste and Minerals Plan part of the statutory development plan for the district and the policy and direction of this plan should be given material consideration in both the plan-making and decision-taking process. Land to the east of Cowan Bridge and the A65 forms part of the Yorkshire Dales National Park, proposals for development within the National Park area should come forward in accordance with the Yorkshire Dales National Park Local Plan.

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

- 1.9 Local planning authorities have a legal requirement to prepare and maintain local plans for their areas. Local plans must be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics of their areas, and take full account of relevant market and economic signals (~~paragraph 158 of the National Planning Policy-~~

<sup>4</sup> <http://www.lancaster.gov.uk/planning/planning-policy/bailrigg-garden-village>

<sup>5</sup> <http://www.lancaster.gov.uk/planning/planning-policy/gypsy-and-traveller-accommodation>

~~Framework<sup>6)</sup>~~– (paragraph 31 of the 2019 NPPF<sup>7)</sup> The Housing White Paper, entitled ‘Fixing our Broken Housing Market’<sup>8</sup> was published by the Government in February 2017 and sets out a clear intention to boost housing construction across the country to achieve the delivery of between 225,000 and 275,000 new homes per year to keep up with population growth and start to tackle years of under-supply.

- 1.10 In addition, the Planning White Paper ‘Planning for the Future’ was published in August 2020<sup>9</sup>. This set out possible future reforms of the planning system to “*streamline and modernise the planning process, bring a new focus to design and sustainability, improve the system of developer contributions to infrastructure, and ensure more land is available for development where it is needed*”<sup>10</sup>. As part of the White Paper proposals, there is an intention that the planning system support efforts to combat climate change and ensure the planning system can effectively address climate change mitigation and adaption and facilitate environmental improvements.
- 1.11 As the **Local Plan** Key Diagram (Chapter 5) identifies, the strategic growth identified will have far-reaching effects for this district. The decisions made on the location of development ~~are~~ **were** based on a thorough assessment of all reasonable alternatives. The evidence to support this assessment and the choices made have been assisted through engagement and dialogue with key stakeholders, the local community, the sustainability appraisal process, cooperation with neighbouring local authorities and other statutory bodies, and the analysis of information and additional research.

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

- 1.12 To be effective the local plan policies must be based on a thorough understanding of needs, opportunities and constraints within the district. Previous consultation events which have assisted with the preparation of ~~this~~ **the adopted** Local Plan<sup>11</sup> include:
- **Strategic Options for Growth Consultation** (Summer 2014): This set out a range of different options to deliver sufficient growth to meet the district’s needs. This included the options of urban extensions, reviewing the Green Belt, distribution of development throughout the district, the expansion of a small number of villages and the creation of a new settlement.
  - **People, Homes and Jobs Consultation** (Autumn/Winter 2015): This set out a hybrid approach to meeting future development needs via a mixture of urban extensions, Green Belt review and village expansion. This consultation identified a number of specific sites that had the potential (in principle) to significantly contribute to meeting development needs.
  - **Draft Local Plan Consultation** (Winter / Spring 2017): The Council prepared a draft local plan which included a Strategic Policies & Land Allocations DPD and a Development

<sup>6)</sup> National Planning Policy Framework (DCLG 2012) <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>7</sup> [Title \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk)

<sup>8</sup> Housing White Paper ‘Fixing our Broken Housing Market’ (DCLG 2017) <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

<sup>9</sup> [Planning for the future \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk)

<sup>10</sup> [Planning for the future - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

<sup>11</sup> Full details on these consultation events can be found via the Consultation Reports prepared by the City Council and available on the Council’s website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).

Management DPD which set out emerging land allocations for the future direction of development and areas which should be protected for their environmental, social and economic value. The Development Management DPD set out a series of generic policies for a range of planning topics, updating the local policy position from the adopted 2014 Development Management DPD.

- **Publication Stage** (Spring 2018): The Publication version represented the final, formal opportunity for interested parties to comment on the content of the DPD in terms of soundness and legal compliance. The representation that were made at this stage formed the basis for the Public Examination and were submitted to the Inspector for consideration.
- **Public Examination** (Summer 2018 – Summer 2019): The Public Examination process provided independent examination of the plan by an independent Planning Inspector who considered the soundness of the Plan (i.e. its consistency with national planning policy) and its legal compliance (i.e. whether it meets all the legal requirements of plan making). The Examination was focussed around a series of Hearing Sessions where any remaining objections to the Local Plan were considered by the Inspector in relation to whether they affect the soundness and/or legal compliance.
- **Review of the Local Plan (Climate Emergency Review): (Summer 2020- present):** The processes outlined above set out how the Local Plan was taken from inception through to adoption (on the 29<sup>th</sup> July 2020). The Local Plan Review began immediately following adoption and has progressed through scoping stage consultation prior to reaching this Regulation 18 stage. The 8-week scoping exercise was undertaken between 26<sup>th</sup> September and 20<sup>th</sup> November 2020 and saw engagement with the local community and key and statutory stakeholders. The aim was to set out the proposed scope of the Local Plan review, the policies that the Council were proposing to potentially amend and to establish an overall understanding of what consultees felt the Climate Emergency local plan review should contain. The review is only concerned with matters directly related to climate change. Issues such as housing numbers and allocations have not been revisited.

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

- 1.13 The introduction of the Localism Act in 2011<sup>12</sup> placed the responsibility of ‘Duty to Co-operate’ on local authorities, where planning issues cross-administrative boundaries they must jointly address areas of common interest. This requirement is reinforced by paragraph 178–181 of the 2012 National Planning Policy Framework. Lancaster City Council has worked closely with neighbouring authorities, Lancashire County Council and other bodies, such as utility providers, to help prepare a Local Plan that ensures that any local or cross-boundary impacts have been fully considered.
- 1.14 As far as possible, the **adopted** Local Plan reflects a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any plans that have been made in neighbouring authorities. The Council **have** prepared a ‘Duty to Co-operate Statement of Compliance’ that sets out how the authority have discussed cross-boundary matters with their neighbours. In accordance with the 2012 National Planning Policy Framework the Council will seek to update its understanding of strategic cross boundary issues through the preparation of Statements of Common Ground. **As part of the Climate Emergency Local Plan review, the Council has continued to engage and meet with neighbours and will**

<sup>12</sup> HM Government (2011) Localism Act (Section 21)

update its Duty-to-Co-operate Statement of Compliance in preparation for publication alongside the Regulation 19 Stage DPD.

### **Evidence Base**

An up-to-date evidence base, providing information on the key social, economic and environmental characteristics of the area is vital to the preparation of the Local Plan. In particular, projections for future growth are a major influence in determining development requirements for the district. **In addition to the evidence base that underpins the adopted Local Plan, some additional updates have been produced alongside this regulation 18 stage DPD. Some of these are addendums or updates to existing documents, whilst some are new documents which relate to the climate change scope of the review.**

- 1.15 ~~However, t~~The evidence base should be proportionate to the role and context of the job being undertaken by the plan and relevant to the place in question. Given the strategic and complex nature of the issues addressed by this plan, the unique and constrained character of the district and its potential to affect areas beyond the district boundary, the supporting evidence that accompanies this plan is extensive and comprehensive.
- 1.16 To address our understanding via evidence, a significant level of study and assessment work has been undertaken by both officers of the Council and independent consultants to inform our understanding of the role of the Local Plan. Consultants can provide advice that is specialist, independent and objective.
- 1.17 This **climate emergency local plan review** plan has been undertaken on the basis of the evidence and information available at the time of preparation. The Council will continue to monitor and refine the plan where necessary as and when new relevant evidence becomes available as part of the monitoring and review of the plan-making process. To view the Council's evidence base in more detail please visit the Council's website.

### **Sustainability Appraisal**

- 1.18 The Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development and that, to this end, economic, social and environment gains should be sought jointly and simultaneously through the planning system. It indicates that plans need to take local circumstances into account so that they respond to the different opportunities for achieving sustainable development in different areas.
- 1.19 It is a legal requirement that new plans must be subject to a process of Sustainability Appraisal and a Strategic Environmental Assessment (SEA)<sup>13</sup>.
- 1.20 A Sustainability Appraisal (SA) ~~has been~~ was prepared alongside ~~this the adopted~~ Local Plan ~~DPD~~ by independent consultants Arcadis. **As part of this Climate Emergency Local Plan review, an update addendum will be produced to support the review. This is being prepared by independent consultations AECOM. The Scoping Stage of this was consulted on as part of the Council's initial Scoping consultation in September- November 2020. Further SA work has been undertaken to inform this consultation and is contained in the supporting Topic Papers. It fulfils the SA and SEA requirements as set out above.** The SA addendum, which will be prepared to support the published plan at Regulation 19 stage, will explain the methodology

<sup>13</sup> <http://www.lancaster.gov.uk/planning/planning-policy/>

by which the ~~evolving strategy and~~ policies in the DPD have been subjected to sustainability appraisal from the outset. It ~~will demonstrate~~s how the appraisal has informed the ~~selection of sites in order to promote~~ promotion of sustainable development in the district, ~~but with a key focus on climate change matters.~~

1.21 The SA ~~for the adopted Local Plan~~ considered the impact of individual sites on sustainability objectives and also the cumulative impacts of allocations within and around individual settlements. Where potential adverse impacts ~~have been~~ were identified, mitigation measures ~~have been~~ were set out to remove or reduce the adverse effects and enhance beneficial effects. The SA also demonstrates how key stakeholders and the public ~~have been~~ were consulted at the various stages of plan preparation and how their representations ~~have~~ influenced the content of the DPD. In addition, it ~~sets~~ out recommendations for monitoring the social, environmental and economic effects of implementing the Strategic Policies and Land Allocations DPD.

1.22 ~~As stated, as part of this Climate Emergency Local Plan review an update addendum is being produced by independent consultants AECOM.~~

#### **Habitats Regulation Assessment**

1.23 Under Article 6 of the Habitats Directive (and Regulation 102 of the Habitats Regulations) an assessment is required where a land use plan may give rise to significant effects upon a Natura 2000 site (also known as International Sites). These include Special Areas of Conservation (SAC), Special Protection Areas (SPAs) and Ramsar sites.

1.24 Within Lancaster District there are eight such designated sites within its boundary, with a further eight sites within a 20km radius of the district boundary.

1.25 Initial screening of the Local Plan was undertaken by independent consultants Arcadis. This identified the likely impacts on International sites of the plan, either alone or in combination with other projects or plans, and considered whether these impacts may have a significant effect on the integrity of the sites qualifying habitats and/or species. Whilst a number of sites and policies were screened out for further assessment, a number of sites were identified as having potential, either alone or in combination, for likely significant effects on International sites, triggering the need for Appropriate Assessment and a more detailed assessment of their impact on the integrity of the International Sites.

1.26 Having undertaken the Appropriate Assessment, Arcadis ~~are~~ were confident that with the mitigation measures proposed and now included within the Plan there will be no adverse effects on the integrity of identified International sites.

1.27 A full Habitats Regulation Assessment Report incorporating the initial screening exercise and Appropriate Assessment is available alongside the ~~adopted~~ Local Plan via the Council website. ~~As part of the Climate Emergency Local Plan review, an addendum to this HRA is being produced by independent consultants AECOM. A report detailing the initial screening of the Local Plan review has been prepared to support this consultation, and the assessment has also been incorporated into the supporting topic papers.~~

**Structure of this Document**

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

**Further Information**

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

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



## 2. A Spatial Portrait of Lancaster District

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

### **Unique Landscapes**

2.2 Over 90% of the district is rural with drumlin fields and rolling upland farmland forming the predominant landscape types. This is complemented by coastal drumlins along the coast of the district, the floodplain valley of the River Lune and the wooded limestone hills and pavements at Silverdale. Together these landscapes provide the setting for the main settlements of Lancaster, Morecambe, Heysham and Carnforth and mark the transition from the urbanised landscapes west of the Pennines, to the rural landscapes and national parks in Northern England. The proximity of these landscapes to the main settlements is a particular asset of the district, with residents and visitors readily able to access the countryside.

2.3 Complementing the main urban settlements are many villages that are home to distinct communities. These villages play different roles in delivering services and facilities for local residents and the wider rural area of the district.

### **Key Transport Linkages**

2.4 The district's main transportation network is shown in the Key Diagram (Chapter 5). The district has very strong transport linkages with the North West Region and nationally. The West Coast Mainline provides services north, towards Cumbria and Scotland, and south towards Preston, Manchester and London. Additionally there are rail services from Lancaster, Carnforth and Morecambe to Leeds and Barrow and the Lancaster Canal runs through the district.

2.5 The presence of the M6 motorway also provides strong road connectivity within the region. Whilst the district has endured congestion and pollution on its local highway network, most notably Lancaster City Centre, Caton Road (Lancaster), Galgate and Carnforth, the Bay Gateway now directs port-related traffic to avoid these areas. Additional highway improvements to provide further capacity to help deliver the plan's development requirements are necessary. The district's urban areas are relatively well served by buses with quality bus routes connecting Lancaster, Morecambe and Heysham with Lancaster University.

2.6 Heysham Port has benefited from significant investment over recent years and now operates as one of the North West's main ports providing freight services to the Republic of Ireland, Northern Ireland and a passenger route to the Isle of Man. These links have been further strengthened recently due to the opening of the Bay Gateway. In addition to its traditional port functions, Heysham Port has a role as an offshore supply base for gas fields. The port is also well located to serve as an operation and maintenance base for offshore wind turbines in

the Irish Sea.

- 2.7 The identification of Lancaster and Morecambe as one of the original six cycle demonstration towns in 2005 has ensured that the district benefits from a high quality and well used cycle network, with over 75km of cycle paths across the district. This includes lanes on the highway network and canal network, as well as off road-shared paths. Cycle use is particularly high, reflecting the district’s compact urban form and comprehensive cycle network. However, more can be achieved to further increase participation in cycling and public transport use, and, improve the quality of experience for pedestrians.

#### **Positive Economic Potential**

- 2.8 The district has one of the most self-contained labour markets areas in Lancashire; approximately 83% of its residents live and work in the area. Employment is focused on a number of key economic sectors that are well related to the key economic drivers of the district – Lancaster University, Lancaster Royal Infirmary, the University of Cumbria, Heysham Nuclear Power Station and the Port of Heysham. The recent completion of the Bay Gateway also presents opportunities for economic growth based on the increasing accessibility to a range of transport nodes.
- 2.9 Economic forecasts for the forthcoming plan period predict significant opportunities for economic growth in a range of knowledge-based industries, the energy and environmental sectors, the visitor economy and port related employment. Positive growth in a wide range of economic sectors could see the growth in the region of 9,500 full-time equivalent jobs over the course of the plan period<sup>14</sup>.
- 2.10 The economic potential of the district is well recognised by the Lancashire Economic Partnership (LEP). Lancaster is identified within its Strategic Economic Plan<sup>15</sup> as a major location for economic and housing growth.

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

- 2.11 At 143,500<sup>16</sup> people, the district has the second largest population of the local authorities in Lancashire. However, the population density is low, with an average of 249 per square kilometre. It has the second lowest population density in Lancashire.
- 2.12 The presence of the two universities in the district is reflected within the district’s age profile: there is an above average proportion of people recorded in the 15-24 age range. Students are concentrated in a small number of electoral wards, particularly in areas of urban Lancaster. The completion of purpose-built student accommodation in Lancaster centre has greatly increased the number of students living in the city and this trend is expected to continue.
- 2.13 The district also has an above average proportion of people in the 65+ age range<sup>17</sup>, reflecting

<sup>14</sup> Review of the Employment Land Position for Lancaster District (January 2015)

<sup>15</sup> <http://www.lancashirelep.co.uk/about-us/what-we-do/lancashire-strategic-economic-plan.aspx>

<sup>16</sup> 2016 Mid-year Estimates

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

<sup>17</sup> Lancaster District Independent Housing Requirements Study (October 2015)

both the district’s ageing population and its attractiveness as a retirement destination for many. The future challenges for the district will be to maintain the high degree of economic self-containment and sustainability in order to create a robust and skilled workforce to meet its economic needs.

- 2.14 Population projections for the district suggest that there will be growth in the population through the plan period, particularly in the older population. Consequently, achieving this economic potential requires intervention to address the challenges of an ageing workforce, poor graduate retention and low inward migration.
- 2.15 The 2015 Indices of Multiple Deprivation identifies 10 lower super output areas within the district that fall within the most deprived in the country. This includes areas in north Lancaster, Lancaster City Centre, Morecambe and Heysham. As a result, these areas remain a key focus for regeneration and renewal. Central Morecambe is identified as the foremost Regeneration Priority Area in the district and an Action Plan to regenerate this important town is currently being implemented<sup>18</sup>.
- 2.16 The district has approximately 62,000 houses, 69% of which are owner occupied. The census reveals that the district contains a mixture of household types and property sizes. The district has a less than average number of one bedroom and 4+ bedroom properties. Housing affordability is an issue; many areas, most notably Silverdale and Slyne-with-Hest, have above average house prices when compared to the rest of Lancashire.

#### **Natural Environment**

- 2.17 The district is renowned for both the quality and diversity of its natural environment with many of its assets protected by local, national and international designations. These include parts of two Areas of Outstanding Natural Beauty and the largest wetland area in the UK at Morecambe Bay, which is internationally protected due to its wetland habitat and birdlife. In total, environmental designations cover 74% of the district (a total of 42,064 hectares). This environmental quality distinguishes the district from the more urbanised local authorities within Lancashire and provides residents and visitors to the district with a strong sense of place and a good quality of life.
- 2.18 In addition to these designations the district is also home to a network of green and blue spaces, and corridors and chains, including Lancaster canal which runs through the district. Together these enable people and wildlife to move freely between areas, enhancing recreation opportunities and wildlife migration. These include local nature reserves, biological heritage sites and geological heritage sites that provide further protection to local environment assets in the district.
- 2.19 With a significant number of watercourses in the district, including the River Lune, Keer and Conder and their tributaries, large areas of the district are at risk from both river and coastal flooding which was highlighted in the recent floods in the winters 2015 and 2017. The risks from flooding will remain a key challenge into the future with approximately 23% of the district being located in Flood Zone 3 (areas that are identified to be at the greatest risk from flooding)<sup>19</sup>.

<sup>18</sup> <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

<sup>19</sup> Environment Agency Flood Mapping <http://apps.environment-agency.gov.uk/wiyby/37837.aspx>

**Built Heritage**

- 2.20 The district has a rich and diverse historic environment, which includes over 1,300 listed buildings, ~~37~~ 38 conservation areas, 37 scheduled monuments and 3 registered parks and gardens. The scale of the designated heritage assets within the district is comparable to the major cities of Liverpool and Manchester. The number of non-designated heritage assets is vast and continually being understood, as is the archaeological picture, and its potential to yield further evidence.

Lancaster

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

Morecambe

- 2.26 Morecambe was a popular Victorian seaside resort famed for its unrivalled views from the Promenade across the Bay, to the Lakeland hills. The resort grew in a short time, as a result of the coming of the railway in 1850. It boomed in the 1880s and 90s, catering especially for the mill workers from Yorkshire.
- 2.27 Whilst many of the resort's places of entertainment have been lost, some do remain including

the grade II\* listed Victoria Pavilion (known as the Winter Gardens), though this is on Historic England's Heritage at Risk (HAR) register, and the former Alhambra Theatre. Streets of substantial stone terraces, once boarding houses, illustrate the resort's former popularity, as well as a number of Art Deco buildings, including the grade II\* Midland Hotel. Just in-land from the Promenade can be found evidence of Morecambe's past as the fishing village of Poulton-le-Sands, with its collection of vernacular buildings.

- 2.28 Morecambe has seen much investment in recent years, and has been the subject of two Townscape Heritage Initiative (THI) schemes that have resulted in some very successful projects, and acted as a catalyst for further regeneration within the town. Morecambe has two conservation areas.

#### Carnforth

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

#### Rural District

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

### 3. A Spatial Vision for Lancaster District

- 3.1 The delivery of strong and vibrant communities must be balanced with the protection and enhancement of the natural and built environment. This is one of the main challenges for any Local Plan to address. This is no more evident than in Lancaster district where the diverse, unique and high quality urban and rural environment distinguishes it from many other areas of both the county and the wider region.
- 3.2 Whilst the Local Plan must seek to maintain this balance it must also ensure that the people who live, work and visit, both current and future generations, also have their needs and aspirations met. This means providing opportunities for growth that are ambitious, but realistic, in accordance with national planning policy, to ensure that future growth can be sustainably directed and takes place at the right location at the right time.
- 3.3 The proposed vision for the district is taken from the Council’s Corporate Plan at the point of the Submission in May 2018. It provides a description of what the Council intend the district to look like in the future. The Council proposes to adopt this as the vision for the Local Plan setting out clearly what it hopes to achieve in implementing the plan. This will be reviewed throughout the lifetime of the plan.

#### **THE SPATIAL VISION FOR LANCASTER DISTRICT 2031**

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

- **To maintain and enhance the district’s role within the wider sub-region of Lancashire and Cumbria in terms of delivering the right levels of growth, in the right places, at the right time which are accompanied by the infrastructure necessary to achieve sustainable development and meet evidenced needs.**
- **To welcome and retain investment, residents, students, and talented employees in order to achieve a well-educated, well-employed, well-housed population that is in long-term balance with the needs of a growing local economy with much more potential.**
- **That the district will comprise sustainable, distinctive, healthy and cohesive communities where residents enjoy the advantages of a level of self-containment that supports growth and diversity in distinctive local businesses whilst minimising the need to commute. New development will promote positive urban design to create a distinctive sense of place.**
- **That the district’s unique natural and historic environment will be protected and / or enhanced to maintain a distinct sense of place and conserve designated landscapes, townscapes and important habitats and wildlife.**
- **The increased travel and movement needs of our growing population, increased visitor numbers and expanding businesses will be met by a better range of sustainable, efficient, multi-modal transport options, with improved town centre environments achieving increasing levels of walking, cycling and public transport use.**

- The district will be recognised as an excellent environment for growing businesses with a strategic transport network that supports development in the energy, logistics, education, arts and research sectors.
- Our communities will support development that allows existing and future residents to enjoy a quality of life that is enhanced by excellent leisure and cultural opportunities in an environment where our natural and built heritage assets are acknowledged, respected and maintained.

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

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

## 4. Strategic Objectives for the Local Plan

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

|            |   |
|------------|---|
| <b>SO1</b> | <b>DELIVERY OF A THRIVING LOCAL ECONOMY THAT FOSTER INVESTMENT AND GROWTH AND SUPPORT THE OPPORTUNITIES TO DELIVER THE ECONOMIC POTENTIAL OF THE DISTRICT</b> |
|------------|---|

### **THIS WILL BE DELIVERED BY:**

- Retaining existing jobs and promote additional job creation to support a total of 54,000 FTE jobs by 2031, supporting better paid, more satisfying and better quality employment mix focused on the right sectors;
- Capitalising on the district’s identification as a centre of excellence for knowledge led growth, exploiting future opportunities at Lancaster University, University of Cumbria and Lancaster University Health Innovation Campus;
- Developing the district’s role in the energy sector by utilising its expertise in the nuclear power and renewable energy industry and investment in energy infrastructure in south Heysham;
- Capitalising on the accessibility of the district, maximising the opportunities provided by its location on the main strategic rail and road network and opportunities at the Port of Heysham;
- Promoting the vitality, viability and accessibility of Lancaster city centre capitalising on the heritage and cultural assets of the city to create a thriving destination for retail, culture and leisure activities, securing its role as a regional centre for North Lancashire and South Cumbria and the regeneration of the Lancaster Canal Quarter;
- Promoting the historic and cultural centre of Lancaster, the coastal town of Morecambe, the Market Town of Carnforth and the rural areas of the district to boost visitor numbers in the district.
- Maintaining the momentum of renewal in Morecambe to support the implementation of the Morecambe Area Action Plan and opportunities for investment and renewal in the West End;
- Support heritage-led regeneration in Carnforth and strengthen its role as an important market town;
- Promoting regeneration at key regeneration areas including Morecambe town centre, Morecambe West End, Heysham Gateway, Luneside, Caton Road Gateway and White Lund Employment Area to encourage physical regeneration and promote economic growth in the district;
- Supporting the delivery of housing that contributes to sustainable development and boosts opportunities for economic growth;
- Securing a balanced portfolio of employment sites that ensures there is sufficient supply and range of locations available for job creation and economic growth;
- Retaining a hierarchy of retail centres across the district that provide key services to local



residents and provide good accessibility to the main centres of the district via a range of sustainable transport modes;

- Addressing the clear imbalances in the district’s ageing population by encouraging growth in the district’s working age population through the promotion of economic growth and new housing and a cultural offer that is attractive to a wide range of age groups;
- Maximising the retention of graduates from the district’s Higher Education establishments and boosting the levels of skilled workers in the district to promote economic growth;
- Making the most of the district’s geographical position on Morecambe Bay, the location of two Areas of Outstanding Natural Beauty, the Yorkshire Dales National Park, which is partly within the district and the nearby Lake District National Park; and,
- Supporting rural diversification, rural job creation and rural economic growth through encouraging and securing appropriate growth of existing and new rural businesses.

|            |   |
|------------|---|
| <b>SO2</b> | <b>PROVISION OF A SUFFICIENT SUPPLY, QUALITY AND MIX OF HOUSING TO MEET THE CHANGING NEEDS OF THE POPULATION AND SUPPORT GROWTH AND INVESTMENT.</b> |
|------------|---|

**THIS WILL BE DELIVERED BY:**

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

|            |   |
|------------|---|
| <b>SO3</b> | <b>PROTECT AND ENHANCE THE NATURAL, HISTORIC AND BUILT ENVIRONMENT OF THE DISTRICT.</b> |
|------------|---|

**THIS WILL BE DELIVERED BY:**

- Respecting, conserving and enhancing the character, setting and local distinctiveness of places, buildings and landscapes through positive urban design and siting of development and encouraging new development to make a positive contribution, in order to retain the district’s unique character and identity;
- Maintaining and enhancing the character and heritage of the district’s settlements;
- Conserving and enhancing the district’s heritage assets and their settings in a manner appropriate to their significance, so that they can continue to be enjoyed by this and future generations;
- Recognising the historic environment’s potential for investment and ensuring that it informs regeneration projects in order to secure better outcomes for sustainable growth;
- Realising the tourism and visitor potential and economic benefits of the district’s historic environment, and ensuring that engagement with and access to it are increased;
- Recognising and respecting the international importance of Morecambe Bay and Duddon Estuary, Morecambe Bay Pavements, Bowland fells, Leighton Moss and Calf Hill/Crag Wood, where possible securing opportunities for habitat restoration and enhancement within them and protecting them from inappropriate development and increased recreational pressure;
- Conserving and enhancing the natural beauty and special qualities of the district’s two Areas of Outstanding Natural Beauty (AONB), securing appropriate opportunities for sustainable growth linked to the natural environment and landscape capacity;
- **Protecting, enhancing and extending the connectivity of our green and blue spaces, corridors and chains that make up the wider green and blue infrastructure network, harnessing the multifunctional value and benefits such spaces can provide in adapting and mitigating to the impacts of climate change, providing new and maintaining existing ecological corridors, preventing habitat fragmentation and allowing species adaptation and migration and protecting natural features which provide local distinctiveness including mature trees and ancient woodland, hedgerows and ponds;**
- **Helping to** Mitigate and adapt to the causes and impacts of climate change;
- Promoting the prudent use of resources, utilising sustainable brownfield opportunities to meet development needs, minimising the generation of waste, promoting recycling and preventing where possible or mitigating against, the effects of air, water and soil pollution, noise, smells and fumes;
- Minimising **and reducing** the risk of flooding to people and property; and,
- Establishing clearly defined Green Belt boundaries, which will be robust and endure for the long term.

|            |   |
|------------|---|
| <b>SO4</b> | <b>PROVISION OF NECESSARY INFRASTRUCTURE REQUIRED TO SUPPORT BOTH NEW AND EXISTING DEVELOPMENT AND THE CREATION OF SUSTAINABLE COMMUNITIES.</b> |
|------------|---|

**THIS WILL BE DELIVERED BY:**

- Working with infrastructure providers to ensure that the infrastructure required to support the community is provided in the right place and at the right time;
- The investigation, delivery and implementation of a infrastructure charging system which ensures that development contributes to the needs of the community and the delivery of sustainable development;

- Protecting and enhancing existing social and community infrastructure including education, health, cultural and leisure facilities. Improving and promoting community health and well-being across the social gradient in line with an understanding of predicted future needs and current gaps in provision;
- Protecting and enhancing existing natural infrastructure **which forms part of the District’s green and blue infrastructure network**, including the identification and protection of functionally linked land, managing associated land use practices and potential recreational disturbance and ensuring the continued protection of protected species and their associated habitats;
- Ensuring that people have access to services in a location which are delivered by a means that is convenient, ensuring that development provides the opportunity for healthier lifestyles through the provision of high quality green infrastructure, recreation, leisure and sports facilities; and,
- Seeking opportunities to reduce the opportunity for crime and anti-social behaviour.
- Working to reduce levels of air pollution within the district, particularly in the designated Air Quality Management Areas (AQMAs) of Lancaster City Centre, Carnforth Town Centre and Galgate, and other major transport corridors within the district.

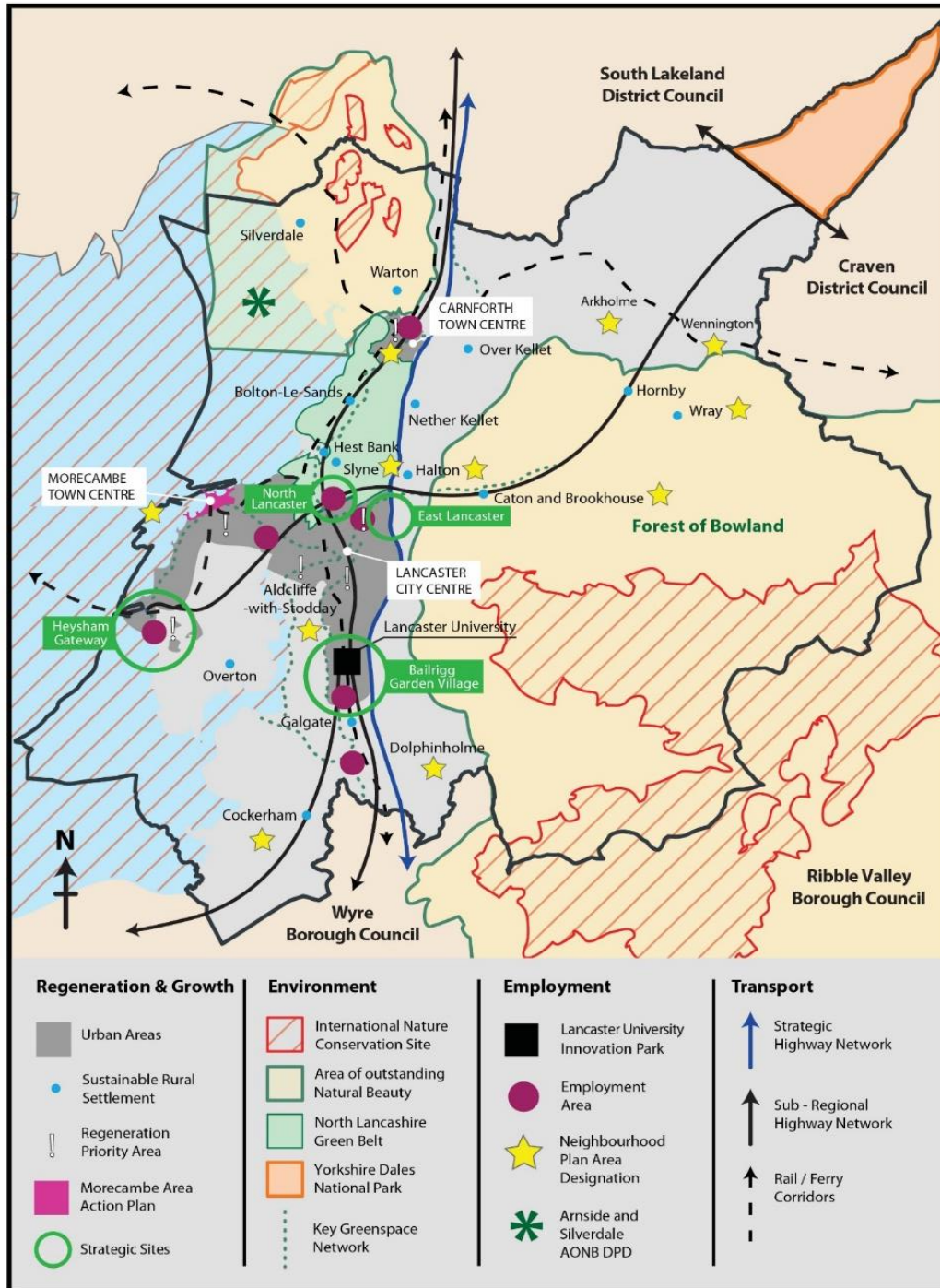
|            |  |
|------------|--|
| <b>S05</b> | <b>DELIVERY OF A SAFE AND SUSTAINABLE TRANSPORT NETWORK THAT IMPROVES BOTH CONNECTION WITHIN AND OUT OF THE DISTRICT, REDUCING THE NEED TO TRAVEL AND ENCOURAGING MORE SUSTIANABLE FORMS OF TRANSPORT.</b> |
|------------|--|

**THIS WILL BE DELIVERED BY:**

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

## 5. Key Diagram for Lancaster District

Key diagram will be updated for Regulation 19 Publication stage. The 'Key Greenspace Network' will be replaced by 'Green & Blue Corridors and Chains' and will show the updated network.



## 6a. Presumption in Favour of Sustainable Development

### **POLICY SP1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

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

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

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

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

- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the guidance in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework [the Framework] indicate that development should be restricted (highlighted via Footnote 9 6 of the Framework).

- 6.1 In accordance with paragraph ~~14 of the 2012~~ 11 of the 2019 National Planning Policy Framework, all documents that form part the Local Plan have been prepared with a presumption in favour of sustainable development.
- 6.2 To confirm the Council's commitment towards the delivery of sustainable development this Strategic Policies and Land Allocations DPD includes a policy in relation to the presumption in favour of sustainable development (Policy SP1) as set out below.
- 6.3 The delivery of sustainable development within the district can only be achieved through a partnership approach between the Local Planning Authority, applicants / developers and other relevant private and public stakeholders.
- 6.4 The preparation of this Local Plan has benefitted from the co-operation, input, support and advice from the general public, neighbouring authorities, the development industry and other stakeholders in reaching its content and aims. A commitment to continuing co-operation will remain throughout the plan period to make sure that sustainable development and growth is achieved both within the district and within the wider sub-region.

## 6b Strategic Climate Change Policy

- 6.5 The declaration of a Climate Emergency has led to increased consideration of climate change issues and how the climate emergency declaration outputs will be met. The detail of the Climate Emergency Local Plan Review ensures that Climate Change is at the heart of decision taking in the District with Policy CC1 considered in assessing all proposals.

### **POLICY CC1: RESPONDING TO CLIMATE CHANGE AND CREATING ENVIRONMENTAL SUSTAINABILITY**

The Local Plan ensures that Lancaster District achieves its social, economic and environmental aspirations, in pursuing sustainable development. Sustainable development is the accomplishment of environmental protection and improvement, climate change mitigation and adaptation, maximised wellbeing and economic prosperity, without negatively impacting the ability of future generations to do the same.

Lancaster District will become a low carbon, water sensitive district with a thriving economy, where development is considerate of its natural, historic and cultural assets, through taking a holistic approach to sustainable development, which will protect and preserve the District for generations to come. To achieve this, appropriate concern for the environmental and climatic impacts of development should be embedded within all development proposals from the outset.

All development should take opportunities to integrate the principles of sustainable design and construction into the design of proposals.

In response to the climate emergency declaration made by Lancaster City Council, the content of this Plan Review will aim to assist in the Council's ambitions towards a reduction of carbon emissions to net zero by 2030. This Plan will support those ambitions by:

1. Ensuring that new and existing development minimise emissions and maximise the use of renewable energy and resources;
2. Ensuring that new development mitigates emissions and lessens the effects of climate change through incorporating measures which provide climate change adaptation and increased climate resilience;
3. Maximising opportunities to encourage a modal shift in transportation from private car use to accessible active travel and sustainable transport through considered design;
4. Contributing positively to environmental gain by improving the connectivity and multi-functionality of the Green and Blue network in the District, protecting habitats and ecosystems, strengthening nature recovery networks, and ensuring biodiversity net gain;
5. Recognising the importance of the use of recycled and low embodied energy materials; and
6. Improving or maintaining the natural functioning of river processes, avoiding placing development in areas at risk of flooding and ensuring new development contributes to reducing flood risk on and off site.

Development proposals that otherwise accord with the policies of the development plan will be supported in principle where they can demonstrate that they have incorporated relevant climate mitigation and adaptation measures into their schemes and address the impacts of climate change.

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

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

DRAFT

**POLICY SP2: LANCASTER DISTRICT SETTLEMENT HIERARCHY**

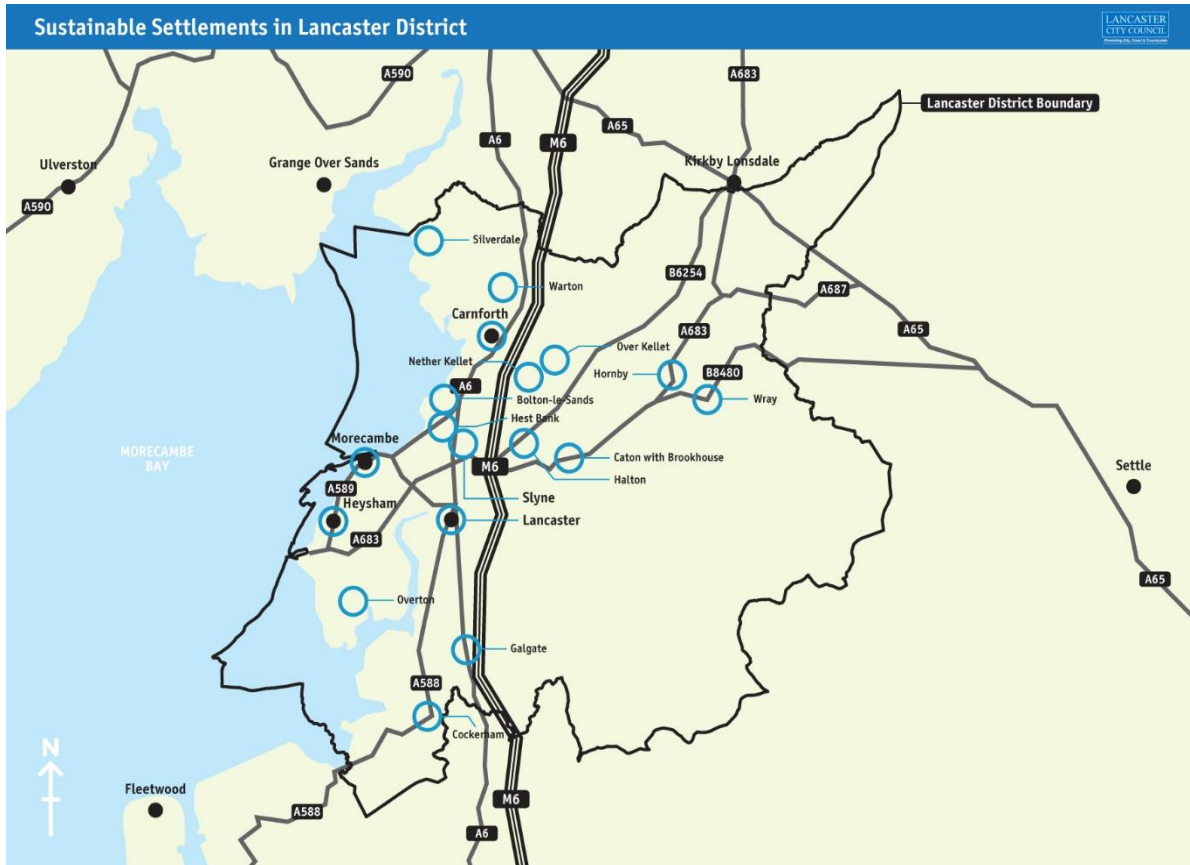
The Council will support proposals for development in the settlements set out below, provided that they are of a nature and scale that is proportionate to the role and function of that settlement or where they have been specifically identified in this plan to meet the strategic growth needs of the district.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

1. **REGIONAL CENTRE** – this will provide the focus for future growth in the district and will accommodate the majority of new development.
2. **KEY SERVICE CENTRE & MARKET TOWNS** – these will play a supporting role to the Regional Centre and will accommodate levels of new residential and economic development to serve more localised catchments.
3. **SUSTAINABLE RURAL SETTLEMENTS** – these settlements will provide the focus of growth for Lancaster district outside the main urban areas subject in the AONBs to the constraints of the protected landscapes where a landscape-capacity approach will be taken.
4. **RURAL VILLAGES** – these settlements will accommodate development that meets evidenced local needs only.

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

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





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

- 7.5 The core principles in the 2012 version of the National Planning Policy Framework (paragraph 17) indicated that planning should recognise the intrinsic character and beauty of the countryside and contribute to conserving and enhancing the natural environment. The direction of these core principles have been taken forward into the the 2019 NPPF. Consequently, development should relate well to the existing urban forms of settlements to help protect the open countryside and the landscapes contained within it.
- 7.6 To inform this hierarchy, the Council prepared a ‘Sustainable Settlement Review’<sup>20</sup> that considered the future role of all settlements in the district (excluding the main urban areas of Lancaster, Morecambe, Heysham and Carnforth). The Review looked at matters such as service provision (either the settlement itself or its accessibility to provision in other settlements), employment opportunities, population density, settlement form and environmental constraints to come to conclusions on which rural settlements should be considered ‘sustainable’ and capable of growth within this plan period.
- 7.7 The settlement hierarchy sets out that the main urban area in the district is Lancaster, which has regional importance particularly economically and commercially. Morecambe and Heysham are key service centres for the district, providing a significant range of important services to the district and Carnforth represents the northern hub of the district as a market town, serving a large rural hinterland.

<sup>20</sup> Sustainable Settlement Review (2017) <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

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

### **Development Strategy**

#### **POLICY SP3: DEVELOPMENT STRATEGY FOR LANCASTER DISTRICT**

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

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

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

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

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

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

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

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

- 7.10 New development and the allocation of sites will be encouraged to make effective use of land via the re-use of vacant buildings and previously developed land, provided they are not of high environmental value, in order to help recycle land and make a positive contribution to regeneration within the district. The Council is clear that all significant existing brownfield sites have been identified as part of this Local Plan. The Council has prepared a brownfield register which identifies all remaining brownfield sites (allocated or otherwise) that may have development opportunity for residential-led development.
- 7.11 Consideration will be given to the viability of developing such sites in terms of the levels of obligations required. Where appropriate to do so, the Council will look to identify opportunities for funding and other mechanisms to bring previously developed land back into use.
- 7.12 It is recognised that in order to not unduly restrict development, to ensure that the levels of growth that are proposed within this Local Plan are delivered and to take account of prevailing market conditions, a range of greenfield sites will be needed for future development needs. The Local Plan seeks to identify locations to meet such strategic needs that are well related to existing settlements.
- 7.13 In order to establish the development strategy for the district the Council have undertaken a number of consultation exercises to develop and investigate reasonable alternatives to deliver the development needs of the district.
- 7.14 In 2014, the Council consulted on a series of '*Strategic Options*'<sup>21</sup>. This consultation set out five strategic options for meeting future growth needs, these included urban extensions, reviewing the Green Belt, distribution of development throughout the district, the significant expansion

<sup>21</sup> Strategic Options (2014) <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

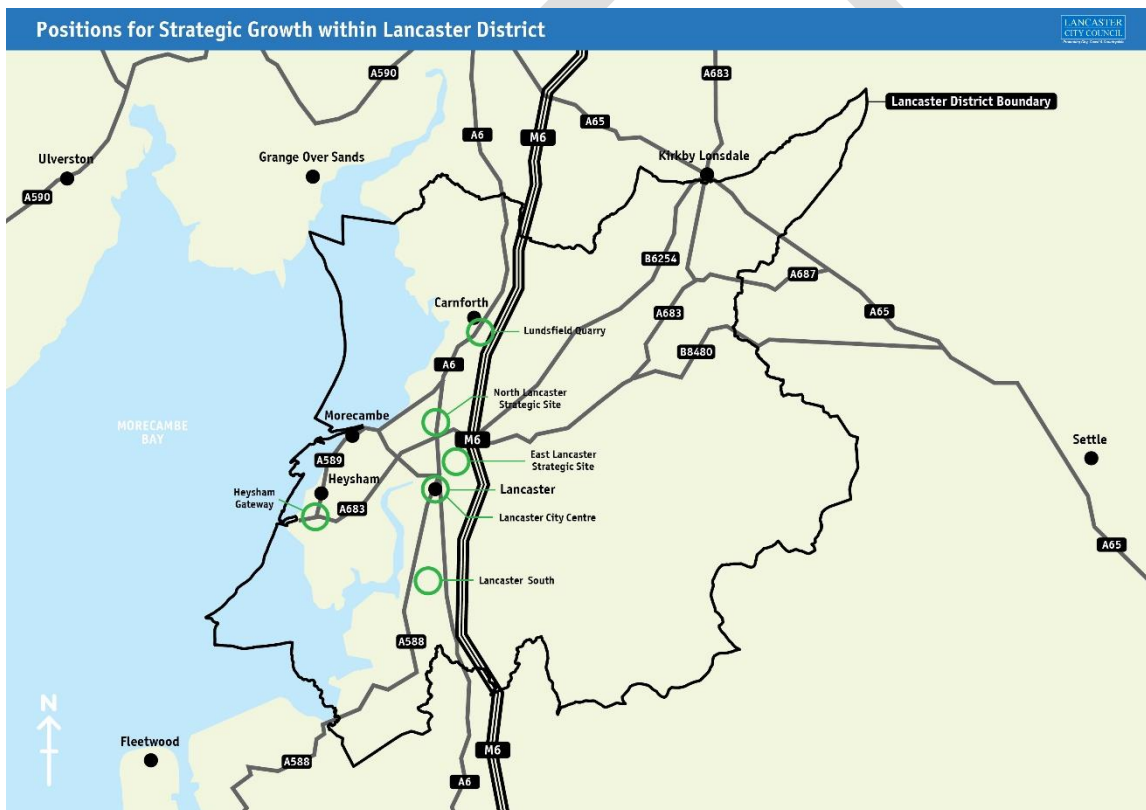
of a limited number of village, and the creation of a new settlement.

- 7.15 These options were refined through the consideration of available land and physical constraints that may affect the potential distribution of development and consideration of the responses received from the consultation.
- 7.16 In 2015, the Council undertook the ‘*People, Homes and Jobs*’ consultation<sup>22</sup>. This identified a three-part hybrid option for meeting development needs using elements of the approaches from the previous consultation: urban expansion of the main settlement of Lancaster, a review of the Green Belt and the potential significant expansion of the village at Dolphinholve, to the south of the District. The other potential approaches, the delivery of strategic development by distributing development throughout the district and the creation of a new settlement were not advanced further.
- 7.17 In preparing this Local Plan this approach has been refined further, looking at the potential constraints to development (particularly in terms of environmental constraint and infrastructure delivery), how such constraints may be overcome, the availability of land to meet development needs in the context of such constraints, and the response from the community and stakeholders on matters of suitability, availability and deliverability. This has led to a strategy that continues to promote an urban focused approach to future development needs but equally acknowledges that in meeting future needs strategic greenfield sites will be required alongside the delivery of smaller sites.
- 7.18 The development strategy, as proposed in Policy SP3, relies on a diverse approach to meeting future development needs. The main focus for development will be Lancaster with urban extensions to the east, north and substantially to the south. These sites can deliver significant levels of new housing and economic growth, enhancing the status of Lancaster’s sub-regional importance to both Lancashire and Cumbria. The extent to which Sustainable Settlements and Rural Villages within Areas of Outstanding Natural Beauty (AONBs) can support development needs will vary according to opportunities and constraints of the specific locality, including the ability to complement the local landscape and settlement character of the protected landscapes of the AONBs.
- 7.19 The development strategy ensures that only development that can be accommodated without harm to the AONBs primary purpose (to conserve and enhance the natural beauty, wildlife and cultural heritage of the area) will be permitted. This will be achieved whilst maintaining a positive approach to development, recognising that appropriately located and designed development can contribute to conserving and enhancing the landscape and settlement character, including where appropriate opportunities for regeneration and redevelopment to be delivered.
- 7.20 To supplement an understanding of sites that may be appropriate to meet development needs, the Council has undertaken a review of the North Lancashire Green Belt<sup>23</sup>. The reasons for undertaking such a review included the length of time since its original designation (no review had been undertaken since its original designation 25 years ago) and the scale of evidenced development needs that has been identified.

<sup>22</sup> People Homes Jobs (2015) <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

<sup>23</sup> <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

- 7.21 The completed Green Belt Review, which was prepared by the Council with its approach verified by independent consultants, ARUP<sup>24</sup>. The Review highlights the relative value of the land and boundaries in the North Lancashire Green Belt in relation to the five purposes of the designation as defined by paragraph 80 of the 2012 National Planning Policy Framework.
- 7.22 The Review has highlighted a number of areas that no longer perform their Green Belt functional roles as originally intended in 1991. This is particularly the case in North Lancaster where the Bay Gateway, between Junction 34 of the M6 and the Heysham peninsula, has had a significant effect on the openness of the land to north Lancaster.
- 7.23 It is important to note that the Green Belt Review is only one element of a comprehensive range of evidence that underpins the Local Plan. Decisions made in this plan take account of all relevant evidence; where these are opposing planning objectives, decisions that allow for the achievement of priorities may need to be made to ensure that a plan that can meet its strategic objectives is prepared.



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

- 7.24 The levels of growth anticipated through the plan period remain a significant challenge with environmental and infrastructure constraints both serving to limit opportunities for further expansion. While new opportunities may be limited, the Council acknowledge that society is evolving with evidence indicating a move back to more central based living and higher density developments supporting a less car-orientated society. Work undertaken at Lancaster University via the Future of Cities project explores this in more detail noting the growing

<sup>24</sup> <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

importance of our cities in meeting future society needs, forming important transport and resource hubs. Higher density developments supported by new technologies and innovative design are key to this and are, where appropriate, supported by the Council. An expectation for high-density development is therefore anticipated and supported in the later years of the Plan. This will be kept under review.

- 7.25 The Council believes that the development strategy, as proposed, provides for a range of growth opportunities within the district. The Local Plan has maximised the levels of opportunity for the regeneration of vacant brownfield sites, but recognises that large strategic greenfield sites are necessary. In identifying such sites, the issues of infrastructure, physical constraints, the availability of land and its deliverability within the plan period has been fully considered.

## 8. Economic Growth

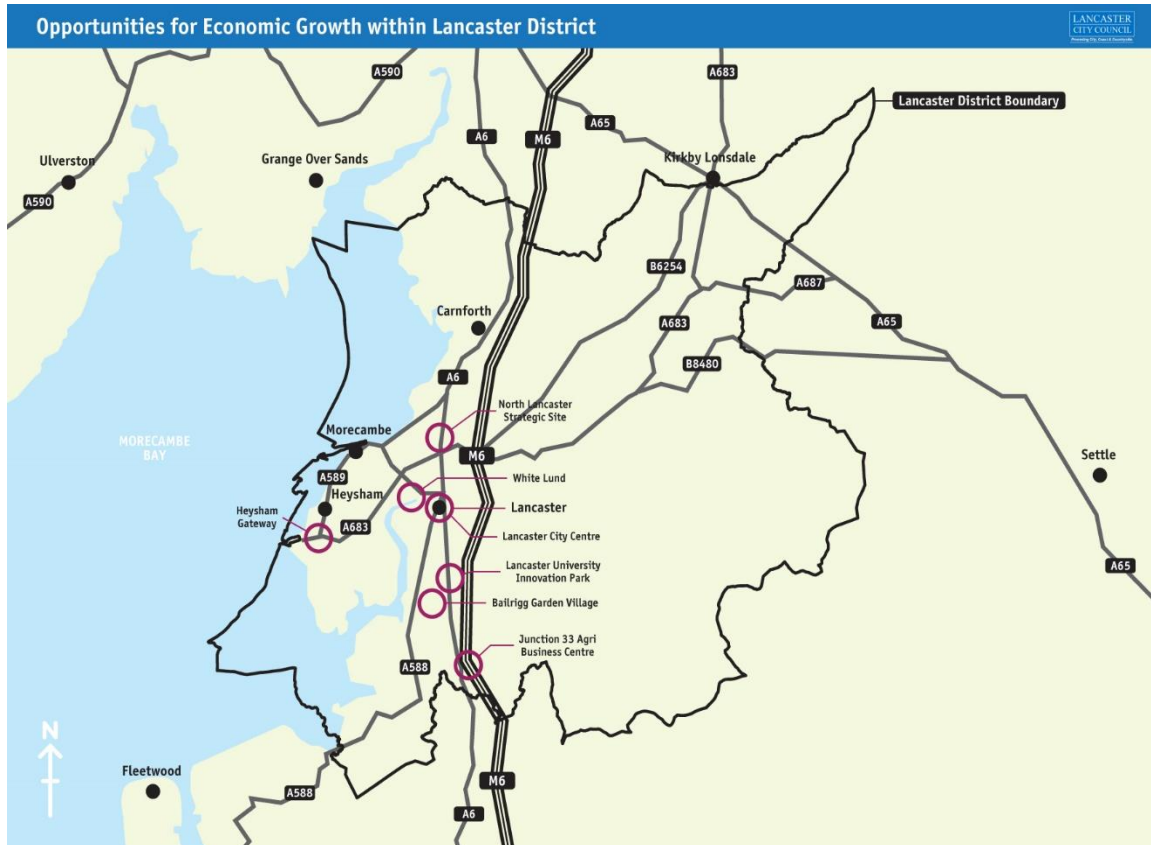
- 8.1 Stimulating economic growth is a national<sup>25</sup>, regional<sup>26</sup> and local<sup>27</sup> priority. Lancaster district is well placed to take advantage of opportunities for economic growth over the course of the plan period, with a range of significant economic drivers already established in the district (for example the Port of Heysham and Lancaster University) and recent investment in the Bay Gateway designed to open up access to the Heysham Peninsula and stimulate economic growth.
- 8.2 The Government, Local Enterprise Partnerships (LEPs) and local authorities all play an important role in establishing the conditions for economic growth in a range of different ways. Within Local Government, it is Lancashire Local Economic Partnership's role to develop a sub-regional approach to economic growth (via the preparation of a Strategic Economic Plan – SEP), with the assistance of the local authority who set out locally important economic priorities via an Economic Strategy.
- 8.3 The Council have identified economic growth as one of its corporate priorities within their Corporate Plan. The existing economic base, emerging opportunities for growth and the availability of a comprehensive evidence base that identifies growth opportunities in specific economic sectors provide an ideal opportunity to determine how the Council can prioritise economic development and regeneration via the Local Plan process to achieve a positive and lasting economic impact for the district.
- 8.4 The rationale for local authorities taking an active role in encouraging economic growth is clear. Economic growth leads directly to better standards of living and quality of life arising from more and better jobs, higher and more secure incomes, better access to good housing, education and training, leisure, health and strong public services in a quality environment.
- 8.5 Whilst the district is well placed to realise the benefits from economic growth potential, there are key challenges to securing such opportunities. The district, like many areas of the country, has an increasingly ageing population and, at the same time, a reducing working-age population (i.e. those between 16 and 64 years old). Such a reduction in the working age population reduces the supply of skilled workers for the existing jobs in the district. To ensure there are people to fill the current jobs within the district, the Council must be positive in seeking to attract people to migrate into the district. Ultimately, merely for the district to stand still in economic terms there must still be growth, and the Council must provide opportunities to increase the working-age population.
- 8.6 However, this is not the full story. The district has a range of economic assets which are locationally tied to this area, whether this be the Port of Heysham, the Nuclear Power Station or the centres for Higher Education. Many of these facilities are recognised to have the opportunity for growth and expansion over the course of this plan period and therefore placing even greater demands of the local workforce. As a result planning for economic standstill is not sufficient.

---

<sup>25</sup> Industrial Strategy 2017

<sup>26</sup> Lancashire Strategic Economic Plan 2017

<sup>27</sup> Lancaster District Economic Prospects Report (Turley 2017)



**Figure 8.1:** Opportunities for Economic Growth in Lancaster District

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

### **Economic Growth Priorities**



## **POLICY SP4: PRIORITIES FOR SUSTAINABLE ECONOMIC **GROWTH** PROSPERITY**

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

The Council will also seek to support sustainable economic **growth prosperity and drive forward a Green Economic Recovery within** the district particularly where it meets the following priorities:

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

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

8.9 The Council has undertaken a wide range of assessments to underpin its understanding of economic growth opportunities. This has included the preparation of an Employment Land Review (ELR) in 2015 and the ‘*Lancaster District: Prospects and Recommendations for Achieving Economic Potential*’ initially published in 2015 and subsequently updated in 2017.

8.10 The Achieving Economic Potential Report set out a range of strengths, weaknesses, opportunities and threats which need to be taken into account when considering how economic growth could be achieved in the district through the plan period. These included the following:

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

|  |  |
|--|--|
| <ul style="list-style-type: none"> <li>Enhancing the visitor and cultural offer within the district to benefit local people and increase visitor numbers.</li> </ul> |  |
|--|--|

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

**The Delivery of New Jobs**

| <b>POLICY SP5: THE DELIVERY OF NEW JOBS</b>   |  |
|---|--|
| <p>The Council will seek to encourage and promote positive economic growth within the district in line with levels of growth forecasted within its evidence base. Accordingly the Council will seek to promote opportunities for economic growth in the following locations via new or expanded employment allocations:</p> |  |
| <b>LANCASTER UNIVERSITY HEALTH INNOVATION CAMPUS</b>  | This site will seek to boost opportunities for knowledge-based industries on land adjacent to Lancaster University.  |
| <b>HEYSHAM GATEWAY, SOUTH HEYSHAM</b>   | Building on the strong linkages to the M6 via the Bay Gateway and access to the Port of Heysham, the Heysham Gateway will seek to regenerate and expand existing employment areas in South Heysham to create more modern and fit-for-purpose employment opportunities.   |
| <b>LANCASTER CANAL QUARTER</b>  | The creation of an extension to the existing city centre will allow for the growth of a range of city centre uses, including in the retail, leisure, employment and cultural sectors and opportunities for residential development. It will also provide the opportunity for a greater presence for Lancaster University within the town centre. |
| <b>NORTH &amp; SOUTH LANCASTER BUSINESS PARKS</b>   | As part of the strategic allocations of land at North of Lancaster, the plan will allocate areas of land for the creation of high-quality B1 uses to meet the evidenced need for further office space <sup>28</sup> . The Lancaster South Area Action Plan DPD will also investigate employment opportunities in wider South Lancaster area.     |
| <b>JUNCTION 33 AGRI-BUSINESS CENTRE, GALGATE</b>  | To boost opportunities for growth within the rural economy, the plan will allocate an Agri-Business Centre, focussed around the relocation of the Farmers Auction Mart. Such an allocation will be for businesses that are ancillary to agricultural and forestry uses.  |

<sup>28</sup> In relation to Policy SG9 (North Lancaster Strategic Site), an area of 2 hectares of employment land will be provided within the strategic allocation. The Council will support residential development in this employment area should it be demonstrated that, following a robust marketing exercise (which has taken place for no less than 2 years following adoption of the Local Plan), that there is no market demand for the identified use. Such a marketing exercise should demonstrate that the site has been marketed using the appropriate media sources at a realistic price for the identified use.

**To facilitate and support opportunities for economic growth across the Plan Period, the Local Plan seeks to allocate 59.5 hectares of employment land to provide for the creation of new jobs in a variety and range of economic sectors as identified both within the Employment Land Review, the ‘Achieving Economic Potential for Lancaster District’ Report and the Lancashire Economic Partnerships’ Strategic Economic Plan (SEP) <sup>29</sup>.**

- 8.12 In order to achieve the economic growth priorities identified in Policy SP4 the Local Plan will have to ensure that appropriate opportunities are identified through the allocation of land and appropriate policy provision is put in place to support growth.
- 8.13 The Council prepared an Employment Land Review (ELR) in 2015 which sought to identify potential future job growth within the district during the course of the plan period. Making use of Experian projections the ELR concluded that opportunity existed for approximately 9,500 FTE jobs to be created in the district over the course of the plan period, which could be boosted further through the delivery of specific projects. In particular, opportunities for growth are recognised in the sectors set out in the table below.

|  |  |
|--|--|
| <b>CONSTRUCTION</b>                      | <b>ACCOMMODATION AND FOOD SERVICES</b>     |
| <b>CIVIL ENGINEERING</b>                 | <b>PROFESSIONAL SERVICES</b>               |
| <b>WHOLESALE</b>                         | <b>ADMINISTRATION AND SUPPORT SERVICES</b> |
| <b>RETAIL</b>                            | <b>EDUCATION</b>                           |
| <b>LAND, TRANSPORT, STORAGE AND POST</b> |  |

- 8.14 The presence of the Port of Heysham, Lancaster University and the University of Cumbria proposals for regeneration, and the expansion in the offer for both Lancaster City Centre and Central Morecambe, means that the Council consider that the opportunities for expansion and growth in these economic sectors represent a reasonable and genuine expectation through the course of the plan period.
- 8.15 Through the course of the plan period, the Council will continue to monitor whether the economic expectations projected remain realistic in light of any changes to the national or local economy and where necessary will act accordingly to deliver economic growth opportunities.
- 8.16 Within this Local Plan, there are a number of locations where economic growth will be focused. Firstly, the Local Plan will seek to maintain a healthy and robust portfolio of employment sites throughout the district that will permit a range of employment uses. This portfolio is identified in Policy EC1 of this DPD. Secondly, a number of new employment sites have been identified that provide greater opportunity for economic growth, investment and job creation. These allocations will be focused on the delivery of a wide range of jobs that will appeal to all levels of educational attainment. These sites are set out in Policy SP5 and in more detail in Policy EC2 of this DPD.
- 8.17 Policy SP5 sets out the areas of specific growth in the economy that will be promoted in this Local Plan, the delivery of these sites are set out in more detail within site specific policies

<sup>29</sup> Lancashire Economic Partnership – Strategic Economic Plan (SEP) [www.lancashirelep.co.uk/media/8856/LEP-strategic-economic-plan.pdf](http://www.lancashirelep.co.uk/media/8856/LEP-strategic-economic-plan.pdf)

elsewhere within this DPD, specifically Chapter 18 which relates to employment, the economy and regeneration.

## 9. Housing Delivery and Distribution

- 9.1 Everyone has the right to a safe, decent and affordable home that meets their needs, in a community where they need to live. This is at the heart of delivering a special vision for Lancaster district. Housing is the most extensive land use and, its relationship with jobs, services and transport networks is a key ingredient in helping achieve sustainable communities.
- 9.2 The number of new homes provided, together with their location and their affordability are key issues for the Local Plan to address in order to provide high quality homes that reflect local people's needs and aspirations.
- 9.3 On average people are living longer, marrying later, having fewer children per family, and there are more divorces than in previous generations. This means household sizes are decreasing overall, thus the number of new separate homes needed to house the same population is increasing. In Lancaster district the average household size is projected to be 2.13 by 2032 (Office of National Statistics) which is lower than the national average.
- 9.4 The significant increases in the number of people aged 65 or over also has major implications for the type of housing required. New housing is needed to meet the needs of residents within the district and to accommodate changing household patterns. The number of houses needed to be built also takes account of people moving into the area from elsewhere and the need to create movement and churn in the established housing market.
- 9.5 The Council's evidence shows that a number of underlying problems will emerge in the future which, if not addressed, will begin to impact on the ability of the self-contained nature of the district to support the local economy and deliver economic growth. Evidence suggests that although the population will continue to increase through the plan period, the working age population (i.e. those aged between 16 and 64) will decline. There are significant levels of young people who expect to leave the area, and they are not currently being counterbalanced by new families and workers moving into the area. Equally, despite being home to two universities (one of which is recognised to be one of the top 10 universities in the country) the rate of graduates who are choosing to stay in the district has reduced. It is important that the Local Plan recognises these problems and puts in place positive approaches to deal with them.
- 9.6 The positive contributions that new housing makes is sometimes overlooked. The provision of good quality housing contributes to a stronger economy, providing opportunities for economies to expand, investment to take place and jobs to be created. It also provides important choice in the housing market ensuring that people can better meet their changing housing needs, for example opportunities for older people to downsize if they choose to. New affordable housing also provides an opportunity for younger members of the community to have the opportunity to live in a place where they have grown up instead of being forced to move away from friends and family.

### **Assessment of Housing Need**

- 9.7 Paragraph 47 of the National Planning Policy Framework places a responsibility on every local planning authority to plan for their full objectively assessed housing need. This is achieved by identifying an Objectively Assessed Need figure (OAN) for housing and then exploring opportunities available to deliver it through planning policy. The OAN is determined using nationally applicable guidance to consider a wide range of evidence on demographics, economic potential and local housing market circumstances to arrive at a recommended level that would allow the needs arising from both demographic change and a growing economy to be realised. The recommendation informs the basis of a specific housing requirement which is established within the Local Plan.
- 9.8 Housing land comes forward on sites that have been specifically allocated in a Local Plan and on sites that were not known about at the time of plan preparation. In both cases planning applications must be approved before development can commence. Applications are assessed in accordance with policies in the Development Management DPD.
- 9.9 In early 2013 the Council commissioned Turley Associates to provide an OAN for Lancaster district. An initial report was published in January 2014; the emerging recommendation informed the “*Strategic Options*” Consultation in summer 2014. In early 2015 the Council re-commissioned Turley Associates to reconsider their recommendation in light of newly released demographic information (household projections from the CLG)<sup>30</sup>. In October 2015 Turleys updated their recommendation on housing requirements, providing an OAN of between 650 and 700 dwellings per annum and a total of between 13,500 and 14,000 over the plan period. This recommendation informed the “*People Homes and Jobs*” Consultation in October 2015<sup>31</sup>.
- 9.10 In February 2016 after a period of much challenge and reflection on the correctness or otherwise of the Turley OAN recommendation the Council formally decided that the recommendation had established the evidence base upon which the Local Plan should be prepared.
- 9.11 The determination of an OAN provides a recommendation on an area’s need for housing based at a point in time<sup>32</sup>. Planning policy must then establish the ability of that area to deliver the need having regard to the available supply, deliverability and the sustainable capacity of the area in the context of the constraints established in national planning policy, and having regard to any cross-boundary un-met need. Through this process a housing requirement is established.

#### **Determining a Housing Requirement**

- 9.12 As described in the background paper ‘Assessing the Reasonable Alternatives’ the Council describe in detail the range of consultation stages which have been undertaken in order to establish how development needs can be met. This has included a Scoping Exercise with regard to broad concepts of housing delivery (undertaken in the summer of 2014) and a more site specific approach within the ‘People, Homes and Jobs’ consultation (undertaken in the

<sup>30</sup> Lancaster Independent Housing Requirements Study (2015) <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

<sup>31</sup> <http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

<sup>32</sup> A new ‘OAN Verification Study’ (Turleys 2018) is now available to view from the following link <http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan>

autumn of 2015). These consultations have been supplemented by a thorough and robust site assessment process, including a number of ‘Call for Sites’ exercises which have established a comprehensive understanding of land availability across the district, and consequently, the deliverability of this land for new development via the preparation of a Strategic Housing and Employment Land Availability Assessment (SHELAA).

- 9.13 In considering how housing needs can be met (as with any type of development), it must be considered in the context of the wider environment and the genuine ability to deliver sustainable development in accordance with national planning policy. In this context the evidence base and wider consultation responses confirm that Lancaster District is a highly constrained housing market area which makes the identification of land for development exceptionally challenging. These constraints are summarised below.
- 9.14 Firstly, the diverse range of environmental designations across the district which can either directly or indirectly be detrimentally impacted by new development. These designations include the protected landscapes of the Arnsdale and Silverdale AONB and the Forest of Bowland AONB and the protected habitats found in Morecambe Bay and along the Lune Valley. Further to these extensive environmental designations, the location of the district on the coast and estuary of the River Lune mean that large areas of the district are at significant risk from either coastal or fluvial flooding. The district also includes areas of Green Belt.
- 9.15 Secondly, the constrained nature of local infrastructure presents significant challenges in delivering new development without major investment. For example the district has long suffered with a poor and inefficient highway network, particularly with and between its main urban areas. These deficiencies are now beginning to be resolved through the opening of the new Heysham – M6 Link Road (the Bay Gateway) but this has not in itself sufficiently addressed the constrained local highway network across the district, particularly within Lancaster itself.
- 9.16 As the Local Plan (and accompanying background papers) describes, the Council has been proactive and comprehensive in seeking potential opportunities to meet the evidenced requirements for housing. The Council’s Brownfield Register provides an up-to-date and clear understanding of the brownfield resource within the district, with the remaining significant brownfield sites identified for development purposes and regeneration within this Local Plan.
- 9.17 The Council has rigorously assessed all opportunities to deliver its full objectively assessed need for housing. Through this work, the Local Plan identifies a broad area of growth in South Lancaster as well as two strategic allocations at East Lancaster and North Lancaster. All three are expected to deliver significant levels of growth on what are largely undeveloped greenfield sites. These will be supplemented by a number of smaller greenfield allocations across the district.
- 9.18 Despite having maximised the opportunities for delivery in consideration of the identified infrastructure and physical constraints there is still not sufficient supply to meet the Objectively Assessed Housing Need figure in full. Having considered all options for growth the Local Plan concludes that in the context of the constraints described it is unable to deliver the level of growth envisaged in the Housing Requirement Study (Strategic Housing Market Assessment).

- 9.19 Policy SP6 establishes what the Council consider to be a deliverable and realistic housing requirement for the district. Through Policy SP6 the Local Plan sets out how the Council will seek to deliver 10,440 new dwellings over the period 2011/12 to 2030/31, equivalent to an annual average requirement of 522 dwellings per annum. The 522 dwelling per annum figure has been rolled forward for an additional three years, 2031/32 to 2033/34, to cover the full 15 year delivery period required by the National Planning Policy Framework. This means that in housing deliver terms the plan will cover a period of 23 years.
- 9.20 The delivery of 522 dwellings per annum represents a substantial uplift in development from that currently set in the adopted Core Strategy. The Local Plan acknowledges that the ability to deliver this uplift is challenging with the plan reliant on the delivery of a number of strategic sites which are not anticipated to contribute significantly to the supply until the later stages of the plan period. On this basis and in order to deliver an aspirational but realistic Local Plan Policy SP6, whilst seeking to deliver an overall housing requirement equivalent to an annual average range of 522 dwellings per annum, the Local Plan establishes a stepped programme of delivery, identifying a series of uplifts programmed to coincide with the delivery of strategic sites within the district. The stepped approach is set out in Table 9.1 of this DPD.
- 9.21 The Local Plan identifies what it considers to be a realistic housing requirement for the district, delivering the full element of demographic need identified in the Housing Requirement Study as well as a level of uplift sufficient to secure economic opportunities across the district. It is important to note that in all instances the stepped housing requirement is a net minimum figure for new homes in the district and where opportunities exist for additional sustainable development these will be supported in consideration against other policies within this Local Plan.

| PLAN PERIOD                      |                    | HOUSING REQUIREMENT   | REQUIREMENT TOTAL |
|----------------------------------|--------------------|---|-------------------|
| <b>Pre-Adoption</b>              | 2011/12 to 2018/19 | Continue the application of the adopted <b>400</b> dwellings per annum requirement                  | 3,200             |
| <b>Post Adoption Years 1-5</b>   | 2019/20 to 2023/24 | Apply the stepped increase to <b>485</b> dwellings per annum  | 2,425             |
| <b>Post Adoption Years 6-10</b>  | 2024/25 to 2028/29 | Apply the stepped increase to <b>685</b> dwellings per annum  | 3,425             |
| <b>Post Adoption Years 11-12</b> | 2029/30 to 2030/31 | Apply the stepped increase to <b>695</b> dwellings per annum  | 1,390             |
| <b>TOTAL</b>                     |                    |   | <b>10,440</b>     |
| <b>Years 13-15</b>               | 2031/32 to 2033/34 | Roll forward the annualised average figure of <b>522</b> dwellings for the additional NPPF 3 years. | 1,566             |
| <b>TOTAL</b>                     |                    |   | <b>12,006</b>     |

**Table 9.1:** Table to show the stepped approach taken to housing delivery through the course of the Local Plan Period.

- 9.22 Whilst mindful of past delivery the Local Plan must look forward and can no longer be hampered by past infrastructure constraints nor by placing a reliance on piecemeal development which effectively make the constraints worse without offering any strategic solutions to these problems. The plan must instead move to a position whereby it supports and brings forward much needed housing, economic growth and infrastructure at the same



time. Policy SP6 allows the Council the opportunity to achieve this.

## **POLICY SP6: THE DELIVERY OF NEW HOMES**

Between 2011/12 and 2030/31 the Council will seek to deliver a 20 year housing requirement of 10,440 new dwellings. This will be delivered through the follow step-changes in the housing requirement.

2011/12 to 2018/19 – 400 dwellings per annum  
 2019/20 to 2023/24 – 485 dwellings per annum  
 2024/25 to 2028/29 – 685 dwellings per annum  
 2029/30 to 2030/31 – 695 dwellings per annum

Beyond the Plan Period the annualised average rate of 522 dwellings has been rolled forward to cover a longer trajectory of 23 years.

The above growth represents a net minimum figure for new homes in the district. Opportunities for further growth in addition to this will be supported where it represents sustainable development and is in accordance with relevant national and local planning policy.

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

| <b>POLICY REF</b>   | <b>SITE NAME</b>  | <b>TOTAL NO OF DWELLINGS</b> | <b>NO OF DWELLINGS ANTICIPATED IN THE PLAN PERIOD</b> |
|---|---|------------------------------|---|
| <b>STRATEGIC DEVELOPMENT SITES</b>  |   |                              |   |
| SG1   | SOUTH LANCASTER BROAD LOCATION OF GROWTH                | 3,500                        | 1,205   |
| SG7   | EAST LANCASTER STRATEGIC SITE                           | 930                          | 525   |
| SG9   | NORTH LANCASTER STRATEGIC SITE                          | 700                          | 700   |
| SG11  | LAND AT LUNDSFIELD QUARRY                               | 250                          | 225   |
| <b>TOTAL STRATEGIC SITE CONTRIBUTION THROUGH THE PLAN PERIOD</b>            |   |                              | <b>2,655</b>  |
| H1  | RESIDENTIAL DEVELOPMENT IN URBAN AREAS                  | 935                          |   |
| H2  | RESIDENTIAL DELIVERY IN RURAL AREAS                     | 409                          |   |
| DOS1 – DOS8   | DEVELOPMENT OPPORTUNITY SITES                           | 776                          | 481   |
| -   | NON-ALLOCATED SITES WITH PERMISSIONS                    | 966                          |   |
| -   | PENDING DECISIONS ON NON-ALLOCATED SITES AS OF 01/01/19 | 251                          |   |
| -   | STUDENT ACCOMMODATION                                   | 2,249                        |   |
| <b>SITES IDENTIFIED VIA ARNSIDE AND SILVERDALE AONB DPD</b>                 |   |                              | <b>21</b>   |
| <b>ADDITIONAL SUPPLY INCLUDING NEIGHBOURHOOD PLAN DELIVERY EXPECTATIONS</b> |   |                              | <b>557</b>  |
| <b>COMPLETIONS 2011/12-2017/18</b>  |   |                              | <b>2,595</b>  |

|   |               |
|---|---------------|
| <b>TOTAL</b>  | <b>11,119</b> |
| <p>The Council will continue to monitor and review the requirements for housing need within the district, both in terms of changes to Government policy at a national level and changes to local circumstances in terms of delivery rates, economic growth and other relevant factors in line with the Monitoring Report out in Chapter 25 of this DPD.</p> <p><b><u>Gypsy and Traveller Provision</u></b></p> <p>The Council will bring forward a Gypsy and Traveller Allocation Sites DPD for the purposes of allocating sufficient land to meet the current and future accommodation needs of the Gypsy and Traveller community. The preparation of this DPD will meet the need to provide for 8 pitches for those of the community who meet the Government’s Planning Policy for Traveller Sites (2015) definition, and will seek to provide for a further additional 16 pitches for those of the community who require accommodation under a cultural need.</p> <p>Monitoring of sites will inform future requirements, and may show a change in the level of need over the plan period. In the context of a potential change in overall need and the current emergence of a separate DPD on allocation sites for Gypsy and Travellers windfall sites which may be brought forward should be considered against criteria in policy DM9 of the Development Management DPD</p> |               |

### **Housing Delivery**

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

|                                       | <b>Plan Period Year</b>  | <b>Completions</b> | <b>Delivery Expectation</b> |
|---------------------------------------|--------------------------|--------------------|-----------------------------|
| <b>Pre-adoption</b>                   | <b>2011/12 – 2017/18</b> | <b>2,595</b>       |                             |
| <b>Pre-adoption</b>                   | <b>2018/19</b>           |                    | <b>318</b>                  |
| <b>First five years post adoption</b> | <b>2019/20 – 2023/24</b> |                    | <b>3,354</b>                |
| <b>Years 6-10 post adoption</b>       | <b>2024/25 – 2028/29</b> |                    | <b>3,802</b>                |
| <b>Years 11-15 post adoption</b>      | <b>2029/30 – 2033/34</b> |                    | <b>2,245</b>                |
| <b>TOTAL</b>                          | <b>12,314</b>            |                    |                             |

**Table 9.2:** Anticipated Housing Delivery in Lancaster District through the Plan Period

- 9.24 The Council are comfortable that the allocation of land within the Local Plan will lead to a wide range of opportunities for development which will more than sufficiently provide for housing delivery within the first five years of the plan with further opportunities for growth identified in the latter periods of the plan as new infrastructure facilitates the release of further potential across the district.
- 9.25 The Council will continue to monitor and review the Local Plan and projected delivery rates

and in particular the timescales for delivery of Bailrigg Garden Village as described in Policy LPRM1. Should the current assumptions for delivery alter in the future due to unforeseen circumstances then the Council will consider it necessary to enter into the process of early review to investigate how housing delivery rates can be maintained in the later years of this plan period.

### **Gypsy and Traveller Provision**

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

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

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

### **Protecting the Historic Environment**

#### **POLICY SP7: MAINTAINING LANCASTER DISTRICT'S UNIQUE HERITAGE**

Lancaster district has an extraordinarily rich and varied historic environment which is

described in more detail through this chapter of the Plan. The heritage assets within the district have all played a major role in helping to shape the district's distinctive identity.

The character of the district is shaped by both the local landscape and townscape built heritage. The district has a rich cultural history that dates back to the Roman prehistoric period and contains a large range of historical assets that chronicle the history of the district through the ages. These are important assets that are protected, either via listing or other designation, from proposals that would harm their heritage significance. These are set out in the list below. The Local Plan will ensure that these designations are protected or enhanced so that their long-term status can be secured.

- Extensive evidence of prehistoric activity, with settlement remains and field systems in the eastern uplands, and defended enclosures such as Warton Crag;
- Major Roman sites such as the forts at Lancaster and Over Burrow, with a network of roads and civilian settlements and industrial sites such as the Quernmore Pottery Kilns;
- Evidence of Dark Age and early medieval activity in the eastern uplands and at St Patrick's Chapel, Heysham and its rock-cut graves;
- Motte and Bailey Castles along the Lune Valley, attesting to the Norman Conquest of the area and later medieval fortifications, including those in Lancaster, Halton, Hornby, Melling, Arkholme and Whittington;
- Medieval ecclesiastical sites such as Cockersands Abbey and Lancaster Priory and many village churches of a similar date;
- Remaining historic agricultural structures which have shaped the character of our rural areas and provide evidence of earlier farming practices and innovation;
- Remnants of the district's industrial heritage including Lancaster Canal, Glasson Dock, Lune Aqueduct, railway heritage including the significant former Carnforth Motive Power Depot, warehouses, mills and other significant buildings, including those associated with the smaller industries of furniture and stained glass manufacture and brewing;
- Evidence of the district's maritime heritage and the significant role it played in international trade, including river frontage, Custom House and warehouses of St George's Quay, Sunderland Point and Glasson Dock, Lancaster's 'outport';
- Evidence of Lancaster's role as a regional centre of mental healthcare provision throughout the 19<sup>th</sup> Century and early 20<sup>th</sup> Century, with significant buildings such as Standen Park House, the Moor Hospital, including Ridge Lea and the Royal Albert Hospital;
- Evidence of Lancaster's great military associations and home of the Kings Own Regiment, including the White Cross Barracks, former Bowerham Barracks (now the University of Cumbria campus) and Westfield Memorial Village;

- Significant education buildings which reflect the development of the education system of this country, but also demonstrate some of the finest architecture including Lancaster Royal Grammar School, Ripley St Thomas School, the Storey Institute and Morecambe’s former Art and Technical School;
- Key cultural assets encompassing designed landscapes, including public parks and cemeteries, museums, assembly rooms, theatres, libraries and commemorative structures, such as war memorials, the Queen Victoria Memorial, Ashton Memorial and the seaside heritage of Morecambe;
- The 18<sup>th</sup> Century and early 19<sup>th</sup> Century townhouses, many of which are intact in Lancaster;
- The extensive network of tightly enclosed streets, backstreets and ginnels in Lancaster City Centre as well as the few remaining yards or courts, such as Swan Court, where the poorest housing tended to be found, packed in and accessed through arches off the main streets;
- Buildings associated with Lancaster’s significant role as the host of the Assize Court from the 16<sup>th</sup> Century including the Castle and Judge’s Lodgings; and
- The high quality civic and institutional buildings such as the Old and New Town Halls.

The Council recognises the features which make the district special, and is in the process of producing a district-wide Heritage Strategy which will help inform the evolving evidence base of the Local Plan. The Local Plan will be used as a vehicle to pro-actively manage the historic environment, protect it from inappropriate development and explore opportunities to improve and enhance the significance, character, appearance and archaeological significance of Lancaster’s heritage assets and their settings.

The Council will also explore opportunities to maximise wider public benefits and reinforce Lancaster’s unique identity through the promotion, understanding, interpretation and enjoyment of the District’s historic environment.

As well as fulfilling its statutory duties, the Council will:

- a) Seek to identify, protect and enhance local heritage assets;
- b) Promote heritage-led regeneration, including development opportunities in Lancaster City Centre;
- c) Produce and review conservation area appraisals and management plans;
- d) Develop a positive strategy to safeguard the future heritage assets at risk;
- e) Adopt a proactive approach to utilising development opportunities to increase the promotion and understanding of the District’s archaeology; and
- f) Regularly review the District’s Heritage Strategy.

10.3 The Local Plan identifies a number of areas that would benefit from regeneration and renewal,

including a number of historical areas in the Centre of Lancaster and Morecambe. At the very heart of regeneration in these areas should be the protection and conservation of the historic fabric of the area to ensure that they can be utilised and enjoyed by current and future generations.

- 10.4 Whilst many historic features are statutorily protected, there are other historical assets that are not formally designated but nevertheless have local historical value. To identify these more local historical assets the Council has made use of local listings to ensure that their value is recognised within the planning process.

### **Protecting the Natural Environment**

#### **POLICY SP8: PROTECTING THE NATURAL ENVIRONMENT**

Lancaster district contains important landscapes, species and habitats that are valued features of the natural environment. **The existing green and blue infrastructure network has been identified through the Lancaster District Green and Blue Infrastructure Strategy. Development must protect, maintain, enhance and extend the District's green and blue spaces, corridors and chains that make up the wider network, and their multifunctional value, integrity and connectivity to ensure the network is as resilient as possible to the impacts of climate change.**

The Council recognises the importance of biodiversity and geodiversity, and has prepared a Local Plan that will seek to protect sites of recognised importance; it will also seek to protect areas of land that are functionally linked to areas which are of International and / or National importance. Development proposals will be expected to protect, maintain and enhance the district's biodiversity and geodiversity, **and other green and blue infrastructure functions**, through the appropriate location of uses, sympathetic design, sustainable construction techniques and appropriate mitigation measures.

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

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

~~Development proposals will be expected to protect, maintain and enhance the district's biodiversity and geodiversity through the appropriate location of uses, sympathetic~~

~~design, sustainable construction techniques and appropriate mitigation measures. The Council will also support opportunities to maximise energy efficiency.~~

- 10.5 Lancaster district has a unique range of environmental designations, from International importance (such as Morecambe Bay) down to sites that have local value – such as Biological Heritage Sites. The Lancaster District is also home to two Areas of Outstanding Natural Beauty (AONB's); Arnsdale and Silverdale and the Forest of Bowland.
- 10.6 The Local Plan has the responsibility to ensure that important landscapes, species and habitats are protected from development that would be harmful and inappropriate. A range of international, national and locally designated sites have been identified within the plan that are protected from future development. Taken together, the Local Plan identifies types of historic, landscape and natural features of value, considering each through detailed and specific policies in order to explain their significance and the reasons to protect and conserve them.
- 10.7 To inform the Local Plan Review, the Council have produced a Green and Blue Infrastructure Strategy, which highlights the multifunctional values and benefits of the District's green and blue spaces, corridors and chains, which make up the existing green and blue infrastructure network, and explores opportunities for the enhancement and expansion of this network. Ultimately the aim is to ensure the green and blue infrastructure network is as resilient as possible to the potential impacts of climate change, and can ultimately reduce, and mitigate and/or adapt to the consequences the District faces as a result of changes in our climate. For example, habitat fragmentation, which can then lead to habitat degradation and species loss.
- 10.8 In identifying future growth areas, in particular the release of strategic greenfield sites, the Council have been mindful of the balance that is needed between the competing needs of protecting the environment against the need to deliver sufficient growth to meet the district's housing and economic needs, whilst also addressing the subsequent implications that may arise as a result of climate change.
- 10.9 In order to achieve this a range of ecological and landscape work has been undertaken, along with Sustainability Appraisal and Habitats Regulation Assessment<sup>33</sup>. Together these provide a clear understanding of the potential environment effects of new development. These have been critical in influencing both the allocation of land and, most importantly, the detail of the policy contained within the plan.

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

- 10.10 Climate change remains a key issue for the Local Plan to address. This can be achieved through supporting schemes that seek to promote more sustainable forms of transport, sustainable construction methods, the delivery of low carbon and renewable energy, increases and enhancements to green and blue infrastructure, and ensuring that development is adequately protected from flood risk.
- 10.11 The district has suffered from extreme weather events and flooding – December 2015 saw significant flooding occur along the River Lune especially to property in Lancaster and Halton and further events in the South Lancaster, Galgate and Halton occurred in November 2017. The Local Plan has been prepared with these risks in mind, with allocations made on land that is not vulnerable to future flooding and with an expectation that development should be designed in such a way as to not create new flooding issues in future or exacerbate current problems, for example through the effective implementation of green infrastructure natural flood management techniques.

## 11. Delivering Infrastructure

- 11.1 There are many elements to maintaining a strong and vibrant community. This includes ensuring that there are a core range of facilities to meet basic local needs, assets of community value are protected, providing opportunity for sustainable growth of communities and expanding the range of housing. These are seen by the Council as critical elements of achieving sustainable communities.

### **Strong and Vibrant Communities**



## **POLICY SP9: MAINTAINING STRONG AND VIBRANT COMMUNITIES**

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

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

**New development should be resilient to Climate Change. Through its design, construction and occupation phases, a developments' ability to mitigate and adapt to the impacts of Climate Change should be the golden thread which results in the delivery of low-carbon, energy efficient homes and commercial spaces which can withstand the challenges of our changing climate.**

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

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

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

- 11.2 Previous consultation on strategic development options have highlighted the importance that existing residents place on the capacity for infrastructure to cope with current and future demands, particularly in relation to health, education, flooding, transport and utility provision. As a result the Local Plan has been prepared following close dialogue with infrastructure providers such as Lancashire County Council, the North Lancashire Clinical Commissioning Group and United Utilities to assess current capacity issues and ensure that the necessary improvements required to facilitate future growth are factored into future development proposals and its phasing.
- 11.3 The Council is confident that the proposals outlined in this plan can deliver the infrastructure necessary to facilitate growth. Further information on the infrastructure necessary can be viewed in the Infrastructure Delivery Plan (IDP) and accompanying Infrastructure Delivery

Schedule (IDS)<sup>34</sup>.

- 11.4 The review of the Local Plan has given the Council opportunities to reconsider its content and direction in the context of Climate Change. In order to promote strong and vibrant communities it will be important that new development provides greater resilience to Climate Change, both in terms of mitigating the impacts and causes of Climate Change but also by making new development more adaptable.
- 11.5 The opportunities to build such resilience should not be simply a gesture in the process. It should be a core principle of new development and given consideration throughout the process. This should start in the design process but follow through to both construction and occupation phases of a development's life. In considering new development the Council will be looking at how Climate resilience has been built into proposals and whether sufficient opportunity has been taken to promote mitigation and adaptation measures.
- 11.6 The Council recognises that there are many existing facilities serving the districts communities, such as public houses, churches, village halls, GP Practices, healthcare clinics, community gardens, community centres and local shops. The Local Plan will seek to protect such facilities from loss particularly where it is demonstrated that they retain community value. The Local Plan will also seek to identify areas of recreational open space, which are valued by the community, and ensure that such land is protected for the health and well-being of the community.
- 11.7 The aim of the Local Plan is to provide opportunities for all sections of the community across the social gradient to achieve their aspirations. In accordance with national planning policy, the plan seeks to maximise opportunities for economic growth and to meet the housing needs of the local area. Ensuring opportunities for communities to maintain a strong social mix is critical to secure strong and vibrant communities into the future.

### **Transport and Connectivity**

#### **POLICY SP10: IMPROVING TRANSPORT CONNECTIVITY**

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

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

<sup>34</sup> Infrastructure Delivery Plan and Schedule (2018) <http://www.lancaster.gov.uk/planning/planning-policy/viability-studies>

New development will be expected to be sited in sustainable locations that ensure a range of transport options and seek to reduce the need to travel. **The promotion of active travel is a key consideration in the determination of applications in ensuring the Climate Emergency Declaration is tackled.** Where it is appropriate and necessary to do so, development proposals will be expected to contribute to the delivery of important transport infrastructure. Where strategic developments are likely to result in traffic impacts that will require mitigation in the form of projects identified in the Highways and Transport Masterplan then funding will be sought via developer contributions. The principles and requirements within Policy DM64 will apply.

**Lancashire County Council's Movement Strategy will be a key consideration in assessing proposals within Lancaster City Centre.**

- 11.8 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan<sup>35</sup> in October 2016. This sets out a range of strategic transport interventions to address existing transport issues within the district. These include improvements to both the road network and improving opportunities to access more sustainable forms of public transport, cycling and walking **and ensuring accessibility of all routes for all users including those using accessible mobility aids and those with disabilities.**
- 11.9 A key element of infrastructure delivery is to improve highway capacity on key corridors (for example the A6 Corridor between Junction 33 and Lancaster City Centre) to address community concerns on this matter. It is important that new infrastructure seeks to improve traffic movements at key locations on transport corridors, and importantly provide realistic alternatives to the private car through projects such as the ~~Bus Rapid Transit Service~~ **Better Buses Scheme** and the Cycling / Walking Superhighway.
- 11.10 The Highways and Transport Masterplan not only identifies improvements to address existing issues but also seeks to plan forward for strategic growth arising out of the Local Plan. The preparation of the Transport Masterplan has been closely aligned with the preparation of the Local Plan, particularly in relation to the assessment of the suitability of strategic areas of growth.
- 11.11 The implementation of the Local Plan, and the development of the strategic sites within the district will be critical to the delivery of new and improved transport infrastructure and presents the opportunity to unlock funding that will be vital to implement the schemes identified. Key elements of the Highways and Transport Masterplan include:
- Improving traffic management in Lancaster City Centre with a focus on improving the environment and encouraging a greater role for sustainable transport. **This is reflected further in Lancashire County Council's Movement Strategy.** Improved traffic management

<sup>35</sup> Lancaster District Highways and Transport Masterplan (2016)  
<http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

would also see Caton Road positioned as the principal gateway into Lancaster City Centre from the M6 from both the north and south.

- The Reconfiguration of Junction 33 of the M6 to a position between Galgate and Lancaster University providing a more direct and reliable connection to the motorway from South Lancaster, to add more capacity and reduce bottlenecks. This would help reduce traffic levels on the A6 corridor, particularly in South Lancaster and through Galgate.
- Encouraging a greater role for public transport, particularly through connections within the main urban areas. This includes the progressive implementation of a ~~Bus Rapid Transit system~~ **Better Buses Scheme** between South Lancaster, Lancaster City Centre, Morecambe and Heysham to provide a fast, more frequent and, importantly, regular public transport services between main centres.
- Promoting improved cycling and walking linkages throughout the district to make walking and cycling safe and convenient for an increasing number of local journeys, either for commuting or leisure purposes. Improvements should include making best use of existing features such as canal towpaths. Support will be given to new infrastructure such as the Cycle Superhighway.
- Investigating the business case for better rail connections to Morecambe and around the whole Morecambe Bay area, taking account of connections into Cumbria, particularly from Carnforth.
- Increasing the opportunities for using ‘Ultra Low Emission Vehicles’ (such as electric cars) through the provision of necessary infrastructure resilience – for example electric charging points.
- Car free development, particularly in elements of the strategic allocations, to be developed in the context of improvements to the public transport network, in particular the ~~Bus Rapid Transit system~~ **Better Buses Scheme**.

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

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

11.14 The Council will work in partnership with other agencies to improve highway capacity in a northerly direction from South Lancaster towards Lancaster City Centre. However, the main focus in this direction will be the delivery of strategic improvements to both the public transport system, through a ~~Bus Rapid Transit service~~ **Better Buses Scheme** and the creation of a Cycling and Walking Superhighway. It is envisaged that these strategic interventions will support a modal shift towards more sustainable forms of transport to make local trips around Lancaster and the wider urban area of the district. These matters will be addressed in more detail via the Lancaster South Area Action Plan DPD.

**11.15** With regard to wider improvements in the cycling and walking network, the Council will work towards increasing the use of sustainable modes of transport and increasing the use of cycling

and walking as a means of accessing the workplace, services and as a form of recreation. The Council will work with Lancashire County Council to implement the findings of the Lancashire Cycling and Walking Strategy 2016 – 2026<sup>36</sup>. *The cycling and walking network will be expanded and designed to be accessible to all users including those who may be using it with adapted cycles, people living with disabilities, and those using adaptive mobility aids such as wheelchairs, mobility scooters or crutches.*

## 12. Lancaster South Broad Location for Growth (including Bailrigg Garden Village)

- 12.1 The 2012 National Planning Policy Framework (paragraph 47) states that in order to deliver a wide choice of high quality homes and to boost significantly the supply of housing. Local planning authorities should identify a supply of specific, deliverable sites for years one to five of the plan period and specific developable sites, or broad locations of growth for years 6-10 and, where possible years 11-15 of the plan.
- 12.2 The National Planning Policy Framework also states that the supply of new homes can sometimes be best achieved through planning for a larger scale development, such as new settlements or extensions to existing villages and towns that follow the principle of Garden Cities. For instance paragraph 52 states that *‘Working with the support of local communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining such new development.’*
- 12.3 Responding to the Department of Communities and Local Government’s call for locally led Garden Village proposals in March 2016<sup>37</sup>, the Council concluded that the best approach to the delivery of sustainable growth in South Lancaster would be through the development of a self-contained Garden Village which focuses on the delivery of high quality development that has a strong link with a series of open spaces and the wider countryside. As a result the proposals for residential and commercial development in South Lancaster will be expected to have the development principles of the Garden Village, as described in Policy SG1, at their core.
- 12.4 The Local Plan Policies Map has identified in South Lancaster a Broad Location for Growth under Policy SG1 in which the Council will prepare a specific Development Plan Document entitled ‘Lancaster South Area Action Plan’) which will form part of the wider Local Plan for the district.
- 12.5 Growth in South Lancaster will facilitate both significant residential and economic growth to meet long term residential and economic needs within the district. Development in this area will include the delivery of at least 3,500 new homes, of which 1,205 new homes during this plan period and the remainder to follow through future plan periods.
- 12.6 Furthermore, the Garden Village proposes a range of employment and commercial

<sup>36</sup> Lancashire Cycling and Walking Strategy

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

<sup>37</sup> <https://www.gov.uk/government/publications/locally-led-garden-villages-towns-and-cities>

opportunities to attract business, investment and jobs into the district. This includes the realisation of the Lancaster University Health Innovation Campus which is considered to be of regional economic importance to the North West, the delivery of a new local service centre which will include opportunities for convenience and comparison retailing (to meet evidenced local needs only) and the investigation of further employment land to allow for business development.

### **Lancaster South Broad Location for Growth (including Bailrigg Garden Village)**

#### **POLICY SG1: LANCASTER SOUTH BROAD LOCATION FOR GROWTH (INCLUDING BAILRIGG GARDEN VILLAGE)**

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

#### **Key Growth Principles for Development in the Broad Location for Growth**

The Council has defined a range of principles which will be at the very core of the planning and development in South Lancaster and for the Garden Village. These will be explored in more detail via the forthcoming Lancaster South Area Action Plan DPD for this area. These principles include:

1. Involving local communities in pro-active consultation about the creation of new development.
2. Securing high-quality urban design which promotes sustainable, attractive places to live, defining a sense of place and creates a sense of community for its new residents.
3. Seeking a modal shift in local transport movements between South Lancaster, the Garden Village, Lancaster University Campus and Lancaster City Centre and beyond into the employment areas of Morecambe and Heysham through the delivery of a ~~Bus Rapid Transit System~~ Better Buses Scheme and Cycling and Walking Superhighway network.
4. Delivering a wide range of market and affordable housing, in terms of type and tenure to ensure that opportunities to live in the Garden Village are available to all sections of the community and contribute significantly to the creation of cohesive, balanced communities and thereby assist the district in meeting its evidenced housing needs within the Local Plan period.
5. Ensuring that the necessary infrastructure to achieve sustainable growth is delivered in the right place, at the right time, to address strategic constraints to the delivery of future development in the South Lancaster area.
6. The creation of sufficient areas of high quality open spaces to provide a distinct sense of place and deliver a network of green corridors and walking and cycling routes across the South Lancaster area to the benefit of the local environment and residents. The delivery of such spaces and routes should make for distinct areas of separation between the new development and the urban edge of Lancaster, Bailrigg Village and Galgate and give potential to bring forward a new country park.

7. Development proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for this area.
8. The creation of healthy and cohesive communities through the delivery of high quality development and the correct levels of services, open space and infrastructure which is provided in safe and accessible locations.
9. The sympathetic masterplanning of new facilities and growth within the campus of Lancaster University for a range of educational facilities, student accommodation, visitor accommodation and ancillary uses located primarily at the Bailrigg Campus, the Lancaster University Health Innovation Campus and in appropriate locations within the wider University estate in the context of its sensitive landscape setting.
10. Safeguarding Lancaster University's Bailrigg Campus, by ensuring that development in South Lancaster and for the Bailrigg Garden Village is well planned and does not have an adverse impact on the University Campus and its setting.
11. Taking proper account of the need to design new development to minimise its contribution to, and the impacts of, Climate Change and to ensure that new development is resilient and adaptable to the effects of Climate Change.
12. Managing water and run-off to safeguard development, assuring public safety and amenity with active measures within new development to reduce flood risk downstream for both existing and new residents and businesses.
13. Offering opportunities for national housebuilders to work alongside local construction firms and encourage training opportunities for local people, particularly through the construction phases of the development. The Garden Village should also include opportunity for the provision of self-build and custom-build properties.
14. To ensure innovative urban design both in terms of the layout and density of new development and the specific design of new buildings. This should include the application of appropriate new technologies for buildings and transport where possible. Proposals should investigate opportunities for localised heating systems in the South Lancaster area.
15. Addressing longstanding constraints and capacity issues in the strategic and local road network through improvements to traffic management and physical interventions to increase network capacity and advantage sustainable travel. This will involve the re-configuration of Junction 33 of the M6 to afford direct motorway access into the South Lancaster area and remove traffic from Galgate which is currently designated as an Air Quality Management Area (AQMA).

To support the delivery of growth in the South Lancaster area, including development of the Bailrigg Garden Village, there will be a requirement for a wide range of both locally important and strategically important infrastructure, including new highways, public transport network, education provision, new local centre(s), open spaces and green network. These are set out in Policy SG3 of this DPD and will be addressed in more detail through the preparation of the Lancaster South Area Action Plan DPD.

Proposals will need to demonstrate that no Internationally designated sites would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, development proposals must accord with the requirements of Appendix D of this DPD.

**Mechanism for Delivery of Growth in South Lancaster, including Bailrigg Garden Village**

The Council will prepare and implement a specific Development Plan Document (DPD) for this broad location for growth, entitled the 'Lancaster South Area Action Plan DPD'. The purpose of the forthcoming DPD will be as follows:

- A. To provide additional detail on how the Key Growth Principles set in this policy will be delivered;
- B. To set out a Spatial Development Framework as a basis for further masterplanning, to help guide the preparation of future planning applications and against which future development proposals and planning applications will be assessed; and
- C. To facilitate and support the co-ordination and timely delivery of the infrastructure necessary to facilitate growth in this location.

Development within the broad location for growth in advance of the Lancaster South Area Action Plan DPD will be permitted provided that:

1. There would be no prejudice to the delivery of the wider Bailrigg Garden Village (including its infrastructure requirements) and would not undermine the integrated and co-ordinated approach to the wider Bailrigg Garden Village development; and
2. That the development would conform with and further the Key Growth Principles described in Policy SG1; and
3. That the opportunities for sustainable transport modes have been fully considered and that the residual impacts upon the transport network will not be severe.

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

To ensure the timely delivery of the Bailrigg Garden Village, work on the wider DPD has already commenced and is anticipated to be ready for adoption within the first five years of the plan (i.e. before 2022).

**Development Principles for the Garden Village**

- 12.7 The achievement of positive design and construction is a basic expectation of all new development regardless of location. In the case of the Garden Village and wider growth in South Lancaster the Council has greater expectations given the opportunities to create a new, self-contained, settlement. Across the broad location for growth in South Lancaster the Council will require a very high standard of urban design to deliver new development in a holistic and comprehensive manner, creating an attractive environment and a distinct sense of place which provides a sense of identity.
- 12.8 Design of development within South Lancaster and the Garden Village should be innovative in its manner. Using positive urban design it should seek to deliver distinctive layouts, making use of natural features and topography, applying a variety of densities in the appropriate locations and seeking to use design and construction methods which seek to futureproof buildings. The



Garden Village should explore opportunities for car-free development in some areas which can make the best use of significant investments to be made into a **Bus Rapid Transit System Better Buses Scheme** (linking the Garden Village to Lancaster City Centre and employment areas beyond) and the proposed Cycling and Walking Superhighway network. This should also include investigating opportunities for localised energy delivery through the role of district heating systems and the opportunities to encourage a greater role for electric vehicles via the provision of infrastructure for electric vehicles.

- 12.9 Transport, and the movement of vehicles and people, is key to development within the Garden Village and within South Lancaster as a whole. There are key interlinkages and interdependencies in the transport network, particularly between Lancaster City Centre and the South Lancaster area, including the Garden Village which require improvements to ensure that modal shifts toward more sustainable forms of transport can be successfully achieved. This means that the Lancaster South Area Action Plan DPD will need to address transport in a holistic manner looking at interlinkages with the wider urban area.
- 12.10 The delivery of new housing is a significant element of the Garden Village with at least 3,500 new homes being developed within the Garden Village (1,205 of which are anticipated within this plan period). It is important that new development in South Lancaster, including development within the Garden Village, provides opportunities for people from all sections of the community to live and work there. Accordingly, new development must provide for the widest range of housing. This should include an appropriate mix of market and affordable housing. Affordable housing should be properly integrated within the proposed location for growth and deliver a full range of housing products allowing people to rent and buy affordable properties.
- 12.11 The creation of new housing should also ensure that it provides a well-balanced variety of homes in terms of size and tenure. The size and tenure of new housing should seek to meet the Council's evidenced needs for new housing within the district, making sure there is an appropriate range of housing for all sections of the community.
- 12.12 New commercial and residential development should be delivered by volume national developers, smaller local and regional construction companies and should investigate the provision on-site for individuals to construct their own homes or businesses by custom build programmes. Such a diversity in construction partners will ensure that year-on-year delivery can be boosted.
- 12.13 A key principle of the Garden Village is to provide a 'garden environment' in which new development is set within. To achieve this the Action Plan DPD will identify a wide range of green and ecological networks which can provide a wide range of benefits. Key networks can provide opportunities for sustainable transport movements (particularly cycling and walking), recreational uses and wider benefits to the natural environment and people's quality of life.
- 12.14 Part of the green network will be the creation of Areas of Separation which will ensure visual separation between the new development and the existing boundaries of South Lancaster and ensure that self-contained settlements, such as Bailrigg Village and Galgate, do not merge with the wider urban areas of the district and the new growth proposed in South Lancaster.
- 12.15 The delivery of green networks will be a fundamental principle of the sustainable approach

toward the management of water, reducing flood risk issues associated with the River Conder, Ou Beck and Burrow Beck. The starting point for future development in South Lancaster and Bailrigg Garden Village should be the management of water, seeking to set aside land which can be used for water management which can include the creation of wetland and balancing ponds to address drainage and benefit the local environment. Water management proposals should be at the very heart of new development and deliver water quality improvements to the local catchment to encourage improvement in habitat and species, and reduce flood risk for both existing and new residents.

- 12.16 At the core of the growth proposed in South Lancaster will be the delivery of new strategic infrastructure to facilitate new growth, this is described in Policy SG3 of this DPD and will be addressed in more detail via the preparation of the Lancaster South Action Plan DPD. It is important that necessary infrastructure which is both local and strategic in nature is delivered in the right place, at the right time, to ensure that development can be achieved in a sustainable manner for the benefit of new and existing residents and local businesses. Planning for necessary infrastructure should start during the preparation of the Lancaster South Action Plan DPD.
- 12.17 In preparing an Area Action Plan DPD it is important that the key principles which are described in Policy SG1 are fully addressed and form the cornerstones of future detailed policy and planning guidance contained within the future DPD and further masterplanning.
- Mechanisms for Delivery of Growth in South Lancaster (including Bailrigg Garden Village)*
- 12.18 Policy SP6 of this DPD sets out the overall housing target and identifies a wide range of development sites which will be required to meet that Local Housing Need. The broad location for growth has identified opportunities to deliver in the region of 3,500 new homes, 1,205 of which the Council believes can be realistically delivered during the course of this plan period up to 2034, due to the strategic infrastructure required to facilitate growth.
- 12.19 However, the sheer scale of the developed proposed in the South Lancaster area, the constrained context to which it is being delivered in and the need for public sector intervention in the delivery of strategic infrastructure means that significant work still needs to be undertaken. Beyond the matters of infrastructure, the complex nature of land ownership with the broad location for growth requires detailed discussion and exploration with key stakeholders. Such discussion will ensure that matters such as landowner expectations are understood and acceptable agreements across all parties are achieved.
- 12.20 To facilitate this the Council has begun work on a specific Development Plan Document, entitled 'Lancaster South Area Action Plan DPD' which will set a framework for future development within the South Lancaster area, including Bailrigg Garden Village. The DPD will set out a Spatial Development Framework which will focus on achieving delivery within the middle five year period of the plan and will seek to direct opportunities for delivery way beyond the conclusion of this plan period.
- 12.21 The Council has already begun to prepare this DPD, with early scoping work being undertaken in October 2017. It is anticipated that work will be completed on the DPD in 2022 and ready for implementation from that point forward. This is anticipated to tie in with the concurrent funding bids to Government in order to deliver the strategic infrastructure necessary.

- 12.22 The Council anticipates that housing delivery will begin contributing to meeting the district's housing needs by the later part of the first five years of the plan, with rates increasing through the middle to later stages of the plan period and beyond into the next plan period. The Council believes it is reasonable that levels of growth could be accelerated in the Garden Village to match future demands within the latter stages of the plan period once strategic infrastructure needs have begun to be addressed.
- 12.23 In exceptional circumstances, the Council may permit development proposals that are in advance of the finalisation of the Lancaster South Area Action Plan DPD. As previously stated the Council will not seek to support piecemeal development, however where proposals are consistent with the key growth principles set out in Policy SG1 of this DPD and do not prejudice the wider delivery of Growth in the South Lancaster area (including the Bailrigg Garden Village) then development will be permitted.

#### **Lancaster University Health Innovation Campus**

### **POLICY SG2: LANCASTER UNIVERSITY HEALTH INNOVATION CAMPUS**

The Council will support the development of a high quality Innovation Campus in the South Lancaster area for a range of knowledge-based and research businesses that provides strong linkages with its position in South Lancaster and in relation to Lancaster University, which is directly south of this site.

Given the site's location within the Broad Location for Growth in South Lancaster, new development should seek to investigate how the development principles as set out in Policy SG1 of this DPD can be addressed. This policy approach applies until such time that the Lancaster South Area Action Plan DPD has been adopted.

Development proposals for this site should be brought forward which builds positively on the first phase of development for the campus, which began in 2018. Proposals should seek to address the following matters:

- I. The submission of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including the retention of woodland, copse, ponds and hedgerows which reflect the undulating topography of this location. The landscaping scheme should seek to create landscape buffers between the development site and the A6 which also has due regard to local residential amenity and the historic assets in the locality;
- II. The creation of an attractive entrance point into the Innovation Campus from the A6 with appropriate landscaping to the site's frontage with the A6. This should include the setting back of development by approximately 30 metres from the A6;
- III. The incorporation of cycling and pedestrian access with positive linkages to the existing network, including improvements to cycling and walking links from this site into Bailrigg Garden Village, Lancaster University Campus and Lancaster City Centre and proposals should seek to connect with the Cycling and Walking Superhighway proposed in this area. Proposals for cycling and walking should include the retention of Bailrigg Lane as a pedestrian and cycle route;

- IV. The submission of a detailed design statement, recognising the site's location within the Bailrigg Garden Village area and its location on a key transport corridor (the A6). The design, layout and material used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its occupants;
- V. The avoidance of large areas of hard-standing and car parking. Proposals should seek to screen areas of car parking when viewed from off-site locations;
- VI. Contribute to the delivery of a green corridor network which will run through the Bailrigg Garden Village area. Opportunities for enhancing biodiversity, recreation and leisure uses should be investigated via any application;
- VII. The protection and enhancement of Ou Beck , a designated Biological Heritage Site (BHS), as a wildlife corridor with new planting and habitat creation provided as part of any scheme;
- VIII. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;
- IX. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, proposals will deal with the matter of flood risk, particularly in relation to the Ou Beck watercourse and the surface water issues across the site. This should include suitable and appropriate mitigation measures which can be delivered to the satisfaction of the relevant authorities;
- X. The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. Proposals should have due regard to the **Surface Water Sustainable Drainage Hierarchy, design features and requirements** which is set out in Policy DM34 of the DM DPD; and
- XI. Proposals should include a detailed Travel Plan, in accordance with Policy DM63 to ensure opportunities to reduce transport movements by private vehicles are minimised and the opportunities to access the site via the **Bus Rapid Transit service Better Buses Scheme** and Cycling and Walking Superhighway are maximised;

Development proposals should give due consideration to all other relevant planning policies, particularly those contained within the Development Management DPD (DM DPD).

12.24 A key element of growth in South Lancaster, and the wider district, is the delivery of the Lancaster University Health Innovation Campus which is sited on land directly to the north of the existing University Campus and identified under Policy SG2 on the Local Plan Policies Map.

12.25 The delivery of the Innovation Campus has been a long-standing aspiration of the Council who, along with the Lancashire Local Economic Partnership recognise the regional potential of this site to deliver new knowledge based employment, training and research premises tied to the University. It is anticipated that the Innovation Campus will have a focus on medical and health research alongside other knowledge-led businesses. When fully realised, the Innovation Campus has the potential to deliver in the region of 2,000 new jobs for the district and attract up to £100 million of investment over the course of the plan period.

12.26 Planning permission was granted for the first phase of the Innovation Campus in 2016. Given

its current planning status the Council anticipates that the delivery of the Campus can begin in advance of the DPD for South Lancaster and that the impacts of new development in this location can be satisfactorily accommodated with improvement to local infrastructure.

- 12.27 Proposals for future phases of the Innovation Campus should have due regard to the emerging approaches taken in this DPD particularly in relation to the locality of the Innovation Park and the potential delivery of new infrastructure.
- 12.28 The Health Innovation Campus is a significant element of future economic growth in South Lancaster and the Garden Village, and occupies a prominent position alongside the A6, a key southern gateway into Lancaster City Centre. As a result, development proposals will be expected to be of a high standard which reflect a high quality Innovation Park. This should be reflected in the design, layout and materials used.
- 12.29 The site's position alongside the A6 provides a great opportunity to maximise benefits and access to sustainable transport networks and should provide strong pedestrian linkages towards the A6 corridor in order to access the proposed **Bus Rapid Transit system Better Buses Scheme** and improve cycling and walking linkages, connecting into the Cycling and Walking Superhighway which will link South Lancaster and the Garden Village with Lancaster City Centre. Where appropriate, proposals should be accompanied by a Travel Plan which highlights how private vehicle movements should be minimised and how access to more sustainable forms of transport will be maximised.
- 12.30 Given the site's proximity to Ou Beck, proposals will be expected to address any residual matters of flood risk and address matters of drainage in a comprehensive and sustainable manner, making use of the **Surface Water Sustainable Drainage Hierarchy and SuDS design features and requirements** in accordance with Policy DM34 of the Development Management DPD.

### **Infrastructure Requirement and Delivery in South Lancaster**

#### **POLICY SG3: INFRASTRUCTURE DELIVERY FOR GROWTH IN SOUTH LANCASTER**

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

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

The Council expects that all development contained within the designation of the Broad Location for Growth, including Bailrigg Garden Village, should contribute to infrastructure requirements in a fair and equal manner. The Council will not permit piecemeal

development in this area which does not seek to address matters of strategic infrastructure in accordance with the expectations of Policy SG1 of this DPD.

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

- The reservation and management of land to ensure the effective management of water, providing flood mitigation and new habitats for wildlife.
- The delivery of access into the Strategic Highways Network via a reconfiguration of Junction 33 of the M6 to the satisfaction of the strategic and local highways authority. In order to achieve this the Council has identified an area of search for the newly reconfigured Junction 33 via Policy T1.2 of this DPD.
- Improvements to the local road network as appropriate to address recognised capacity issues and issues of highway safety to the satisfaction of the local highways authority.
- Improvements to the public transport network, specifically the creation of a ~~Bus Rapid Transit System~~ **Better Buses Scheme** linking South Lancaster to Lancaster City Centre, Morecambe and the Employment areas on the Heysham Peninsula to provide genuinely realistic alternatives to private vehicle use.
- Improved cycling and walking linkages from South Lancaster to the north, towards Lancaster City Centre and the south, towards Galgate. This will be through the creation of a Cycling and Walking Superhighway which will provide a safe and attractive route for pedestrians and cyclists. Improvements will also be sought for improvements to walking and cycling links along the Lancaster Canal.
- The delivery of sufficient education places at both a primary and secondary school level to the satisfaction of the local education authority.
- The delivery of new local centre(s) provision which will include a range of local services and community facilities in an accessible location for both new residents and existing residents in South Lancaster. The new centre(s) provision should seek to meet the basic needs of residents to the South of the City and not seek to compete with the retail / commercial offer found in Lancaster City Centre. This should also seek to investigate the needs for new health facilities within the local centre(s).
- The provision of sufficient public open space to fully meet the amenity and recreational needs of the residents in the Garden Village.

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

- 12.31 There are a number of infrastructure requirements that must be addressed in order to deliver sustainable growth in the South Lancaster area. This must be integral to any future development proposals and the preparation of a Lancaster South Area Action Plan DPD. Without the delivery of necessary strategic and local infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.
- 12.32 It will be for the preparation of the separate DPD to explore in more detail the matters of infrastructure (both in a strategic and local sense) in terms of location, design and detailed delivery. However, the Council has a clear understanding over the scale of infrastructure which

is required and these requirements are already reflected within the Infrastructure Delivery Plan (IDP) and specifically within the accompanying Infrastructure Delivery Schedule (IDS). These documents set out the infrastructure necessary to make development acceptable in planning terms. The IDP has begun to set out the projects required, their indicative costs, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.

- 12.33 A key challenge for growth in South Lancaster is the improvement to highway capacity on the A6 corridor between Junction 33 of the M6, Galgate and Lancaster City Centre and providing direct access from growth in South Lancaster to the M6 motorway.
- 12.34 In order to improve accessibility to the motorway network, the City and County Councils are working with Highways England to create a reconfiguration of Junction 33 of the M6. Such a reconfiguration will include shifting part of the junction northwards towards Lancaster University to create a staggered junction that provides both direct access into the Garden Village and a bypass of Galgate for traffic accessing the M6. Information on this project is set out in more detail via the Highways and Transport Masterplan. It is important to note that access to the M6 will be retained for traffic to the south of the district and into areas of Wyre district.
- 12.35 To improve highway capacity on the A6 corridor, the City Council and Lancashire County Council propose a range of infrastructure schemes beyond Junction 33 improvements, which cumulatively will result in improved highway capacity along the A6 corridor. Other key infrastructure improvements will include the following:
- Supporting the route of a new **Bus Rapid Transit service Better Buses Scheme**, as set out in the Lancaster District Highways and Transport Masterplan that will provide regular public transport services between Lancaster University, Bailrigg Garden Village, South Lancaster, Lancaster City Centre, Morecambe, Heysham and Junction 34;
  - Improving linkages into the local cycling and walking network and promoting the use of cycle and pedestrian routes to access Lancaster City Centre and the implementation of a Cycling and Walking Superhighway;
  - The creation of a distributor roads within the Garden Village to provide appropriate and safe access into the local highway network, specifically Scotforth Road / Lancaster Road (the A6) and Ashton Road (the A588). It is anticipated that highway improvements will be required on both the A6 and A588 in relation to highway management and highway capacity.
  - Facilitating the use of low-emission vehicles. In particular the provision of electric charging points within new development; and
  - Supporting the implementation of a HGV movement strategy to limit HGV access through Carnforth, Lancaster, Morecambe and Heysham with the aim to encourage HGV drivers to utilise the Bay Gateway.
- 12.36 However, the wider funding mechanisms for these improvements will be primarily sourced from other public sector intervention, in particular anticipated funding via the Housing Infrastructure Fund (HIF). A bid to secure funding has been made to the HIF process, seeking to secure funding for infrastructure which will facilitate the delivery of new housing and

economic growth within the Garden Village. Public sector funding will be supplemented by funding from the private sector through the delivery of new development which will seek to address funding gaps in the creation of new infrastructure. Funding from the development industry will be secured through an appropriate charging mechanism which will address infrastructure delivery in a fair and equal manner.

- 12.37 Whilst highway and transport improvements represent the greatest challenge to delivery, development of this size and scale at this location requires a further range of infrastructure that is needed to make this area a genuinely sustainable location for growth.
- 12.38 There is an identified need for further education facilities to be provided within the Garden Village; this includes the need for further primary and secondary school provision across the wider area. New primary school provision will be delivered directly as part of the development in South Lancaster and in partnership with Lancashire County Council. The delivery of a secondary school meets a wider strategic need for Lancaster and whilst located in South Lancaster it should be funded through an appropriate infrastructure tariff which will be applied to wider growth within the district. Whilst it is anticipated that funding will be generated from an infrastructure tariff, it is expected that a site for a new secondary school will be delivered within the South Lancaster area with its precise location investigated as part of the DPD.
- 12.39 A new local centre will be necessary to provide basic local services and community facilities for both existing and new residents of South Lancaster. The precise location of the new local centre (or local centres) will be investigated in more detail as part of the Lancaster South Area Action Plan DPD. However, the future role of new local centre(s) should include uses that meet localised needs only and not seek to compete with other local centres or Lancaster City Centre. The facilities provided should include a medium-scale foodstore, in accordance with Policy TC3 of this DPD. The Council will continue to engage with Morecambe Bay Clinical Commissioning Group (CCG) to understand future health requirements associated with development in South Lancaster.



## 13. Central Lancaster

- 13.1 Lancaster City Centre is unique and exceptional in many ways but is still to fully realise its status and potential as one of England’s twelve heritage cities. The city needs to articulate its vision more clearly, in order to achieve significant investment to enhance its uniqueness and raise its profile at a national level.
- 13.2 Lancaster has a long and fascinating history that dates back to Roman times. The city has an outstanding historic environment that includes Lancaster Castle. Lancaster is a quirky, vibrant and friendly centre with a compact, safe, pedestrianised shopping centre containing a mix of main high street retailers and independent shops with a diverse food and drink offer. The city centre also contains a wide range of arts and cultural attractions, including theatres and performance venues, festivals, museums, parks and open spaces are on offer. The city is located on the edge of outstanding countryside and close to two Areas of outstanding Natural Beauty and Morecambe Bay.

### Lancaster City Centre

#### **POLICY SG4: LANCASTER CITY CENTRE**

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

**To understand how such challenges can be addressed, the Council is in the process of preparing a City Centre Strategy. The strategy will identify a long-term investment framework that seeks to address these challenges and offer potential for future growth and improvement that enhances the City Centre’s role in terms of its retail, cultural and leisure offer. The Town Centre Strategy will seek to address the following objectives:**

- **Improve the City Centre’s role as a retail, leisure and cultural centre for both residents and visitors;**
- **Improve business growth within the Centre of Lancaster;**
- **Improve the visitor offer arising from the key tourism assets;**
- **Safeguard those elements that contribute to the significance of the City’s rich historic environment whilst also promoting opportunities for its enhancement and its role;**
- **Enhancements to Green and Blue infrastructure Networks, both within and connecting to, Lancaster City Centre;**
- **Improve the City Centre environment, particularly in relation to Air Quality, through the reduction in traffic movements using the City Centre Gyratory road system and prioritising more sustainable forms of transport;**

- Improve opportunities for employment and the upskilling of local people; and
- Improve infrastructure and assets within the City Centre.

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

#### *Car Parking in Lancaster City Centre*

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

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

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

#### *Lancaster City Centre Movement Strategy*

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

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

- 13.3 Lancaster City Centre benefits from a mainline railway station with direct and speedy access to London, Scotland and Manchester and lies on the strategically important M6 corridor. It also has strong and improving links with a number of establishments of higher education, most notably Lancaster University.
- 13.4 Like many towns and cities, Lancaster is not immune to the effects of rapid change, economic and financial pressures. The fabric of the centre and its heritage assets require constant care and investment while heavy traffic affects its wider environment. Research has shown that Lancaster does not capitalise enough on its historical assets and, although the potential is recognised, the City has yet to establish itself as a major visitor destination.

- 13.5 The city is very much at the crossroads. Plans are evolving for strategic elements of the centre, including projects at Lancaster Castle and Lancaster Canal Quarter that are starting to have an impact. Evidence of Roman occupation is being unveiled that could be of international importance. Meanwhile, Lancashire County Council is developing measures to reduce the impacts of traffic on the one-way system via the adoption of a new Highways and Transport Masterplan.
- 13.6 The new Visitor Economy Strategy<sup>38</sup> for Lancashire recognises Lancaster as one of the county's biggest opportunities for growth. Visitor numbers for Lancashire in 2014 were just over 62 million with a £3.4billion economic impact. As the heritage centre of the county, it is a place that provides a quality environment for people interested in history, independent shopping and a range of cultural experiences. However, its future growth potential is limited due to a number of challenges, in particular a lack of accommodation options and a dispersed heritage offer in need of interpretation.
- 13.7 It is imperative that all those with a stake in the City Centre come together and support key strategic interventions that will maximise the benefits of major investment in the city centre. In the era of internet and out-of-town shopping, the centres that will succeed in the future will be those that provide a range of attractions and a visitor experience that extends beyond simply shopping. It is important that the future role of Lancaster City Centre seeks to maximise opportunities for people to live in the city centre (via the creation of new residential opportunities for all sectors of the community), work in the city centre via the creation of new employment opportunities and play in the city centre via protecting and enhancing the cultural and commercial leisure offers in Lancaster.
- 13.8 The Council will encourage and support proposals that provide a more diverse retail offer for the wider city centre area, boosting the number of retailers operating within the city (whether these be national high-street retailers or independent retailers) and providing a much needed qualitative improvement to type of retail floorspace provided in the city. Such improvements will allow Lancaster to re-focus its retail offer and provide a positive balance between independent retailers and national multiples, in time drawing back some of the retail market share that has been lost over recent years.
- 13.9 Whilst improving the retail offer for the wider city centre is a key aspiration, proposals should seek to improve the diversity of town centre uses, seeking to expand the cultural offer of the city centre in both quantitative and qualitative terms and to improve the opportunities for commercial leisure, specifically expanding the role of the food and drink economy. The Council will also be supporting opportunities for Lancaster University to increase its presence and role within the City Centre with regard to its educational, cultural and residential offer recognising the wider benefits for the university and the City as whole from such a partnership.
- 13.10 Whilst seeking to maximise the economic potential of the City Centre and introduce much needed diversity and resilience toward future economic challenges, it is important that improvements also seek to maximise the environmental potential of the centre. The Lancaster has a unique historical core which, if harnessed correctly can not only present great economic opportunity but also visual improvements to local character. Regeneration and improvement should be closely linked to

---

<sup>38</sup> <http://www.marketinglancashire.com/news/2014/6/10/a-new-visitor-economy-strategy-for-lancashire-a2747>

improvements to the wider public realm and green and blue infrastructure networks in and around the City Centre, for instance Lancaster Canal.

- 13.11 These improvements should be supported across the whole city centre. It is important that significant proposals consider the potential impacts on the wider city centre, to ensure that such schemes demonstrate wider benefits to the City Centre as a whole. The Council will work with all key partners in order to improve the role and function of the City Centre. This includes key business stakeholders, such as the Lancaster Business Improvement District (BID) team, transport and heritage stakeholders in order to ensure that sustainable expansion of the City Centre is achieved.
- 13.12 A key element to the future role of the city centre will be the approach to car parking. The Council is currently preparing a new car parking strategy which will seek to address the current challenges to car parking in Lancaster City Centre. The future strategy will seek to ensure that car parking is provided in accessible locations which can be managed efficiently and contributes to reducing the flow of traffic on the city centre gyratory.
- 13.13 Development proposals should seek to acknowledge some of the significant accessibility and transport issues which exist in Lancaster City Centre, particularly the levels of traffic which exists on the gyratory system. There are many causes for the traffic levels on the gyratory system and the City and County Councils are working on the preparation of a Movement Strategy which will seek to promote more sustainable modes of transport, such as the ~~Bus-Rapid Transit network~~ **Better Buses Scheme** and Cycling and Walking Superhighway. The promotion and implementation of schemes which promote and improve sustainable forms of transport will ensure reasonable alternatives to the use of private cars for local trips are provided.

### Canal Quarter, Central Lancaster

#### **POLICY SG5: CANAL QUARTER, CENTRAL LANCASTER**

The regeneration and development of the Canal Quarter will be critical to enhancing Lancaster City Centre's role and function as a sub-regional centre, as identified in Policy TC1.1 of this DPD, to boost retail, cultural and leisure offers for residents and visitors and continue to meet the needs of people across North Lancashire and South Cumbria.

Development in the Canal Quarter should be brought forward in the context of the Development Framework which will be prepared in the form of a Supplementary Planning Document (SPD). The framework will build on the direction of this policy and support the phased regeneration of the Canal Quarter area and provide a document which can be applied in flexible and adaptable manner.

Future proposals will be expected to involve a mix of main town centre uses which will create diversity within the city centre. This mixture should look to include a range of retail, cultural, leisure, education, residential and employment uses that will complement the wider centre and provide for balanced place-making within the Canal Quarter area itself. Proposals must provide connections between the new development and wider city centre in order to create a sustainable extension to Lancaster City Centre.

Future proposals should seek to complement and support the role and function of the existing uses within the city centre and ensure that there is strong connectivity between the two areas.

The Council will support sympathetic regeneration and redevelopment of the Canal Quarter where proposals address the following matters:

**DESIGN REQUIREMENTS**

- I. Ensuring sensitive integration of new buildings with old, seeking to repair and incorporate the existing fabric and retain buildings and features that are of historic importance. Proposals should make use of the ‘Lancaster Canal Corridor: Assessment of Heritage Values and Significance’ produced in 2012;
- II. Development proposals must be of a high standard of design which is sympathetic to the local area, making use of local design styles, local materials and where possible, the re-use of stone and architectural features from cleared buildings. The implications of the roofscape should also be considered having regards to impacts on key views in to, and through, the Canal Quarter;
- III. Development proposals should effectively utilise its frontage with Lancaster Canal, where levels permit, to provide opportunities for innovative connectivity, design and improved public realm in accordance with Policy T3 of this DPD;

**TRANSPORT REQUIREMENTS**

- IV. Sufficient and appropriate provision is made for vehicle parking in accordance with the strategy highlighted in Policy SG4 of this DPD and Policy DM62 of the Development Management DPD;
- V. Provide positive integration between the Canal Quarter and the wider city centre in relation to the urban form and connectivity for all users. Key areas for integration into the highway network will be through linkages to the east towards Bulk Road and Lancaster Canal, to the south towards the A6 (Pointer Roundabout) and Lancaster Canal and to the west with provision of an appropriate crossing of the Lancaster City Centre Gyratory to connect the Canal Quarter to the historic core of the city centre;
- VI. Development should complement the proposals and direction of the Lancaster District Highways and Transport Masterplan, promoting the role of cycling and walking in accessing the Canal Quarter, incorporating suitable linkages into the surrounding highway network and contributing to alleviating congestion issues in Lancaster City Centre through a reduction in the need for through-traffic;

**ENVIRONMENTAL CONSIDERATIONS**

- VII. The preparation of a drainage strategy for the site which sets out how water will be managed appropriately to reduce the run-off rates and reduce flood risks in the locality. This must, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of the relevant authorities;
- VIII. Development proposals should ensure that biodiversity is protected, particularly the biological features for which the Lancaster Canal BHS is identified, investigate measures to deliver enhancements to key local habitats and species and improve the connectivity to the district’s wider ecological network.

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

- 13.14 The Council will continue to support proposals for the regeneration of the land at Canal Quarter in Central Lancaster, encouraging the expansion of the City’s retail, leisure and cultural offer to both local residents and visitors. Improvements in the Canal Quarter will provide the opportunity to enhance Lancaster’s role as a sub-regional centre in accordance with Policy TC1.1 of this DPD. This growth is considered essential to enable the district to retain and attract the workforce, students and visitors it needs to sustain economic growth.
- 13.15 The principles of redevelopment and regeneration at the Canal Corridor North site have been widely accepted via previous planning decisions. Importantly, during the 2009 Public Inquiry into regeneration of the then Canal Corridor the Secretary of State acknowledged that there was no available and sequentially preferable site (or combination of sites) which could accommodate town centre growth of the scale proposed, even if disaggregated (paragraph 16 of the Secretary of State’s decision). Whilst the composition of any future scheme may be different (in terms of the uses proposed and the way that it is phased) the scale of the regeneration project will remain the same and therefore the Council is comfortable that the Canal Quarter site, as identified under Policy SG5 of this DPD, is still the sequentially preferable location to deliver opportunities for comprehensive regeneration and improvements to the city centre.
- 13.16 The Local Plan will seek to support a flexible range of uses in the Canal Quarter site where they boost the existing role and function on the city centre. Suitable uses will include a mix of both comparison and convenience retailing which seek to complement the existing offer, cultural uses which complement and improve the existing facilities at the Dukes and Grand Theatres and commercial leisure uses, in particular placing a greater emphasis on growing the food and drink offer within the city centre, as well as residential development.
- 13.17 The Canal Quarter is expected to be a place where people can live, work and enjoy their spare time, therefore redevelopment of this site for employment / business purposes which support the emerging economic growth sectors (as defined in the Council’s Economic Strategy) will be supported by the Council. In particular, the Council will support the creation of business spaces for digital and creative industries, professional services and other knowledge based sectors.
- 13.18 The redevelopment of the Canal Quarter will result in the regeneration of a significant area of land to the east of the city centre which will, in due course, expand the boundaries of the city centre. The Council is clear that proposals for the Canal Quarter should seek to complement the existing offers provided in the wider centre and should not seek to compete with, or detract from, existing businesses, retailers or cultural / leisure offers within the city centre.
- 13.19 Development in the Canal Quarter should come forward in line with the forthcoming Development Framework for the site, which will be prepared as a Supplementary Planning Document (SPD) to support the policy direction outlined in Policy SG5 of this DPD. It is the intention of this Development Framework to ensure that the regeneration of the Canal

Quarter can be implemented in a phased approach which can provide flexibility and adaptability in how development can evolve in this area.

- 13.20 Any proposal must ensure positive integration with the existing city centre in order to attract users of the city centre to the Canal Quarter and vice versa. The Council would therefore expect proposals to incorporate good linkages for pedestrians, in particular an appropriate crossing of the Lancaster City Centre Gyratory. Proposals should contribute towards improving the pedestrian environment within the city centre, supporting the Lancaster District Highways and Transport Masterplan in promoting strong linkages around the city centre and into the city centre from surrounding residential areas.
- 13.21 As described in Policy SG4 of this DPD, the city centre will evolve into a hub for public transport, with the delivery of a new ~~bus rapid transit system~~ **Better Buses Scheme** which will connect Bailrigg Garden Village, Central Morecambe and Heysham and the growth areas in East Lancaster and North Lancaster to the city centre. The regeneration of the Canal Quarter must ensure that connectivity to and from these public transport nodes is achieved in such a way that promotes its use and increases pedestrian footfall in and around the city centre.
- 13.22 The city centre is home to an ever increasing number of students from Lancaster University and the University of Cumbria who have an important role in maintaining a healthy and vibrant city centre. The regeneration of the Canal Quarter provides the opportunity for a greater presence for Lancaster University and to improve the links between the areas of higher education and the city as a whole. The Council will seek to support a greater university presence in the city centre through the creation of new cultural, education and leisure facilities which will improve the overall city centre offer.
- 13.23 The Council will continue to facilitate the provision of student accommodation in the district, recognising the most preferable locations for such uses are either on campus itself or within the city centre. However, specific consideration and justification will need to be given around the appropriateness of siting significant volumes of student accommodation within the Canal Quarter. This is due to the significant amount of student accommodation which has been given permission across the city centre in recent years. The Council will seek to balance the demand and opportunities for student accommodation development within the Canal Quarter with the need to promote a sustainable mix of uses, encourage year round activity and deliver a comprehensive and balanced place-making agenda.
- 13.24 The Canal Quarter involves the regeneration of an area which, in places, has significant historic value. The site includes a number of historic buildings which, where it is appropriate and possible to do so, should be retained. The Council has undertaken a heritage assessment of the historic assets found within the Canal Quarter, entitled 'Lancaster Canal Corridor: Assessment of Heritage Values and Significance' (2012). The findings and recommendations of this assessment work should underpin future proposals.
- 13.25 Developers and agents for this site will be expected to work with both the City Council and Historic England to consider the most important aspects of the historic environment to be retained as part of their planning application(s) and should have due regard to the relevant policies of the Development Management DPD.
- 13.26 The regeneration of the Canal Quarter presents a significant opportunity for a step-change in

improving the function and role of the city centre. However, it is important that the regeneration of this area seeks to benefit the city centre as a whole, in particular ensuring that the existing business and retailers also see benefits and improvements arising from the regeneration of the Canal Quarter.

- 13.27 In order to achieve this, and to clearly define how such benefits will be delivered, the Council will seek improvements through the preparation of a ‘Town Centre Strategy’ which will be prepared in collaboration with key city centre stakeholders. The strategy will set out a positive and proactive approach towards regeneration, improvement and renewal, building on the successes of recent projects such as ‘Square Routes’ and ‘Beyond the Castle’ to ensure that the benefits which arise from the regeneration of the Canal Quarter, particularly in terms of increased investment and footfall, are shared with the whole city centre.

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

#### **POLICY SG6: LANCASTER CASTLE AND LANCASTER QUAY**

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

##### **Lancaster Castle**

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

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

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



**Lancaster Quay**

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

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

**Quay Meadow and Vicarage Field**

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

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

- 13.28 Lancaster is widely recognised as a city with exceptional cultural heritage with its historic buildings and streetscape attracting large numbers of visitors each year. The Castle, Priory and the surrounding quay area are at the heart of this heritage, providing a focus for visitors and residents keen to explore the historic past of the city.
- 13.29 Until recently these assets were under-appreciated, with the castle in use as a prison and closed off to the public. Indeed the surrounding quay area is poorly integrated with the rest of the city offering little to the visitor economy. The Council is keen to address this, encouraging proposals that seek to rejuvenate the historic core of the city and strengthen its position as a quality destination for both visitors and residents of the district.
- 13.30 The Council has sought to understand how the potential for Lancaster, in terms of enhancing its cultural offer and visitor experience, can be realised. In 2011 the Council prepared a Cultural Heritage Strategy which sought to consider how the cultural offer of Lancaster, in terms of its historic buildings, historical legacy and existing cultural offer could be enhanced to maximise economic potential in the city centre. Following on from this Strategy, the Council undertook a number of interventions in the city centre to improve pedestrian movements and enhance the public spaces in the centre via the ‘Square Routes’ project. This work has seen significant improvements in the visual amenity and attractiveness of the city centre.
- 13.31 Whilst this has provided a good starting point for the city centre in realising its potential, there is further work to be done. The Council has been working with Lancaster Business Improvement District (BID) in order to market Lancaster more effectively to increase visitor, numbers, and the Council continues to prepare a wider review of its cultural assets in the city centre, particularly in terms of its museums, to ensure best use is made of these assets for the benefits of local people and visitors.

- 13.32 In terms of its cultural and heritage offer the most significant asset in Lancaster City Centre is Lancaster Castle and its surrounds, including Lancaster Priory. The closure of the Lancaster HM Prison in 2012 at the castle has provided the opportunity for it to be used in the future as a nationally important visitor destination which will have economic benefits not only for the city centre but the district as a whole.
- 13.33 With the castle vacant there are now opportunities to pursue proposals for a heritage-led regeneration of the wider area. The owners of the castle, the Duchy of Lancaster, have already invested significant sums in order to start restoring the historic fabric of the building and make better use of the space within the castle, creating improvements to the visitor experience. It remains the long term aspiration both of the Duchy and the Council to sensitively restore the castle to make it a key visitor destination.
- 13.34 In taking forward future opportunities the Council will look to secure proposals in line with Policy SG6 of this DPD and the recommendations of its Cultural Heritage Strategy. Whilst the strategy was published in 2011, its called for the expansion of the visitor experience at Lancaster Castle remains as valid today as at the time of its publication and is reflected in more recent documentation<sup>39</sup>.
- 13.35 Any future development proposals should be taken forward through a conservation led approach that focuses on the historical importance of the castle and its strategic location within the urban fabric of the city. Opportunities to support the range of heritage-led and public realm regeneration proposals, including the Council's 'Square Routes' and 'Beyond the Castle' projects<sup>40</sup> should be investigated. These projects seek to improve public realm and accessibility both within this area and the wider city centre.
- 13.36 The Council will seek to support improvements and investment to the wider castle precinct and quay areas to the north, including the Priory, church yard and amphitheatre. Investment in these assets offer opportunity to regenerate this area of the city, utilising their historic past and capitalising on their proximity to each other and the wider city centre. The Council will look to support development that complements this heritage resource and secures improved visitor related development in these areas.
- 13.37 In developing proposals for this area the Council has identified New Quay Meadows and Vicarage Field for its potential to accommodate new and improved recreational / amenity space for the city centre. Proposals should look to retain and maintain this area of open space with opportunities for enhancement supported. Future proposals will need to be consistent with the designation, and potential future expansion of Vicarage Field as a Scheduled Ancient Monument with disturbance in this area kept to a minimum including the provision of new paths and tree planting.

---

<sup>39</sup> <http://www.lancaster.gov.uk/news/2016/jun/new-report-makes-recommendation-on-future-museum-provision>

<sup>40</sup> <http://www.lancaster.gov.uk/business/regeneration>

## 14. East Lancaster Strategic Site

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

### East Lancaster Strategic Site

#### **POLICY SG7: EAST LANCASTER STRATEGIC SITE**

Greenfield land identified on the Local Plan Policies Map surrounding Ridge Farm, East Lancaster, has been allocated as a site for residential-led development. The Council expects that once fully developed, the site will accommodate approximately 930 dwellings and the range of infrastructure that is necessary to facilitate these new homes.

Future planning applications will be required to address the following matters:

##### General Requirements and Infrastructure Delivery

- I. A comprehensive masterplan for the whole site will be required with future planning application(s) which addresses phasing and the delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG8 of this DPD in relation to wider strategic infrastructure needs in the East Lancaster area;
- II. The development should be appropriate phased, including the relocation of Lansil Golf Club (and associated facilities) to a satisfactory and appropriate location to secure their long-term future;
- III. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs of the locality to supplement the strategic improvements identified in Policy SG8 of this DPD. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD
- IV. Build an appropriate mix of house types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment;
- V. Affordable housing requirements will be determined in accordance with Policy DM3 (The Delivery of Affordable Housing) of the Development Management DPD. Where there are demonstrable constraints on viability which prejudice the delivery of development proposals, these need to be discussed at the earliest opportunity with the Council, preferably prior to submission of any relevant planning application. Viability matters will be determined in accordance with Policy DM3 and other national or local planning policy deemed consequential.

##### Design Considerations

- VI. The masterplan required by Criterion I shall recognise the site's prominent location on the eastern edge of Lancaster, its relationship with the Urban Setting Landscape

to the east of the site (as identified under Policy EN5 of this DPD) and its position within the setting for Ashton Memorial which is a Grade I Listed Building. The design, layout and materials used should be sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;

- VII. Support will be given to development which ~~seeks to~~ adopts sustainable construction and design **practices in accordance with Policy DM30**, aimed at minimising energy use, reducing emissions and maximising energy **and water efficiency in accordance with Policy DM30**. Proposals ~~should~~ **must** also ~~investigate opportunities to~~ deliver electric charging points and other associated infrastructure for electric vehicles in accordance with Policy ~~DM31~~ **DM62** of the Development Management DPD;
- VIII. Future planning application(s) should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS); and

***Environmental Considerations***

- IX. The submission of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including the retention of woodland, copse, trees, ponds and hedgerows and make the best use of the topography of the site. Landscaping should seek to enhance the site's prominent location on the edge of Lancaster;
- X. The protection in perpetuity of the allocated Urban Setting Landscape which runs to the east of the site, as defined by Policy EN5 of this DPD. Any future proposals for the site should seek positive inter-relationship with this area of local landscape importance;
- XI. Future planning application(s) should contribute to the delivery of green corridor and ecological network in the East of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- XII. No net loss in the value of the Biological Heritage Sites (BHS) and ancient woodland at Long Bank Wood, Lancaster Canal and Newton Beck Valley, with evidence of how identified BHS will be protected and enhanced with new planting and habitat creation. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;
- XIII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of the relevant authorities;
- XIV. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the ~~surface water~~ **Sustainable Water Drainage Hierarchy design features and requirements** as set out in Policy DM34 of the Development Management DPD;
- XV. Future planning application(s) should ensure that the residential amenity of new residents is mitigated from surrounding uses, in particular the noise and air quality impacts from the adjacent M6 motorway; and

**XVI. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council’s Heritage Impact Assessment for the site;**

**Transport Considerations**

**XVII. The delivery of a highways scheme which provides safe, suitable and appropriate access onto both Caton Road and Quernmore Road to the satisfaction of the local highway authority. Further access points should be investigated into the Ridge Estate for cycling, walking, public transport and emergency vehicles only; and**

**XVIII. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network. This should include improving linkages to Lancaster City Centre (via improvements to the Canal Towpath) and adjacent areas including Caton Road, the Ridge Estate and wider links towards the Lune Valley via Grimeshaw Lane.**

**Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of Appendix D must be delivered as part of any future proposal.**

**Any future planning application(s) that are submitted for this area will be expected to take fully into account all other relevant policies within the Local Plan.**

- 14.2 Land surrounding Ridge Farm to the east of Lancaster has been identified for residential development as part of a sustainable urban extension to Lancaster. The site covers an area of approximately 120 hectares and has been identified as having an indicative capacity for approximately 930 dwellings.
- 14.3 This site mainly consists of undulating, open farmland that occupies a raised position above the River Lune which is located to the north. The site includes a number of drumlins and glacial valleys that traverse the site north - south. The site is bounded by the M6 motorway to the east, Caton Road to the north, residential development on the Ridge Estate to the west and Ridge Lane to the south. The site also includes Lansil Golf Course, which remains active and well used by the local community.
- 14.4 There is significant potential for growth in East Lancaster, which creates new housing to meet identified needs. Land has already been allocated for employment purposes at Caton Road and Lancaster Business Park. Further residential growth is also identified directly south of this site at Grab Lane (Policy H4), Ridge Lea Hospital (Policy H3.1), Stone Row Head (H3.2) and Lancaster Leisure Park and Auction Mart (Policy H5). Such growth compliments recent developments at Lancaster Moor Hospital and Nightingale Hall Farm. The Council will expect all new development proposals in East Lancaster to address the cumulative infrastructure issues of development (outlined in more detail via Policy SG8) and provide cumulative benefits to the wider East Lancaster area.
- 14.5 In allocating this site for development purposes the Council recognises the significant potential that it provides in helping to meet the district’s long-term housing needs through a well-planned, comprehensive development of the site. The Council will welcome a collaborative

approach with landowners and developers in the preparation of a masterplan prior to any planning application being submitted for determination.

- 14.6 The Council will expect proposals to come forward for the entire site, recognising the interlinked issues that need to be addressed for the site to come forward. In particular, proposals need to set out how the Lansil Golf Club will be satisfactorily relocated in order for the development to achieve a primary access onto Caton Road. The Council will expect prospective developers of the site to continue to positively engage with the Golf Club to secure the optimum result for both the golf course and the delivery of a sustainable development.
- 14.7 The primary point for vehicular access will be from Caton Road. The provision of an access point should be delivered to the satisfaction of the Lancashire County Council and should not seek to prejudice Caton Road's role as a key gateway into Lancaster City Centre, as defined by the Lancaster District Highways and Transport Masterplan. An important secondary access point must also be achieved to the south, linking the site to Quernmore Road. Whilst linkages into the existing Ridge Estate will be encouraged, these improvements should be limited to cycling, walking and public transport links only.
- 14.8 Given the site's close proximity to Lancaster City Centre, the Council will support the improvement of strong cycling and walking links to promote sustainable travel patterns. In particular, improvements should be made to linkages along the Lancaster Canal towpath and Caton road Cycleway to make these routes safe and convenient for cyclists and walkers accessing the city centre.
- 14.9 Proposals should identify how they will address the delivery of infrastructure that is necessary to make the development acceptable in planning terms. Detail of the necessary infrastructure is set out in Policy SG8 of this DPD. The Council will support the logical long-term phasing of the site. However, the Council will not support the piecemeal development of the site that does not address wider issues for the East Lancaster area.
- 14.10 Given the potential for strong linkages with Lancaster City Centre from East Lancaster area, the Local Plan does not seek to propose anything more than the provision of a local centre that can meet the basic service needs of residents in the locality (broadly defined by Policy TC1.11 of this DPD). The Council will expect, through the masterplan and accompanying planning application that provision is made for the delivery of local services and community facilities on the site via a small parade of shops and services.
- 14.11 The site occupies a prominent location on the entrance to Lancaster and so the Council will look to secure development that positively adds to this area of Lancaster through high quality designed proposals that relate sensitively to the landscape quality of this area. This is particularly the case in relation to the areas of Urban Setting Landscape that occupy land to the east of the site. Development proposals will be expected to address the requirements of Policy DM46 in relation to development affecting Urban Setting Landscapes. Particular regard and attention will also need to be given to the potential impact upon the historic setting and significance of Ashton Memorial, in accordance with Policy DM39, and also the landscape and visual impacts upon the Forest of Bowland AONB.
- 14.12 The site has a strong relationship with Lancaster Canal, which is a distinctive feature and is

designated as a Biological Heritage Site (BHS). As previously mentioned, proposals should seek to maximise opportunities to use the canal for cycling and walking linkages but also new development should seek a positive relationship with the Canal through positive design and layout. Development proposals should leave a sufficient buffer between the canal to mitigate environmental impact and allow for future maintenance of the canal.

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

#### **Infrastructure Requirements in East Lancaster**

### **POLICY SG8: INFRASTRUCTURE REQUIREMENT & DELIVERY FOR GROWTH IN EAST LANCASTER**

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

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

- I. The provision of additional school places at a primary level. To achieve this it is expected that new development will fund the creation of a new primary school within Strategic Site SG7 in an appropriate, convenient and accessible location to be agreed with the education authority. The new primary school should be Single Form Entry in size however it should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivery of the new school should be commissioned and delivered in partnership with the education authority.**
- II. The provision of additional school places at a secondary level. To achieve this it is expected that contributions will be made towards the delivery of a new secondary school in South Lancaster which will increase the range of secondary school places in the district to meet projected future needs.**
- III. The delivery of a new local centre within the Strategic Site SG7 (identified as TC1.11 on the Local Plan Policies Map) in a convenient and accessible location. The local centre should include a range of local services and community facilities that can be accessed by both new and existing residents in the East Lancaster area. The scale of the local centre should deliver in the region of 400sqm of convenience retailing floorspace and in the region of 200sqm of comparison retailing floorspace.**

- IV. The creation of a new country park, as identified under Policy SC5 of this DPD. The facility should be appropriately managed (preferably via a private management company) to provide significant opportunities for amenity space within the East Lancaster area. The new Country Park should make best use of the local topography to deliver wider landscape and amenity benefits.
- V. The creation of improved cycling and walking linkages between the proposed growth in East Lancaster, Caton Road Employment Area, Lancaster City Centre, the Ridge Estate and new developments to the South of Strategic Site SG7. Opportunities for improvements along the Lancaster Canal should be explored by the applicant and delivered by the Canal and River Trust. Proposals should come forward with appropriate mechanisms for the future maintenance of the new routes.
- VI. Contributions should be made towards improvements to public transport, with a particular emphasis on how bus services can be linked with the site providing a local service between this area of growth and Lancaster City Centre. The Council will expect such improvements to be investigated jointly with Lancashire County Council and local bus operators. Consideration should be given to the integration of the proposed ~~bus rapid transit~~ **Better Buses S** scheme to demonstrate how new development in East Lancaster will be better connected to wider areas through the provision of more frequent, sustainable public transport services.
- VII. The provision of sufficient utility infrastructure, working with the relevant infrastructure providers to ensure that such provision is achieved in a timely manner.

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

In particular, beyond the on-site contributions to meet localised open space needs, the Council may expect contributions towards the improvement of Williamson Park so that the park may better accommodate increased use of its facilities associated with the demands of new development in the locality. However, given the scale of open space contributions associated with the East Lancaster Strategic Site (SG7) and the delivery of a new Country Park in this location, development proposals within Policy SG7 will be exempt from this requirement.

Where necessary and appropriate to do so, applicants may be required to enter into legal agreements that set out further detailed mechanisms and timings for the delivery of necessary infrastructure identified in this policy. Where off-site works are required then these can either be physically provided or appropriate contributions can be made for third parties to deliver.

- 14.14 There are a number of infrastructure requirements that must be addressed in order for development in East Lancaster to be achieved. Without the delivery of necessary infrastructure, it cannot be demonstrated that, both individually and cumulatively, the scale of



growth proposed in this area is acceptable in planning terms.

- 14.15 In order to address matters of infrastructure within the Local Plan, the Council has prepared an Infrastructure Delivery Plan (IDP)<sup>41</sup> that sets out the infrastructure necessary to make development acceptable in planning terms. The IDP sets out the projects required, their indicative costs where known, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.
- 14.16 A key challenge to growth in East Lancaster are the cumulative impacts of development on existing provision. For example, the levels of accessibility in this area to the City Centre are relatively low. Linkages by foot, bike or public transport are limited and, should further residential growth be promoted through the plan in this area, then improvements for both new and existing residents are necessary.
- 14.17 As a result the Council will seek, at a minimum, opportunities to improve levels of cycling and walking into the city centre from the East of Lancaster. This will include building on the existing cycling and walking network and supporting its promotion and growth in accordance with the Lancashire County Council's Cycling and Walking Strategy<sup>42</sup>. In relation to public transport, the Council will continue dialogue with transport providers to ascertain whether opportunities exist for the creation of new services (or the diversion of existing services) to provide a regular bus link to the city centre. Improvements to these networks will be secured by a mixture of both Section 106 agreements and an appropriate charging schedule.
- 14.18 In relation to the East Lancaster Strategic Site, a key consideration is the delivery of suitable access provision onto Caton Road, which is the primary gateway into Lancaster City Centre from the M6 motorway. The Council will not support proposals that place a restraint or restriction on the free movement of traffic along the Caton Road Gateway. The Council has, through discussions with Lancashire County Council, identified that a primary access onto Caton Road can be achieved without compromising the free flow of traffic, however the detailed design of any future junction needs to be agreed with the local highways authority. It will be for the development to provide the funding required to deliver such improvements through conditions and the Section 278 process.
- 14.19 There is an identified need for further education facilities to be provided in East Lancaster. This includes the need for further primary school provision to be provided on Site SG7. New primary school provision will be delivered directly as part of the development of SG7 in partnership with Lancashire County Council. The delivery of a secondary school meets a wider strategic need for Lancaster and therefore should be funded through an appropriate charging schedule. It is anticipated that the delivery of a new facility will occur in the South Lancaster area in accordance with the direction of the local education authority.

---

<sup>41</sup> <http://www.lancaster.gov.uk/planning/planning-policy>

<sup>42</sup> <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>

## 15. North Lancaster Strategic Site

- 15.1 Following the North Lancashire Green Belt Review<sup>43</sup> the land between the existing urban edge of North Lancaster and the new Bay Gateway is no longer considered to provide the level of openness and permanence necessary for a continuing Green Belt designation. As a result, the boundaries of the Green Belt have been amended, shifting the defined Green Belt boundary north making use of the Bay Gateway as a feature of permanence that can provide a robust and long-term boundary between the urban area of Lancaster and the open countryside to the north.
- 15.2 The shift in Green Belt designation has provided the opportunity for the allocation of land to meet residential and employment development needs of the district in a location that has strong access to the national motorway network, key employment areas in the district and Lancaster City Centre.

### North Lancaster Strategic Site

#### **POLICY SG9: NORTH LANCASTER STRATEGIC SITE**

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

An area of 2 hectares of B1 employment land will be provided within the strategic allocation on land to the east, accessed via Kellet Lane. The Council will support residential development in this employment area should it be demonstrated, following a robust marketing exercise (which has taken place for no less than 2 years following the adoption of the Local Plan), that there is no market demand for the identified use. Such a marketing exercise should demonstrate that the site has been marketed using appropriate media sources at a realistic price for the identified employment use.

Future planning applications will be required to address the following matters:

##### ***General Requirements***

- I. A comprehensive masterplan for the whole site will be required with any future planning application(s). The masterplan should address phasing and the delivery of infrastructure to make the development acceptable in planning terms, including the requirements of Policy SG10 of this DPD in relation to wider strategic infrastructure needs in the North Lancaster area;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs of the locality. Requirements will also be expected to take account of accessibility issues and

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

- should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Building an appropriate mix of house types and sizes to meet evidenced local housing needs within the Council’s most up-to-date Strategic Housing Market Assessment
  - IV. Affordable housing requirements will be determined in accordance with Policy DM3 (The Delivery of Affordable Housing) of the Development Management DPD. Where there are demonstrable constraints on viability which prejudice the delivery of development proposals, these need to be discussed at the earliest opportunity with the Council, preferably prior to submission of any relevant planning application. Viability matters will be determined in accordance with Policy DM3 and other national or local planning policy deemed consequential.

**Design Considerations**

- V. The submission of a bespoke Design and Access Statement with future planning application(s), recognising the prominent and sensitive location of the Beaumont Hall area as a northern gateway into Lancaster and its proximity to the Bay Gateway which is to the north. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents;
- VI. Support will be given to development which ~~seeks to~~ adopts sustainable construction and design **practices in accordance with Policy DM30**, aimed at minimising energy use, reducing emissions and maximising energy **and water efficiency in accordance with Policy DM30**. Proposals ~~should must~~ also ~~investigate opportunities to~~ deliver electric charging points and other associated infrastructure for electric vehicles in accordance with Policy ~~DM31~~ **DM62** of the Development Management DPD;
- VII. Proposals should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD, providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS);
- VIII. Appropriate safeguarding to the satisfaction of National Grid / Electricity Northwest from the overhead powerlines which run across the site.

**Environmental Considerations**

- IX. The submission of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including the retention of woodland, copse, ponds and hedgerows which makes the best use of the topography of the site. The landscaping scheme should seek to create landscape buffers between the development site and the Bay Gateway Link Road to the north and the West Coast Mainline to the west and the residential areas to the south;
- X. The creation of green buffers, informed by Landscape and Visual and Heritage Impact Assessments submitted with future planning application(s), between any development proposals and the sites of St Johns Hospice and Hammerton Hall to protect the general amenity of these areas through both the construction and occupation phases of development;
- XI. Provide new home owners with a ‘Home Owners Pack’. This will include details of the sensitivities of the land adjacent to the development (and the wider

- Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas for recreation, such as public open space within the development;
- XII. The identification of the Valley Meadow Habitat Creation Area detailing how this will be maintained and protected. This should be prepared in dialogue with Lancashire County Council having regards to the Meadow Habitat Licence Agreement;
- XIII. Future planning application(s) will be expected to fully assess the potential affect upon the setting and significance heritage assets at Beaumont Hall, Hammerton Hall, Carus Lodge, Carus Lodge Cottage, the curtilage listed wall on Halton Road, Hammerton Hall Bridge, Folly Bridge, Beaumont Hall Bridge, Halton Road Bridge and the Lune Aqueduct as a result of proposed development. Where potential concerns may arise, mitigation measures should be put in place. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;
- XIV. The provision of sensitive landscape buffers to be provided around existing residential properties within and directly adjacent to the proposal site;
- XV. Future planning applications(s) should fully and satisfactorily address amenity issues, including noise and air quality issues which arise from the proximity of the Bay Gateway Link Road, the A6 and the West Coast Mainline, which adjoin this site;
- XVI. Future planning application(s) will be required to demonstrate how they will contribute to the delivery of green infrastructure corridors and ecological networks, identifying opportunities for enhancing biodiversity, recreation and leisure uses and integrating the delivery of the site with improved functionality of both the district's ecological and green infrastructure networks;
- XVII. No net loss in the value of the Biological Heritage Sites (BHS) at Lancaster Canal, with evidence of how the BHS will be protected and enhanced. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create function ecological networks;
- XVIII. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of the Authorities; and
- XIX. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the ~~Surface Water~~ [Sustainable Drainage Hierarchy](#), [design features and requirements](#) as set out in Policy DM34 of the Development Management DPD;

*Transport Considerations*

- XX. The site shall, subject to detailed technical design, include an internal road layout to provide for an unfettered vehicle and pedestrian / cycle access (to an adoptable standard) from Slyne Road (A6) to Hammerton Hall Lane;
- XXI. The phasing required as part of the comprehensive masterplan should ensure that the land north and south of Hammerton Hall Lane can be delivered early in the plan period (in accordance with the housing trajectory);
- XXII. The delivery of a highways scheme which provides a safe, suitable and appropriate access onto Slyne Road (A6) to the satisfaction of the local highway authority.

**Further access points should be investigated to the site to increase permeability into the Skerton area, however, these should be restricted to access for cycling, walking, public transport and emergency services only;**

**XXIII. The incorporation of cycling and pedestrian access with strong and positive linkages to the existing network. This should include improving linkages to Lancaster City Centre (via improvements to the Canal towpath and along the A6). Support will be given to the future role of Hammerton Hall Lane for cycling and walking only; and**

**XXIV. Pedestrian improvements along Halton Road including safe pedestrian access across Halton Road Bridge via the creation of a new footbridge across the Lancaster Canal at an appropriate location to aid movements south and north.**

**Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.**

**Any future planning application(s) that are submitted for this area will be expected to take fully into account all other relevant policies within the Local Plan.**

- 15.3 Land to the north of Beaumont Hall has been identified for development as part of a sustainable urban extension to North Lancaster. Incorporating land to the west and east of the A6 and covering an area of 60.7 hectares of land the area provides a logical and sustainable urban extension to the north of the City. An indicative capacity for 700 dwellings and 2 hectares of high quality B1 employment land has been identified.
- 15.4 Located on predominantly pastoral farmland the site is bounded to the north by the new Bay Gateway, to the east by Kellet Lane, to the west by the west coast mainline and to the south by existing residential areas of Skerton. The Lancaster Canal cuts through the site in a north south direction.
- 15.5 The area is characteristic of the 'Low Coastal Drumlins' Landscape Character Type it is located within, with its pastoral landscape emphasising the undulating drumlin nature of the local topography and existing vegetation. A low coastal drumlin occupies a prominent north to south location within the site.
- 15.6 There are number of properties within the site that are excluded from re-development and require sensitive future consideration. They include St Johns Hospice, the Grade II listed Beaumont Hall and the local heritage asset of Hammerton Hall. It is important that development proposals are accompanied by a heritage impact assessment that looks at any potential impacts, particularly the setting, of these locally and nationally important heritage assets. The Council has prepared a series of heritage assessments that will form the basis for future impact assessments.
- 15.7 There are a range of residential and commercial uses that currently occupy the site and will continue to do so during and after development. The Council will expect that through the masterplanning and application process these interested parties will have the opportunity to engage in its preparation to address any localised concerns that they may have, particularly

relating to matters of residential amenity.

- 15.8 In allocating this site for development, the Council recognises the significant potential that it provides in helping to meet the district's long-term development needs (contributing to both housing and employment needs) through a well-planned, comprehensive development of the site. Once completed the site will form a sustainable urban extension to the north of Lancaster.
- 15.9 Situated in a highly sustainable location the site offers strong linkages to Lancaster City Centre as well as services and facilities to the south in Skerton. Opportunities to strengthen these linkages will be sought with increased permeability and legibility encouraged both within and into adjacent areas.
- 15.10 The Council will expect all new development proposals in the North Lancaster area to address the cumulative issues of development and provide cumulative benefits to the wider area in relation to improvements to community facilities and wider environmental quality.
- 15.11 The Council will expect a comprehensive masterplan to come forward for the entire site, recognising the interlinked issues that need to be addressed for this strategic site. This is particularly in relation to the range of necessary infrastructure that is required to make development in this location acceptable. Whilst the Council will support the logical long-term phasing of the site, the Council will not support the piecemeal development of the site that does not address wider issues for the North Lancaster area.
- 15.12 The site occupies a prominent gateway location on the northern entrance to Lancaster. As a result, the Council will expect development to positively add to the locality and the setting of the wider area. Development proposals should be of a high standard of design and construction, and be sensitive to the edge of settlement location of this proposed site. The site incorporates a number of landholdings that should be protected and sensitively treated, including St John's Hospice and Hammerton Hall. Any submitted masterplan should provide a significant green buffer between any proposed development and these properties, to protect both general amenity and visual amenity for users of the hospice.
- 15.13 The site includes the Grade II Listed building at Beaumont Hall. The building and its wider setting must be preserved as part of any proposed development. Any submitted masterplan should provide significant green buffers between any proposed development and this property to protect both the general and visual amenity in this locality.
- 15.14 The Council will expect any masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed and managed, both within the site and through the creation of appropriate buffer zones around the edge of the site. Development proposals should make the best use of the topography of the site, locating development in the areas that generate the least impact on the local landscape.
- 15.15 The masterplan and accompanying planning application must address the delivery of sufficient infrastructure to make the development acceptable in planning terms; in particular the provision of appropriate highway improvements in the North Lancaster area and the provision of new and improved education provision.

- 15.16 Proposals should include a primary access onto A6 (at a safe and appropriate point to be agreed with the Lancashire County Council) and investigate secondary access points provided at Barley Cop Lane, Kellet Lane and Halton Road. All access points should be incorporated to the satisfaction of Lancashire County Council. Increased traffic levels on local roads will necessitate minor improvements to the existing road network.
- 15.17 In order to meet an identified deficit in office space (as identified in the Council's Employment Land Review) in the district, the Council have identified the potential delivery of 2 hectares of B1 employment land on the eastern part of the North Lancaster Strategic Site (accessed from Kellet Lane). However, mindful of the need for housing delivery within the district, the Council will support residential development in this area should it be demonstrated that a robust and thorough market exercise has taken place which demonstrates that there has been no demand for the site. The marketing exercise should demonstrate that the site has been marketed for employment purposes for no less than 2 years of the site becoming available for development (i.e. the formal adoption of the plan and allocation of the site). The marketing of the site should be clearly demonstrated to be robust in terms of making use of the appropriate media (both locally and nationally) and ensure that it is marketed for a realistic price for the identified employment use.
- 15.18 The allocation should deliver a sustainable urban extension to the existing settlement area. Proposals should demonstrate how the development would integrate with the existing urban fabric of Lancaster, encouraging permeability for walking into Skerton, the city centre and to other adjacent development sites. Any masterplan should also include the provision of a new local centre identified under Policy TC1.12, which provides commercial opportunities to meet local service provision for new and existing residents in the North Lancaster area only.
- 15.19 The masterplan will be expected to address the recognised infrastructure requirements for the North Lancaster area, as defined within the most-up-to-date Infrastructure Delivery Plan (IDP) and Policy SG10 of this DPD.

#### **Infrastructure Requirement and Delivery in North Lancaster**

### **POLICY SG10: INFRASTRUCTURE REQUIREMENT & DELIVERY FOR GROWTH IN NORTH LANCASTER**

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

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

- I. The provision of additional school places at a primary level. To achieve this it is expected that new development will fund the creation of a new primary school**

within the site in an appropriate, convenient and accessible location to the east of the A6 to be agreed with the education authority. The new primary school should be Single form Entry in size however should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivery of the new school should be commissioned and delivered in partnership with the education authority;

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

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

15.20 There are a number of infrastructure requirements that must be addressed in order for a sustainable urban extension to be achieved in North Lancaster. Without the delivery of necessary infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.

15.21 In order to address matters of infrastructure within the Local Plan, the Council has prepared



an Infrastructure Delivery Plan (IDP)<sup>44</sup> that sets out the infrastructure necessary to make development acceptable in planning terms. The IDP sets out the projects required, their indicative costs, where known the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.

- 15.22 A key challenge will be to ensure that new development in the North Lancaster area facilitates sufficient expansion to the capacity of the local highway network to ensure the free flow of traffic and a safe and efficient highway network. Whilst strategic improvements have already been made in the North Lancaster area, through the construction of the new Bay Gateway Link Road, this provides more strategic access between the M6 and Heysham. New development proposals will have to address the impacts of increased traffic on the local road network, particularly the A6, Halton Road, Kellet Lane and Barley Cop Lane. As a result, the following improvements will be expected to be delivered directly through the development of Site SG9:
- Appropriate access arrangements are achieved onto the A6 (the primary vehicular access point into the sites) to ensure there are no severe impacts on highway capacity and that the proposal does not impact on highway safety;
  - Improvements to ensure that there are a range of opportunities to access Lancaster City Centre by means of sustainable transport. This should include access to public transport and cycling and walking linkages; and
  - Appropriate access arrangements to the local road network to provide opportunities for filtration into the existing network, for instance onto Kellet Road, Halton Road and Barley Cop Lane.
- 15.23 The above proposals will be funded via legal agreements to ensure the delivery of sustainable development in North Lancaster and ensure that the impacts on the local highway network are not severe.
- 15.24 Improvements to the local highway network should be supplemented by the promotion of more sustainable forms of travel to access local services in accordance with the Lancashire County Council Highways and Transport Masterplan. This should include contributions towards new and improved cycling and walking linkages between North Lancaster and Lancaster City Centre. Improvements to public transport are also required, particularly providing access to the business park which forms part of this urban extension and it will be expected that applicants for the site enter into constructive discussions with local public transport operators to deliver and secure direct bus access.
- 15.25 The funding mechanisms for these will vary. The delivery of new highway improvements will be secured via legal agreements from all landowners ensuring that improvements are made at a time appropriate in the phasing of development. Contributions towards wider infrastructure improvements, such as improvements to the wider cycling and walking linkages will be secured through an appropriate charging tariff / planning obligation to support the implementation of Lancashire County Council's Cycling and Walking Strategy<sup>45</sup>.
- 15.26 There is an identified need for further education facilities to be provided in North Lancaster. This includes the need for further primary school provision. The delivery of a new primary

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

<sup>45</sup> <http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323>

school will be directly funded by the development of the whole site with all parties required to contribute to its delivery. The delivery of a secondary school is also necessary, however, this is to meet wider strategic needs within Lancaster and is to be located in South Lancaster within site SG1. There will be a requirement for development in the north of Lancaster to contribute to meet this strategic need via contributions through an appropriate charging tariff / planning obligation.

- 15.27 A new local centre will be necessary to provide basic local services and community facilities for both existing and new residents of North Lancaster. The Council believes that the most appropriate location for a new local centre is on land in close proximity to the A6 (as broadly defined by TC1.12 of this DPD). The new local centre should only include uses that meet a localised need to the North Lancaster area and should not seek to compete with other local centres or Lancaster City Centre. The Council will not support the development of a foodstore within this local centre as sufficient capacity already exists to the north of the River Lune.

## 16. South Carnforth

- 16.1 Carnforth is the third largest settlement within the district, identified as a Market Town within the settlement hierarchy, and is considered to be the northern hub of the district, providing key services to the rural communities in the north of the district. It also has strong public transport links that may be further enhanced via the delivery of the Lancaster District Transport and Highways Masterplan<sup>46</sup>. As a result, Carnforth is considered to be a highly sustainable location for future development growth, which can build on its strong and improving transport links within the wider region.

### Land at Lundsfield Quarry, South Carnforth

#### **POLICY SG11: LAND AT LUNDSFIELD QUARRY, SOUTH CARNFORTH**

Brownfield land identified on the Local Plan Policies Map at Lundsfield Quarry, South Carnforth, has been allocated as a site for residential-led development. The Council expects that once fully developed that this brownfield site will accommodate approximately 250 dwellings.

A comprehensive masterplan for the whole site and a bespoke Design and Access Statement(s) will be required with future planning applications. The masterplan will address the phasing and delivery of infrastructure requirements that will be negotiated through the planning application process and any viability implications will be shared in full with the Council and taken into account when assessing planning application(s).

Future planning applications, will be required to address the following matters:

##### General Requirements

- I. The delivery of infrastructure to make the development acceptable in planning terms, for instance in relation to highway and transport improvement, education and open space provision;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs of the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Building an appropriate mix of house types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment;
- IV. Affordable housing requirements will be determined in accordance with Policy DM3 (The Delivery of Affordable Housing) of the Development Management DPD. Where there are demonstrable constraints on viability which prejudice the delivery of development proposals, these need to be discussed at the earliest opportunity with the Council, preferably prior to submission of any relevant planning application.

<sup>46</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

Viability matters will be determined in accordance with Policy DM3 and other national or local planning policy deemed consequential.

**Design Considerations**

- V. The submission of a masterplan and accompanying Design and Access Statement, recognising the sites prominent location in the centre of Carnforth and its relationship to the adjoining Lancaster Canal. The design, layout and materials used should be sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;
- VI. Support will be given to development which ~~seeks to~~ adopts sustainable construction and design **practices in accordance with Policy DM30**, aimed at minimising energy use, reducing emissions and maximising energy **and water** efficiency ~~in accordance with Policy DM30~~. Proposals ~~should~~ **must** also ~~investigate opportunities to~~ deliver electric charging points and other associated infrastructure for electric vehicles in accordance with Policy ~~DM31~~ **DM62** of the Development Management DPD;
- VII. Future planning applications should ensure that they do not prejudice the ongoing access to and operation of Carnforth Rangers Football Club;
- VIII. Future planning application(s) should seek to provide a positive inter-relationship with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS);
- IX. Future planning application(s) should seek to maximise the waterside setting of this location and the opportunities this provides in terms of providing an attractive waterside frontage. Proposals should also seek to delivery infrastructure improvements relating to Canal Infrastructure, particularly in relation to the Canal Towpath and also investigating opportunities for the re-opening of the Marina.

**Environmental Considerations**

- X. The submission of a suitable and appropriate landscaping plan that seeks to maximise the retention of existing natural features, including the retention of trees and hedgerows, and makes the best use of the topography of the site. Landscaping should seek to enhance the sites position along the Lancaster Canal;
- XI. To provide new homes owners with 'Home Owner Packs'. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay Coastline) to recreational pressure, promote the use of alternative areas for recreation such as public open space within the development;
- XII. Future planning application(s) should contribute to the delivery of a green corridors and ecological networks within South Carnforth with opportunities for enhancing biodiversity, recreation and leisure uses;
- XIII. Future planning application(s) will be expected to address the issues surrounding Lundsfield Quarry North and Lancaster Canal Biological Heritage Sites (BHS) with evidence of how the development will seek to protect and enhance the BHS including proposals to off-set impacts via new planting and habitat creation. The Council will also expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;

- XIV. Future planning application(s) will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;
- XV. Future planning application(s) should seek to investigate and address any potential impacts arising from previous land-uses on the site;
- XVI. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of the relevant authorities;
- XVII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the **Surface Water Sustainable Drainage Hierarchy, design features and requirements** as set out in Policy DM34 of the Development Management DPD;

**Transport Considerations**

- XVIII. The delivery of improvements to the existing highway network, particularly any necessary improvements to Kellet Road and a highways scheme which provides safe, suitable and appropriate access onto both Kellet Road to the north to the satisfaction of the local highways authority; and
- XIX. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Carnforth Town Centre. This could include the creation of a new pedestrian / cycle bridge across Lancaster Canal; and
- XX. Contributions should be made towards improvements to public transport, with an emphasis on how bus services can be linked with the site providing a local service to Carnforth Town Centre. The Council will expect such improvements to be investigated jointly with Lancashire County Council and the local bus operators.

Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of Appendix D must be delivered as part of any future proposal.

Any future planning application(s) that are submitted will be expected to take fully into account all other relevant policies within the Local Plan.

- 16.2 The former Lundsfield Quarry site has been allocated for residential development. The site was previously home to a concrete works and a marina for the canal. The concrete works is now redundant, and the marina has also closed. Redevelopment of this site is supported by the Council as it offers the opportunity to regenerate and bring back into use a large brownfield site and the marina, providing much needed housing, securing wider environmental and amenity improvements and delivering enhanced connectivity across Carnforth.
- 16.3 The Council will expect a comprehensive approach to be taken towards new development, utilising a masterplan approach to address the cumulative impacts of development and deliver cumulative benefits to the wider area.

- 16.4 The development of the Lundsfield Quarry site for housing has been supported by the Council for a number of years, having been previously identified for housing within the previous Local Plans and, more recently through the planning application process. Whilst planning permission have now lapsed for the site, the Council believes that this site provides a sustainable location for residential development and the opportunity to regenerate a large brownfield site within the town. In 2017, the Homes and Communities Agency (now Homes England) purchased the Lundsfield Quarry site and are now actively working to regenerate the site.
- 16.5 In continuing support for the delivery of this site, the Council will look to secure development that utilises the site's central location, providing increased connectivity between the site, the town centre and adjacent residential areas. Whilst centrally located, the site suffers from poor accessibility with limited connectivity between the site and the town centre due to the Lancaster Canal which presents a barrier to movements. The Council has in the past sought to address this through a requirement for a new crossing of the canal for pedestrians and cyclists. The delivery of such a link between the South Carnforth area and the town centre remains a key priority for any future regeneration plans for this site.
- 16.6 The allocation includes the Lundsfield Quarry Biological Heritage Site (BHS). Whilst the Council looks to protect and enhance existing BHS resources, it is recognised, that redevelopment of the site offers the opportunity to secure wider environmental improvements to the wider BHS area, resulting in a net gain to the biodiversity asset. In delivering this, future development proposals will need to clearly demonstrate how the BHS and other nearby areas will be enhanced and managed. This should ensure that there are net gains in biodiversity value and that appropriate safeguards are included to secure the future protection of this resource.
- 16.7 In allocating this site for development purposes, the Council recognises the potential that it provides in helping to meet the district's long-term housing needs through well-planned, comprehensive development of the site. The Council will welcome a collaborative approach with the landowner and developer prior to any planning application being submitted for determination.
- 16.8 In promoting improved linkages to Carnforth town centre, opportunities to enhance the local cycling and walking networks through the site should be explored. Of particular importance to the sustainability of this area is the delivery of a strong link between Lundsfield Quarry and Carnforth town centre, which includes a pedestrian / cycle crossing of the Lancaster Canal at an appropriate and logical location.

## 17. South Heysham

- 17.1 South Heysham was first identified as a priority area within the 2008 Core Strategy. Although exhibiting scars from its previous industrial uses, the area contains extensive parcels of land, much of which is in public ownership that could be redeveloped to capitalise on the demand generated by the new Bay Gateway.
- 17.2 The land around South Heysham and Middleton village is one of the district's key regeneration priority areas, known as 'Heysham Gateway'. It contains large areas of vacant that is suitable for redevelopment. The Heysham Gateway area contains infrastructure of national importance, namely the Port of Heysham, Heysham Nuclear Power Station and a range of extensive energy installations. It also suffers from the physical after effects of large-scale industrial processes that ended in the 1980s. Paradoxically, it also contains important wildlife habitats and provides many recreational opportunities for local residents.
- 17.3 Given the importance of the area, and the challenges faced in realising its potential, agreeing a clear vision for the future of Heysham Gateway and a strategic, comprehensive approach to its regeneration is absolutely critical. This is required to inform a range of decisions including planning, marketing and utilising land assets.
- 17.4 In recent years, a great deal of work has taken place to gain a better understanding of the area. This has included site investigations, gauging levels of demand, quality infrastructure requirements and determining the best mix of uses in terms of physical regeneration and job creation.
- 17.5 As part of this process, the Lancaster Regeneration Property Partnership has worked with both Lancashire County Council, Lancaster City Council and local stakeholders to obtain up-to-date market information and has undertaken extensive survey work to better understand possible constraints to development. Such investigation has improved understanding that residual land contamination is not a significant issue in many areas of the Heysham Gateway.
- 17.6 Following on from this background work, the Council has agreed that priority should be given to the delivery of economic growth that is locally generated and creates jobs in areas such as manufacturing, power generation, research and development. That said, there is a realisation that the Port of Heysham is an asset of national importance. Therefore, development that supports its operation and growth also needs to be accommodated, even if the direct jobs created by storage, servicing and logistical uses may be relatively low.
- 17.7 The opportunity exists to radically improve the local environment to benefit local residents and the ecological importance of the area. Addressing existing problems, principally local access (particularly via Imperial Road), land drainage, flood risk and the remaining land contamination must all be included in future plans for the area.
- 17.8 To fully realise the ambitions for the Heysham Gateway, everyone with an interest in the area needs to be on-board and address the development principles set out in the Local Plan. Investment decisions need to be co-ordinated to maximise their impact, as should future promotion and marketing activities.

- 17.9 As a result, the following development principles are proposed, aimed at transforming the Heysham Gateway area into a high quality, sustainable employment area that can fully realise the Port of Heysham’s role as one of the UK’s main ports for trade with the Irish Republic, Northern Ireland and the Isle of Man, and capitalise on other key growth sectors. The development principles for the Heysham Gateway are to:
- (a) Provide a range of sites to meet the needs of key growth sectors with priority given to job creation, energy generation, environmental technology and port related uses;
  - (b) To support this growth, development land will be made available, existing areas improved, infrastructure deficiencies addressed and a co-ordinated approach to redevelopment taken; and
  - (c) Undergo a radical transformation by removing dereliction and contamination and improving the local environment.

### **The Port of Heysham**

#### **POLICY SG12: PORT OF HEYSHAM AND FUTURE EXPANSION OPPORTUNITIES**

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

To facilitate such growth the Council will support the development of greenfield land off the Bay Gateway at Imperial Road (as identified under Policy SG12 and shown on the Local Plan Policies Map) to allow for uses which seek to improve the operating efficiency of the Port and support the diversification of uses on the Port site itself.

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

- I. The preparation of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including making the best use of the topography of the site and the provision of landscaping buffers where necessary;
- II. Proposals through the design and construction should seek to address and mitigate against flood risk on the site. Proposals will be expected to be accompanied by a Flood Risk Assessment that addresses the issues of flooding and mitigation to the satisfaction of the Environment Agency and the Lead Local Flood Authority;
- III. The submission of a comprehensive drainage plan to set out how surface water drainage will be managed on site. Proposals should have due regard to the **SuDs- Sustainable Drainage Hierarchy, design features and requirements** that **is are** set out in Policy DM34 of the Development Management DPD;
- IV. Appropriate safeguarding of the National Grid that is in close proximity to the site;
- V. The delivery of a highways scheme to the satisfaction of Lancashire County Council which provides a primary vehicle access point onto Imperial Road to appropriately address matters of highway capacity and highway safety; and



**VI. The creation of improved linkages to Heysham and the wider urban areas of Lancaster and Morecambe through improvements to bus corridors services in line with Policy T4 and cycling and walking linkages in line with Policy T2 of the SPLA DPD.**

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

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

Future proposals will need to have fully considered the Council's commitment to addressing climate change and demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.

- 17.10 The Port of Heysham is of national, regional and local importance in economic terms. The facility is a key economic driver that generates jobs and investment into the area. It is responsible for freight and passenger services to the Republic of Ireland, Northern Ireland and the Isle of Man. Both the Lancashire Economic Partnership and the Council recognise the economic benefits that the port brings to the district, in terms of jobs and investment (both with regard to the port directly and other associated businesses), and will seek to encourage and secure future growth at the port to continue to provide such economic benefits<sup>47</sup>.
- 17.11 The Council acknowledges that the opportunities for further physical growth and expansion of the port facility are limited, particularly due to the close proximity of other employment uses and Heysham Nuclear Power Station. There are also localised issues relating to lorry parking that can result in problems relating to local amenity and highway safety.
- 17.12 To assist with the growth of freight and passenger business, further opportunities for expansion are required and, due to the constrained nature of its surrounding this will require significant remodelling work in the local area. To assist with an expansion of future operations at the Port and to address issues relating to lorry parking, the Local Plan has identified a site adjacent to the Bay Gateway and Imperial Road under Policy SG12.
- 17.13 The allocation of land at Imperial Road is to increase the level of services operating out of the Port of Heysham. This could enable a more efficient use of the land within the port area for a greater range of uses, and provide land improved services and logistical provision connected to the port.
- 17.14 The Council also acknowledges the potential need for the diversification of uses at the Port to

<sup>47</sup> <http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-implementation-plan.aspx>

maintain economic stability through the plan-period and therefore will encourage growth in the Port as a base for support for off-shore renewable energy projects and other energy projects that occur in the Irish Sea / Morecambe Bay area. It will also be necessary to safeguard the marine dredging wharf, which is used by vessels charged with maintaining safe and navigable shipping channels, and protect it against inappropriate neighbouring development.

### Heysham Gateway, South Heysham

#### **POLICY SG13: HEYSHAM GATEWAY, SOUTH HEYSHAM**

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

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

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

- I. Development should be complementary to the wider uses of the South Heysham and Middleton area addressing amenity issues appropriately;
- II. Include improvements to the local transport network. This should include seeking improvements to the local road network including Imperial Road and Carr Lane and improvements to sustainable transport linkages to the surrounding areas of Heysham, Middleton and White Lund;
- III. Seek to protect the Nature Reserves of Middleton, Heysham and Heysham Moss as identified on the Local Plan Policies Map and where possible provide improvements to the nature reserve in terms of future management, amenity, security and access;
- IV. Contribute to improvements to the green **and blue** infrastructure network in the Heysham Gateway area, ~~as defined on the Local Plan Policies Map~~. This should include contributions towards the improvement of this land to enhance amenity value in this area;
- V. Proposals will be expected to demonstrate how the SSSI and Biological Heritage Sites will be protected and enhanced and how any residual impacts can be off-set via habitat creation and enhancement. The Council will also expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the Heysham Gateway Area to maintain, restore and create functional ecological networks;
- VI. Proposals will be sympathetic to their surroundings, particularly in the context of

sensitive landscapes, seascapes and environments of the Lune Estuary and Morecambe Bay;

- VII. Address any remaining residual contamination issues and water quality matters in accordance with Policies DM32 and DM36 of the Development Management DPD;
- VIII. Ensure that impacts relating to air quality, either via the construction or operation phases of development, are considered and where necessary appropriately mitigated against. Proposals should seek to address the requirement of Policy DM31 of the Development Management DPD;
- IX. Address issues of drainage, with the Council supporting the preparation of a comprehensive drainage strategy for the wider gateway area; and
- X. ~~Where possible to do so,~~ Development should explore opportunities aimed at minimising energy use **and delivering low-carbon development, for instance through reducing emissions and maximising energy efficiency.** This should include investigating opportunities to deliver district heating systems in the South Heysham area.

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

The Heysham Gateway has also included an area of land to the South of Heysham Moss that has been safeguarded for future use by National Grid as part of the North West Coast Connections Project (identified under Policy SG13.1 on the Local Plans Policies Map).

Future proposals in relation to National Grid Sub-Station land (SG13.1) will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of EN7 of this DPD. In the view of the potential for significant likely effects as a result of this allocation, the requirements of Appendix D of this DPD must be delivered as part of any future proposal.

- 17.15 Land at the Port of Heysham and the wider Heysham Gateway area has been identified in the Minerals and Waste Local Plan, prepared by Lancashire County Council and adopted in 2013. Land at the Port of Heysham has been safeguarded under Policy M3 for the importation of aggregate. Land at Lancaster West Business Park has been identified under Policy WM2 for the delivery of large scale built waste management facilities and land at Heysham Industrial Estate identified under Policy WM3 for local built waste management facilities. Development proposals at the Port and within the wider gateway area should have due regard to the content and direction of the Minerals and Waste Local Plan and where necessary, seek dialogue with the Lancashire County Council Minerals and Waste team.
- 17.16 The Council has safeguarded land for the nationally significant infrastructure project – the National Grid Coast Connections Project<sup>48</sup> – that seeks to improve transmission capacity between Western Cumbria and the existing route of the National Grid along the M6 corridor. Land South of Heysham Moss has been safeguarded for future proposals IN relation to the

<sup>48</sup> <http://northwestcoastconnections.com/>

potential engineering works associated with the creation of a tunnel under Morecambe Bay for power cables.

### Heysham Nuclear Power Station

#### **POLICY SG14: HEYSHAM NUCLEAR POWER STATION**

##### ***Managing Nuclear New Build***

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

- I. It has been demonstrated that the development proposals sufficiently mitigates for the inevitable environmental affects;
- II. It has been demonstrated that the proposal has adequately accounted for and mitigated against where necessary the combined local impacts of a new build power station and the decommissioning on the nuclear site at the same time;
- III. Future proposals will need to demonstrate that no Internationally designated sites would be adversely affected by development either alone or in combination with other proposal as per the requirements of Policy EN7 of this DPD;
- IV. Opportunities for education and learning as part of any future development are promoted;
- V. That opportunities for district heating is investigated, which utilises the excess heat produced from the site, including the benefits that this could provide for the wider community;
- VI. Opportunities to encourage sustainable transport modes, which should be clearly set out within a properly monitored and managed Travel Plan; and
- VII. That surrounding uses and occupiers are not adversely impacted as a result of the development proposals.

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

##### ***Safeguarding Existing Nuclear Facilities***

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

- 17.17 The Government has confirmed in National Planning Policy Statements<sup>49</sup> (EN1 and EN6) that new nuclear power stations will be necessary if the UK is to meet its carbon reduction targets and meet the nation's energy needs. A decision on the potential locations of any new nuclear power stations will be taken at a national level and the various regulators would assure safety, security and radiological issues of design proposals.

<sup>49</sup> <https://www.gov.uk/government/publications/national-policy-statements-for-energy-infrastructure>

- 17.18 Heysham is one of the locations that has been safeguarded as a potential site for new nuclear provision and will be considered as part of the national strategic assessment. If an application for an additional nuclear station were to be made, it would be submitted to the Planning Inspectorate (or its successor body) under the Planning Act 2008, with any decision on this matter being taken by the Secretary of State. The Council would be a statutory consultee.
- 17.19 The Council recognises the economic benefits that a further nuclear reactor could provide to the local economy, in particular the creation of jobs that would be associated with both the construction and operation phases of development. Therefore, the Council in principle supports the development of a new nuclear reactor on the Heysham site.
- 17.20 Whilst decisions will be taken at a national level on this matter, the implication of such decisions will have to be managed at a local level through the Council, including:
- The accommodation of workers through the construction phases of development.
  - The accommodation of workers in the long term through the operational phase of the development; and
  - Management of the economic growth that any expansion of facilities at Heysham Power Station will bring.
- 17.21 Land has already been identified (nominated) for the potential siting of a further nuclear power station on the Heysham site through the National Planning Policy Statement for Nuclear Power. Whilst the Council recognises the uncertainties of the proposal, it also recognises the nationally strategic importance that a new power station would bring. Therefore, the Council will seek to safeguard the extent of the nominated site to ensure that inappropriate development does not result in constraint to the delivery of a future power station at the Heysham site.
- 17.22 There are no clear timescales over when any application would be made for any potential new nuclear power stations, however, it is unlikely that such a facility will be operational within this plan period. Although it would be expected that the planning phase could well take place within that time. Should the Government's position become clearer on this matter the Council will look at the preparation of a supplementary planning document (SPD) on this issue that will provide detail on how the Council will deal with the implications of any nuclear new build at Heysham.
- 17.23 The Council also recognises that if there is a significant acceleration of the new build programme at Heysham this may trigger the need for a review of the Local Plan, in particular the need to review the housing need requirement for the district. Development proposals on sites that are either within, or directly adjacent to, the nominated site area will be considered against the implications on both the delivery of the nuclear new build and on the appropriateness of the use in that specific location.

*Safeguarding Existing Nuclear Facilities from Inappropriate Development*

- 17.24 To ensure that no inappropriate development takes place in the vicinity of the existing Heysham Power Station site, the Council will ensure that it consults with the Office of Nuclear Regulation (ONR) and will take account of its advice prior to determining planning applications.

17.25 The ONR’s planning advice will take into account the nature of the development proposed (i.e. commercial, industrial or residential), the size in terms of the population involved and the proximity of the nuclear installation. Such constraints are intended to ensure that residential, commercial and industrial development are managed in such a way to attempt to preserve and maintain the general characteristics of the site similar to those that existed at the time of licensing throughout the entire life cycle of the nuclear installation.

## 18. The Economy, Employment and Regeneration

18.1 The district has a wide range of areas that have been identified for employment and economic purposes, and provide opportunities for investment and job growth in the future. Many of the employment areas that are identified in Policy EC1 below have been established for some time and already provide a wide range of opportunities for employment such as business / light industrial (B1) uses, general industrial (B2) uses and storage and distribution (B8) uses.

18.2 The Council believes that the employment portfolio described in Policy EC1, coupled with the areas of future growth identified in Policy EC2, provide a wide range of opportunities for economic growth across the district for a wide range of economic uses. The allocations for employment seek to provide flexibility for future growth to take account of a wide range of changes to the economy over the plan period.

18.3 The portfolio, and particularly the areas of growth identified in Policy EC2, ensure that the economic opportunities previously described can be achieved specifically in relation to delivering opportunities for future office growth and delivering opportunities for growth in knowledge based industries, port related logistics and the energy / environmental sectors. The delivery of economic growth potential for the visitor and arts economy are better described in other areas of this DPD.

### Established Employment Areas

**POLICY EC1: ESTABLISHED EMPLOYMENT AREAS**

The Council will seek to support and encourage economic growth and new development opportunities within established employment areas in accordance with relevant local and national planning policy. Within these employment areas, proposals which are not covered by ‘B’ land-use class uses will be restricted, unless exceptional circumstances are demonstrated.

**General Employment Areas**  
Development proposals for B1, B2 and B8 will be supported in principle within established employment areas as identified below.

|       |                                  |        |                                 |
|-------|----------------------------------|--------|---------------------------------|
| EC1.1 | Carnforth Business Park          | EC1.7  | Heysham Industrial Estate       |
| EC1.2 | Carnforth Levels                 | EC1.8  | Royd Mill, Heysham              |
| EC1.3 | Land at Scotland Road, Carnforth | EC1.9  | Major Industrial Estate         |
| EC1.4 | Land at Warton Road, Carnforth   | EC1.10 | Lancaster West Business Park ** |

|       |  |        |                              |
|-------|--|--------|------------------------------|
| EC1.5 | Kellet Road Industrial Estate, Carnforth | EC1.11 | Caton Road Industrial Estate |
| EC1.6 | Port of Heysham Industrial Estate **     | EC1.12 | White Lund Employment Area   |

**\*\* Development within the sites may have the potential to impact upon Internationally designated sites. Please refer to Appendix D for relevant mitigation options.**

### **Office Development**

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

|        |                                      |        |                                   |
|--------|--------------------------------------|--------|-----------------------------------|
| EC1.13 | White Cross Business Park, Lancaster | EC1.14 | Lancaster Business Park, Caton Rd |
|--------|--------------------------------------|--------|-----------------------------------|

### **Rural Employment Sites**

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

|        |                                 |        |                                |
|--------|---------------------------------|--------|--------------------------------|
| EC1.15 | Cloughton Brickworks, Cloughton | EC1.19 | Cowan Bridge Industrial Estate |
| EC1.16 | Halton Mills, Halton            | EC1.20 | Willow Mill, Caton             |
| EC1.17 | Glasson Dock Industrial Area    | EC1.21 | Galgate Mill, Galgate          |
| EC1.18 | Hornby Industrial Estate        |        |                                |

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

### **The Loss of Former Employment Areas**

The Council will support the regeneration and re-development of the former employment areas at Lune Industrial Estate (Lancaster) for a mix of employment and residential purposes (in accordance with Policy DOS2 of this DPD) and at the Former Thomas Graveson Site, Warton Road, Carnforth for recreational purposes (in accordance with Policy DOS8 of this DPD).

### **Environmental Protection**

Future proposals in relation to Glasson Dock, Port of Heysham Industrial Estate and Lancaster West Business Park will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of Appendix D must be delivered as part of any future proposal.

#### **Carnforth Business Park, Kellet Road (Policy Ref: EC1.1)**

- 18.4 The business park at Carnforth is located in a highly accessible location just off junction 35 of

the M6 and provides opportunities for high quality employment premises. With good access to the strategic road network and no major constraints surrounding the site this provides significant opportunities for further employment growth within the north of the district. The site is approximately 7.8 hectares in size.

*Carnforth Levels, Scotland Road, Carnforth (Policy Ref: EC1.2)*

- 18.5 Carnforth Levels is a smaller employment area, approximately 1.5 hectares in size, situated on the northern gateway to Carnforth along the A6. The site has a number of small industrial units that offer B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) opportunities.

*Land at Scotland Road, Carnforth (Policy Ref: EC1.3)*

- 18.6 Land at Scotland Road, which is situated along the western side of the A6 on the northern gateway to the town, is a site that is approximately 5.7 hectares in size and consists of a wide variety of uses. In particular, there is a significant proportion of land set aside for storage purposes in association with caravans. There is an Aldi foodstore to the south of the allocation. The land at Scotland Road is separated into two parcels due to the railway lines and associated embankments.

*Land at Warton Road, Carnforth (Policy Ref: EC1.4)*

- 18.7 This has been a historical employment allocation, situated on Warton Road between Carnforth and the village of Warton. Historically, the largest element of this site has been situated on the eastern side of Warton Road and used for storage and distribution purposes. However, this is largely vacant and has been identified for mix-used purposes (which should include employment purposes) under Policy DOS7 of the Land Allocations DPD. The remaining portion of land, situated to the west of Warton Road, is approximately 1.2 hectares in size, is primarily used for general industrial purposes.

*Land at Kellet Road Employment Area, Carnforth (Policy Ref: EC1.5)*

- 18.8 This site is situated adjacent to the larger Carnforth Business Park on Kellet Road and has an area of 1.8 hectares. It consists of a number of small business premises that are generally within B1 light industrial use.

*The Port of Heysham Industrial Estate, South Heysham / Heysham Gateway (Policy Ref: EC1.6)*

- 18.9 The Port of Heysham Industrial Estate is 12.4 hectares in size and located directly adjacent to the Port of Heysham with strong accessibility to the Port itself and the wider strategic road network via the Bay Gateway Link Road. The site is occupied by a range of employment uses including B1, B2 and B8. Proposals for this area will be expected to have due regard to Policy SG13 which relates to the wider Heysham Gateway area.

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

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



requirements of Policy SG13 relating to Heysham Gateway.

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

- 18.11 Royd Mill is situated just off the junction of the A683 and Middleton Road and consists of a number of mill buildings and open storage. The site is 2.1 hectares in size and is predominantly used for B2 general industrial uses. Proposals in this area should come forward in line with the requirements of Policy SG13 relating to Heysham Gateway.

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

- 18.12 Major Industrial Estate is situated just off Middleton Road, between Heysham and Middleton and is approximately 17.4 hectares in size. The majority of uses on the site could be considered to be heavy industries within the B2 land-use. The site has been expanded within the Strategic Policies & Land Allocations DPD to include further land to the south of the existing employment area. Proposals in this area should come forward in line with the requirements of Policy SG13 relating to Heysham Gateway.

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

- 18.13 The Lancaster West Business Park is located just off the Bay Gateway Link Road and provides significant opportunity for future growth within the Local Plan period, with substantial proportions of the site currently available for future growth. The total area of the site is 28 hectares. There are a range of uses already located on the site including B2 (general industrial) and B8 (storage and distribution) and its attractive location is expected to increase given the improvements to strategic accessibility within the locality. Proposals in this area should come forward in line with the requirements of Policy SG13 relating to Heysham Gateway.

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

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

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

- 18.17 White Lund Employment Area is the largest employment area within the district and is approximately 100 hectares in size when considered alongside Vickers Industrial Estate and the vacant land at Mellishaw North.

18.18 White Lund estate is primarily used for a wide range of B2 uses with some B1 and B8. There has been a recent trend for growth of quasi-retail uses, particularly in the form of trade counter uses and car showrooms within the estate. It is the view of the Council that further growth in retail within the estate will begin to have an effect on the stability of the estate for ongoing employment uses, particularly in relation to increasing rental values. Therefore, any proposals for non-employment uses within the estate will be considered against Policy EC4 of this DPD.

18.19 The estate is of a low density and there are a range of opportunities for regeneration and growth. The most significant opportunities for growth exist in the south of the estate on land at Vickers Industrial Estate and Mellishaw North. Mellishaw North is a site of 6 hectares that is currently available for development.

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

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

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

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

Rural Employment Areas

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

**Establishing Areas of Future Economic Growth**

| <b>POLICY EC2: FUTURE EMPLOYMENT GROWTH</b>  |   |  |           |
|--|---|--|-----------|
| <p>The Council anticipates that a further 59.6 hectares of employment land for B1, B2 and B8 will be required to meet employment and economic needs through the plan period up to 2031. The following sites have been identified to meet these requirements:</p> |   |  |           |
| POLICY NO.   | SITE LOCATION                                 | DESCRIPTION  | SITE SIZE |
| SG2  | Lancaster University Health Innovation Campus | Allocation made to deliver opportunities for technology research based industries that provide close linkages to the adjacent university campus. | 9.7ha     |

|       |  |   |        |
|-------|--|---|--------|
| SG12  | Expansion of Facilities for the Port of Heysham ** | Land adjacent to Imperial Road has been identified to provide for port-related development and services which are connected to the operation of the Port of Heysham   | 7.5ha  |
| SG13  | Heysham Gateway, South Heysham                     | Allocation made for the expansion of existing employment areas at Lancaster West Business Park, Major Industrial Estate and Heysham Industrial Estate that allow opportunities for general employment growth. The Heysham Gateway also seeks to facilitate growth at the Port of Heysham. | 18ha   |
| SG9   | North Lancaster Business Park                      | Allocation made within the North Lancaster strategic allocation for a mixed-use development of residential and high-quality B1 employment uses, which takes advantage of the linkages with the new Bay Gateway.   | 2ha    |
| EC2.1 | Middleton Road Employment Area **                  | A further allocation has been made within the Heysham Gateway area for general industrial and business purposes for B1, B2 and B8 uses which will create further opportunities for economic growth in this strategically important location.  | 13.3ha |
| EC3   | Junction 33 Agri-Business Centre                   | Allocation made for rural employment land south of Galgate that is restricted to agricultural business uses clustered around a new Auction Mart and takes advantage of improved connectivity at junction 33 of the M6.  | 9ha    |

**\*\* Development within the sites may have the potential to impact upon Internationally designated sites. Please refer to Appendix D for relevant mitigation options.**

**In relation to SG9 (North Lancaster Strategic Site, an area of 2 hectares of B1 employment land will be provided within the strategic allocation. The Council will support residential development in this employment area should it be demonstrated, following a robust marketing exercise (which has taken place for no less than 2 years following the adoption of the Local Plan), that there is no market demand for the identified use. Such a marketing exercise should demonstrate that the site has been marketed using appropriate media sources at a realistic price for the identified employment use.**

**Development proposals for the above sites should have due consideration to all relevant local planning policies contained within both the Strategic Policies & Land Allocations DPD and the Development Management DPD.**

- 18.23 In establishing new areas for economic growth the Council has taken into account the economic evidence prepared both locally and regionally by the Lancashire Local Economic Partnership.
- 18.24 The Local Plan seeks to identify a range of new employment sites within the district to provide a more flexible and balanced employment land portfolio that, in turn, provides opportunities for economic growth in a range of employment sectors.

Lancaster University Health Innovation Campus, South Lancaster

- 18.25 The Lancaster University Health Innovation Campus is a regionally important proposal that is recognised as a key priority by the Lancashire Local Economic Partnership<sup>50</sup> to deliver significant economic growth in a wide range of knowledge based industries with a particular focus on healthcare advancements for the elderly. If the health innovation campus is fully realised it is anticipated that it may generate in the region of 2,000 new jobs in the South Lancaster area.
- 18.26 The health innovation campus will have strong linkages to Lancaster University, which is sited directly adjacent to this development site. The University will be a key promoter of this site and it is expected that the site will provide opportunities for a range of knowledge-based industries that have links to the academic functions of the university.
- 18.27 The specialist nature of this allocation means that the proposals for heavy industry and storage & distribution uses will not be supported by the Council. Further detail policy on development and delivery of this site can be found via Policy SG2 of this DPD.

*North Lancaster Business Park*

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

*Expansion of Facilities at the Port of Heysham*

- 18.29 To facilitate future growth of services at the Port of Heysham, which the Council recognise is of National, Regional and Local economic importance, the Local Plan has identified an area of land at the junction of the Bay Gateway and Imperial Road that is within the Heysham Gateway. This land has been identified specifically to facilitate Port related growth only via Policy SG12 of this DPD. Consequently, the Council will not support proposals for general employment uses on this site which is not connected to wider benefits of growth at the Port of Heysham.

*Heysham Gateway, South Heysham*

- 18.30 The Heysham Gateway, South Heysham is a key area of regeneration within this Local Plan. There are a wider number of employment sites in the South Heysham area, which are in various states of use and are of varying quality. It is the intention of the Council to work with relevant stakeholders and land owners to improve the quality of the employment land / premises offer in this area to take advantage of the improved accessibility arising from the Bay Gateway and the close proximity of the Port of Heysham.
- 18.31 The regeneration of this area, set out in more detail in Policy SG13, has sought to identify three expansion areas at Lancaster West Business Park, Major Industrial Estate (Walkers Industrial Estate) and Heysham Industrial Estate. These expansions will create approximately 18 hectares of new general employment land that can be used for general employment uses.
- 18.32 Beyond the expansion of existing employment areas, the Council will promote the regeneration of existing employment areas to provide more modern, fit-for-purpose employment premises that are more adaptable to changes in the local economy.

<sup>50</sup> <http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-projects.aspx>

Middleton Road Employment Area

- 18.33 As part of opportunities for economic growth in the Heysham Gateway area, the Council have identified under Policy EC2.1 a further area of land for employment growth along Middleton Road. This site will be promoted for a range of employment uses consistent with this area and in line with the requirements of Policy SG13 relating to Heysham Gateway.

Junction 33 Agri-Business Centre, South Galgate

- 18.34 The rural economy and agriculture still play a major role in this district which is largely to the rural east of the M6. A key focus for the agricultural sector is the existing Lancaster Auction Mart on Wyresdale Road in East Lancaster. The existing Auction Mart site has been in this location for many years and suffers from poor accessibility and is in close proximity to residential properties in East Lancaster. Opportunities to relocate this use to a more sustainable and accessible site should be investigated.
- 18.35 To facilitate the relocation of the existing Lancaster Auction Mart at Wyresdale Road, the Council has identified a site at junction 33, South of Galgate, for development as an Agri-Business Centre. It is expected that whilst the site should be focused on the relocation of the Auction Mart it should also provide opportunities for a wider range of businesses that are based around and support the agricultural industry. Any other businesses on this site will therefore be ancillary to the Farmers Auction Mart. Further details on this allocation can be found in Policy EC3 of this DPD.

Junction 33 Agri-Business Centre, Galgate**POLICY EC3: JUNCTION 33 AGRI-BUSINESS CENTRE, GALGATE**

The site has been allocated to meet a specific identified need for the relocation of the Lancaster Auction Mart and to support economic growth of rural land-based businesses.

The Council will support the development of this site for a new Agri-Business Centre, subject to the inclusion of the relocated Auction Mart and which consist of land-based businesses which are ancillary to the agricultural nature of this allocation.

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

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

- I. That the proposed access arrangements to the site are addressed to the satisfaction of the Lancashire County Council, particularly in relation to car parking, highway safety and highway capacity;
- II. The submission of a suitable and appropriate landscaping plan that minimises the landscape impacts of the site on the surrounding area and mitigates any impact on

- neighbouring residential properties, Galgate Marina and the setting of Lancaster Canal. This should include the provision of appropriate levels of natural screening;
- III. The submission of a detailed design statement that recognises the gateway location of this site off Junction 33 of the M6. The design of the buildings and associated landscaping should be sympathetic to the locality and provide a well-designed environment for visitors and workers;
  - IV. There shall be no net loss in value of the adjacent Lancaster Canal Biological Heritage Site (BHS) and evidence of how the BHS will be protected and enhanced. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;
  - V. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;
  - VI. The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. The Council will not support drainage schemes which are demonstrated to have a detrimental impact on the adjacent Lancaster Canal. Proposals should have due regard to the **Surface Water- Sustainable Drainage Hierarchy, design features and requirements as ~~which is~~** set out in Policy DM34 of the DM DPD;
  - VII. Proposals through the design and construction should seek to address and mitigate against flood risk on the site. Proposals will be expected to be accompanied by a Flood Risk Assessment that addresses the issues of flooding and mitigation to the satisfaction of the Environment Agency and the Lead Local Flood Authority (Lancashire County Council);
  - VIII. Proposals should not result in any prejudice to the operation of the North West Ethylene Pipeline which runs within the vicinity of this site. Development should ensure that sufficient buffering is provided where necessary to protect amenity and ensure the safe operation of the pipeline;
  - IX. Proposals should satisfactorily address any amenity issues arising from the proposed uses on the site, including noise, air and other emissions; and
  - X. Contribute to the improvement of existing pedestrian and cycling linkages along the Lancaster Canal that links Galgate into the Bailrigg Garden Village and South Lancaster.

Proposals for uses that will attract visitors and generate traffic unrelated to the Auction Mart and land-based businesses will not be supported, either as part of the initial development of the site or as part of any future changes of use or incremental expansion.

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

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

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

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

### **POLICY EC4: WHITE LUND EMPLOYMENT AREA**

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

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

- I. It has been clearly demonstrated by the application that no alternative locations exist for such proposals outside of the designated employment area; and**

**II. The alternative use proposed is ancillary to the primary employment use of the individual building or site, with any alternative use proposed being no greater than 20% of the overall floorspace of the building and not be the main income generator for the premises.**

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

- 18.43 White Lund Employment area is the largest allocated employment site within the district, measuring approximately 100 hectares in size. The employment area is strategically placed as it is equidistant between Morecambe and Lancaster, with its location enhanced further by the Bay Gateway Link road, which runs through the allocation.
- 18.44 The role of White Lund as a key employment area has been significantly enhanced by the opening of the new Bay Gateway Link Road. This provides even stronger accessibility to the road network as well as the key urban areas of the district. The role of the employment area will be monitored to ensure that it continues to fulfil its core role of supporting employment needs for the local economy.
- 18.45 The employment area, whilst supporting a significant level of employment generating uses has seen over recent years an infiltration of quasi-retail uses, in particular the development of trade-counter uses and car showrooms. The Council recognise this to be a potential threat to the ongoing viability and continuity of the estate for employment generating purposes that should be primarily uses for B1 (business), B2 (General Industrial) and B8 (Storage and Distribution).
- 18.46 As a result of this potential threat, Policy EC4 seeks to restrict the opportunities for retail development (and other non-employment generating uses) within the White Lund Employment Area, only permitting proposals where it has been demonstrated by the applicant that no alternative locations are available for the proposal outside the allocated employment area and the proposed alternative uses would be ancillary to the primary employment use.

#### **Approach to Regeneration**

- 18.47 The Council has a positive and proactive record of instigating and delivering significant regeneration projects that seek to deliver economic, environmental and social improvements across the district and will continue to pursue a range of regeneration activities that are highlighted in more detail at [www.lancaster.gov.uk/business/regeneration](http://www.lancaster.gov.uk/business/regeneration).
- 18.48 The Council will continue to work with both Morecambe and Lancaster Business Improvement Districts (BID) to ensure that improvements are made to the centres in order to improve the environment and economic performance of the local area.

#### **Morecambe**

- 18.49 The Council's key regeneration initiatives seek to capitalise on the town's exceptional natural setting and the opportunities that will arise from improved accessibility from the Bay Gateway Link Road. Opportunities and improvements will look to build on the successes of the refurbished Midland Hotel that was delivered as part of the first Morecambe Townscape Heritage Initiative (THI).



18.50 The Centre of Morecambe has been identified as a Regeneration Priority Area under Policy EC5.1 of this DPD and a detailed Area Action Plan<sup>51</sup> (adopted by the Council in December 2014) is being taken forward to provide a context and framework to guide future investment to make it a vibrant and successful town for the 21<sup>st</sup> Century. Current interventions include the second Townscape Heritage Initiative ('A View for Eric') and also actions under planning enforcement to encourage improvements to the built environment, providing better connections between the seafront and town centre for pedestrians and investment in upgrading the main streets in order to manage traffic better.

18.51 The West End of Morecambe is an area of major housing renewal and environmental intervention that is being taken forward under the West End Masterplan<sup>52</sup>. The masterplan aims to reduce and control the over-supply of poor quality houses in multiple occupation.

#### Lancaster

18.52 Key projects involve enhancing the rich heritage of the city, which builds on its cultural assets, and exploiting opportunities in developing a creative and knowledge-based economy. A programme of investment in the city centre's public realm and open spaces (Lancaster Square Routes<sup>53</sup>) is underway that links the key anchor regeneration opportunities of Lancaster Castle and the Canal Quarter Site. This has also been extended to improve the urban spaces around Lancaster Castle and down to St Georges Quay through the 'Beyond the Castle' project<sup>54</sup>.

18.53 The Council is working with a number of key partners and stakeholders to better realise the important heritage assets such as the castle and the city museums. It is also working to bring forward the development of a Health Innovation Campus to the south of Lancaster, adjacent to Lancaster University, to broaden the economic base and resilience of the district. In recent years, the city has also benefitted from the creation of high quality business space at the Storey Creative Industries Centre in the refurbished Storey Building and the purpose built ICT hub at Citylab in Dalton Square.

18.54 Following a lengthy land assembly process, works are now in place on the Luneside East site as land reclamation and new development takes place on this derelict and heavily contaminated area. The implementation phase at Luneside East is the culmination of over 10 years of preparatory work to secure a new mixed-use area on the edge of the city centre<sup>55</sup>.

#### Countryside

18.55 The Council supports a number of initiatives that contribute to the protection and sustainability of communities and landscape while enabling sustainable economic development opportunities to flourish.

18.56 The Council works in partnership with other Morecambe Bay authorities and other key partners to manage and maintain the Arnsdale and Silverdale Area of Outstanding Beauty (AONB) and its distinctive landscape. This has cumulated in the preparation of a Development

<sup>51</sup> Morecambe Area Action Plan DPD (2014) <http://www.lancaster.gov.uk/business/regeneration>

<sup>52</sup> Morecambe West End Masterplan <http://www.lancaster.gov.uk/business/regeneration>

<sup>53</sup> Lancaster Square Routes <http://www.lancaster.gov.uk/business/regeneration>

<sup>54</sup> Lancaster Beyond the Castle Project <http://www.lancaster.gov.uk/business/regeneration>

<sup>55</sup> Luneside East Regeneration Project <http://www.lancaster.gov.uk/business/regeneration>

Plan Document for this AONB prepared jointly with South Lakeland District Council<sup>56</sup>. The work of the AONB unit for both the Arnsdale and Silverdale area, as with the Forest of Bowland AONB, includes a range of activities from producing and implementing a management plan for the area, leading volunteers in maintaining the landscape and promoting it to all sectors of the community. The AONB unit also work to promote the area as a sustainable tourism destination and work with the local authority, national bodies and the land management / business community to deliver projects that benefit these special areas.

## **POLICY EC5: REGENERATION PRIORITY AREAS**

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

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

|       |   |
|-------|---|
| EC5.1 | <b>CENTRAL MORECAMBE:</b> Has been identified as a Priority Area that is of sub-regional importance, which will be addressed through the delivery of the Morecambe Area Action Plan DPD. Through tourism, housing renewal and heritage led regeneration, Central Morecambe will be re-invented as a visitor destination that draws on its natural and built heritage and its coastal location. The re-designed town centre will provide a range of facilities that will serve local and district-wide needs and provide opportunities for commerce, leisure and residential uses. |
| EC5.2 | <b>CENTRAL LANCASTER:</b> Lancaster city centre will be strengthened as a sub-regional centre with improved retailing opportunities, enhancing the City's role as a visitor destination for its cultural heritage and historic environment via regeneration of Lancaster Canal Quarter, enhancements to Lancaster Castle and wider improvements to the public realm.  |
| EC5.3 | <b>CATON ROAD GATEWAY, LANCASTER:</b> Caton Road has become the main gateway into Lancaster City Centre from the M6 and, in accordance with the Lancashire County Council Highways and Transport Masterplan, proposals will be supported that improve flood defences, public transport, cycling and walking links. Regeneration of the employment sites along Caton Road to provide more modern, fit for purpose, B2 employment premises will be supported.   |
| EC5.4 | <b>LUNESIDE, LANCASTER:</b> With regeneration already proposed or taking place on Luneside East and West, the Council will support the regeneration of the remainder of the Luneside area, particularly Lune Industrial Estate for a range of both employment and residential uses that are compatible with the relevant policies in the Local Plan.  |
| EC5.5 | <b>HEYSHAM GATEWAY, SOUTH HEYSHAM:</b> Regeneration of the employment sites in the South Heysham area will be supported to provide modern, fit for purpose, employment units that can benefit from the strong linkages to the Power Station, Port of Heysham and access to the strategic road network. Economic regeneration in this area should take place hand-in-hand with habitat creation and improvements to the natural environment of the area.   |

<sup>56</sup> Arnsdale and Silverdale AONB <http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

|       |   |
|-------|---|
| EC5.6 | <b>CENTRAL CARNFORTH:</b> Carnforth’s role as a key service centre / market town in the north of the district will be enhanced to accommodate the proposed growth in the town. This will include improving transport linkages in the town, particularly enhancing rail links from Carnforth Rail Station and linkages to the South of the town towards the areas of strategic growth. There will be continuing support for the regeneration of large brownfield sites for an appropriate mix of commercial and residential development. |
| EC5.7 | <b>MORECAMBE WEST END:</b> The Council will continue to work on the renewal and regeneration of residential properties in the West End and will seek to work with local businesses to strengthen the local centre to ensure it meets the basic services for local residents.  |

### **Regeneration Priority Areas**

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

#### Central Morecambe

- 18.59 The Council has prepared an Area Action Plan for Central Morecambe that was formally adopted for planning purposes in 2014<sup>57</sup> and will be considered for review in 2020. The key aim of the Action Plan was to set out a series of strategic interventions that would seek to improve the role and function of the existing centre, particularly focusing on better utilisation of the land within the centre and improved management of the pedestrian routes within the town centre and between the centre and the promenade. The Action Plan remains an effective and relevant element of the wider Local Plan, with this document seeking to supplement, not succeed, the Action Plan.
- 18.60 Whilst positive progress has been made on some elements of regeneration within Morecambe, work to improve its role and function needs to continue. A key focus for regeneration will be its rejuvenation as a year-round destination that is primarily based on the cultural heritage of the town as a seaside resort and the surrounding natural environment of Morecambe Bay. Regeneration proposals will also be focused on the reinvention of Morecambe town centre to make it a pleasant environment for both local residents and visitors through improvement to the public realm.

#### Central Lancaster

- 18.61 Lancaster is the commercial and administrative centre for the district, with significant opportunities for improvement of both the retail and cultural offer via regeneration of the

<sup>57</sup> <http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

Lancaster Canal Quarter and Lancaster Castle. The regeneration of these two key areas and their surroundings will offer significant economic opportunities for the town in terms of job growth and economic investment. Further detail on the delivery of these sites can be found in Policies SG5 and SG6 of this DPD.

- 18.62 A number of action plans and strategies have been prepared for Central Lancaster that will shape its future regeneration. This includes the Lancaster District Highways and Transport Masterplan, prepared by Lancashire County Council<sup>58</sup>, which sets a key aspiration of reducing traffic movements through the city centre by altering traffic management on the gyratory and other supplementary measures. When this is realised it will provide a more pleasant and safer environment for users of the city centre.
- 18.63 The Council is in the process of preparing a City Centre Masterplan that seeks to establish a management strategy for the town centre to address long standing issues within the public realm and to enhance the visual, historic and cultural environment within the town centre. Beyond the City Centre Masterplan the Council continues to pursue the implementation of a range of other projects such as ‘Lancaster Square Routes’ and ‘Beyond the Castle’, which seeks improvements to the public realm<sup>59</sup>.

Caton Road Gateway, Lancaster

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

Luneside, Lancaster

- 18.67 Significant progress has already been made with the regeneration of Luneside with development of Luneside West already underway and delivering a significant number of new homes on a former brownfield site.
- 18.68 There are two remaining sites in the Luneside area that would benefit from regeneration. This includes the land at Luneside East that has permission (and is under construction) for a range

<sup>58</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

<sup>59</sup> <http://www.lancaster.gov.uk/business/regeneration>

of residential development and student accommodation and the Lune Industrial Estate.

Heysham Gateway, South Heysham

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

Carnforth Town Centre

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

Morecambe's West End

- 18.72 The Local Plan seeks to continue the positive work on housing renewal and regeneration within the West End Masterplan Area<sup>60</sup> in order to deliver modern, fit-for-purpose residential units. The delivery of housing in this area should ensure that it meets local housing needs and does not seek to create residential accommodation that is inappropriate for the area. The Council is looking for housing proposals in the West End to be brought forward that meet the following objectives:
- Increase the attractiveness of the West End to families and long-term residents.
  - Create a more balanced community.
  - Help address negative perceptions of the West End as a place to live.
  - Increase the proportion of owner-occupiers and reduce the number of poor quality private rented properties.
  - Diversify the housing offer and create high quality housing choices appropriate to the area as informed by the Housing Needs Assessment.
  - Increase the amount of open space and improve the quality in the built environment.
- 18.73 There has been a historic over-supply of HMO's and poor quality one-bedroom units of accommodation in Morecambe's West End. This has given rise to significant public investment being used to balance housing markets and underpin private investment in removing the most problematic properties and restoring them into high-quality family housing and alternative forms of tenure – in particular, quality rental accommodation underpinned by long-term private institutional investment.
- 18.74 Building on the success of earlier regeneration schemes, the Council will continue to combine public and private investment to secure development and remodelling options for key sites such as West End Two (the second phase of the Chatsworth Gardens Scheme), Bold Street and

<sup>60</sup> <http://www.lancaster.gov.uk/business/regeneration/west-end-masterplan>

the Co-op Building. In support of major public and private investments, the Council will prioritise the West End for the application of the range of statutory powers available to public authorities aimed at securing an improved built environment, increased residential amenity and improvements in private sector property and housing management.

- 18.75 It is critical that any housing proposals within Morecambe’s West End will complement the existing housing stock and continue to balance housing markets. For this reason, the Council will not, under any circumstances, support proposals that seek to create more HMO’s (beyond any permitted development rights that may apply).
- 18.76 Similarly, the Council will not support proposals that would provide large numbers of one bedroom accommodation in Morecambe’s West End. Any proposals to provide new build dwellings or to convert existing buildings should be provided in the form of family accommodation wherever possible. Unless in limited circumstances, large buildings that cannot be provided as one dwelling maybe subdivided into self-contained units and provide a mix of dwellings including limited provision of one bedroom apartments. Other than in exceptional circumstances, where any Council led initiatives will ensure that appropriate robust management arrangements are in place). In all instances, any proposal should be providing self- contained units of a high standard, incorporating suitable layouts with adequate provision and access to bin storage, incorporating fire safety measures and taking account of any other community safety considerations.
- 18.77 Projects for vulnerable groups (other than older people’s accommodation) will not normally be supported in Morecambe’s West End given the disproportionate number of vulnerable and marginalised groups that have occupied HMO’s or poor quality private rented accommodation. This is to avoid compounding the negative impact of this trend. Projects and supported housing schemes for vulnerable groups should be provided in more appropriate and sustainable locations in Lancaster district and outside of Morecambe’s West End Masterplan Area, as defined by Policy EC5.7.
- 18.78 Beyond housing, the Council are keen to ensure that the sporadic nature of the existing centre of the West End is reshaped to provide a more effective and efficient centre, which meets the basic service needs of local residents.

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

- 18.79 Higher education establishments, including Lancaster University, University of Cumbria and Lancaster & Morecambe College are important economic assets with the District and their continued sustainable growth is important for both the District and the wider North-West region.
- 18.80 Over recent years, there has been significant growth in higher and further educational facilities, particularly at Lancaster University where new research, engineering and technology centres have improved the educational offer at the University and provided opportunities for new business and investment in the district. Future development, such as the Lancaster University Health Innovation Campus will reinforce the development of a nucleus for knowledge-based industries in South Lancaster.
- 18.81 Whilst Lancaster University is recognised as the largest education facility in the district there are a number of other key facilities, which cumulatively provide a wide variety of education

and training opportunities.

- 18.82 The demand of higher and further education must be balanced with the need to manage demand for travel and student accommodation, and the implications of development within prominent and sensitive locations.

**University of Cumbria Campus, Lancaster**

**POLICY EC6: UNIVERSITY OF CUMBRIA CAMPUS, LANCASTER**

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

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

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

Residential development on elements of the campus identified on the Local Plan Policies map will be supported by the Council provided proposals are in accordance with Policy H3.3 of this DPD and are in accordance with all other relevant policies in the Local Plan.

- 18.83 The University of Cumbria was established in 2007 following the merger of St Martin's College, the Cumbria Institute of Arts and the Cumbrian campus of the University of Central Lancashire. The university is based on a '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 Martin's College site on Bowerham Road, south of Lancaster city centre. This was established in the 1960s on the former army barracks.
- 18.84 Like Lancaster University, the University of Cumbria campus in Lancaster plays a major role in providing employment and investment into the local economy. Its importance to the local economy is recognised in the recent employment land review which suggested that, overall within the district, approximately 10,000<sup>61</sup> people were employed within the educational sector.

<sup>61</sup> NOMIS (2016)

<http://www.nomisweb.co.uk/reports/lmp/la/1946157095/report.aspx?town=lancaster#tabempoc>

- 18.85 Since its establishment, the University of Cumbria has continued to grow with significant investment in new campus buildings and facilities over recent years. Further development of the site is constrained by its site boundaries and its location within a residential area and area of Key Urban Landscape. This landscape provides a visual setting for the college and provides recreational facilities for the students and staff. It also makes an important contribution to the appearance of what is a densely developed part of Lancaster.
- 18.86 The Council will support development within the built-up campus boundary identified on the Local Plan Policies Map. In exceptional circumstances, the Council may allow development outside of this area for outdoor sports facilities and small-scale ancillary development where a proven need is evidenced, where it is shown that this cannot be met within the existing built-up area, where residential amenity is protected and where it does not encourage off-campus parking.
- 18.87 In considering future proposals for growth, it may be that alternative locations outside of the campus may be considered appropriate, including locations in central Lancaster and Morecambe. In considering such proposals, the Council will give consideration as to whether the benefits of growth outside of the campus outweigh the extent to which the use would be more appropriately located on-campus.

**Lancaster and Morecambe College, Morecambe Road**

**POLICY EC7: LANCASTER AND MORECAMBE COLLEGE**

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

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

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

- 18.88 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 provides a wide range of additional on-site facilities such as a sports centre, hairdressing salon, beauty salon, dog grooming parlour and restaurant. The modern fitness suite and synthetic playing pitches further improve the range of services available at the college. Facilities are open to students, staff and members of the public. The college is located between Morecambe Road and Torrisholme Road and is adjacent to the Bay Gateway Link Road and therefore benefits from excellent transport links, close to both primary bus routes and the Lancaster – Morecambe cycleway.
- 18.89 Like Lancaster University and the University of Cumbria, the importance of Lancaster and



Morecambe College to the local economy is recognised by the Council and therefore the sustainable growth of the college will be supported by the Council.

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

## 19. Town Centres and Retailing

- 19.1 The district's town centres are places to shop, visit, work and live. They are key economic assets that attract a significant level of economic activity with people working in both Central Lancaster and Morecambe in the retail and leisure economy.
- 19.2 Town centres have undergone significant changes in recent years, which have been significantly affected by the wider economic conditions that prevail nationally. This led to the decline of town centres particularly through the economic recession, exacerbated by suppressed disposable incomes and a growth in online retailing. However, over more recent years there are clear signs that such declines are now beginning to be reversed and town centres are beginning to grow and diversify.
- 19.3 The traditional role of the town centre as merely a retail centre is beginning to disappear with a greater diversification of uses and an increasing role for town centres to provide a wide range of leisure activities.
- 19.4 There are three key town centres in the district serving differing roles and functions (as set out in the Retail Hierarchy in Policy TC1) which the Council, through the preparation of this plan, will seek to maintain and enhance within the district and beyond into the wider region.

### The Retail Hierarchy for Lancaster District

#### **POLICY TC1: THE RETAIL HIERARCHY FOR LANCASTER DISTRICT**

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

| Centre Name       | Role and Function | Commentary   |
|-------------------|-------------------|--|
| LANCASTER (TC1.1) | Regional Centre   | Lancaster will maintain and enhance its role as a sub-regional centre for North Lancashire and South Cumbria in terms of retailing, leisure and cultural offer via the regeneration of the |

|   |                                    |   |
|---|------------------------------------|---|
|   |                                    | Lancaster Canal Quarter and will seek to increase visitor numbers by developing its role as a visitor destination.  |
| MORECAMBE (TC1.2)   | Key Service Centre                 | Morecambe will continue to develop as a town centre to provide shopping for residents who reside to the North of the River Lune. Regeneration will continue to enhance the town's retail role and attractiveness as a visitor destination.                                      |
| CARNFORTH (TC1.3)   | Market Town                        | Carnforth will maintain its role as a market town providing services both to the residents of the town and a wider rural hinterland in the North of District. It will enhance its role as a tourist destination drawing on its proximity to the AONB and its cultural heritage. |
| BARE (TC1.4)<br>TORRISHOLME (TC1.5)<br>WESTGATE (TC1.6)<br>WEST END (TC1.7)   | Urban Local Centres<br>(Morecambe) | These local centres will maintain their roles in providing key services to the residents of Morecambe, Lancaster and Heysham respectively.  |
| BOWERHAM (TC1.8)<br>+*BAILRIGG GARDEN VILLAGE (TC1.9)<br>LANCASTER UNI. (TC1.10)<br>+EAST LANCASTER (TC1.11)<br>+NORTH LANCASTER (TC1.12) | Urban Local Centres<br>(Lancaster) |   |
| HEYSHAM ROAD (TC1.13)   | Urban Local Centres<br>(Heysham)   |   |
| CATON (TC1.14)<br>HORNBY (TC1.15)<br>HALTON (TC1.16)<br>BOLTON-LE-SANDS (TC1.17)<br>SILVERDALE (TC1.18)                                   | Rural Local Centres                |   |

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

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

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

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

#### **New Local Centres**

New local centres are proposed in both South, East and North Lancaster as part of Bailrigg Garden Village, the East Lancaster Strategic Allocation and the North Lancaster Strategic

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

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

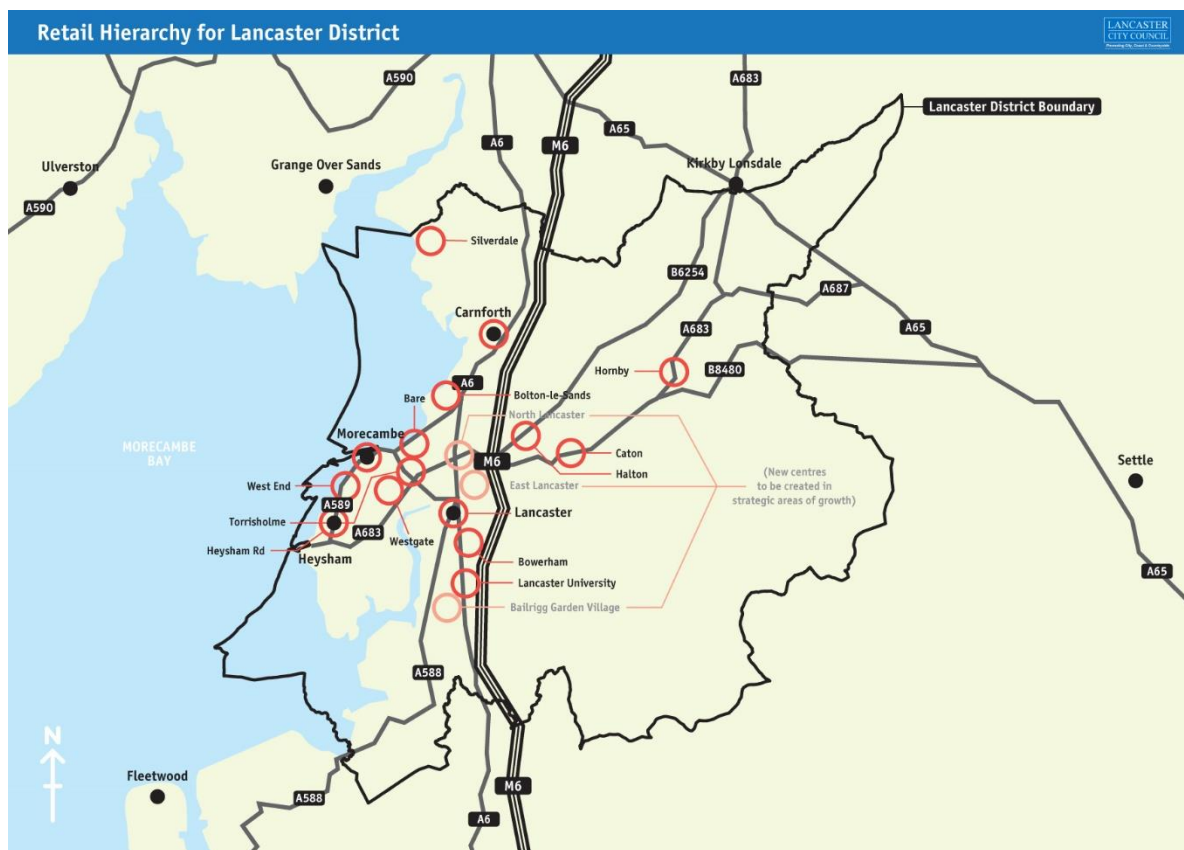
**These local centres should only be delivered as a complimentary measure to the wider residential development in the locality and not come forward in isolation.**

- 19.5 Lancaster district has a range of centres that fulfil different roles in terms of their size, scale and functionality. Many centres provide only a local need to the residents of that specific community or neighbourhood, whereas the larger centres, such as Lancaster, have much greater roles within the district and beyond in the wider region of North Lancashire and South Cumbria.
- 19.6 This plan sets out the retail hierarchy for the district that has evolved from the previous hierarchy set out in the 2008 Lancaster District Core Strategy. This hierarchy, including the roles for each centre, are set out in Policy TC1.
- Lancaster City Centre
- 19.7 Lancaster is the main commercial and administrative centre for the district. It has the largest retail centre and has a wide range of leisure and cultural uses which particularly capitalise on the wealth of history found in the town. Lancaster city centres catchment covers the wider district and stretches into adjoining parts of Lancashire, Yorkshire and Cumbria. Despite economic challenges over recent years, Lancaster city centre at this present time remains a strong and successful commercial centre.
- 19.8 Given the historic nature of Lancaster city centre the key challenge through the plan period will be to manage growth and change in the city centre to maintain and enhance its sub-regional centre role whilst protecting and enhancing the fabric of the built environment.
- 19.9 Whilst Lancaster remains the district's most important and successful centre, there have been retail challenges and declines in key comparison retail sectors, in particular the clothing sector, due to the lack of modern and fit-for-purpose retail units within the town centre. There is a clear demand for such units and the impacts that new retailers can have on expenditure and visitor numbers is well demonstrated by the positive impacts that the opening of the Primark store has had on the wider town centre.
- 19.10 Paragraph 23 of the Framework<sup>62</sup> suggests that planning policies should be positive and

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

promote competitive town centres. In order to build on recent successes in the town centre and ensure that the city centre remains competitive, strong and successful it is important that this plan sets out a positive planning approach to promote a strong and diverse town centre and promote good customer choice via a diverse retail offer.

- 19.11 In terms of retail growth, there are limited opportunities for expansion due to the significant constraints of the historic environment and the local highway network. However, there may be significant changes to the highway network via the Highways and Transport Masterplan, which should reduce the levels of through traffic to the benefit of pedestrians, cyclists and the overall environment of the town centre.
- 19.12 Due to the limited opportunities for expansion, and the desire of the Council to promote enhanced opportunities for a strong and diverse town centre, this plan will seek to allocate a proposed extension to the Primary Shopping Area via the regeneration of the Lancaster Canal Quarter site. Further details on this can be found in Policy SG5 of this DPD. It is envisaged that this expansion will provide a range of uses that include not only comparison and convenience retail, but also leisure, cultural, business and residential uses.



**Figure 19.1:** Lancaster District Retail Hierarchy

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

Morecambe Town Centre

- 19.14 Morecambe is a coastal town that has faced significant challenges and decline over recent decades. This is not unusual for many coastal towns around the country. Whilst Morecambe has faced significant challenges over recent years there are signs of recovery and opportunities to re-instate its importance within the retail hierarchy.
- 19.15 Morecambe remains a significant destination for visitors, predominantly day-trippers visiting Morecambe Bay and is used as a base for people seeking to spend longer amounts of time exploring the local area. Morecambe's role as a visitor destination is expected to be enhanced further by the opening of the Bay Gateway, which significantly improves the town's access to the strategic road network (M6).
- 19.16 The Council has prepared and published a Morecambe Area Action Plan<sup>63</sup>, which was adopted in 2014, and already forms part of the wider Local Plan. The Action Plan sets out a series of interventions that seek to improve the role and function of the town centre and its inter-relationship with the Promenade. The Council continues to see Central Morecambe as a key regeneration area and will continue to work on a range of projects to ensure that Morecambe town centre continues to regenerate through the plan period.
- 19.17 There are also a range of retail projects and opportunities for retail growth within the town, this includes the planning permission granted for a retail park on the former Frontierland site on Marine Drive and the plans for regeneration of the Arndale Centre in the town centre. Further details on the Council's approach to regeneration within the town centre can be found within Policy TC4 of this DPD.

Carnforth Town Centre

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

Urban and Rural Local Centres

- 19.21 There are a range of urban centres within the urban areas of Lancaster, Morecambe and Heysham. These centres are very much local in nature and only provide a basic level of services for the neighbourhood and communities they serve.
- 19.22 Due to the strategic allocations in the plan there are a number of new local centres that

<sup>63</sup> <https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan>

should be developed to cater for the basic services of both existing and particularly new residents. These new centres will be located in Bailrigg Garden Village, the scale and location of which will be dealt with in greater detail via the Lancaster South Area Action Plan DPD), Skerton (North Lancaster as part of the strategic growth advocated by Policy SG9) and Ridge (East Lancaster as part of the strategic growth advocated by SG7).

- 19.23 In relation to the centre at South Lancaster, it is proposed that a local centre (or centres) will be sufficient to meet the needs for the new residents of this development. However, the Council will continue to investigate whether a district centre is more appropriate in this area via work on the Lancaster South Area Action Plan DPD.
- 19.24 To supplement the urban centre, there are a range of local centres within a number of the sustainable settlements that again provide for the basic local needs of the communities they serve.

### **Town Centre Designations**

#### **POLICY TC2: TOWN CENTRE DESIGNATIONS**

##### **Lancaster City Centre**

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

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

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

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

##### **Morecambe Town Centre**

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

##### **Carnforth Town Centre**

In relation to Carnforth, a town centre boundary has been identified. Given the scale and role of Carnforth, as set out with Policy TC1, the Council has not sought to identify a PSA or designate retail frontages. Proposals for main town centre uses (as defined by the

National Planning Policy Framework) that are appropriate in scale, role and function for Carnforth will be expected to be located within the town centre boundary and in accordance with Policy DM16 of the Development Management DPD.

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

- 19.25 In accordance with paragraph 23 of the NPPF<sup>64</sup>, the Local Plan Policies Map identifies a series of town centre designations that define the boundary of the Primary Shopping Area, the wider town centre and retail frontages with the town centre.
- 19.26 The designations identified will ensure that main town centre uses, as defined by Annex 2 of the National Planning Policy Framework, are directed to the correct town centre locations.

### **Future Retail Growth**

## **POLICY TC3: FUTURE RETAIL GROWTH**

### **Comparison Retail Growth**

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

Proposals for further comparison retail development in Morecambe should be in accordance with the policy and guidance provided within the Morecambe Area Action Plan DPD.

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

### **Convenience Retail Growth**

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

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

### **Bulky Goods Retail Growth**

<sup>64</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

**The Council have identified a 4.2 hectare expansion to the Sunnycliff Retail Park, Mellishaw Road identified under Policy TC3.1 on the Local Plan Policies Map for further growth of bulky goods retailing within the district to take advantage of the new Bay Gateway. This is considered to be the sequentially preferable location for this specific type of retailing. The Council will not support proposals for non-bulky goods retailing on Sunnycliff Retail Park. Proposals in this area will be expected to fully address matters of Flood Risk in accordance with national and local planning policy.**

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

Comparison Retailing

- 19.29 The district's key comparison retail opportunity is the Canal Quarter site in Central Lancaster. It is important to ensure that new development on this site seeks to enhance, maintain and protect the vitality and viability of the existing town centre as defined in the Local Plan Policies Map. The regeneration of the Canal Quarter site offers the opportunity to combine its current role as a cultural centre with an extension to the Primary Shopping Area (PSA) creating new comparison and convenience retail floorspace, leisure activities, workspaces, cultural facilities, improved public realm and residential accommodation.
- 19.30 The delivery of the Canal Quarter Site, along with regeneration of Morecambe Town Centre provides sufficient opportunity for positive growth in comparison retailing through the plan-period. Positive growth in Lancaster and Morecambe – both in their retail and leisure offer – will help to protect and enhance their status as important regional and district destinations respectively. It will also ensure that the Local Plan is in accordance with paragraph 23 of the National Planning Policy Framework, which states that:

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

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

Convenience Retailing

- 19.32 Levels of future convenience retail growth are expected to be low, with the district well catered for in terms of foodstores north of the River Lune. No further convenience growth will be planned for in either Morecambe or Carnforth. However, whilst the quantitative arguments



for future convenience growth are at this time limited, there are clear qualitative arguments to be considered, particularly in relation to convenience provision south of the River Lune.

- 19.33 The River Lune is a serious physical barrier towards promoting sustainable convenience shopping patterns. To the north of the River Lune, there are six medium to large foodstores at Ovington Road (Asda), Lancaster Road (Aldi), Westgate (Lidl), Lancaster Road (Sainsburys) and Marine Drive (Aldi and Morrison's). To the south of the River Lune, there are just two: Sainsburys (Cable Street) and Booths (Hala Road).
- 19.34 Given the significant proportion of people that are forced to travel through Lancaster city centre (primarily by car) to seek a competitive choice of convenience retailing, the Council believes there is a clear case for improving the convenience retail offer in Lancaster, south of the River Lune.
- 19.35 This plan identifies two areas for further growth in retailing. This includes the provision of new convenience retailing in the heart of the City Centre, within the Canal Quarter scheme and within the new local centre in the South Lancaster area, as part of the strategic allocation made in Policy SG1 of this DPD. It is felt that the creation of two food stores in these locations, supplemented by the existing planning permission for a Booths food store at Lawson's Bridge (and the potential re-use of the existing Booths store at Hala) will provide sufficient range of customer choice for convenience retailing in the South and Central Lancaster areas.

### **Central Morecambe**

#### **POLICY TC4: CENTRAL MORECAMBE**

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

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

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

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

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

## 20. Housing

- 20.1 Consistent the development strategy in Policy SP3 of this DPD, the Local Plan has sought to identify the majority of development growth within (or adjacent to) the main urban areas of the district – Lancaster, Morecambe, Heysham and Carnforth. These urban areas have significant service provision and have greater access to a wide range of cycling, walking and public transport networks.

### Residential development in Urban areas of the District

#### **POLICY H1: RESIDENTIAL DEVELOPMENT IN URBAN AREAS**

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

| POLICY REF                            | SITE LOCATION  | DWELLING NUMBERS*      | PLANNING STATUS |
|---------------------------------------|--|------------------------|-----------------|
| SG1                                   | LANCASTER SOUTH BROAD LOCATION FOR GROWTH**          | 3,500 #                | ALLOCATION      |
| SG7                                   | EAST LANCASTER STRATEGIC SITE **                     | 930                    | ALLOCATION      |
| SG9                                   | NORTH LANCASTER STRATEGIC SITE **                    | 700                    | ALLOCATION      |
| SG11                                  | LUNDSFIELD QUARRY, SOUTH CARNFORTH **                | 250                    | ALLOCATION      |
| H1.1                                  | LAND AT NEW QUAY ROAD, LANCASTER **                  | 12                     | PP GRANTED      |
| H1.2                                  | LUNESIDE EAST, LANCASTER **                          | 148                    | PP GRANTED      |
| H1.3                                  | FORMER POLICE STATION, HEYSHAM **                    | 14                     | PP GRANTED      |
| H1.4                                  | LAND WEST OF MIDDLETON ROAD, HEYSHAM **              | 75                     | ALLOCATION      |
| H3.1                                  | FORMER RIDGE LEA HOSPITAL, EAST LANCASTER            | 75                     | ALLOCATION      |
| H3.2                                  | LAND AT STONE ROW HEAD, EAST LANCASTER               | 10                     | ALLOCATION      |
| H3.3                                  | LAND AT UNIVERSITY OF CUMBRIA **                     | 15                     | ALLOCATION      |
| H4                                    | LAND AT GRAB LANE, EAST LANCASTER **                 | 200                    | ALLOCATION      |
| H5                                    | LAND AT LEISURE PARK / AUCTION MART, WYRESDALE RD ** | 242                    | ALLOCATION      |
| H6                                    | LAND AT ROYAL ALBERT FIELDS, ASHTON ROAD **          | 137                    | ALLOCATION      |
| DOS2                                  | LUNE INDUSTRIAL ESTATE, NEW QUAY ROAD **             | c.200                  | ALLOCATION      |
| <b>TOTAL ALLOCATIONS (URBAN AREA)</b> |  | <b>6,515 DWELLINGS</b> |                 |

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

\*\* New Development should provide for 'Home Owner Pack' in relation to recreational pressures in Morecambe Bay as per Appendix D of this DPD.

# Dwelling numbers represent the allocated capacity for sites. Not all this capacity will be built out within the Plan Period with a number of sites continuing to be built out beyond the plan period.

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

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

A number of the sites identified for allocation as set out in the above table, require specific policy consideration. These are set out in more detail within Policies SG1, SG7, SG9, SG11, DOS2 & H3 – H6 of this DPD.

- 20.2 Whilst a range of strategic growth areas have been identified in South Lancaster, East Lancaster and North Lancaster there is a need to identify further, smaller-scale sites that will contribute towards meeting development needs and that there is a flexible portfolio of housing sites that can be delivered throughout the plan period.
- 20.3 Policy H1 sets out a range of residential development sites that will all contribute towards meeting the housing needs of the district. Where appropriate sites identified in Policy H1 have been supplied with specific policy approaches to ensure that all site-specific issues arising from future development are clearly understood and addressed.

#### Residential Development in Rural Areas

### **POLICY H2: HOUSING DELIVERY IN RURAL AREAS OF THE DISTRICT**

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

| POLICY REF                            | SITE LOCATION   | DWELLING NUMBERS*    | PLANNING STATUS         |
|---------------------------------------|---|----------------------|-------------------------|
| H2.1                                  | ROYAL OAK MEADOW, HORNBY  | 23                   | PP GRANTED              |
| H2.2                                  | LANCASTER ROAD, OVERTON **  | 32                   | PP GRANTED              |
| H2.3                                  | YENHAM LANE, OVERTON **   | 21                   | ALLOCATION              |
| H2.4                                  | ST MICHAELS LANE, BOLTON-LE-SANDS **                                | 20                   | PP GRANTED              |
| H2.5                                  | LAND NORTH OF OLD HALL FARM, OVER KELLET **                         | 55                   | PP GRANTED              |
| H2.6                                  | HALTON MILLS, HALTON  | 20                   | ALLOCATED               |
| H2.7                                  | LAND SOUTH OF LOW ROAD, HALTON                                      | 60                   | PP GRANTED              |
| H2.8                                  | LAND BETWEEN LOW ROAD AND FORGE LANE, HALTON                        | 90                   | PP GRANTED              |
| H2.9                                  | LAND TO THE REAR OF POINTER GROVE AND ADJACENT TO HIGH ROAD, HALTON | 66                   | PP GRANTED              |
| H2.10                                 | LAND SOUTH OF MARSH LANE, COCKERHAM **                              | 36                   | PP GRANTED / ALLOCATION |
| DOS5                                  | MIDDLETON TOWERS, CARR LANE, MIDDLETON #                            | 576                  | PP GRANTED              |
| <b>TOTAL ALLOCATIONS (RURAL AREA)</b> |   | <b>985 DWELLINGS</b> |                         |

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

\*\* New Development should provide for 'Home Owner Pack' in relation to recreational pressures in Morecambe Bay as per Appendix D of this DPD.

*# Dwelling numbers represent the allocated capacity for sites. Not all this capacity will be built out within the Plan Period with a number of sites continuing to be built out beyond the plan period.*

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

- 20.4 Whilst there is a strong focus for growth within the four main urban areas of the district, this should not deflect from the important and critical role that housing in rural areas can make in meeting housing needs.
- 20.5 The identification of rural sites within Policy H2 will be supplemented by a range of other smaller sites that have been identified as being 'deliverable' within the Council's Strategic Housing and Employment Land Availability Assessment<sup>66</sup>. The Council will in principle support residential proposals on these sites subject to the satisfaction of all relevant national and local planning policy.
- 20.6 There are a number of designations made for Neighbourhood Plans in rural villages of the district, including the villages of Aldcliffe-with-Stodday, Arkholme, Cockerham, Caton & Brookhouse, Dolphinhholme, Halton, Slyne-with-Hest, Wennington and Wray. For those neighbourhood plans that are seeking to address the supply of housing, the Council will expect groups to proactively and positively plan for housing growth in their areas and in accordance with national guidance on neighbourhood planning<sup>67</sup>.
- 20.7 The Council will continue to provide assistance and advice to neighbourhood plan groups in order for them to achieve this. Neighbourhood Plan groups should have due regard to Policy SC1 of this DPD and DM55 of the Development Management DPD.

### Local Heritage Led Housing

#### **POLICY H3: HERITAGE LED HOUSING DEVELOPMENT**

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

- H3.1 Land at Ridge Lea Hospital, East Lancaster; and**
- H3.2 Land at Stone Row Head, East Lancaster; and**
- H3.3 Land at the University of Cumbria campus, East Lancaster.**

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

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

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

Future proposals will need to be supported by a comprehensive masterplan demonstrating how the heritage assets and their setting will be conserved through the proposal and their future protected and secured. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements set out in the Council's Heritage Impact Assessment for each site.

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

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

Proposals will also need to demonstrate how the site relates to adjacent communities in East Lancaster, having regard to wider residential amenity, highway, cycle and pedestrian connectivity.

#### **Land at Ridge Lea Hospital**

The site is expected to accommodate around 75 residential units through the sympathetic conversion of the main hospital building and some sensitive development in the grounds.

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

#### **Land at Stone Row Head**

The site is expected to accommodate 10 residential units through sympathetic conversion of some parts of the existing farmstead buildings and some sensitive development within the immediate setting.

Proposals should be led by an informed understanding of the significance of the farm buildings. This understanding should inform the retention of buildings and/or structures within the site and the sensitive design, siting and heights of buildings within the grounds.

#### **University of Cumbria Campus**

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

Proposals will need to have regard to the relationship of the site with the wider University of Cumbria footprint taking account of the continued operation of the University and the

**sites interrelationship with the wider environmental and historical assets of the campus. Proposals should have due regard to Policy EC6 of this DPD.**

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

- 20.8 Lancaster district benefits from a high quality built environment and cultural heritage. Whilst many of its assets are listed there are also many other buildings and structures which whilst not formally listed contribute to the local built character, settlement formation and sense of place of the district. Such assets make an important contribution to the built fabric of the district and its historic past. Recognising the value of these assets the Council has prepared a list of local heritage assets across the district.
- 20.9 Ridge Lea Hospital and the military barrack buildings at the University of Cumbria are included within the Council's local heritage list and as such are identified as buildings which the Council consider desirable for retention and protection. Whilst supporting development proposals at these locations this must be in the context of the retention and protection of these assets. The Council will not support proposals that involve the loss of these assets or damage to their setting.
- Ridge Lea Hospital*
- 20.10 Ridge Lea, formerly known as the Ladies Villa, was constructed in 1916 as a satellite ward to Lancaster Moor Hospital. It was built as a response to wealthy relatives of female patients objecting to members of their families mixing with lower classes. A review of health care and asset provision by the CCG means that the building is no longer required, with patient treatment and care being transferred to alternative facilities in the county.
- 20.11 The hospital consists of a mix of single, two and three story blocks and is constructed of traditional stone with slate pitched roof. The building forms a T-shaped structure with short projecting wings and shaped gables. Unusually the building was constructed in the First World War.
- 20.12 The existing hospital occupies an elevated position though it is well screened by extensive tree belts.
- 20.13 In planning for the wider housing needs of the district and in order to secure the long-term protection of this historic asset, the Council may, where appropriate, assist in the delivery of the evidenced provision of additional supporting development on the site. Any additional development will need to be in keeping with the character and setting of the identified historic assets and the surrounding urban setting landscape to the rear.

*Stone Row Head*

- 20.14 Stone Row Head Farm was acquired in 1908 by the Asylum board and was one of three farms in the early 20<sup>th</sup> Century which supported Lancaster Moor Hospital and provided its patients with an understanding of agricultural work. The farmstead has been altered and extended to

the north of the site, in the early 20<sup>th</sup> Century.

- 20.15 In the interests of conserving the historic interest of the farmstead, any additional development will need to be sympathetic to the vernacular appearance of these buildings.

University of Cumbria

- 20.16 The University of Cumbria Campus displays evidence of the development of a late-19<sup>th</sup> century military barracks which is juxtaposed with the infill of 20<sup>th</sup> century educational buildings. The military barracks were constructed 1876-80 following the localisation of the King's Own Regiment to Lancaster in 1873 and designed in a stern military Gothic revival style. The army moved out in the mid-20<sup>th</sup> century and the complex became St Martin's College in the 1960s which then became part of the University of Cumbria in 2008.
- 20.17 The non-designated heritage assets, including the Keep, Officers' Quarters, Separate Married Quarters, Officers' Mess, have been added to the Council's 'List of Local Heritage Assets' as they make a significant contribution to Lancaster's military history. In addition, it is one of the few examples nationally of a late-19<sup>th</sup> century military barracks.
- 20.18 Proposals should have due regard to the wider area, and this should be demonstrated via the preparation of a masterplan, submitted by the University, that confirms that the site is no longer required for ongoing educational purposes and would not impact on the viability of the university to meet its future short to medium term development needs.
- 20.19 In the interests of conserving this important heritage asset and its setting, the Council acknowledge that some form of supporting development may be required. Such proposals should be brought forward in dialogue with the Council's Conservation Team with the continued retention and protection of the barrack buildings central to any future proposal.

Land at Grab Lane, East Lancaster

**POLICY H4: LAND AT GRAB LANE, EAST LANCASTER**

Land at Grab Lane, East Lancaster has been allocated for residential development. The site is expected to accommodate approximately 200 residential dwellings and a range of infrastructure that is necessary to facilitate these new homes.

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

**INFRASTRUCTURE REQUIREMENTS**

- I. The delivery of infrastructure to make the development acceptable in planning terms, including contributing to the strategic infrastructure requirements for East Lancaster as described in Policy SG8 of this DPD, particularly in relation to public transport provision and education;

**ENVIRONMENTAL CONSIDERATIONS**

- II. The development will be required to demonstrate that the development principles and criteria identified in the design, landscaping and heritage statements, recognise

the sites sensitive location in the setting of Ashton Memorial and Williamson Park to the west (which are important heritage assets and prominent landmarks in the wider area) and areas of Key Urban Landscape to the west. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's 'Grab Lane Setting Study 2012' for the site. Design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents;

- III. To preserve or enhance the site's location, within the setting of the Ashton Memorial, which is a highly significant heritage asset and a prominent landmark in the wider area and Williamson Park. Proposals will need to clearly demonstrate, through appropriate layout, design and landscaping that it will not result in unacceptable harm on the setting of these important heritage assets and the area's wider role in defining the character of East Lancaster;
- IV. The improvement and enhancement of land identified under Policy EN8.1 of this DPD;
- V. The submission of a suitable and appropriate landscaping plan, which retains and reinforces the existing landscape structure of this site and incorporates natural features where possible, including the protection of existing landscape patterns, the retention of historic field boundaries and tree planting where appropriate;
- VI. The protection in perpetuity of the allocated Urban Setting Landscape that runs to the East of the site, as defined by Policy EN5 and EN8.2 of this DPD. Any future proposals for the site should seek positive inter-relationships with this area of local landscape importance;
- VII. No net loss in value of the adjacent Lancaster Moor Hospital Grassland Biological Heritage Site (BHS) with evidence of how the BHS will be protected and enhanced. Future proposals should seek to deliver positive benefits to biodiversity through the creation of habitat within the site, biodiversity improvements to land identified under Policy EN8.1 will be supported;
- VIII. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;
- IX. Contribute to the delivery of a green corridor network within the east of Lancaster with opportunities for enhancing biodiversity, open space, recreation and leisure uses to be investigated via any application;
- X. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take into account accessibility issues, and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- XI. Proposals should ensure that the residential amenity of new residents is not compromised by surrounding uses, in particular any residual commercial uses in the surrounding area and the nearby M6 motorway;

**FLOOD RISK AND DRAINAGE**

- XII. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development proposals will deal with the



matter of flood risk, particularly in relation to impacts on the Burrow Beck catchment. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

- XIII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the [Surface Water Sustainable Drainage Hierarchy, design features and requirements](#) as set out in Policy DM34 of the Development Management DPD;

#### TRANSPORT REQUIREMENTS

- XIV. The delivery of a highways scheme which provides safe, suitable and appropriate access onto both Wyresdale Road and Quernmore Road (via the exiting Grab Lane entrance) to the satisfaction of the local highways authority;
- XV. The incorporation of cycling and pedestrian access with strong and positive linkages to the existing network including improvements to the links from the site into Lancaster City Centre and the wider East Lancaster area;
- XVI. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

#### HOUSING MIX

- XVII. Building an appropriate mix of house types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and
- XVIII. Affordable housing requirements will be determined in accordance with Policy DM3 (The Delivery of Affordable Housing) of the Development Management DPD. Where there are demonstrable constraints on viability which prejudice the delivery of development proposals, these need to be discussed at the earliest opportunity with the Council preferably prior to the submission of any relevant planning application. Viability matters will be determined in accordance with Policy DM3 and other national or local planning policy.

Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.

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

- 20.20 Land at Grab Lane in East Lancaster has been identified as a site for residential development. The site covers an area of 20 hectares and has been identified as having an indicative capacity of approximately 200 dwellings.
- 20.21 The Grab Lane site is located to the east of Lancaster, approximately one mile from the city centre. The site is currently used for agriculture and forms an important foreground for the setting of the Grade I Listed Ashton Memorial and the wider area of Williamson Park. The

significance of this asset, and its setting, in defining the character of this area is well recognised by both the Council and Historic England and is of material consideration to any development proposals for this site.

- 20.22 The site is separated into two parcels by Grab Lane, which runs through the middle of the site connecting Quernmore Road in the north and Wyresdale Road in the south. The M6 motorway forms the eastern boundary of the site. The western boundary is formed by existing areas of greenspace including a Biological Heritage Site (BHS) before leading to Fenham Carr Lane and then rising steeply to Williamson Park and Ashton Memorial. The existing residential development at Standen Gate forms the north western boundary of the site.
- 20.23 Given the site occupies a highly prominent position on the entrance into Lancaster from the east and within the setting of a significant heritage asset, the Council will look to secure development that positively adds to local townscape and landscape through well-planned, high quality designed proposals that relate sensitively to the landscape and heritage of the area and also play a leading role in addressing infrastructure constraints, as defined in Policy SG8 of this DPD.
- 20.24 In allocating this site for development, the Council will require proposals to demonstrate how, through a comprehensive masterplan for the site, future development will complement and sustain the setting of the Ashton Memorial. The completed masterplan should clearly demonstrate how proposals will sensitively relate to landscape character of the area and the setting and significance of this Grade I Listed heritage asset. The masterplan should also consider how the heritage value of existing farm buildings off Grab Lane can be secured and sympathetically incorporated into the wider scheme.
- 20.25 The Council will welcome a collaborative approach to the preparation of a masterplan prior to any planning application being submitted for determination.
- 20.26 Development proposals should be of a high standard of design and construction and sensitively planned, using appropriate densities, to be in character with its location on the edge of the urban area. The Council will expect any future applications to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed, both on the site itself but also in the context of the historical setting and the local landscape designations, which are located to the west and east of the site.
- 20.27 Development in this area offers opportunity to add to this heritage through both facilitating the protection and enhancement of existing assets, and through incorporating a high standard of quality design.
- 20.28 The proposal site has strong links with Burrow Beck, which has significant associated flood risks along its course. As a result proposals will be expected to include a comprehensive flood risk assessment that sets out any implications on surrounding watercourses and proposed mitigation measures to address such risk.
- 20.29 The site lies in an attractive location to the east of Lancaster and is one of a number of sites in the East Lancaster area, which has been allocated for development. The Council recognises that together these sites have the opportunity to contribute to an improving service and infrastructure provision for East Lancaster. Through a comprehensive approach, utilising the

most appropriate method of charging tariff / planning obligation, the Council will look to secure improvements to key elements of infrastructure to ensure that development in East Lancaster is acceptable in planning terms, addressing both individual and cumulative impacts on infrastructure. These requirements are set out in more detail both within the Infrastructure Delivery Plan (IDP) and Policy SG9 of this DPD.

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

**POLICY H5: LAND AT LANCASTER LEISURE PARK AND AUCTION MART, EAST LANCASTER**

Land at Lancaster Leisure Park in East Lancaster has been identified for residential development. The site is expected to accommodate 242 residential dwellings and a range of infrastructure that is necessary to facilitate these new homes.

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

**INFRASTRUCTURE REQUIREMENTS**

- I. The delivery of infrastructure to make the development acceptable in planning terms, including contributing to the strategic infrastructure requirements for East Lancaster as described in Policy SG8 of this DPD particularly in relation to public transport provision and education;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

**ENVIRONMENTAL CONSIDERATIONS**

- IV. The submission of a detailed design statement, recognising the sites relationship with the Urban Setting Landscape which is directly adjacent to the east. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents;
- V. Proposals should ensure that the residential amenity of new residents is protected from surrounding uses, in particular any residual commercial uses on the site itself and the nearby M6 motorway;
- VI. The protection in perpetuity of the designated Urban Setting Landscape which runs to the east of the site, as defined by Policy EN7 of this DPD. Future proposals should seek to deliver positive inter-relationships with this area of local landscape importance;
- VII. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;

VIII. Contribute to the delivery of a green corridor network within the east of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;

IX. The submission of a suitable and appropriate landscaping plan, which delivers a positive inter-relationship with the adjacent Urban Setting Landscape and incorporates natural features where possible;

**FLOOD RISK AND DRAINAGE**

X. The preparation of a Flood Risk Assessment that details how through design, construction and occupation phases of development proposals will deal with the matter of flood risk. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

XI. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;

**TRANSPORT REQUIREMENTS**

XII. The delivery of a highways scheme which provides safe, suitable and appropriate access arrangements into Wyresdale Road to the satisfaction of the local highways authority;

XIII. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Lancaster City Centre;

XIV. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

**HOUSING MIX**

XV. Building an appropriate mix of house types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and

XVI. Affordable housing requirements will be determined in accordance with Policy DM3 (The Delivery of Affordable Housing) of the Development Management DPD. Where there are demonstrable constraints on viability which prejudice the delivery of development proposals, these need to be discussed at the earliest opportunity with the Council, preferably prior to the submission of any relevant planning application. Viability matters will be determined in accordance with Policy DM3 and other national or local planning policy deemed consequential.

Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.

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

- 20.30 The Council has allocated land at the Lancaster Leisure Park and Auction Mart for further residential growth, this includes land at the former Lancaster Auction Mart site (following its proposed relocation to land at Junction 33 of the M6 as outlined in Policy EC3 of this PDD) and further areas of redundant car parking. It is expected that the regeneration of these areas could accommodate development of approximately 242 new homes.
- 20.31 The redevelopment of the Lancaster Leisure Park and Auction Mart is one of a number of development and regeneration projects in the East Lancaster area. The cumulative impacts on wider infrastructure needs must be addressed and the Council will expect proposals to address relevant infrastructure needs, both in terms of ensuring that development is acceptable in planning terms but also by contributing to the delivery of wider strategic needs in the East Lancaster area as highlighted in Policy SG8 of this DPD. Particularly in relation to contributions towards public transport improvements between East Lancaster and the City Centre, the provision of local services and the delivery of education facilities on the East Lancaster Strategic Site (identified under Policy SG7).
- 20.32 The allocation is situated on the eastern edges of Lancaster alongside areas of Key Urban Landscape, which are considered to be of local importance in terms of maintaining an attractive setting to the historic city and, particularly in this area, the Ashton Memorial which is a Grade I Listed Building.
- 20.33 Given the sites relationship with this important landscape designations it is important that any future proposals include landscape and design assessments that identify how, through sensitive design, layout and landscaping, the visual impacts of new development can be mitigated and natural features safeguarded. The Council expect that proposals for new development should not encroach on areas that have been identified as Urban Setting Landscape. However, proposals should seek to deliver benefits in terms of the landscape value within these areas in order to provide visual benefits not only for the development itself but also improvements to the wider setting within the East Lancaster area.
- 20.34 The allocation has strong links with Burrow Beck, which has significant flood risks associated with it along its course through both East Lancaster and downstream towards South Lancaster. As a result, proposals will be expected to prepare detailed Flood Risk Assessments that sets out any direct or indirect impacts from the proposed development on surrounding watercourses and land-uses, and any proposed mitigation measures to address such risks.
- 20.35 Proposals should seek to address all necessary on-site infrastructure needs in relation to highways, open space and affordable housing delivery. It is important that the necessary infrastructure be delivered to the satisfaction of the relevant authorities and organisations.
- 20.36 Proposals should seek to provide satisfactory access arrangements onto Wyresdale Road ensuring that a safe and appropriate access point(s) are created to the satisfaction of the local highway authority and that any highway capacity issues that may arise are suitably mitigated against.

**Former Royal Albert Site, Ashton Road, Lancaster**

**POLICY H6: ROYAL ALBERT FIELDS, ASHTON ROAD, LANCASTER**

Land at Former Royal Albert Hospital Site in South Lancaster has been identified for residential development. The site is expected to accommodate approximately 137 residential dwellings and a range of infrastructure that is necessary to facilitate these new homes.

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

**INFRASTRUCTURE REQUIREMENTS**

- I. The delivery of infrastructure to make the development acceptable in planning terms, in particular where appropriate and relevant contributing to the requirements of Policy SG3 of this DPD;
- II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- III. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

**ENVIRONMENTAL CONSIDERATIONS**

- IV. The submission of a detailed design statement, recognising the sites relationship with the Key Urban Landscape which surrounds it to the South, West and North. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents;
- V. Contribute to the delivery of a green corridor network within the South Lancaster area and Bailrigg Garden Village with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
- VI. The submission of a suitable and appropriate landscaping plan, which retains and reinforces the existing landscaping structure of the site and incorporates natural features where possible. Landscaping should seek to enhance the sites position in relation to the adjoining Urban Setting Landscape;
- VII. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;
- VIII. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;

**FLOOD RISK AND DRAINAGE**

- IX. The preparation of a Flood Risk Assessment that details how through design, construction and occupation phases of development, proposals will deal with the matter of flood risk. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

- X. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the **Surface Water Sustainable Drainage Hierarchy, design features and requirements** as set out in Policy DM34 of the Development Management DPD;

**TRANSPORT REQUIREMENTS**

- XI. The delivery of a highways scheme which provides safe, suitable and appropriate access arrangements into Ashton Road to the satisfaction of the local highways authority;
- XII. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Lancaster City Centre, particularly improving linkages both along Ashton Road and Lancaster Canal;
- XIII. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;
- XIV. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

**HOUSING MIX**

- XV. Building an appropriate mix of house types and sizes to meet evidenced local housing needs within the most up-to-date Housing Needs Assessment; and
- XVI. Affordable housing requirements will be determined in accordance with Policy DM3 (The Delivery of Affordable Housing) of the Development Management DPD. Where there are demonstrable constraints on viability which prejudice the delivery of development proposals, these need to be discussed at the earliest opportunity with the Council, preferably prior to the submission of any relevant planning application. Viability matters will be determined in accordance with Policy DM3 and other national or local planning policy deemed consequential.

Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.

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

- 20.37 The Council have allocated land at the Former Royal Albert site on Ashton Road, Lancaster that, once implemented, could accommodate development of approximately 137 new homes.
- 20.38 The allocation is situated on the southern edges of Lancaster and is surrounded on three sides by Key Urban Landscape which is considered to be of local importance in terms of maintaining an attractive setting to the historic city. Given the sites relationship with this important

landscape future proposals should include landscape and design assessments that identify how, through sensitive design, layout and landscaping that the visual impacts of new development can be mitigated. Proposals should also seek to retain natural features such as trees and hedgerows, which will further mitigate wider impacts on the local landscape.

- 20.39 Proposals should seek to enhance accessibility and linkages between the site and Lancaster City Centre and, to the south, the Broad Location for Growth in South Lancaster. It is therefore important that future proposals seek to improve both cycling and pedestrian linkages utilising, where possible, Lancaster Canal (which is to the West of the proposal site) and the proposed Cycling and Walking Superhighway that described in more detail via Policy T2 of this DPD.
- 20.40 Proposals should seek to address all necessary infrastructure in relation to highways, open space and affordable housing delivery. It is important that necessary infrastructure be delivered to the satisfaction of the relevant authorities and organisations.
- 20.41 Proposals for the site should seek to provide satisfactory access arrangements onto Ashton Road, ensuring that a safe and appropriate access point(s) is created to the satisfaction of the local highway authority, and that any highway capacity issues that may arise are suitably mitigated against.
- 20.42 Any proposals for this site should ensure that it contributes to improvement of wider infrastructure in accordance with the Infrastructure Delivery Plan (IDP)<sup>68</sup>. In particular, improving cycling and pedestrian linkages to Lancaster City Centre should form a key element of improvement within the local area.

## 21. Development Opportunity Sites

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

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

#### **POLICY DOS1: LAND AT BULK ROAD & LAWSONS QUAY, CENTRAL LANCASTER**

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

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



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

**Proposals will be expected to address the following issues:**

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

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

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

- 21.5 Access to the site is achieved from Skerton Bridge, Caton Road and Lancaster’s one-way system all of which suffer from serious congestion. Any proposals for this site will therefore be expected to set out clearly how traffic to and from the site will be managed to ensure that there will be no unacceptable impacts on traffic flow and the local highway network and that highway safety is not compromised. Any proposal should have due regard to the aspirations of the Lancaster District Highways and Transport Masterplan and support the implementation of any schemes as set out in Policy DM64 of the Development Management DPD. Proposals should also ensure there is safe access from the city centre for both pedestrians and cyclists.
- 21.6 Any proposed uses on the site should not have a detrimental impact upon the local residential amenity of properties on Bulk Road. Proposed uses should ensure satisfactory amenity in terms of light, odour, noise or air pollution.

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

**POLICY DOS2: LUNE INDUSTRIAL ESTATE, LUNESIDE, LANCASTER**

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

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

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

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

Proposals will also be expected to address the following issues:

- IV. To plan sensitively and appropriately for a range of land-uses on the site and ensure that incompatible land uses are not located within close proximity of each other;
- V. The design of development should seek to be of a high quality, emphasising its prominent location on the banks of the River Lune, new development should be sympathetic to its locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents and workers;

- VI. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council’s Heritage Impact Assessment for the site;**
- VII. The proposal seeks to address the issues relating to road infrastructure and accessibility between the site and the city centre, ensuring that issues of traffic congestion are fully explored. The proposed uses should not have an adverse impact on highway safety or increased HGV movements through residential areas and the City Centre;**
- VIII. Strong linkages are made between the site and the city centre, encouraging cycling and walking links;**
- IX. That issues relating to ground contamination are fully investigated prior to the commencement of any development on the site and that suitable remediation measures are adopted;**
- X. The proposed uses and design do not have an adverse impact on the residential amenity of neighbouring residential properties;**
- XI. To provide new home owners with a ‘Home Owners Pack’. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;**
- XII. Proposals through the design, construction and occupation phases should seek to mitigate against existing flood risks. Proposals should be accompanied by a Flood Risk Assessment that addresses the potential impacts of flooding both directly and indirectly on the site, and is acceptable to the Environment Agency and Lead local Flood; and**
- XIII. Appropriate levels of contribution towards the improvement of infrastructure in the local area, including towards improvements to the education provision to the satisfaction of Lancashire County Council and contributions towards open space improvements in the Freemans Wood and Willow Lane areas.**

**Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.**

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

- 21.7 The land at Lune Industrial Estate is of economic importance, providing affordable employment land for business growth and development. It accommodates a range of B1, B2 and B8 uses. It represents one of only a handful of sites in the Lancaster area (South of the River Lune) which offers opportunities for both general and heavy industrial uses.
- 21.8 As a result the Lune Industrial Estate plays an important role in the district’s employment land portfolio that provides a balanced number of sites in terms of size, location and nature.
- 21.9 Whilst its economic importance both locally and within the district is recognised, the Council

also acknowledges that the long-term suitability of this site for employment and economic use may require further consideration and action. The site has significant access issues from the city centre one-way system, which suffers from severe traffic congestion at peak times. The site is also now located in a predominantly residential area with the adjoining site (Luneside West) under construction for residential development.

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

#### **Land at Willow Lane, Lancaster**

### **POLICY DOS3: LAND AT WILLOW LANE, LANCASTER**

**The Council will support appropriate and suitable proposals that facilitate, enhance and regenerate the quality and quantity of recreational open space provision in this area and seeks to maintain and enhance the biodiversity and amenity value of the site.**

**Exceptionally, the Council may support proposals for enabling development within part of the site that currently has no active use, but only in circumstances where the proposals**

**support and facilitate quantitative and qualitative improvements to the recreational and open space, and that this remains the main overall use on the site.**

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

- 21.15 Land at Willow Lane in Lancaster is identified as an opportunity area for improvement to the current recreation and open space offer, as identified in Policy SC5 of this DPD. Located to the west of Lancaster the site provides an important area of open space in what is otherwise a densely developed residential and employment area. The continued protection of this area for recreation purposes is therefore strongly supported by the Council.
- 21.16 The site has a long history of recreational uses and amenity value, with land within the allocation currently being used as playing pitches and a children’s play area, and other areas previously used as a cricket ground. Whilst the eastern part of the site remains in active use, the larger element of the site remains in private ownership being identified as an area of amenity greenspace and natural and semi-natural greenspace in the Council’s Open Space Study (2018).
- 21.17 In considering proposals that seek to improve and enhance the recreation amenity value offer of the site, the Council will support proposals that enhance existing recreation and open space facilities for local residents, improving the quality of the existing assets and providing new recreational facilities where appropriate. Opportunities to retain and enhance biodiversity in this area should also be considered.
- 21.18 In planning for the wider needs of the district and in order to secure enhancements to the existing recreational resource the Council may, where appropriate, support a small element of enabling development on land presently identified as not having an active recreational use.
- 21.19 This is subject to the development supporting enhanced recreation and open space provision on the site and that the additional development proposed is clearly demonstrated to support these improvements. Any additional development will need to be of a design and layout that is compatible with the continued use of the site for recreational and amenity use and would not restrict the accessibility of the site for local residents. Any proposals would also benefit from demonstrating that there is clear support in the local community.

#### **Galgate Mill, Galgate**

### **POLICY DOS4: GALGATE MILL, GALGATE**

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

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

- I. The retention and sensitive reuse and repair of the mill building, maintaining and restoring its historical significance and those surrounding curtilage buildings identified as being of historical importance;**
- II. The protection of local amenity in surrounding residential areas;**
- III. High quality design and use of material that respect the character and setting of historic assets on the site. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council’s Heritage Impact Assessment for the site;**
- IV. Sustainable construction and design that is aimed at minimising energy use and maximising energy efficiency;**
- V. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development proposals will deal with the matter of flood risk, particularly in relation to impacts on the River Conder which is to the north of the site. This should include suitable and appropriate measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;**
- VI. The integration of the development within the surrounding network of cycling and pedestrian linkages;**
- VII. The provision of acceptable and safe traffic arrangements for Chapel Lane;**
- VIII. Contributions from the development towards improvements to public transport in the area, with improved linkages between this site and Lancaster city centre. This should be demonstrated via the production of a properly monitored and managed Travel Plan in accordance with Policy DM63 detailing measures to be provided to maximise sustainable transport use; and**
- IX. The retention and provision of sufficient parking on-site to accommodate the mix of uses being proposed on-site without impacting on the operation of existing businesses or the setting of the Listed building.**

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

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

21.20 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 is five storeys and provides a dominant and attractive landmark for Galgate.

21.21 The main mill buildings have been converted into light industrial and quasi-retail uses and has been designated through previous Local Plans as a rural employment site, one of only two

rural employment sites in the south of the district. Whilst a number of small businesses trade from the mill, a large area of the site remains vacant and available for development. Opportunities to utilise and bring back into use this important historic asset and tidy up the site will be supported by the Council.

- 21.22 In considering future proposals, the Council will look to support and protect the continued operation of some of the mill for employment usage as it plays an important role in the district's employment land supply, by providing small units that are suitable for start-up businesses and other rural enterprises.
- 21.23 Whilst employment uses should be retained on this site, the Council will support the regeneration of the site for a mixture of supporting uses, such as for residential purposes where it is demonstrated that residential uses can be made compatible with the wider employment uses and is consistent with all other relevant elements of the plan.

#### **Land at Middleton Towners, Middleton**

### **POLICY DOS5: LAND AT MIDDLETON TOWERS, MIDDLETON**

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

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

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

- I. That the proposed use(s) are compatible with the existing residential uses that have already been constructed on site;**
- II. The proposal must enhance its levels of connectivity and accessibility to nearby urban areas. This should be achieved via improvements to public transport services and improvements to the highway, cycling and pedestrian networks;**
- III. The proposal does not have a detrimental visual impact on the landscape value of Morecambe Bay;**
- IV. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;**
- V. That consideration be given to the need for coastal defences as part of any future submission;**
- VI. That consideration is given to the Strategic Flood Risk Assessment (SFRA) and the associated flood risks connected with the site and that any future proposals are accompanied by a more detailed assessment of flood risk which highlights suitable and appropriate mitigation measures and is acceptable to the Environment Agency and Lead Local Flood Authority; and**
- VII. The protection of the setting of the Listed building and its viability as a leisure facility.**

**Any proposals for this site should have due regard to the close proximity of Heysham Nuclear Power Station (as defined by Policy SG14 of this DPD) in relation to its continued operation and potential future expansion.**

**Any proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.**

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

- 21.24 Situated to the south of Heysham, the former Pontins Holiday Camp has remained largely vacant since its closure in 1994. The whole site extends to approximately 23 hectares and occupies a prominent position overlooking Morecambe Bay.
- 21.25 The site has a complex history with planning approval for a 626 dwelling retirement village in 2002 having been called in by the Secretary of State for determination. In recommending approval, the Inspector recognised the unique nature of and benefits of the residential proposal as well as the many regeneration benefits that the scheme would deliver. Following commencement on site, like a number of sites across the district, its delivery was impacted on by the economic downturn with only a small number of the dwellings and ancillary facilities actually completed.
- 21.26 An application to remove the age restriction on the built part of the site was subsequently approved at appeal. More recently, the Council agreed to remove the age restriction on the remaining parts of the site.
- 21.27 Whilst accepting that the site now benefits from approval for unrestricted residential development, given the sites remote location outside of any defined settlement and distance from services and infrastructure, this is not somewhere the council would ordinarily support development.
- 21.28 It is important to note that on granting the appeal, the Planning Inspector considered that the regeneration benefits of bringing a large brownfield site back into use and the specialist nature of the housing provided sufficient justification to support the proposal. The unique nature of this site continues to be recognised by the Council.
- 21.29 In taking forward proposals for this site, the Council will seek to encourage the implementation of the original proposal that sought to offer the opportunity to regenerate the large brownfield site as well as secure much needed specialist housing for the retirement community, a sector of the housing market that is anticipated to expand in future years.
- 21.30 However, the Council recognises that this may not represent the most optimal or viable use for regenerating the site over the coming years, with this confirmed by the removal of age



restriction on site.

- 21.31 In considering alternative proposals, the Council will consider the potential for residential, employment and tourism uses. All uses would need to demonstrate how the accessibility and overall sustainability of the site could be enhanced to a level that is sufficient to overcome and address its remote rural location. This will include measures to improve the frequency and quality of public transport provision and facilitate opportunities for pedestrian and cycling connectivity. Opportunities for the provision of other key local services on site should be investigated where proposals for residential development are proposed.
- 21.32 The site falls within the consultation zone for the Office of Nuclear Regulation (ONR). The ONR will need to be consulted as part of any future proposals for this site with their advice informing the Council's determination. In considering the implications on Heysham Power Station, the Council will not support the development of permanent residential caravans on this site.
- 21.33 Areas of the Middleton Towers site fall within Flood Zone 3a which is at high risk of flooding from the coast. As a result, the Council would expect any proposals for development to be accompanied by detailed flood risk assessments (FRA) which build upon the understanding of flooding described in the Council's Strategic Flood Risk Assessment (SFRA). Proposals should seek to provide mitigation against the risks of flooding through design and construction. The Council will not support proposals that include ground floor accommodation in areas within Flood Zone 3a.
- 21.34 A number of residential units and some supporting facilities within the original retirement village, including a leisure centre, have already been constructed with a number of dwellings occupied. The compatibility of future uses with the already constructed element of the scheme will need to be fully considered.

#### **Land at Morecambe Festival Market and Surroundings**

### **POLICY DOS6: MORECAMBE FESTIVAL MARKET AND SURROUNDING AREA**

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

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

- I. That the proposed development is sympathetic towards the surrounding heritage assets, in particular the relationships between the Midland Hotel and Winter Gardens. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council's Heritage Impact Assessment for the site;**

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

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

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

- 21.35 The Morecambe Area Action Plan (MAAP), adopted by the Council in 2014<sup>69</sup>, identifies the area of the Festival Market and its surrounding area as a Development Opportunity Site. Whilst the Morecambe Area Action Plan remains in place until 2021, the inclusion of this allocation within the wider Local Plan secures its allocation for the entire plan period up to 2031. This is considered a strategic site in terms of its context as a link between the existing town centre and the proposed new retail at the former Frontierland site on Marine Drive.
- 21.36 As suggested in the MAAP, land west of Northumberland Street includes an extensive area of car parking that could provide a significant opportunity for new beneficial development to add to and help link the town centre together. The opportunity site as a whole affords much potential for a range of main town centre uses, in particular for a range of commercial leisure uses that complement and assist in supporting the wider regeneration of the town centre.
- 21.37 Any proposal for the site should ensure that it provides strong linkages into surrounding areas, including the promenade, the retail parks to the west and the existing town centre to the east. Proposals should seek to ensure that there are sufficient levels of car parking to meet the traffic demands of the uses proposed and that there are no detrimental effects on the highway capacity or highway safety on the surrounding road network.
- 21.38 Any proposals that involve the loss of key community facilities, for example the indoor market or skatepark, should present as clear approach to how these facilities will be replaced elsewhere in the local area.

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

**Former TDG Depot Site, Warton Road, Carnforth****POLICY DOS7: LAND AT FORMER TDG DEPOT, WARTON ROAD, CARNFORTH**

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

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

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

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

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

- 21.39 The site at the former TDG depot site on Warton Road, Carnforth has been a long established employment allocation within the Local Plan. However, following the relocation of TDG to different premises (both within the district and wider across the North West) the opportunity now exists to realise new, alternative uses for the site.
- 21.40 The site's previous use for storage and distribution uses (B8 use) placed significant problems on the local highway network, creating high levels of HGV movement through Carnforth town centre, which impacted on the town centre's amenity and safety for residents and visitors. Carnforth is one of three Air Quality Management Areas (AQMAs) in the district, with its designation associated with the levels of air pollution created from road traffic<sup>70</sup>.
- 21.41 Accordingly, the Council, whilst recognising the existing permitted uses for the site, will not seek to support proposals that would generate significant numbers of HGV trips to and from the site.
- 21.42 The Council expects any development proposals in this location to come forward as part of a comprehensive masterplan, addressing any issues relating to phasing. The Council will not support the piecemeal regeneration of this site for individual, isolated development proposals.
- 21.43 Any masterplan submitted for this site will be expected to consider the impacts that the proposed uses will have on the local highway network and the issues around accessing the site. The constrained nature of the site suggests that only one access point will be available for future development. In taking forward proposals, consideration will need to be given to the capacity of the local highway network and to highway safety. Given the site's central location within Carnforth, it is expected that any masterplan should seek to encourage the use of cycling and pedestrian access to Carnforth town centre and Carnforth rail station.
- 21.44 As the site is surrounded by rail infrastructure and, in particular, the busy West Coast Mainline, any proposals will need to address and mitigate the impact that such uses will have on amenity of the proposal, particularly any sensitive development such as residential uses. The Council will expect proposals to incorporate mitigation measures to ensure that the amenity of any elements of residential development are suitably protected from surrounding uses.

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

**POLICY DOS8: FORMER THOMAS GRAVESON SITE, WARTON ROAD, CARNFORTH**

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

**The land identified at the Former Thomas Graveson site on Warton Road, Carnforth, has been allocated to provide opportunities for recreation and environmental improvement under Policy SC5 of this DPD. The Council will support appropriate and suitable proposals that facilitate, enhance and regenerate the site and provide enhancements to the environmental value of this area and enhance biodiversity value. Proposals will need to take account of the recommendations for mitigating harm and/or maximising enhancements as set out in the Council’s Heritage Impact Assessment for the site.**

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

**Future proposals will need to demonstrate that no Internationally designated site would be adversely affected by development either alone or in combination with other proposals, as per Policy EN7 of this DPD. In view of the potential for likely significant effects as a result of this allocation, the requirements of Appendix D must be delivered as part of any future proposal.**

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

- 21.45 The Council have identified land at the former Thomas Graveson Site, Warton Road, Carnforth as a development opportunity site in order to provide improvements to its environmental value and recreation offer, as identified under Policy SC5 of this DPD. Located to the west of Carnforth and in close proximity to the Arnside and Silverdale AONB, the site provides an excellent opportunity to improve environmental value in this locality and provide improvements to the green / ecological networks in this locality.
- 21.46 Whilst the site has a history of employment uses connected with the railway and former Ironworks, the site has been derelict for a long period of time with no expectation that it will be re-used for economic purposes in the future. Furthermore, the site suffers significantly from potential flood risk and is located in an area that is at the highest risk of flooding.
- 21.47 In considering proposals that seek to improve and enhance the environmental value of the site, the Council will support proposals that enhance such value through a managed approach in partnership with local environmental stakeholders. This could also include investigating opportunities for public access and recreational amenity space. To achieve this the Council may, where appropriate, support a small element of enabling development on land that is sited outside of the main areas of flood risk (i.e. on land which is not within Flood Zone 3).
- 21.48 Any additional development will need to be of a design and layout that addresses the impacts of flood risk in accordance with relevant national and local planning guidance.

## 22. The Historic and Natural Environment

### Mill Race Heritage Priority Area

#### **POLICY EN1: MILL RACE HERITAGE PRIORITY AREA**

The Council has identified the Mill Race area in Central Lancaster as the priority for a Heritage Action Zone with the aim to deliver a heritage-led regeneration of this area and specifically shape a sustainable future for a key part of the city centre. This will be achieved by improving investment conditions to grow economic activity and supporting development proposals that address the following issues:

- I. Ensuring that the area’s heritage assets are in good condition and able to find sustainable and beneficial uses that secure their long-term future;
- II. Transforming the setting of key heritage assets in this area to provide space and opportunity for appreciation and enjoyment;
- III. Increasing the levels of business occupation within premises and particularly through the creation of active ground floor spaces;
- IV. Improving environmental conditions for residents, building occupiers and pedestrians through reducing the impact of traffic;
- V. Improving pedestrian safety and perceptions of safety to encourage dwell times, business viability and vitality within the city centre; and
- VI. Improving pedestrian connectivity to better relate to the city centre, Canal Quarter and the River Lune.

Any proposals for development in these areas should have due regard to all relevant policies within the Development Management DPD, particular Policies DM37 – DM42 relating to the historic environment.

- 22.1 In June 2016, Historic England launched a new programme entitled ‘Heritage Action Zones’ where organisations could bid for such status to help manage change within historic areas and unlock economic potential.
- 22.2 After considering the criteria and guidance from Historic England, the Council decided to focus the proposed action zone on an area to the north-east of the city centre that contains a number of heritage assets that will face opportunities and challenges over the coming years.
- 22.3 Whilst the submission to Historic England was unsuccessful in terms of securing funding and resources, the Council and its partners will seek to secure future funding opportunities in the area of Central Lancaster, as identified in Policy EN1 and will look at local interventions and stakeholders to improve the historic environment in this area as a key part of the city centre offer.
- 22.4 The area contains a large number of listed buildings and a number of non-designated heritage assets that include:

- The Mill Race – a historic covered water course, it forms a loop of the River Lune and is believed to be Roman in origin. This hidden heritage asset is the underlying key to the areas historic development and future regeneration.
- Church of St John, North Road – this grade II\* listed building epitomises the period of prosperity for Lancaster in the late 18<sup>th</sup> Century but is on the Heritage at Risk Register and faces a number of challenges to secure its future.
- Centenary Church, Rosemary Lane / St Leonardsgate – This Grade II listed church forms a strong landmark at the Stonewell junction at the edge of Roman and medieval settlements.
- St Leonards House, St Leonardsgate – is a Grade II listed, late 19<sup>th</sup> century factory built for Gillow and Co. to meet their growing expansion.
- Gillows' Showrooms, North Road – a key part of the Gillow furniture works was the development of these imposing gabled showrooms.
- The Grand – this grade II listed building is home to one of the oldest theatres in Britain.

22.5 The above key heritage assets are singled out due to their collective roles and insights into the development of this area and the wider city and also the landmark presence they each add to the townscape. Together with the underlying course of the Mill Race, these effectively offer the core boundary to the priority area.

22.6 This area is rich with heritage, but it faces a number of challenges and opportunities over the next few years including:

- Ongoing recovery from the winter 2015 floods and developing resistance / resilience measures appropriate to historic buildings;
- Changing demands and development opportunities;
- Synergy between the nearby city centre expansion at the Canal Quarter Site, as outlined in Policy SG5 of this DPD;
- Opportunities to play a continuing role in the development of Lancaster University;
- Opportunities for environmental improvements via implementation of the Lancaster District Highways and Transport Masterplan; and
- Prospective growth benefits from the emerging Lancaster City Centre as outlined in Policy SG4 of this DPD.

22.7 The Mill Race Heritage Priority Area aligns well with a number of ongoing initiatives within the city which seek to address these challenges and build upon these opportunities, including the emerging city centre strategy, the Lancaster District Highways and Transport Masterplan, the proposed regeneration of the Lancaster Canal Quarter site, Lancaster Square Routes programme (including 'Beyond the Castle'), Lancaster Business Improvement District (BID) and the flood defence works on the River Lune.

#### **Natural Environment**

22.8 The planning system should actively enhance and protect the natural environment. Paragraph 114 of the National Planning Policy Framework requires local planning authorities to '*set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancements and management of networks of biodiversity and green infrastructure*'.

22.9 It is important to take into account all aspects of the environment, including the following

elements:

- Biodiversity (including habitats and species) and geodiversity, which underpins biodiversity by providing rocks, landforms, soils, water, nutrients and natural processes that support habitats, species and ecosystems;
- The network of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect villages and towns (known as green infrastructure);
- Watercourses and areas of water and their margins;
- Landscape, seascape and its character; and
- Vegetation, trees and landscaping.

- 22.10 The character of landscape in Lancaster district is unique and is the result of action and interaction of both natural and human factors. In principle, landscape character applies to urban areas and the countryside, and is applicable at different scales.
- 22.11 Policies protecting and enhancing the natural environment build on the principles contained in Policy SP8 of the Strategic Policies & Land Allocations DPD and complement specific allocations or designations on the Local Plan Policies Map. In preparing these policies, the advice of Natural England, Lancashire Wildlife Trust, Lancashire County Council, AONB Management Teams, the Environment Agency, United Utilities, Canal and River Trust, RSPB and officers of the Local Planning Authority has been taken into account.

### **Areas of Outstanding Natural Beauty**

#### **POLICY EN2: AREAS OF OUTSTANDING NATURAL BEAUTY**

**Lancaster district contains two Areas of Outstanding Natural Beauty (AONB) that are designated for their national landscape importance. They are:**

**ARNSIDE AND SILVERDALE AREA OF OUTSTANDING NATURAL BEAUTY  
FOREST OF BOWLAND AREA OF OUTSTANDING NATURAL BEAUTY**

**The landscape character and visual amenity of both AONBs and their settings will be conserved and enhanced. All development in the AONBs should be sustainable, consistent with the primary purpose of AONB designation and guided by the relevant AONB Management Plan. Proposals will be expected to have due regard to all relevant policies contained within the Local Plan, including the Development Management DPD and, where appropriate, the Arnside & Silverdale AONB DPD.**

- 22.12 Lancaster district contains two Areas of Outstanding Natural Beauty (AONBs) both of which extend beyond the district boundary. The Arnside & Silverdale AONB straddles the Cumbrian border and around half of it lies within the neighbouring district of South Lakeland. Whilst a large part of the Forest of Bowland AONB lies within Lancaster district, it also includes extensive areas of Craven District in North Yorkshire and Ribbles Valley, Wyre, Pendle and Preston districts in Lancashire. The extent of the AONBs in Lancaster district are highlighted on the Local Plan Policies Map.



- 22.13 The statutory purpose of AONB designation is to conserve and enhance the natural beauty of the areas. In the National Planning Policy Framework, the Government places great weight on conserving the landscape and scenic beauty of AONBs, which have the highest status of protection. If these characteristics are damaged, for example by insensitive development, then that will compromise the primary purpose of the AONBs and the enjoyment of the areas by the public. Where a development proposal would create conflict between the primary purpose of the AONB and other uses of the AONB, greater weight will be attached to the purpose of conserving and enhancing the landscape and natural beauty of the AONB.
- 22.14 The objective of the Local Plan is to conserve and enhance the natural beauty of the AONB landscapes by resisting inappropriate development and insisting on the highest standards of design and construction for proposals that are approved. New development must relate to the established character of the area in which it is to be located. It must integrate with its setting and be in keeping with neighbouring buildings and the landscape by appropriate siting, nature, scale, proportion, massing, design, materials and landscaping. It must respect the prevailing proportion of buildings to gardens and green space.
- 22.15 The two AONBs are living communities for which rural employment opportunities, housing to meet local needs and the provision of local services are of considerable importance. The economic and social wellbeing of the communities within AONBs will be of key importance when considering development proposals within them.
- 22.16 The policies contained in the Local Plan apply equally to both AONBs. An additional DPD, prepared by Lancaster City Council and South Lakeland District Council for the Arnside & Silverdale AONB, allocates land for development and establishes policies that are applicable only to the Arnside & Silverdale AONB<sup>71</sup>.

### The Open Countryside

#### **POLICY EN3: THE OPEN COUNTRYSIDE**

**The Council has designated areas of open countryside that define the rural context of the district. Any development proposals located within the open countryside should have due regard to all relevant policies contained within the Local Plan, in particular policies within the Development Management DPD relating to development in the rural areas.**

- 22.17 Significant areas of the district are open countryside, which is remarkably diverse in character and includes a range of landscape characters including:
- The northern edge of the Amounderness Plain, south of Morecambe Bay, which consists of flat and undulating pastoral farmland, much of which has been reclaimed with blocks of woodland, remnant mosslands and drainage channels.
  - The Bowland fringes, including the Lune Valley, Wyresdale and Roeburndale, which are characterised by herb-rich hay meadows defined by stone walls and hedges, extensive semi-natural and ancient woodland, numerous water courses, small villages and hamlets

<sup>71</sup> <https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

built from local stone and slate and areas of formal parkland surrounding country houses.

- The Bowland Fells, which includes the Forest of Bowland Area of Outstanding Natural Beauty and consists of extensive, open, high heather moorland and blanket bog and steep cloughs and wooded valleys, fringed with semi-improved grassland enclosed by dry stone walls and herb-rich hay meadows.
- Morecambe Bay, which consists of extensive intertidal sand and mud flats, fringed variously by salt marshes and limestone and sandstone outcrops.
- The area around Morecambe Bay and the Lune Estuary which consists largely of undulating glacial hummocks overlain by lush pasture divided by hedgerows. The sand and mud flats of the estuary are important for birds and invertebrates. Around the estuary are areas of reclaimed farmland and mossland. The area south of Heysham is dominated by Heysham Power Station and a range of vertical infrastructure including electric pylons and wind turbines.
- The Morecambe Bay limestone area which includes the Arnside & Silverdale Area of Outstanding Natural Beauty and consists of craggy limestone outcrops and screes, topped by limestone pavements, large areas of ancient woodland and areas of mossland. Fields are small and predominantly divided by limestone dry walls.

- 22.18 Whilst within these areas the landscapes can vary markedly, their common characteristic is that they are essentially open and rural in character. These qualities can be easily damaged by the intrusive effects of inappropriate development.
- 22.19 The Local Plan sets out an approach towards future development growth within the district that focuses on areas of strategic growth around Lancaster and Carnforth and, to a lesser extent, Morecambe. The delivery of these strategic sites will result in sustainable patterns of new development being delivered which will meet the majority of the district development needs for the plan period.
- 22.20 As a result, development within the open countryside can be carefully managed to ensure that proposals are to an appropriate scale as to not affect the wider character of the open countryside. The boundary of the countryside is identified on the Local Plan Policies Maps.
- 22.21 There are a range of development management policies that will be relevant to any proposals within the open countryside, in particular Policies DM47 to DM52.

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

#### **POLICY EN4: THE NORTH LANCASHIRE GREEN BELT**

**The North Lancashire Green Belt is identified on the Local Plan Policies Map between Lancaster, Morecambe and Carnforth to ensure that future growth does not result in coalescence between these settlements.**

**Development proposals within the Green Belt will be assessed against national planning policy and will have due regard to all relevant policies contained within the Local Plan, in particular Policy DM50 of the Development Management DPD which relates to development within the Green Belt.**

- 22.22 As highlighted on the Local Plan Policies Map, the district contains the North Lancashire Green Belt which was formally established through the Green Belt Local Plan (1991) and retained within the Lancaster District Local Plan, adopted in 2004. The North Lancashire Green Belt was established to ensure that the area between Lancaster, Morecambe and Carnforth did not coalesce together to form a single urban area.
- 22.23 Given the significant pressures for housing within the district, and the fact that the Green Belt in this area has not been reviewed since its initial establishment in 1991, this Local Plan process has involved a review of the North Lancashire Green Belt. The Review has involved the assessment of all the land and boundaries that constitute the Green Belt in terms of how they fulfil the national purposes of the Green Belt as identified in Paragraph 80 of the National Planning Policy Framework.
- 22.24 The Review has assessed a range of general and strategic parcels of land to understand their individual and cumulative role within the Green Belt before providing a recommendation over whether they make a strong, moderate, weak or no contribution to fulfilling the purposes of the Green Belt. Further information on the North Lancashire Green Belt Review can be found on the Council website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).
- 22.25 The Green Belt Review is a piece of evidence that has been used to prepare this Local Plan. The review has provided an understanding of the relative contribution of each piece of land within the Green Belt. It does not seek to recommend which areas of land should be removed or retained from the Green Belt, nor does it provide recommendations on alternative uses for land that scores poorly within the Review. All such decisions on the Green Belt have been provided through the preparation of the Local Plan where a number of changes have been proposed. These changes include:
- The Green Belt boundary has been amended to the north of Lancaster, between the urban fringes of Lancaster and the new Bay Gateway Link Road. There has been significant change in this area due to the construction of the new road that has radically altered the value of the Green Belt purposes in this area, leading to the Green Belt Review concluding low values for this area. The area has been identified for residential purposes under Policy SG9 of this DPD, elements of which have also been designated as Urban Setting Landscape (USL) via Policy EN5 of this DPD. Land to the east will be identified as an area of separation under Policy EN6 of this DPD to ensure that a green gap is maintained between Lancaster and Halton.
  - The Green Belt boundary to the east of Torrisholme has been amended to provide a more definable Green Belt boundary making use of the West Coast Mainline. This provided a more robust and permanent boundary that will not be vulnerable to future encroachment. The land that has been removed from the Green Belt will not be identified for development purposes and is identified as open countryside. This area of land has been designated as Key Urban Landscape via Policy EN5 of this DPD. The land at Torrisholme Barrow will be protected as an area of open space and as a Scheduled Ancient Monument due to its recreational and historical importance.
- 22.26 Other minor amendments have been made in light of the Green Belt Review to correct historical anomalies to the Green Belt and, where it has been possible to do so, minor amendments have been made to strengthen the Green Belt boundaries to ensure they are

robust and sustained beyond the plan period.

- 22.27 The land that remains within the Green Belt is identified on the Local Plan Policies Map and continues to have significant importance in terms of ensuring that the major settlements of the district (Lancaster, Morecambe and Carnforth) do not coalesce together to form one single settlement.
- 22.28 Accordingly, land contained within the Green Belt will be protected from inappropriate development that will result in harm to the openness of the Green Belt. Proposals will be assessed against the requirements of the National Planning Policy Framework and Policy DM50 of the Development Management DPD.

### **Local Landscape Designation**

#### **POLICY EN5: LOCAL LANDSCAPE DESIGNATIONS**

**Areas of Key Urban Landscape and Urban Setting Landscape have been identified on the Local Plan Policies Map. Identified areas will be conserved and important natural features safeguarded.**

**Development proposals within these areas will only be permitted where they preserve the open nature of the area and the character and appearance of its surroundings. Proposals will be expected to have due regard to all relevant policies contained within the Local Plan, in particular Policy DM46 of the Development Management DPD which relates to development and landscape impact.**

- 22.29 Within and surrounding the main urban areas of the district are a number of important areas of open space. These areas have historically played an important role in defining the character of the district with many of the landscapes providing the setting for significant areas and features. Their continued protection therefore remains important.
- 22.30 Whilst historically these areas have been referred to as Key Urban Landscapes the Council in moving forward with the Local Plan recognise the varying role that these landscapes provide and the need for a more appropriate definition which reflects the varying characteristics of the landscapes and the large breadth of areas that they cover.
- 22.31 Policy EN5 identifies two local landscape designations:
- Key Urban Landscapes (KUL)
  - Urban Setting Landscapes (USL)
- 22.32 The Council attaches great importance to maintaining the open nature of both Key Urban Landscapes and Urban Setting Landscapes and will look to protect them from inappropriate development which would erode this character.

#### **Key Urban Landscapes (KULs)**

- 22.33 Key Urban Landscapes (KULs) include those areas within the main urban area which are

integral to the built form of the district, providing a setting for important features and/or heritage assets. They play an important role in defining the townscape of the main urban areas and are inextricably linked to the experience of the wider setting of these features. These areas also provide amenity value for local residents and the wider community. The amenity value of these areas are protected via other policies within the Local Plan.

- 22.34 KULs include the grounds of Lancaster Moor Hospital, University of Cumbria, Ripley St. Thomas School, together with Williamsons Park, Quay Meadow and Ryelands Park and the urban coastline between Sandylands and Higher Heysham. Although some development has taken place in these areas, they remain essentially open and contribute to the townscape of the main urban area.

Urban Setting Landscapes (USLs)

- 22.35 Key Urban Landscapes are complemented by a number of large areas of open land on the edge of the main urban areas of the district, known as Urban Setting Landscapes (USLs). These are peripheral to the built form located on the edge of the main urban area. These are identified because they provide a visual frame for the urban area, providing an important role in the setting of existing development and providing a significant context or legibility to features within the existing landscape or surrounding areas.
- 22.36 These range from the elevated land to the east and open countryside to the north of Lancaster and land surrounding Morecambe and Carnforth. Together these areas provide an important role in maintaining a distinction between the town and the countryside and in providing a rural backdrop and setting to the urban area.

Areas of Separation

**POLICY EN6: AREAS OF SEPARATION**

The Council have identified an Area of Separation between Lancaster and Halton to ensure that the strategic growth proposed to the North of the City via Policy SG9 of this DPD does not result in two distinctly separate settlements merging together. The Area of Separation has been defined using clear and robust boundaries (i.e. Kellet Road, Halton Road and the Bay Gateway) which provides a highly open area to remain undeveloped. The Area of Separation also provides protection to the setting of Carus Lodge, which is a Listed Building.

It is also the Council's intention to provide further Areas of Separation to the South of Lancaster as part of the Bailrigg Garden Village to provide separation from the new development to Galgate, Bailrigg Village and South Lancaster. These areas will be specifically defined with the forthcoming Lancaster South Area Action Plan DPD.

Development proposals within Areas of Separation will be considered against how such proposals affect the openness and visual amenity of this area. Proposals will not be supported where they have impacts on wider openness within the areas and result in the coalescence between settlements and affect overall distinctiveness.

- 22.37 The Strategic Policies & Land Allocations DPD has identified one specific area of separation within the district that aim to protect the local character and identity of settlements. The role of areas of separation is to help maintain distinctive ‘Green Lungs’ between settlements. This DPD identifies where Areas of Separation would be beneficial. It is the Council’s intention to provide Area(s) of Separation in South Lancaster that will be identified via the Lancaster South Area Action Plan DPD. It should be noted that Policy EN3, relating to the open countryside also applies in Areas of Separation.
- 22.38 Development proposals within Areas of Separation will be considered against how such proposals affect the openness and visual amenity within the areas and will not be supported where they affect upon wider openness within the areas and result in general coalescence between settlements which affects their overall distinctiveness.

### **Environmentally Important Areas**

#### **POLICY EN7: ENVIRONMENTALLY IMPORTANT AREAS**

There are a number of sites within the district that have been designated at International, National and Regional level for their environmental importance. These have been identified on the Local Plan Policies Map and will be protected from development proposals that have a detrimental impact on their designation.

##### **Internationally Designated Sites**

The following sites have been designated as Special Protection Areas (SPA), Special Conservation Areas (SAC) and RAMSAR sites due to their environmental importance:

|       |                                  |       |                            |
|-------|----------------------------------|-------|----------------------------|
| EN7.1 | Morecambe Bay and Duddon Estuary | EN7.4 | Calf Hill/Crag Wood, Caton |
| EN7.2 | Morecambe Bay Pavements          | EN7.5 | Leighton Moss              |
| EN7.3 | Bowland Fells                    | EN7.5 | Morecambe Bay              |

##### **Nationally Designated Sites**

The following sites have been designated as Sites of Special Scientific Interest (SSSI) due to their environmental importance:

|        |                          |        |                            |
|--------|--------------------------|--------|----------------------------|
| EN7.5  | Artle Dale               | EN7.20 | Leck Beck Head & Catchment |
| EN7.6  | Bowland Fells            | EN7.21 | Leighton Moss              |
| EN7.7  | Burton Wood              | EN7.22 | Lune Estuary               |
| EN7.8  | Calf Hill / Crag Wood    | EN7.23 | Morecambe Bay              |
| EN7.9  | Clear Beck Meadow        | EN7.24 | Robert Hall Manor          |
| EN7.10 | Cockerham Marsh          | EN7.25 | Roeburndale Woods          |
| EN7.11 | Coldwell Farm Pasture    | EN7.26 | Silverdale Golf Course     |
| EN7.12 | Crag Bank                | EN7.27 | Tarnbrook Meadows          |
| EN7.13 | Cringlebarrow & Deepdale | EN7.28 | Thrang End & Yealand Hall  |
| EN7.14 | Eaves Wood               | EN7.29 | Thrang Wood                |
| EN7.15 | Far Holme Meadow         | EN7.30 | Thwaite House Moss         |
| EN7.16 | Gait Barrow              | EN7.31 | Trowbarrow Quarry          |
| EN7.17 | Hawes Water              | EN7.32 | Warton Crag                |
| EN7.18 | Heysham Moss             | EN7.33 | Winnmarleigh Moss          |
| EN7.19 | Jack Scout               |        |                            |

***Nature Improvement Areas***

Morecambe Bay Limestones and Wetland is identified as a Nature Improvement Area on the Local Plan Policies Map. Within this area the Council will support proposals which are compatible with the areas status as a Nature Improvement Area provided that proposals:

- Deliver sustainable growth linked to the natural environment;
- Enhance and restore priority limestone and wetlands habitat;
- Support the development of a network of local ecological systems, promoting wildlife corridors and wildlife migration; and
- Provide local community benefit encouraging education, lifelong learning and sustainable access.

***Regionally Designated Sites***

There are a range of sites that have been designated by Lancashire County Council for environmental and geological importance. These include areas that have been identified as Biological Heritage Sites (BHS) and Geological Heritage Sites (RIGS). These are identified under Policy EN7 of the Local Plan Policies Maps.

**Development proposals which may impact on species and habitats will be expected to have due regard to Policy DM44 of the Development Management DPD.**

- 22.39 Lancaster district has a range of internationally important nature sites but also includes a wide range of other important sites that make up an important wildlife network within the district.
- 22.40 Paragraph 9 of the National Planning Policy Framework (NPPF)<sup>72</sup> stresses the importance of moving from a net loss of biodiversity to achieving net gains for nature as part of achieving sustainable development. Section 11 of the NPPF plus other legislation, regulations and guidance set out how this can be achieved and the legal duties and requirements for nature conservation.
- 22.41 The policy focus, hierarchical approach and strategic priorities are in line with national guidance and legislation. The hierarchy of designated sites and their significance is set out in the policy and is:
- a. Sites of international nature importance. This also applies to sites and habitats outside the designed boundaries that support the species listed as being important in the designation of these internationally important sites – often termed as ‘supporting habitat’ or ‘functionally linked land’ – for example feeding areas used by pink footed geese.
  - b. Sites of national nature and geological importance, which in Lancaster district comprises Sites of Special Scientific Interest (SSSIs).
  - c. Sites of regional nature and geological importance, which in Lancaster district comprises Biological Heritage Sites (BHSs) and Geological Heritage Sites (RIGs).
- 22.42 Development proposals that may have impacts on species and habitats will be expected to have due regard to Policy DM44 of the Development Management DPD. The Internationally and Nationally designated sites are identified on the Local Plan Policies Map and are described

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

in Policy EN7.

Priority habitats and species

- 22.43 Priority habitats and species are ‘habitats and species of principal importance’ for the conservation and biodiversity in England. The Secretary of State is required under section 41 of the Natural Environment and Rural Communities (NERC) Act (2006) to publish lists of priority habitats; the most recent review in 2007 listed 65 priority habitats and 1150 priority species. The Council, together with other public bodies (such as the Environment Agency) has a duty under the NERC Act to conserve biodiversity, including priority habitats and species.
- 22.44 Priority habitats sit outside the designated site hierarchy and are of national importance. Legally protected species include badger, bats and water voles. Some habitats, such as ancient woodland and ancient trees are irreplaceable because of their age and complexity and cannot be recreated once they are lost. When considering development proposals, Policy DM44 sets out a clear policy position in relation to the protection, mitigation and enhancement of areas that are of biodiversity and geodiversity importance. Policy DM45 clearly states that the Council will support the protection, enhancement and inclusion of trees, hedgerows and woodland.

Nature Improvement Areas

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

**Grab Lane Preserved Natural Setting Area**

|   |   |
|---|---|
| <b>POLICY EN8: GRAB LANE PRESERVED SETTING AREA</b>   |   |
| <p>The land surrounding the residential development at Grab Lane has been identified for protection under Policy EN8 of this DPD. The protection is to ensure that the landscape areas remain permanently open and free from future development. The Council has identified two specific areas of protection in order to address the following:</p> |   |
| <b>POLICY EN8.1</b>   | <p>Land adjacent to Fenham Carr Lane has been protected for a range of open space uses, including informal amenity space and opportunities to deliver innovative storage solutions for drainage, such as the creation of balancing ponds and other sympathetic SuDS schemes. It will preserve the immediate rural setting provided by the valley fields of the Ashton Memorial and Williamson Park (which are designated heritage assets) and help protect the Park’s setting in closer views north-west from Wyresdale Road and on Fenham Carr Lane.</p> |
| <b>POLICY EN8.2</b>   | <p>Land adjacent to the M6 has been protected to maintain a green gap between development and the motorway to protect residential amenity and the wider setting of the Ashton Memorial and Williamson Park. It will preserve the public’s visual amenity and appreciation of the designated heritage assets from Newlands Road and the M6.</p>  |

- 22.46 As set out in Policy H4 of this DPD, the Council wish to ensure that land surrounding the residential allocation at Grab Lane is protected and remain open in permanence. The reasoning for this is to ensure that the development in this location is of a high standard and



maintains a strong setting.

- 22.47 The wider context of the setting is also an important factor. Development at Grab Lane is contained within the settings of Ashton Memorial and Williamson Park. These are significant landmarks in Lancaster and are key heritage assets for the city and wider North West region. Maintaining significant levels of open space within the Grab Lane area will ensure visual impacts on these heritage assets can be protected.
- 22.48 The areas identified under Policy EN8 seek to fulfil a range of purposes. Land identified in Policy EN8.1 is recommended for a general open space use, which can include a range of amenity spaces and the ability to accommodate SuDS schemes to address drainage issues in the locality. This area should have a significant degree of public access that will benefit both new and existing residents in the East Lancaster area. Land identified in Policy EN8.2 should play a greater role in defining the local landscape, providing an appropriate setting to the historical assets to the west and provide a green buffer between residential development and the M6 motorway. In both cases, the Council will not support development in these areas of protection.

### **Air Quality**

#### **POLICY EN9: AIR QUALITY MANAGEMENT AREAS**

The Council has designated three Air Quality Management Areas (AQMAS) within the district in order to improve levels of air quality. These AQMAS are identified on the Local Plan Policies Map in the following locations:

|              |                   |              |         |
|--------------|-------------------|--------------|---------|
| POLICY EN9.1 | Central Carnforth | POLICY EN9.3 | Galgate |
| POLICY EN9.2 | Central Lancaster |              |         |

**Developments that are located within or adjacent to AQMAS will be expected to ensure that they do not contribute to increasing levels of air pollutants within the locality and adequately protect their users from the effects of poor air quality.**

**Any development proposals will be expected to have regard to all relevant policies contained within the Local Plan, in particular Policy DM31 of the Development Management DPD which relates to development and air quality.**

- 22.49 It is important that the air that sustains life is clean. The Council is responsible for monitoring the air quality of the district. The Government's National Air Quality Strategy requires Lancaster district to meet national standards for eight air pollutants: benzene, 1, 3 butadine, carbon monoxide, lead, nitrogen dioxide, particulate matter and sulphur dioxide. Progress made in achieving better air quality in the district is reported to the Department for Environment Food and Rural Affairs (DEFRA).
- 22.50 Some areas of the district may require special attention in relation to air quality. There are three Air Quality Management Areas (AQMAS) that have been designated by the Council due

to the affect on air quality caused by emissions from adjacent high volume traffic corridors<sup>73</sup>. These include AQMAs at Galgate, Lancaster City Centre and Carnforth town centre. As air quality continues to be monitored, it is possible that AQMAs may be revoked, amended or newly designated in the future.

- 22.51 In order to address air quality issues in Air Quality Management Areas, the Council has defined two separate zones of interest. Zone 1 relates to the actual AQMAs including the areas surrounding them that provide potential pathways / gateways into the AQMAs – for example key transport routes into the AQMAs. Zone 2 relates to the area outside of the Zone 1 boundary. Further information on these zones can be found by contacting the Environmental Health team.
- 22.52 In accordance with Policy DM31 of the Development Management DPD, development proposals that are in or may significantly affect existing AQMAs (i.e. within Zone 1) are likely to need to be assessed by specialists in relation to air quality with regard to the impact (including any cumulative impacts) that the proposal and its associated traffic could have on air quality.
- 22.53 Where development is proposed within (or may significantly affect) existing AQMAs, the Council will expect that any risks to occupiers' health or overall environmental quality to be mitigated and the mitigation to be included within the development proposal. Where existing air quality levels are close to Objective levels (e.g. Scotforth Road, Carnforth and Caton Road, Lancaster or developments that are large in scale – assessments are also likely to be required. Further detailed guidance will be provided to assist developers on requirements and can be found in the Low Emissions and Air Quality Planning Advisory Note (or successor documents).
- 22.54 Assessments generally focus on road transport related impacts, however where development include emission releasing processes such as combustion sources, or where development may be impacted upon through such sources (existing or where planning approval has been granted), these are also likely to need assessment by an air quality specialist. Details of the assessment and any required mitigation should be included with the development proposal. Air pollution can also be caused by non-road transport, including railways. Where changes to these sources are proposed, air quality impacts must be assessed as part of any proposed development submission.

---

<sup>73</sup> <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality>

## 23. Sustainable Communities

### Neighbourhood Planning

#### **POLICY SC1: NEIGHBOURHOOD PLANNING AREAS**

There are a number of areas in the district where Neighbourhood Plans are being prepared. Development proposals that are sited within the following Parish / Ward areas should have due regard to the policies and allocations set out in any Neighbourhood Plan where they have been formally adopted by the City Council for planning purposes.

| <b>NAME OF NEIGHBOURHOOD PLAN AREA</b>   | <b>NAME OF RESPONSIBLE BODY</b>       |
|--|---------------------------------------|
| WRAY NEIGHBOURHOOD PLAN                  | WRAY-WITH-BOTTON PARISH COUNCIL       |
| COCKERHAM NEIGHBOURHOOD PLAN             | COCKERHAM PARISH COUNCIL              |
| CATON NEIGHBOURHOOD PLAN                 | CATON-WITH-LITLEDALE PARISH COUNCIL   |
| HALTON NEIGHBOURHOOD PLAN                | HALTON-WITH-AUGHTON PARISH COUNCIL    |
| MORECAMBE NEIGHBOURHOOD PLAN             | MORECAMBE TOWN COUNCIL                |
| SLYNE-WITH-HEST NEIGHBOURHOOD PLAN       | SLYNE-WITH-HEST PARISH COUNCIL        |
| WENNINGTON NEIGHBOURHOOD PLAN            | WENNINGTON PARISH COUNCIL             |
| DOLPHINHOLME NEIGHBOURHOOD PLAN          | ELLEL PARISH COUNCIL                  |
| ALCLIFFE-WITH-STODDAY NEIGHBOURHOOD PLAN | ALDCLIFFE-WITH-STODDAY PARISH COUNCIL |
| ARKHOLME NEIGHBOURHOOD PLAN              | ARKHOLME-WITH-CAWOOD PARISH COUNCIL   |

**When formally ‘made’ by the Council, the policies and allocations within Neighbourhood Plans will be afforded material consideration in the determination of planning applications.**

- 23.1 The 2011 Localism Act provides opportunities for local communities to take a leading role in creating a Neighbourhood Plan for their area. A Neighbourhood Plan allows for communities to plan positively for the future of their areas, identifying how and where land should be developed. Once completed, a Neighbourhood Plan becomes part of the statutory Local Plan for the area and is a material consideration in determining planning applications.

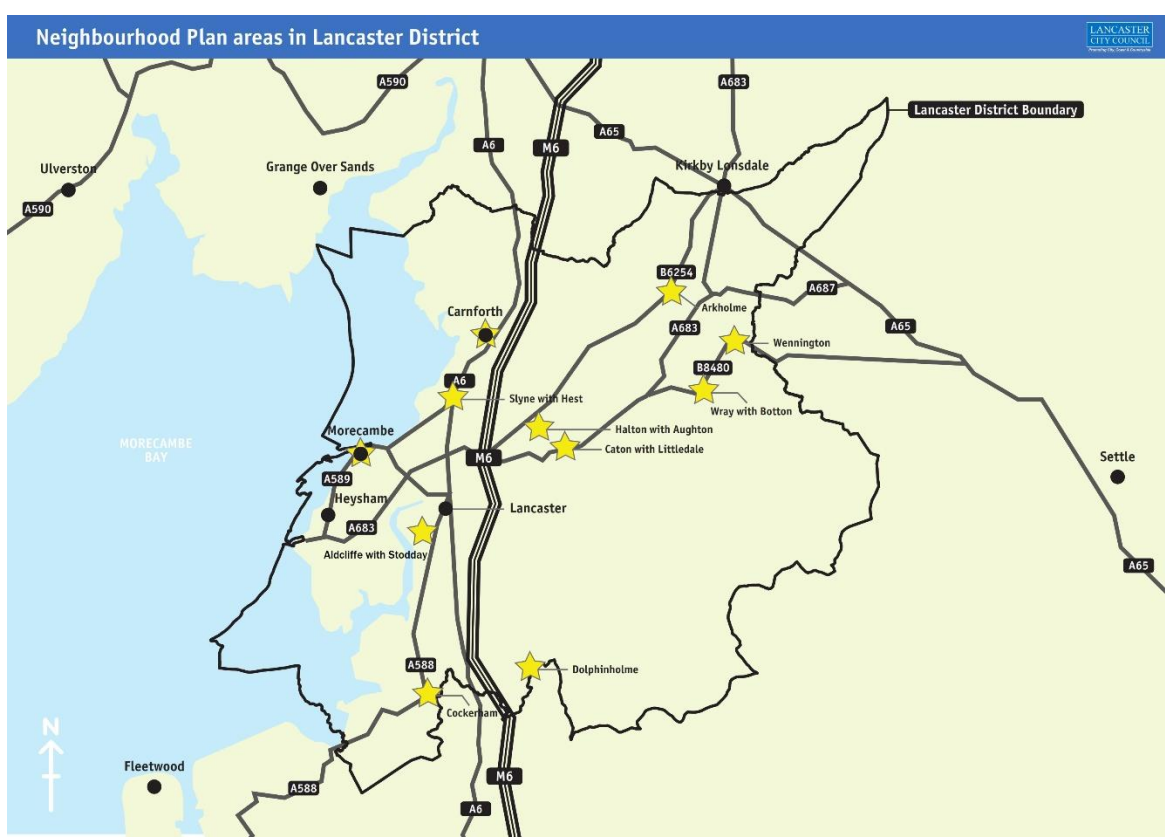
To date there have been a number of Neighbourhood Plan applications within the district in the following parishes:

|                                      |  |
|--------------------------------------|--|
| Wray-with-Botton Parish Council      | Halton-with-Aughton Parish Council                 |
| Cockerham Parish Council             | Slyne-with-Hest Parish Council                     |
| Caton-with-Littledale Parish Council | Morecambe Town Council                             |
| Wennington Parish Council            | Ellel Parish Council (in relation to Dolphinholme) |
| Arkholme-with-Cawood Parish Council  | Aldcliffe-with-Stodday Parish Council              |

- 23.2 The Council will continue to work with all relevant groups to undertake work on the neighbourhood plan with the intention that they will form part of the Local Plan and supplement the strategic policies found within this DPD. To this point both Wennington and Wray-with-Botton have successfully prepared and adopted Neighbourhood Plans.
- 23.3 With regard to matters of development opportunity, the Council have assessed all potential

development opportunities within the district (including opportunities within neighbourhood plan areas) as part of the Strategic Housing and Employment Land Availability Assessment (SHELAA). This assessment work has come to conclusions over the suitability, availability and deliverability of land to meet future development needs. The Council believes that the evidence collected within the SHELAA represents a strong and robust evidence base for the issues of allocations to be addressed within a Neighbourhood Plan.

- 23.4 With regard to non-development matters, it will be for neighbourhood plan groups to address matters such as Local Green Space designations within their Neighbourhood Plans unless they direct the Council to ensure that these allocations are made within the district-wide Local Plan. To ensure that such matters are appropriately addressed then it is recommended that Neighbourhood Plan Groups actively engage with the Planning Policy team at the Council to ensure that these issues are effectively dealt with in a robust manner.



**Figure 23.1:** Neighbourhood Plan Areas in Lancaster District

- 23.5 In preparing a Neighbourhood Plan, the Council will expect Neighbourhood Plan Groups to have full consideration of the strategic policies within the Local Plan, these are set out in more detail in Appendix C of this DPD. In preparing the Neighbourhood Plan groups must ensure that their documents conform to the strategic policies identified to ensure that a sound and robust Neighbourhood Plan is prepared which meets the basic condition tests<sup>74</sup>.
- 23.6 The Council will continue to provide assistance and advice to groups where resources allow

<sup>74</sup> <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/>

and in line with the Neighbourhood Planning Protocol<sup>75</sup>. For further advice on Neighbourhood Planning please contact the Planning Policy Team at [planningpolicy@lancaster.gov.uk](mailto:planningpolicy@lancaster.gov.uk).

- 23.7 Policy SC1 identifies the designated Neighbourhood Plan areas at the point of preparing this plan. This should not be seen as an exhaustive list of neighbourhood planning areas and information on further designations and plans can be found on the Council’s planning policy webpages.
- 23.8 Any neighbourhood plan that is ‘made’ following the adoption of this DPD will also form a material consideration in determining planning applications in accordance with national legislation and policy.

### **Local Green Spaces**

#### **POLICY SC2: LOCAL GREEN SPACES**

The Council has designated areas of green space for special protection, as outlined in the table below. These Local Green Spaces have been put forward by the local community, with a strong evidence base, due to their particularly special, local importance. These areas have been identified on the Local Plan Policies Map.

Development will not be permitted within a Local Green Space except for very special circumstances. Development that will enhance, support and facilitate the sustainability of the community needs, services and purposes provided by the Local Green Space, as evidenced and identified in the Table below, will be considered appropriate. The design, scale and size of development will be required to be proportionate and reflective of/in keeping with each Local Green Space, the purposes of the designation and the community it serves.

Development will also only be considered not inappropriate if it is in accordance with paragraph 89 and 90 of the Framework.

Following the Local Green Space designation, if one of the identified sites is designated for another purpose, particularly one of a higher level of protection, this will need to be taken into account.

|        |                            |  |
|--------|----------------------------|--|
| SC2.1  | Ridge Hill Green           | Recreational Value                           |
| SC2.2  | Barley Cop Community Wood  | Recreational Value                           |
| SC2.3  | Land at Heysham Coast      | Recreational Value                           |
| SC2.4  | Low Moor                   | Historic Significance and Recreational Value |
| SC2.5  | Greaves Park               | Historic Significance and Recreational Value |
| SC2.6  | Giant Axe Playing Field    | Historic Significance and Recreational Value |
| SC2.7  | Furness Street Green Space | Recreational Value                           |
| SC2.8  | Dorrington Road Woods      | Recreational Value                           |
| SC2.9  | Lune Bank Gardens          | Historic Significance                        |
| SC2.10 | Scotch Quarry Urban Park   | Recreational Value                           |
| SC2.11 | Quay Meadow                | Historic Significance and Recreational Value |

<sup>75</sup> <http://www.lancaster.gov.uk/planning/planning-policy/community-rights/neighbourhood-planning>

|        |  |   |
|--------|--|---|
| SC2.12 | Thwaite Woods (Bolton-le-Sands Community Wood) | Recreational Value and Richness of Wildlife       |
| SC2.13 | Church Bridge Recreation Area                  | Historic Significance and Recreational Value      |
| SC2.14 | Over Kellet Craggs                             | Recreational Value and Richness of Wildlife       |
| SC2.15 | Ryelands Park                                  | Historic Significance and Recreational Value      |
| SC2.16 | Ripley Heights                                 | Historic Significance and Tranquillity            |
| SC2.17 | Aldcliffe Road Triangle                        | Historic Significance and Recreational Value      |
| SC2.18 | Fenham Carr                                    | Recreational Value and Richness of Wildlife Value |
| SC2.19 | Barton Road Allotment (and Moorside Fields)    | Recreational Value                                |

- 23.9 The Council have identified a number of important areas of local green space across the district. These are areas that hold a particular importance to the community and have been designated in the Local Plan to be protected against inappropriate development.
- 23.10 This is a new area of planning, it offers members of the public the opportunity to identify areas of green space that are demonstrably special to their local community to them. This could be because of the wildlife they are home to, their beauty, their cultural or heritage significance, the tranquillity they provide or their recreational value.
- 23.11 Whilst areas of open space and land of environmental value have always been identified (and will continue to be identified) in the Local Plan, the designation as local green space provides an additional level of protection. Introduced by the Government in 2012, the designation focusses on the local community importance of identified areas. Importantly, national planning policy makes it clear that this designation should be consistent with wider planning policy for an area and should look to complement investment in the provision of new homes and employment opportunities and other essential services. It should not be seen as a means to stop these wider development needs being met.
- 23.12 The National Planning Policy Framework makes clear that this designation will not be appropriate for most green areas or areas of open space and should only be used in the following circumstances:
- Where the green space is in reasonably close proximity to the community which it serves;
  - Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
  - Where the green area concerned is local in character and is not an extensive tract of land.
- 23.13 The Council have prepared a robust methodology that has been subject to public consultation. Following the completion of the methodology the Council conducted a ‘Call for Sites’ exercise, inviting members of the community to submit potential Green Spaces in their areas for assessment. This assessment work was undertaken by a panel of stakeholders with a number of sites identified to go forward as green space designations (as identified in Policy SC2). Further information on the process can be found on the Council website at [www.lancaster.gov.uk/planning-policy/evidence-monitoring-and-information](http://www.lancaster.gov.uk/planning-policy/evidence-monitoring-and-information).

Recreation and Leisure**POLICY SC3: OPEN SPACE, RECREATION AND LEISURE**

Existing open space and recreation facilities have been identified on the Local Plan Policies Map. These sites, identified for their recreation, environmental and/or amenity value will be protected from inappropriate development in accordance with relevant national and local planning policy.

- 23.14 High quality recreation opportunities are essential to help people stay healthy. They also contribute to the district's positive quality of life. There are significant deficiencies across the whole urban area of the district, and is exacerbated due to much of the open space stock being of a relatively poor quality. This situation justifies a general approach of resisting development that would result in the loss of playing pitches including school playing fields. This approach is set out in more detail in via Policy DM27 of the Development Management DPD.
- 23.15 In terms of informal leisure, the district has a number of high quality parks and open spaces such as Williamson Park in Lancaster, Morecambe Promenade and Happy Mount Park, also in Morecambe. In some areas, most notably the West End and Westgate areas of Morecambe and Central Lancaster, public open spaces are either small or non-existent. Many of the residential properties in these areas are flatted or terraced with limited opportunities for private garden space. The West End of Morecambe has a particular need for a large park. Within these areas, opportunities to use existing spaces as new, improved open spaces should be maximised.
- 23.16 Given the shortage of recreational facilities of all types in Lancaster district, it is essential that development proposals provide for recreational needs that it creates. This will be particularly important in identified areas of deficiency. Therefore, proposals should have due regard to Policy DM27 and Appendix D of the Development Management DPD.

[Green Space Networks](#) [Green and Blue Corridors and Chains](#)

## **POLICY SC4: ~~GREEN SPACE NETWORKS~~ GREEN AND BLUE CORRIDORS AND CHAINS**

The Council has identified on the Local Plan Policies Map (and has shown in Figure 23.2 below) a number of ~~greenspace networks~~ green and blue corridors and chains that will be protected from development which would cause inappropriate harm and damage to their value and integrity.

MORECAMBE PROMENADE & HEYSHAM PROMENADE AND COASTLINE

THE CHAIN OF ~~OPEN GREEN~~ SPACES ~~SURROUNDING ENCIRCLING~~ LANCASTER CITY CENTRE

THE RIVER LUNE CORRIDOR FROM ~~MARSH POINT CATON~~ TO GLASSON DOCK

THE CHAIN OF ~~OPEN GREEN AND BLUE~~ SPACES ALONG ~~THE BURROW BECK VALLEY~~

LANCASTER CANAL

THE LANCASTER TO MORECAMBE CYCLE TRACK & THE MORECAMBE RAILWAY

CANAL

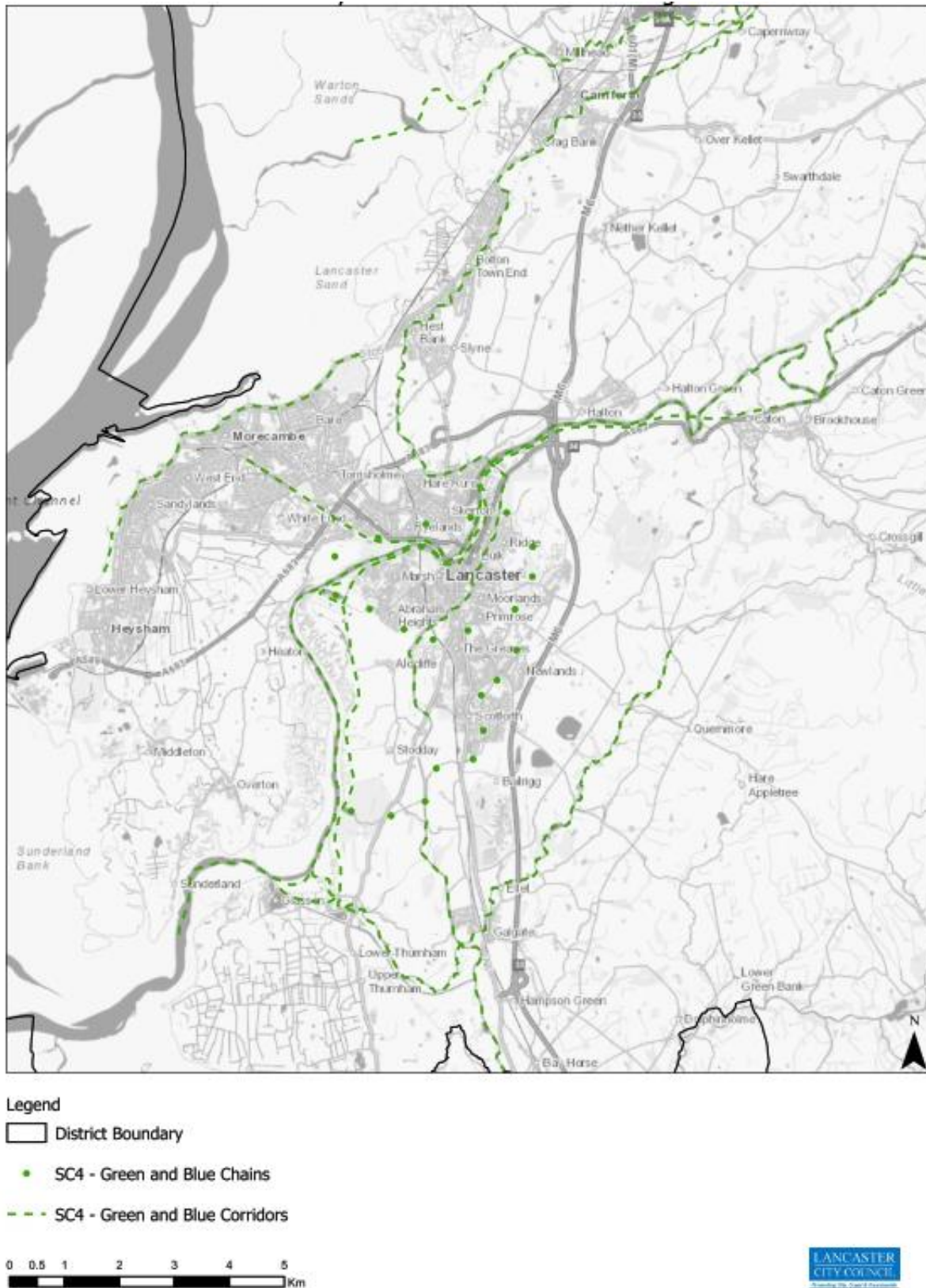
RIVER CONDER

RIVER LUNE

RIVER KERR

~~The Council will investigate opportunities to improve and enhance~~ New developments will be expected to contribute, where appropriate, to improving and enhancing the multifunctionality and connectivity within these ~~networks~~ corridors and chains ~~where appropriate to do so~~, and demonstrate how this would contribute towards climate change adaptation and/or mitigation, as set out in Appendix X of the Lancaster District Green & Blue Infrastructure Strategy.





© Lancaster City Council 2021. Contains OS data © Crown copyright and database rights 2021 Ordnance Survey 100025403.

Figure 23.2: Map to show the Green and Blue Corridors and Chains identified in policy SC4

- 23.17 There are a number of green and blue ~~space networks~~ corridors and chains across the District which contribute towards the wider Lancaster District green and blue infrastructure network, as set out in the Lancaster District Green and Blue Infrastructure Strategy. ~~and recreational open space systems. These can form chains of~~ These corridors and chains are made up of green and blue spaces such as registered parks and gardens, school playing fields, dedicated cycle and pedestrian routes, watercourses, the canal, canal towpaths, allotments, community growing spaces, orchards and private open spaces. It is recognised that the list of green and blue infrastructure corridors and chains identified in policy SC4 is not exhaustive because there are numerous others across the District, but these have been specifically identified for protection due to their:
- Location within or adjacent to urban areas most under pressure from new development (and subsequently should be the focus for climate change mitigation/adaptation)
  - Strategic scale and nature
  - Clear unifying features, with visible linear or circular connectivity
  - Multifunctionality (spaces within the chain or corridor fulfill more than one of the key uses identified in the Green and Blue Infrastructure Strategy).
- 23.18 In order to be able to mitigate and adapt to the impacts of climate change, it is important to protect, maintain, enhance and extend the connectivity within, and the multifunctional role of, these green and blue corridors and chains. The Lancaster District Green and Blue Infrastructure Strategy identified six key themes/uses of green and blue infrastructure, and Appendix X of the Strategy sets out from the perspective of each theme, how planning policy can improve and enhance the connectivity and functionality of these strategic green and blue corridors and chains with regards to:
- Recreation
  - Active Travel
  - Biodiversity
  - Water Management
  - Landscape
  - Historic Environment
- 23.19 The Council has also developed a GBI toolkit as part of the Green and Blue Infrastructure Strategy so that the climate change mitigation/adaptation value of green and blue infrastructure can be assessed, and to provide a tool which can be used to inform the design of green and blue infrastructure to help deliver multifunctional spaces.

~~These greenspace systems can form the basis of a network of open spaces for recreation, biodiversity and the development of the district's walking and cycling network and have been identified using the following criteria:~~

- ~~• Forming a chain of 3 or more individual green spaces;~~
- ~~• Areas that are strongly linear with clear unifying features;~~
- ~~• Comprising open land within or adjoining urban areas of visual, recreational or biodiversity importance;~~
- ~~• Related to cycling and walking networks;~~
- ~~• Areas that include significant open land in areas of recreational open space deficiency;~~
- ~~• Areas that provide a setting for important townscapes.~~

**Recreational Opportunity Areas****POLICY SC5: RECREATION OPPORTUNITY AREAS**

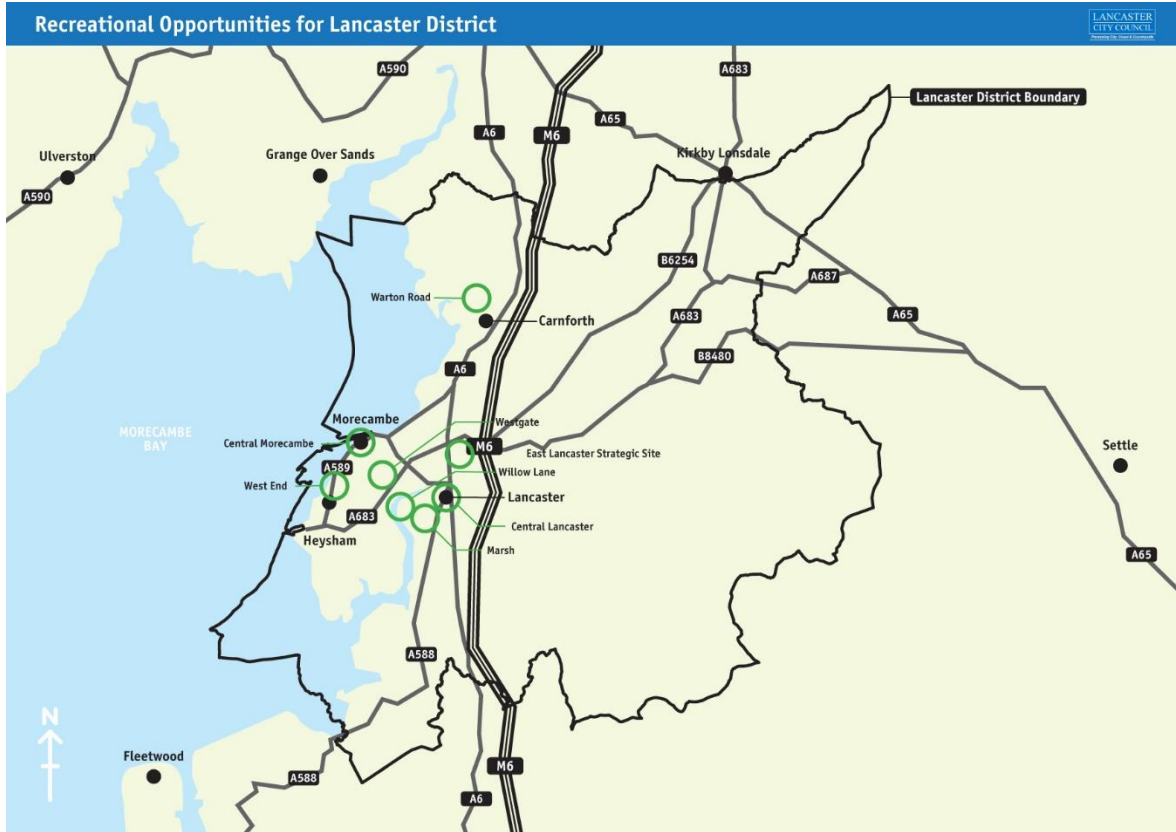
Through future development proposals the Council will investigate the potential to provide significant new or improved open space in the following areas of deficiency.

CENTRAL MORECAMBE (VIA THE MORECAMBE AREA ACTION PLAN DPD)  
 CENTRAL LANCASTER (VIA 'BEYOND THE CASTLE' PROJECT)  
 LAND AT WILLOW LANE / CORONATION FIELD, LANCASTER  
 MORECAMBE WEST END  
 WESTGATE AREA, MORECAMBE  
 MARSH AREA, LANCASTER  
 LAND AT FORMER THOMAS GRAVESON SITE, WARTON ROAD, CARNFORTH  
 EAST LANCASTER STRATEGIC SITE

The Council will work with all key stakeholders and the local communities to investigate opportunities for improvement, expansion or creation of recreational facilities in the areas identified above.

[The Council will also require opportunity areas to be in accordance with the requirements set out in policy DM43.](#)

- 23.19 Opportunities for [recreational](#) improvement are set out within Policy SC5 and illustrated in figure 23.3 of this DPD where both qualitative and quantitative improvement could allow for opportunities to start to address the deficiencies in open space and recreation within the district and provide improvements to existing provision.
- 23.20 It is important to ensure that these recreational opportunity areas are fulfilled in accordance with the requirements set out in policy DM43 (Green and Blue Infrastructure), as consideration should also be given to the additional green and blue infrastructure uses and benefits that these opportunity areas could provide, given the multifunctional nature of green and blue spaces. The Lancaster District Green and Blue Infrastructure (GBI) Strategy that was undertaken to inform the review of the Local Plan identified 6 key themes which represent the array of GBI uses that could also be improved in these areas to provide greater benefits for both humans and nature, particularly within the context of climate change mitigation/adaptation. The additional uses/improvements that should be given consideration to see if the opportunity areas can provide additional value are:
- Active travel
  - Ecology/Biodiversity
  - Landscape
  - Water management
  - Historic environment



**Figure 23.3:** Recreation Opportunity Areas in Lancaster District

## 24. Transport, Accessibility and Connectivity

- 24.1 In their role as statutory highways authority for the district, Lancashire County Council have produced the Highways and Transport Masterplan for Lancaster District, which was adopted in October 2016.
- 24.2 The Highways and Transport Masterplan<sup>76</sup> sets out a range of further assessments and strategies that should be undertaken to understand potential improvements to the transport network in terms of highway, public transport and to the cycling and walking network.
- 24.3 Allocations made in this Local Plan reflect the aims and objectives of the Masterplan and will seek to work in an iterative approach to ensure that issues of future growth and expansion are addressed alongside improvements to the transport infrastructure.

### Park and Ride Facilities

#### **POLICY T1: LANCASTER PARK AND RIDE**

The Local Plan has identified two sites that will be protected for the purposes of Park and Ride at the following locations.

- I. Land at M6 junction 34 that is currently being utilised for the purposes of Park and Ride (highlighted under Policy T1.1 on the Local Plan Policies Map). This site will be protected for these purposes and development proposals that seek to prejudice its use in this role will not be supported.
- II. Land at M6 junction 33 (highlighted under Policy T1.2 on the Local Plan Policies Map) will be safeguarded for future investigation for the role as a Lancaster South Park and Ride, subject to future pressures and demands for such a facility.

- 24.4 As part of the delivery of the Bay Gateway Link Road, Lancashire County Council has developed and opened a Park and Ride service at junction 34 of the M6. This facility provides access to parking directly at the motorway junction that connects to bus services that run along the Caton Road Gateway into Lancaster City Centre.
- 24.5 The Park and Ride facility provides an important opportunity for people to access Lancaster city centre without having to drive their cars directly into the centre itself. Providing opportunities to access the city centre which will result in the reduction of traffic has significant benefits for the environmental quality of the centre and the safety of more **vulnerable road users including** pedestrians, ~~and~~ cyclists, **people living with disabilities and mobility scooter and other adaptive mobility aid users.**
- 24.6 The Council will seek to support and promote the role of the Lancaster North Park and Ride facilities as an option for accessing the city centre and as an opportunity to reduce the levels of traffic and congestion in central Lancaster. Any development proposals that would

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

prejudice the role of the Park and Ride and would impact on its ability to deliver a frequent and regular service will not be supported.

- 24.7 Subject to the success of the Lancaster North Park and Ride, opportunities to establish further facilities to the south of the City (connected to the reconfiguration of Junction 33) will be investigated by Lancashire County Council. Where necessary and appropriate to do so the City Council will support Lancashire County Council with this matter to ascertain whether a future Park and Ride scheme is necessary.

### Cycling and Walking

#### **POLICY T2: DEVELOPING THE CYCLING AND WALKING NETWORK**

The Council are committed to supporting and promoting the role of cycling and walking in the district, building on **the existing network and high levels of walking and cycling.** ~~previous successes of Lancaster's role as a Cycling Demonstration Town providing safe and secure facilities.~~

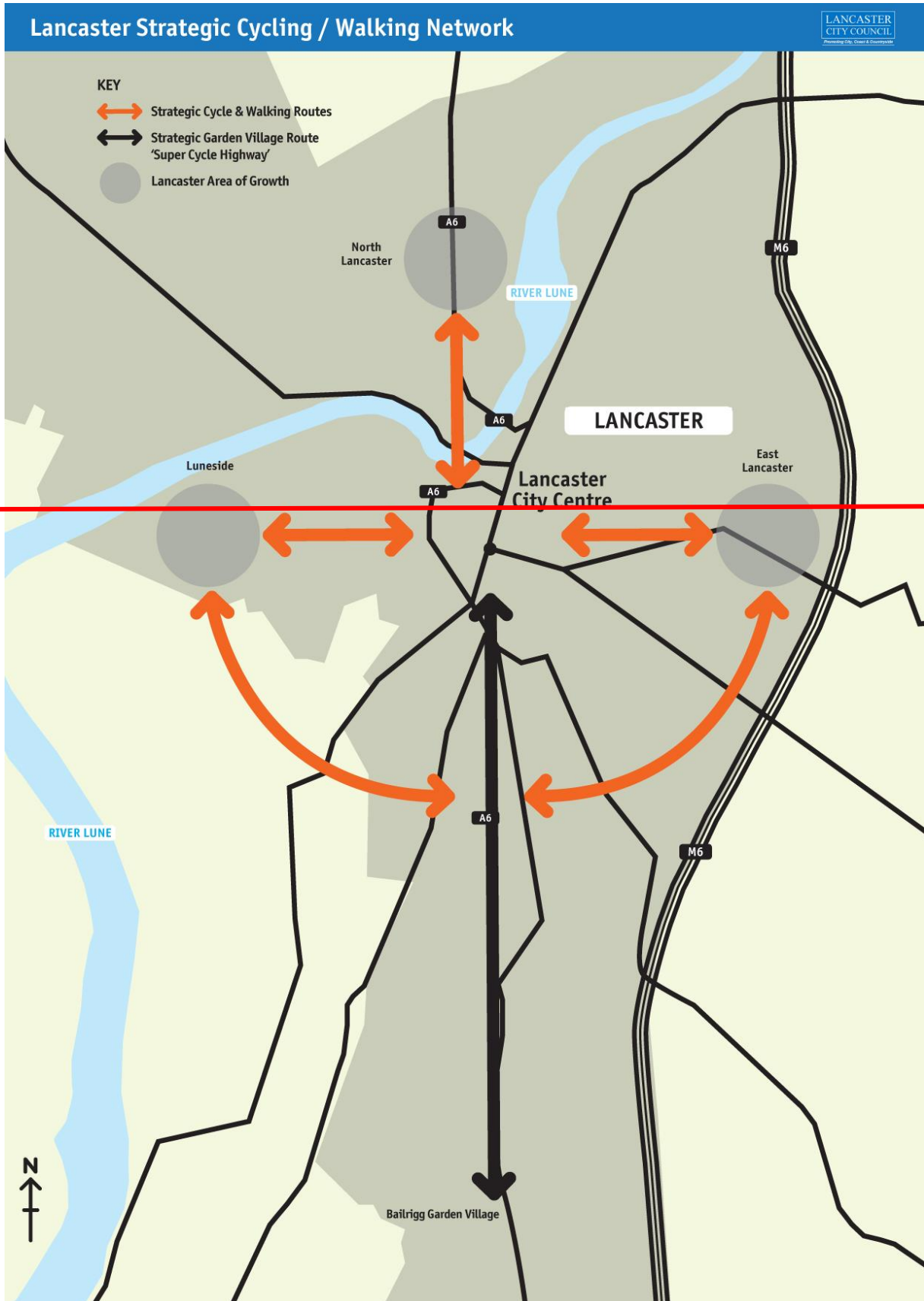
The Cycling Network has been identified on the Local Plan Policies Maps with a range of further aspirational routes highlighted to improve connectivity and linkages, particularly within the urban areas of the district. The Council will ~~seek to~~ support improvements to the network and delivery of these aspiration routes through the course of the plan period. In order to reflect the levels of anticipated growth in and around Lancaster, improvements will be particularly focussed on supporting strategic routes in Figure 24.1. **New cycle and pedestrian routes should be segregated wherever possible and should include supporting infrastructure such as secure cycle parking. They should be designed to be used by all including people living with disabilities and people using adaptive mobility aids such as wheelchairs and mobility scooters.**

The Lancaster District Highways and Transport Masterplan has identified the opportunity to deliver a ~~Cycling and Walking~~ **Cycle Superhighway, particularly** connecting proposed growth at Bailrigg Garden Village and Lancaster City Centre. The City Council will support Lancashire County Council in exploring opportunities to deliver the Superhighway with further detail to be provided on its delivery via the Lancaster South Area Action Plan DPD.

- 24.8 The promotion of, and improving access to, the district's cycling and walking network is a key element of the Local Plan. Encouraging people to cycle and walk more not only promotes a sustainable source of transport that is good for the environment, but it also can improve an individual's health and wellbeing.
- 24.9 The district already has a well-established cycling network and has benefitted significantly from Lancaster's status as a cycling demonstration town, which was awarded in 2006. There are a number of well used and important cycle routes within the district that allow people to move around without the need to ride on public roads. **However, the network is not complete and it will be important to make continuous improvements throughout the plan period.**
- 24.10 In relation to walking, there is already a significant proportion of people who choose to walk to work, walk to access basic local services and walk purely for leisure purposes. These high

levels are despite the hilly topographical nature of our District, and are the highest in the county.

- 24.11 Lancashire County Council has published a Cycling and Walking Strategy for Lancashire, produced by Jacobs in August 2016<sup>74</sup>. This sets out an ambitious vision between 2016-2026 to develop the county's cycling and walking offer, building on an already strong basis. The vision recognises the fundamental role that active travel plays in people's everyday lives. Consideration should be given to other relevant strategies for cycling and walking including the emerging Local Cycling and Walking Infrastructure Plan (LCWIP) and associated Cycling and Walking Planning Advisory Note (PAN08). The LCWIP provides an assessment of network needs within the district and identifies specific interventions to meet these needs. A key route is the proposed Cycle Superhighway linking the city centre to the University and the proposed Bailrigg Garden Village. The route will run largely along the A6 and provide segregated provision for both pedestrians and cycles
- 24.12 The Council recognises the value of the existing cycling and walking networks, both in urban and rural areas, and the value that is attached to them in terms of encouraging modal shift as well as bringing recreational and health benefits. Accordingly, the Council will seek to protect these networks, (both cycle routes and public rights of way, ~~and where opportunities arise to do so,~~ and as other opportunities arise, seek to improve and expand these networks in order to encourage a greater role for cycling and walking as a safe and convenient method of accessing key services and important locations. The expansion of the network will need to take into account the use of e-bikes which allow greater distances to be covered and hilly terrain to be less of a constraint.
- 21.13 The Council also recognises the leisure and tourism related benefits, particularly of the green corridor routes between Lancaster and Morecambe and the River Lune Millennium Park. Proposed extensions to the Lune Valley route to Wray and Wennington will enhance this already popular route.
- 21.14 Cycle and walking paths should, where applicable, be designed and improved to ensure they are usable by all, including those with disabilities. (See Section 6 of LTN 1/20). Similarly, supporting infrastructure such as signalised crossings should be appropriately designed for those with physical impairments.
- 21.15 Housing growth identified within the Local Plan is particularly focussed in and around Lancaster. Maximising the potential of journeys by cycling and walking will be important in terms of minimising impacts on the highway network in and around Lancaster city centre. The PAN 08 focusses on these specific areas of growth and sets out how future development should compliment and enhance the existing network in order to provide attractive and useable pedestrian and cycle routes. The use of off-site contributions will be secured in order to ensure future growth is well connected to the network.
- 21.16 Figure 24.1 identifies a strategic network within Lancaster which links areas of growth to the major traffic generators within Lancaster. As developments come forward during the plan period, improvements to cycle and walking infrastructure ~~should~~ will be expected to contribute to the development of this strategic network.



**Figure 24.1:** Lancaster Strategic Cycling and Walking Network



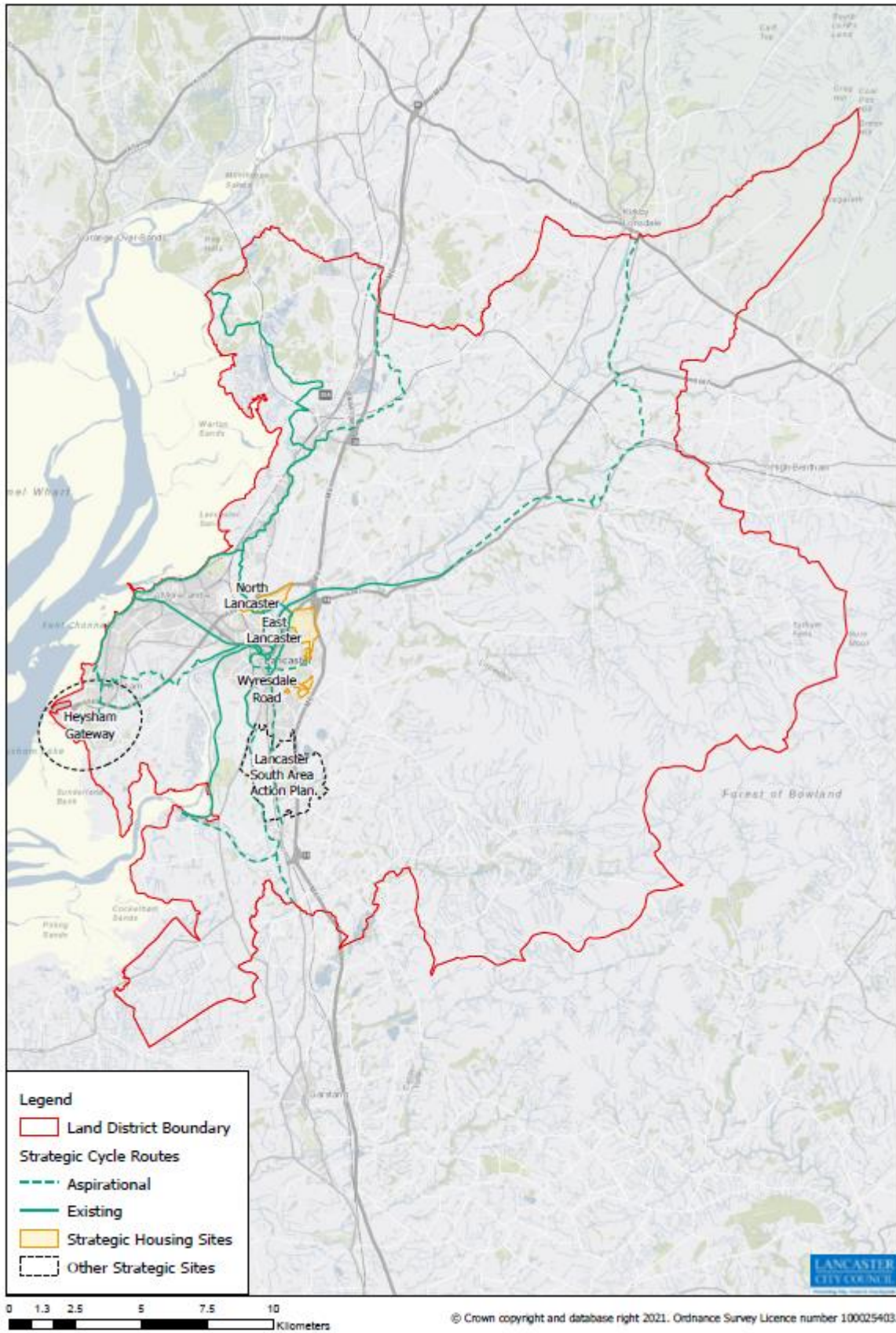


Figure 24.1: A map showing the strategic cycling and walking networks across the District. It highlights the existing networks

*and aspirational extensions of the network.*

### **The Lancaster Canal**

#### **POLICY T3: LANCASTER CANAL**

**Development proposals which are adjacent to, or adjoining, the Lancaster Canal will be expected to address the following issues:**

- I. Be of a high quality of design that enhances the character of the waterway and integrates the canal into the development in a way that generates sustainable waterway neighbourhoods, where waterway and waterside communities are combined and the waterway is treated as an area of usable space and where appropriate, a focus for public activity;**
- II. Integrate the waterway, towpath and canal environment into the public realm in terms of design and management of the development;**
- III. Improve access to, along and from the waterway for all users (where appropriate) and enhance / improve the environmental quality and green infrastructure of the waterway corridor in that area, providing a net gain in biodiversity;**
- IV. Optimise views to and from the waterway and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towpath and the offside of the canal;**
- V. Improve the amenity and character of the canal in that area. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual aspect will not be supported by the Council;**
- VI. Conserve and enhance, wherever possible, the distinctive industrial heritage of the canal and its associated assets; and**
- VII. Seek to maximise opportunities for reducing carbon emissions and building resilience, in particular investigating the potential for using the canal in relation to heating and cooling within new development.**

**Development adjacent to waterways will only be permitted if it can be demonstrated that it would not adversely impact on the structural integrity of the waterway or its related infrastructure and assets.**

- 24.17 The Lancaster Canal is a key feature that runs through Lancaster District connecting areas of Preston and Central Lancashire with Cumbria. The canal is considered to be a significant environmental, recreational and sustainable transport asset for the district.
- 24.18 The canal provides a resource as a wildlife and habitat corridor and is designated as a Biological Heritage Site (BHS) for its full length through the district. The canal also provides, in parts, a recreational and leisure route for walking and cycling, providing health and well-being benefits and a tourism asset for those pursuing holidays on narrow boats as well as day trippers seeking a place for peace and reflection. The industrial heritage of the Lancaster Canal is one of the key defining elements of the area and provides a rich historic environment for

current and future generations to enjoy. The route of the Lancaster Canal through the district will continue to have a key role to play in sustaining and establishing a sense of place.

- 24.19 The setting and character of the canal varies from a rural environment outside of settlements, through villages such as Galgate, Slyne-with-Hest, Capernwray and Borwick to the more urban environments of Lancaster and Carnforth. Many new developments, including the re-use and conversion of buildings that have taken place along, or in proximity to the canal benefit from the waterside setting and environment.
- 24.20 The Local Plan identifies significant strategic growth along areas of the Lancaster Canal, including the broad location for growth in South Lancaster and allocations in East and North Lancaster. In total, these proposals will affect in the region of 12 miles of canal frontage.
- 24.21 The patchwork of built development and green space along the canal is important, for amenity and well-being and also ecology. It will be important that new development along the route of the canal is sympathetic to its character. It is therefore very important that development in these areas recognise these sensitive locations and maximise opportunities to provide a positive inter-relationship with the canal and the waterside setting it provides. Such relationships should secure the use of positive layout and design of new development that seeks to maintain and re-instate the characteristics and distinctiveness of local canal architecture and waterscape. New development should investigate opportunities to conserve and enhance the wide range of historical assets which are associated with the canal, including bridges, tunnels, locks, wharfs, lock keepers cottages and mile markers, all of which contribute to the unique character of the waterway.
- 24.22 New waterside developments place extra liabilities and burdens on waterway infrastructure and also provide opportunity for new infrastructure to be provided, in particular improvements to the canal towpaths as sustainable routes for cyclists and pedestrians. When considering proposals for new development alongside the Lancaster Canal, the Council will work with the Canal & River Trust to ensure that any necessary improvements to the canal infrastructure arising directly from needs generated from new development are met by developer contributions.
- 24.23 The strategic development sites in Lancaster will also be subject to site-specific requirements in relation to their relationship with the Lancaster Canal and can be read in more detail within the site-specific policies of this DPD.

### **Public Transport Corridors**

#### **POLICY T4: PUBLIC TRANSPORT CORRIDORS**

**The Council has identified the following routes as key public transport corridors within the district where frequent and regular public transport services will be promoted:**

- **The Caton Road Gateway between M6 junction 34 and Lancaster city centre**
- **The A6 Corridor between Lancaster University and Lancaster city centre**
- **Lancaster Road / Morecambe Road between Lancaster city centre and Morecambe town centre.**

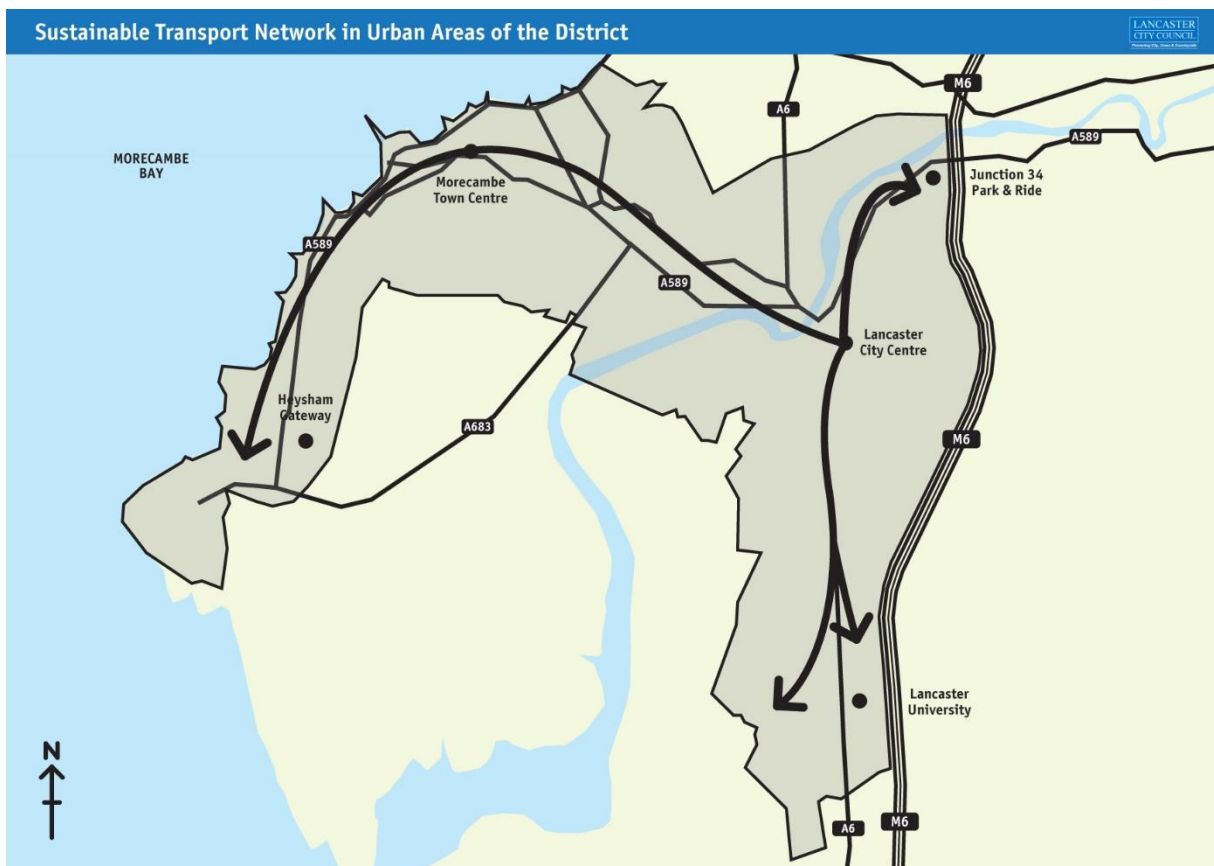
Developments that generate significant levels of traffic movements should be supported by frequent high quality public transport linking them to Lancaster City Centre or other key destinations, such as the main urban centres and employment areas. Where there are deficiencies in existing services, Developers will be required to ensure the provision of such new services or enhanced existing services, as necessary, from first occupation of the development for a period of up to 10 years, or five years after last occupation, whichever comes sooner. For all development, public transport services should be within reasonable safe walking and cycling travel distance of all parts of the development. Secure cycle parking should be provided at public transport hubs.

In particular the Council will work with Lancashire County Council in developing and implementing a Better Buses scheme ~~to investigate opportunities for a Rapid Reach Transit Service~~ within the main urban areas of the district between Lancaster University and the proposed Bailrigg Garden Village, Lancaster city centre – Morecambe town centre and the industrial areas of Heysham.

In relation to rail services, the Council will work collaboratively to investigate opportunities to improve regional rail linkages from both Morecambe and Carnforth.

- 24.24 There are a number of key public transport routes in the district that are well patronised and are an important component for people accessing their homes, places of work, or the main centres of the district. The Council has sought to identify these routes as key public transport corridors (via Policy T4 below) where opportunities to improve these services further will be explored through the plan period.
- 24.25 The Highways and Transport Masterplan<sup>77</sup> sets out proposals to investigate how public transport services can be made more frequent and regular within the urban areas of the district. This primarily involves the investigation of ~~a bus rapid transit service which, utilising key routes, can effectively link~~ how improvements to bus services on key routes can link the district's residential and employment areas with a high quality and high frequency public transport system. The proposed improved service, to be known as 'Better Buses', will be linked to the developing Enhanced Bus Partnership and will encourage the potential for using alternative fuel vehicles over the plan period.

<sup>77</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>



**Figure 24.2:** Sustainable Transport Network in the Urban Areas of the District

- 24.24 The Council will support Lancashire County Council in investigating how such a service can be achieved, funded and delivered with the role of the Community Infrastructure Levy being considered to be a key source of funding in order to deliver a future scheme of this nature. Further information on this can be found within the accompanying Infrastructure Delivery Plan (IDP)<sup>78</sup>.
- 24.25 Developments likely to generate significant levels of traffic movements include, but are not limited to:
- Strategic housing allocations
  - Proposals coming forward through the Lancaster South Broad Location for Growth (including Bailrigg Garden Village)
  - Future Employment Growth areas identified under Policy EC2
  - Other residential development where there are deficiencies in existing services
- 24.26 Transport hubs are locations where there is a shift between one transport mode to another or passengers transfer from one service to another. Public transport hubs include bus stations, park and ride facilities, train stations or potentially bus stops that accommodate more than one route.
- 24.27 Opportunities that seek to improve rail linkages will also be explored by both the Council and Lancashire County Council to ensure that access to rail services, particularly regional services within the North West, are improved where the opportunities arise to do so. In particular, improving rail services at both Morecambe and Carnforth and improving rail connectivity

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

around Morecambe Bay and through to Cumbria will be explored during the plan period.

- 24.28 In rural locations, access to public transport remains vital but is becoming more challenging to deliver and subsidise. The City Council will work in partnership with all relevant partners to explore innovative opportunities to deliver more flexible approaches to public transport that meet the needs of the rural community but also offer a financially viable long-term solution to the challenge of providing public transport in rural areas.
- 24.29 For all development, public transport services should be within a reasonable safe walking and cycling travel distance of all parts of the development. A reasonable, safe walking distance is considered to be 400m (on average 5 minutes). Secure cycle parking must be provided at public transport nodes in line with guidance in section 11.6 of LTN1/20 Cycle Infrastructure Design.

## 25. Implementation and Monitoring

- 25.1 The effective review and monitoring of the Strategic Policies and Land Allocations DPD will be crucial to its successful delivery and is critical in understanding its effectiveness.
- 25.2 The Council has prepared a Monitoring Framework which sets out how the implementation of policies will be monitored to understand whether they have been successful, and describes the evidence base that will be used to support this. The Monitoring Framework can be viewed in more detail through Appendix F of this DPD. [This is being updated as part of the Climate Emergency Local Plan Review and will be set out at Regulation 19 stage.](#)
- 25.3 The Monitoring Framework utilises existing monitoring procedures within the Council. The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) requires local planning authorities to prepare monitoring reports, setting out the extent to which planning policies are being achieved and make these available to the public. These should be for a period that the authority considers appropriate in the interests of transparency. This period should not be longer than 12 months. Current monitoring procedures are described below:

| Development Type(s) | What will be monitored  | Monitoring Period        |
|---------------------|---|--------------------------|
| <b>Housing</b>      | District-wide survey of sites to determine the unimplemented planning permissions, sites under construction and sites completed. Assessment of new permissions granted.         | At least every 12 months |
| <b>Retail</b>       | District-wide survey of sites to determine unimplemented planning permissions, sites under construction and sites completed in relation to retail development.                  | Every 12 months          |
| <b>Employment</b>   | District-wide survey of sites to determine unimplemented planning permissions, sites under construction and sites completed in relation to employment and economic development. | Every 12 months          |
| <b>All Uses</b>     | Publication of Authority Authority Monitoring Report (AMR) summarising development throughout Lancaster District over a 12 month period.  | Every 12 months          |

- 25.4 Monitoring information can be found on the monitoring pages of the Council's website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).

### Early Review of the Local Plan

#### **POLICY LPRM1: LOCAL PLAN REVIEW MECHANISM**

**The Council is obliged to review the Local Plan within 5 years of the date of adoption. An earlier review will be undertaken in the event there is:**

- i. A significant change in circumstances which substantially alters key aspects of the Plan, such as:**
- The assumptions which underpin the need for development.
  - The delivery of anticipated infrastructure which underpins the Local Plan.
  - The rate of delivery of key strategic sites.
- ii. The rate of delivery, or the overall capacity, of Bailrigg Garden Village is well below that which is anticipated at the time of Local Plan adoption.**

**Such a review should be undertaken with all due expedition and in any event within 2 years from the date of a commitment to a review being made.**

- 25.5 There is an obligation upon the Council to review a Local Plan within 5 years of its adoption. Ordinarily it will not be necessary to undertake earlier reviews of the plan (whether in full or partially). However, it is recognised that circumstances may change sufficiently that the affect upon key aspects of the plan would warrant an earlier review.
- 25.6 Thus changes which substantially alter any of the following are likely to trigger the need for an immediate review:
- i. The assumptions which underpin the need for development. Household projections and economic forecasting are regularly updated and it is not intended that the mere fact that updates to the evidence base underpinning the need for housing or employment within the district would necessarily trigger such a review. However, if the assumptions substantially alter (as has occasionally happened) giving rise to very different land-take requirements, then this policy would trigger a review of the Plan.
- ii. The delivery of anticipated infrastructure which underpins the Local Plan. The Infrastructure Delivery Plan (IDP) sets out the requirements which underpin the plan so far as they can be determined at the point of adoption. It is recognised that infrastructure requirements and delivery can alter over time, which may in turn have an effect upon the delivery of key elements of the Plan. Where there is a change in the likely infrastructure delivery which has a substantial affect upon the strategy of the Plan, then that will trigger a review of the Plan.
- It should be noted that changes in infrastructure planning could occur which are both positive and negative in its affects upon the Plan. This criterion is not limited to simply changes which diminish infrastructure delivery but encompasses circumstances which improve infrastructure delivery beyond those anticipated at the date of adoption.
- iii. The rate of delivery of strategic sites. The Local Plan is heavily reliant upon the delivery of its key strategic sites both in relation to homes and jobs. Robust and realistic assumptions have been made in relation to the delivery of those sites and suitably conservative assumptions have been made as to the likely yield of housing and jobs from the sites within the plan period.



It is nonetheless recognised that unforeseen circumstances may impinge upon the delivery of development at key strategic sites. Where delivery rates of either jobs or homes is substantially lower than has been anticipated at the point of adoption, then that is likely to give rise to a need for an early review of the Plan.

- 25.7 In addition to the above instances which could trigger the need for an early review of the Plan, it is recognised that other issues might arise which substantially affect other key aspects of the Plan. That is not to say that a review would be triggered in all circumstances where there is an affect upon key aspects of the Plan, but only where the affect is to substantially impact upon such as sustained and significant under-delivery of planned levels of housing or employment provision.
- 25.8 A review under this policy may be whole or in part, however it is more likely that a review would be directed towards the specific concern and would comprise a partial review. [This partial review of the Local Plan has been undertaken in response to the Climate Emergency declaration made by the City Council in January 2019.](#)

DRAFT

## Appendix A: Glossary of Terms

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

| Term  | Description  |
|---|--|
| <b>Adoption</b>                                     | The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.  |
| <b>Affordable Housing</b>                           | Housing that is made available to households who cannot afford to access housing (either for rent or <b>intermediate</b> sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework <b>and First Homes as defined by the Planning Practice Guidance</b> .  |
| <b>Affordable Housing Viability Study</b>           | A study that tested the circumstances in which the district’s housing market can deliver various levels of affordable housing by examining the influence of a range of affordable housing proportions and thresholds on viability.   |
| <b>Air Quality Management Area (AQMA)</b>           | Areas that suffer from significant levels of air pollution, these are primarily found within town centre locations or industrial areas. To counter issues of poor air quality, management plans are prepared by the local authority to address these issues and lower pollution levels. In Lancaster district there are three AQMAs in Lancaster City Centre, Galgate and Central Carnforth where the main sources of air pollution arise from high traffic levels and congestion. |
| <b>Amenity</b>                                      | Are positive element(s) that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationships between them, or less tangible factors such as tranquillity can all be considered as an amenity asset.   |
| <b>Authority Monitoring Report (AMR)</b>            | Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and how successful the implementation of policies has been.   |
| <b>Appropriate Assessment</b>                       | Under the Habitats Directive (92/43/EEC) Appropriate Assessment is required for any plan or project that either alone or in combination with other plans or projects, would be likely to have a significant effect on a European Site, or is not directly connected with the management of the site for nature conservation.   |
| <b>Area Action Plan (AAP)</b>                       | Is a Development Plan Document that relates to a specific area or place. The Council has prepared an AAP that relates to the regeneration of Central Morecambe.  |
| <b>Area of Outstanding Natural Beauty (AONB)</b>    | Areas that have been designated and protected because of their National landscape importance and environmental importance. There are two AONB’s in the district at Arnside & Silverdale and the Forest of Bowland.   |
| <b>BRE Environmental Assessment Method (BREEAM)</b> | A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).  |
| <b>Biodiversity</b>                                 | The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.  |

| Term  | Description   |
|---|---|
| <b>Biodiversity Action Plans (BAPs)</b>       | Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis and a BAP is in place for the Lancashire area.   |
| <b>Biodiversity Offsetting</b>                | These are conservation activities that are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.   |
| <b>Biological Heritage Site (BHS)</b>         | A designation that identifies valuable local habitats such as ancient woodland, species rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened species of plants and animals.   |
| <b>Broad Location for Growth</b>              | The identification of an area of land to the South of Lancaster which will form part of the Lancaster South Area Action Plan DPD, this will form an area of search for future development opportunities, infrastructure delivery and the creation of blue / green infrastructure.   |
| <b>Brownfield</b>                             | See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the Framework.   |
| <b>Built-Up Area</b>                          | Land/buildings within the named Regional Centre, Key Service Centres, Market Town, Sustainable Rural Settlements and Rural Villages as specified in the Strategic Policies & Land Allocations DPD Policy SP2, and the Local Service Centres and Small Villages within the Arnsdale and Silverdale AONB, as set out in Policy AS01 of the Arnsdale & Silverdale AONB DPD. The non-built up area is any land/buildings outside of the areas as defined above. |
| <b>Caravan Development</b>                    | The creation, extension or adaptation of land that is used for the purposes of accommodating both static and/or touring caravans. The legislative definition can also include chalets that are used for temporary periods for leisure uses. This can also include development that is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.                                   |
| <b>Catchment Flood Management Plan (CFMP)</b> | Sets out an Action Plan and Strategy for the management of water along a river or wider catchment area. Such Management Plans are prepared by the Environment Agency.   |
| <b>Civic Space</b>                            | Public spaces located in central accessible locations that can help shape a sense of place and be a focal point for the community.  |
| <b>Communities</b>                            | A group of social interacting people. This interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that have the same common interests or values.   |
| <b>Community Facilities</b>                   | Community facilities are defined as any use which provides a wider benefit to the community in economic, environmental and social terms. Such facilities could, for example, include Public Houses, Local Shops, Post Offices, Village Halls and Community Meeting Spaces.  |
| <b>Community Infrastructure Levy (CIL)</b>    | A method where developers contribute financially towards the improvement of physical infrastructure. This levy supplements the financial sums that may be requested via s.106 and which make development proposals achievable and deliverable. The levy will include an action plan that will set out priorities and a charging schedule on how money will be collected.  |
| <b>Comparison Retailing</b>                   | Relates to items that are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.  |

| <b>Term</b>                                | <b>Description</b>   |
|--|--|
| <b>Concealed Households</b>                | Family units or single adults living within 'host' households.   |
| <b>Conservation Areas</b>                  | Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.   |
| <b>Convenience Retailing</b>               | Relates to the purchase of everyday essential items, including confectionary, food and drink.  |
| <b>Core Strategy</b>                       | This is a document that sets out strategic policies within the Local Plan process, setting out guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in 2008.  |
| <b>Cultural Asset</b>                      | Can be defined as uses such as museums, theatres, live music venues, cinemas, community halls and other public meeting places.   |
| <b>Designated Heritage Asset</b>           | A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.  |
| <b>Development Plan Documents (DPD)</b>    | These are key planning documents prepared by the Council. They are subject to public consultation and public examination. The Land Allocations, Development Management and Morecambe Area Action Plan are all classed as Development Plan Documents.   |
| <b>Enabling Development</b>                | Development that may be unacceptable in planning terms but provides an exceptional opportunity for public benefit that justifies it being permitted. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.   |
| <b>Equalities Impact Assessment (EqIA)</b> | An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.  |
| <b>Essential Upland Worker</b>             | Workers that play an essential part in maintaining the vitality of upland areas. For example this could include employees of upland estates, doctors, nurses, teachers, bus drivers, and postal workers.   |
| <b>Extra Care Housing</b>                  | Housing designed with the needs of older people in mind with varying levels of care and support available on-site. People who live in extra care housing have their own self-contained homes and benefit from communal facilities being available. Properties can be rented, owned or part owned / rented.   |
| <b>Flood Risk Assessment (FRA)</b>         | Assessments that identify the risks to a site or premises from flooding. These assessments are required for development proposals of a certain size or particular location.  |
| <b>Fuel Poverty</b>                        | Fuel poverty is determined when a home cannot be heated to a comfortable level by utilising 10% or less of the household's income. This means that choices must be made between warmth and other essentials. Fuel poverty can contribute to excess winter deaths, cold related illnesses, high health care costs and deteriorating housing conditions. |
| <b>Geological Heritage Site (GHS)</b>      | A Lancashire wide designation that identifies valuable local geological and geomorphological sites. GHS are also known as Local Geodiversity Sites (LGS) and formally as Regionally Important Geological Sites (RIGs). Further information can be found at <a href="http://www.geolancashire.org.uk">www.geolancashire.org.uk</a> .                    |

| Term  | Description   |
|---|---|
| <b>Green Belt</b>                           | Land that has been protected from development, which could constitute urban sprawl, by keeping it permanently open. There is one area of Green Belt in the district, separating the urban conurbation of Lancaster and Morecambe to the South and Carnforth to the North.   |
| <b>Greenfield</b>                           | Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.  |
| <b>Green and Blue Infrastructure</b>        | Green and Blue infrastructure is a strategically planned network of natural and semi-natural areas with other environmental features designed and managed to deliver a wide range of ecosystem services such as water purification, air quality, space for recreation and climate mitigation and adaptation. This network of green (land) and blue (water) spaces can improve environmental conditions and therefore citizens' health and quality of life. It also supports a green economy, creates job opportunities and enhances biodiversity.   |
| <b>Gypsies and Travellers</b>               | Persons of a nomadic habit of life whatever their race, origin, including persons who on grounds only of their own family's or dependents' educations or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.   |
| <b>Habitats Regulation Assessment (HRA)</b> | Assesses the impacts of plans or projects on Natura 2000 sites (these are Special Areas of Conservation (SAC) and Special Protection Areas (SPA)). National guidance recommends that Ramsar sites and candidate SPAs and SACs are also afforded the same protection through the Habitats Regulation Assessment process.   |
| <b>Health Impact Assessment (HIA)</b>       | An assessment that understands the implications to health arising from the preparation of a Local Plan policy or allocation.  |
| <b>Heritage Asset</b>                       | Is defined within Annex 2 of the Framework and refers to features within the historic environment. Heritage assets can be described as 'designated heritage assets' or 'non-designated heritage assets' (which are defined separately within this glossary).  |
| <b>Houses in Multiple Occupation (HMO)</b>  | A property is a HMO if it is let as a main or only home to at least three tenants, who form more than one household and who share a kitchen, bathroom or toilet. A household consists of either a single person or members of the same family who live together, including people who are married or living together, people in same-sex relationships, relatives who are living together and certain live-in domestic staff. An HMO can be an entire house, flat or converted building or a bedsit, shared houses, a household with a lodger, a purpose built HMOs, a hostel, guesthouses, bed and breakfast accommodation for homeless people or types of self-contained flats converted from houses. |
| <b>Housing Need and Demand Survey</b>       | This is Council's current evidence base in regard to how many homes are required in the district, both for market and affordable housing. This survey was undertaken in 2018 by Arc4.   |
| <b>Infrastructure</b>                       | In planning terms the physical structures that are required for a community to operate and be sustainable in the long term. Infrastructure typically refers to matters such as roads, water supply, sewers, electricity and other social elements such as education or health.  |

| <b>Term</b>                              | <b>Description</b>  |
|--|---|
| <b>Key Services</b>                      | In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.  |
| <b>Key Workers</b>                       | Essential public sector workers such as nurses, teachers and social workers.  |
| <b>Landscape Capacity</b>                | An approach to planning in the AONBs that allocates and permits development only where it will not harm the primary purpose of the designation, which is to conserve and enhance the natural beauty, wildlife and cultural; heritage of the area. This requires an objective assessment of the landscape and visual impact resulting from potential development.    |
| <b>Landscape Character Assessment</b>    | An assessment to identify different landscape areas that have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.  |
| <b>Lead Local Flood Authority (LLFA)</b> | The local authority responsible for taking the lead on local flood risk management. In Lancaster district this is Lancashire County Council.  |
| <b>Legally Protected Species</b>         | Internationally Protected Species that receive protection under the Conservation of Habitats and Species Regulation 2010, in addition to the Wildlife and Countryside Act 1981 (as amended).  |
| <b>Leisure Facilities</b>                | Attractions and places that can encourage people from both within and outside the district to visit for recreational purposes. Such attractions can take a variety of forms for example the history of the district and the local natural environment.  |
| <b>Lifetime Homes Standards</b>          | Ordinary homes designed to provide accessible and convenient homes for a large segment of the population from young children to older people and those with temporary or permanent physical or sensory impairments. Lifetime Homes have 16 design features that ensure the home will be flexible enough to meet the existing and changing needs of most households. |
| <b>Local Housing Need</b>                | The housing requirements of existing and concealed households living within Lancaster district as evidenced in the 2012 Housing Needs and Demands Survey and other appropriate evidence base.   |
| <b>Localism</b>                          | A term used by the Government to encourage local people and communities to take more ownership in local issues. In terms of planning this means providing the opportunity to shape their local area through the preparation of Neighbourhood Plans.   |
| <b>Local Development Document</b>        | This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.  |
| <b>Local Development Scheme (LDS)</b>    | A document that sets out the Council's programme and timescale for the preparation of Local Development Documents, excluding Supplementary Planning Documents.  |
| <b>Local Plan Policies Map</b>           | This accompanies the Land Allocations DPD and will provide a visual aid to identify where land has been allocated for development, or where land has been protected because of its environmental, social or economic value.   |

| Term  | Description   |
|---|---|
| <b>Local Services</b>                                     | These are the range of services that help to enhance the sustainability of an area. In a rural context local services are those other than key services and might include access to healthcare facilities (GP, pharmacy or prescription service) access to education (nursery / crèche or secondary school), local businesses (post office, grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, church hall, public house) and access to recreational facilities. |
| <b>Local Sources of Flooding</b>                          | Refers to flooding from sources other than main rivers or coastal flooding. Specifically it refers to flooding from surface water and groundwater, and flooding from ordinary watercourses.   |
| <b>Local Highways and Transport Masterplan</b>            | Prepared by the relevant highways authority for the area, in Lancaster district's case this is Lancashire County Council. The Highways and Transport Masterplan sets out how the district transport network will be improved up to 2031.  |
| <b>Local and Neighbourhood Centres</b>                    | These include a range of small shops serving a small catchment area. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include hot-food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.   |
| <b>Market Housing</b>                                     | Private housing for rent or for sale, where the price is set in the open market.  |
| <b>National Planning Policy Framework (the Framework)</b> | A document that has been prepared by the Government to direct the decision making and plan making process in achieving sustainable development and meeting future development needs.  |
| <b>National Planning Practice Guidance (PPG)</b>          | A document providing guidance that supplements the content of the National Planning Policy Framework.   |
| <b>Natura 2000 Sites</b>                                  | Are areas that have been specifically protected at a European level for their environmental value.  |
| <b>Neighbourhood Planning</b>                             | In light of the Localism Agenda, neighbourhood plans can be prepared by local communities, in particular Parish Councils, which can promote development and have a greater say on where development should be located in their communities.   |
| <b>Night-Time Economy</b>                                 | Activities that happen within town centre locations after 5pm (or at the end of the normal working day), such activities will predominantly be leisure orientated and may involve uses such as restaurant, the arts, bars and cafés.  |
| <b>Non-Designated Heritage Asset</b>                      | These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance that merits consideration in planning decisions but which are not formally designated heritage assets.   |
| <b>Primary Bus Routes</b>                                 | Bus routes that provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.  |
| <b>Priority Species</b>                                   | Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.   |
| <b>Public Realm</b>                                       | Areas of public space that can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in urban or rural locations.  |

| Term  | Description  |
|---|--|
| <b>Regionally Important Geological Sites (RIGS)</b> | These are locally designated sites that are of importance for their geo-diversity (geology and geomorphology).   |
| <b>Registered Provider of Social Housing</b>        | Previously known as Registered Social Landlords. This is the technical name for social landlords that are registered with the Tenant Services Authority. Most are housing associations, but some are trusts, co-operatives and companies that own or manage affordable housing. Also referred to as Registered Providers.  |
| <b>Residential Amenity</b>                          | Note the general definition of amenity within this Glossary. In relation to residential amenity this can relate to the enjoyment of the residential property and the impacts that development proposals can have on that enjoyment.  |
| <b>River Basin Management Plan (RBMP)</b>           | Prepared by the Environment Agency and originally published in December 2009, updated in 2015. These plans describe the river basin and the pressures that the water environment faces. The Management Plan shows what this means for the current state of the water environment in the river basin and what actions will be taken to address these pressures. It sets out what improvements will be possible by 2021 (the end of the management period) or 2027 where more appropriate and how those actions will make a difference to the local environment. |
| <b>Rural Enterprise</b>                             | Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.   |
| <b>Rural Enterprise Worker</b>                      | Workers employed full-time or primarily in a rural enterprise.   |
| <b>Rural Exception Site</b>                         | Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed e.g. where essential to enable the delivery of affordable dwellings without grant funding.   |
| <b>Sequential Test</b>                              | A planning principle that seeks to identify, allocate or even develop certain types and locations of land before others. For example the development of brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.   |
| <b>Settlement Hierarchy</b>                         | This is set out in Policy SP2 of the Land Allocation DPD. These are settlements have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.  |
| <b>Sheltered Housing</b>                            | Housing specifically for older and / or people with special accessibility requirements. Includes a block or group of houses with a resident or visiting warden, and individual houses, bungalows and flats that receive support from a mobile warden or pendent (emergency) alarm service.   |
| <b>Sites of Special Scientific Interest (SSSIs)</b> | These are sites that have been recognised for the importance either for their biological, geological or landscape value.   |



| Term   | Description  |
|--|--|
| <b>Spatial Planning</b>  | A concept that goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes that influence the nature of places and how they function. This will include policies that can impact on land-use. For example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.                      |
| <b>Stakeholders</b>  | Groups, individuals or organisations that may be affected by or have a key interest in a development proposal or planning policy. They may often be experts in their field or represent the view of many people.   |
| <b>Static Caravans</b>   | Caravan units that are sited on land either permanently or semi-permanently, whilst such units are movable and have fixed axles, static units are of sufficient size to ensure that transportation between place to place is problematic and challenging and cannot be undertaken with a private car. The legal definition of a caravan site can be found in the Caravan Sites and Control Act 1960 and the Caravan Act 1960 (as amended).   |
| <b>Strategic Housing and Employment Land Availability Assessment (SHLAA)</b> | Previously known as a Strategic Housing Land Availability Assessment, the assessment for Lancaster District was produced in 2009 and last reviewed in 2015. The assessment now also incorporates employment land and has been renamed the Strategic Housing and Employment Land Availability Assessment. The study intended to assess the overall potential for housing and employment development in the area. It identifies specific sites with a development potential over the next 15 years.  |
| <b>Strategic Housing Market Assessment (SHMA)</b>                            | A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The SHMA for Lancaster district was produced in 2008 and last reviewed in 2015.   |
| <b>Strategic Flood Risk Assessment (SFRA)</b>                                | An assessment that sets out the risks from flooding within the district, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals that are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster district was initially undertaken in 2007, <del>and</del> reviewed in 2016 <del>and</del> again in 2021.        |
| <b>Street Furniture</b>  | A collective term for objects or pieces of equipment installed on streets and roads for various purposes. Examples of street furniture include benches, bollards, post boxes and litter bins.  |
| <b>Sustainable Development</b>   | In broad terms this means development that meets the needs of the present without compromising the ability of future generation to meet their own needs. The Government have set out five guiding principles for sustainable development in its strategy “Securing the Future – UK Government Strategy for Sustainable Development”. The five guiding principles include living within environmental limits, ensuring a strong / healthy and just society, achieve a sustainable economy, promoting good governance and using sound science responsibly. |
| <b>Sustainable Drainage Systems (SuDS)</b>                                   | Drainage systems that are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDS system is dependent on site-specific constraints and applies to a broad range of drainage solutions that seek to manage rainfall close to where it falls. SuDS can be design to transport, attenuate, infiltrate, evaporate and cleanse water.  |

| Term                                   | Description  |
|--|--|
| <b>Sustainable Appraisal (SA)</b>      | The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process used to assess the social, environmental and economic effects of strategies and policies from the outset of the preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.  |
| <b>Sustainable Growth</b>              | This refers to strategic growth that can be either accommodated with the capacity of existing infrastructure, or includes proposals that will meet any potential gaps in infrastructure capacity. It also refers to growth of settlements that is in proportion to the settlements size and character.   |
| <b>Sustainable Settlement</b>          | A settlement which having assessed the population characteristics, townscape and landscape of the environment within which it is located, and the availability and accessibility of key services, facilities and employment opportunities is considered to be sustainable and therefore will provide the focus of growth within the district outside the main urban areas (subject in Areas of Outstanding Natural Beauty to the constraints of protected landscapes where a landscape-capacity approach will be taken), contributing to the vitality of the settlement. |
| <b>Touring Caravans</b>                | A touring caravan unit is a unit that can be towed behind a vehicle and is capable of being unhitched prior to its use for holiday accommodation purposes. Touring caravans also have a purpose in providing facilities for agricultural uses such as 'brew huts'.   |
| <b>Transport Infrastructure</b>        | Includes pavements, walking & cycling routes and other walking & cycling infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.  |
| <b>Travelling Showpeople</b>           | Member of a group organised for the purposes of holding fairs, circuses or show (whether or not travelling together as such). This includes such persons who, on the grounds of their own family's dependents' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes gypsies and travellers who are defined separately within this glossary.  |
| <b>Tree Preservation Orders (TPOs)</b> | Designated to protect trees of importance and/or value - whether this importance or value relates to their historical importance, landscape importance or species type. Whilst this designation protects some trees of importance, many other trees that do not have a TPO status remain important features within the landscape or townscape.   |
| <b>Upland</b>                          | Upland areas of the district are generally found to the east and form part of the Forest of Bowland AONB. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster district these are the Kay Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.   |
| <b>Visitor Accommodation</b>           | Refers to the range of accommodation available to visitors to the district, including hotels, guest houses, bed & breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.   |
| <b>Water Framework Directive</b>       | A European Union Directive that seeks to improve the water quality of both inland and coastal waters.  |

## Appendix B: Background Documents for the **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

### General Reference

|  |
|--|
| The National Planning Policy Framework (DCLG 2012 and MCHLG 2019)                                  |
| The National Planning Practice Guidance (DCLG and MCHLG)   |
| The Planning System: General Principles (DCLG 2005)  |
| Local Development Scheme (Lancaster City Council 2019)   |
| Lancaster District Statement of Community Involvement (Lancaster City Council 2018)                |
| Authority Monitoring Report (Lancaster City Council - Annual Publication)                          |
| Local Plan for Lancaster District 2011 – 2031: Strategic Policies and Land Allocations DPD (2020)  |
| Local Plan for Lancaster District 2011 – 2031: Morecambe Area Action Plan DPD (2014)               |
| Local Plan for Lancaster District 2011 – 2031: Arnsdale and Silverdale AONB DPD (2019)             |
| Wennington Neighbourhood Plan (Wennington Parish Council 2019)                                     |
| Wray-with-Botton Neighbourhood Plan (Wray-with-Botton Parish Council 2019)                         |
| Lancashire County Council Minerals and Waste Local Plan (Lancashire County Council 2013)           |
| Yorkshire Dales National Park Local Plan 2015 – 2030 (National Park Authority 2016)                |
| Local Plan for Lancaster District – Sustainability Appraisal (Arcadis 2018)                        |
| Local Plan for Lancaster District – Habitats Regulation Assessment Screening Report (Arcadis 2018) |

### Supplementary Planning Document & Planning Advisory Notes

|  |
|--|
| Managing Housing Needs – Supplementary Planning Document (Lancaster City Council 2013)           |
| Employment and Skills Plans – Supplementary Planning Document (Lancaster City Council 2018)      |
| Shopfront and Advertisements – Supplementary Planning Document (Lancaster City Council 2016)     |
| Housing Space & Accessibility Standards – Planning Advisory Note (Lancaster City Council 2020)   |
| Cycling & Walking – Planning Advisory Note (Lancaster City Council 2020)                         |
| Low Emissions & Air Quality - Planning Advisory Note (Lancaster City Council 2018)               |
| Edibles in the Landscape – Planning Advisory Note (Lancaster City Council 2015)                  |
| Provision of Charging Points – Planning Advisory Note (Lancaster City Council 2016)              |
| Householder Design Guide – Planning Advisory Note (Lancaster City Council 2014)                  |
| Open Space in New Residential Development – Planning Advisory Note (Lancaster City Council 2020) |
| Surface Water Drainage – Planning Advisory Note (Lancaster City Council 2015)                    |
| Waste and Recycling – Planning Advisory Note (Lancaster City Council 2020)                       |
| Comprehensive Masterplans – Procedural Practice Note (Lancaster City Council 2020)               |

### Strategic Policies - Evidence & Background Reading

|   |
|---|
| Lancaster District Sustainable Settlements Study (Lancaster City Council 2017)                |
| Strategic Options Consultation (Lancaster City Council – Summer 2014)                         |
| People, Homes and Jobs Consultation Report (Lancaster City Council – Autumn / Winter 2015)    |
| Draft Local Plan Consultation (Lancaster City Council – Winter / Spring 2017)                 |
| North Lancashire Green Belt Review (Lancaster City Council / ARUP 2016)                       |
| Industrial Strategy (Department for Business, Energy and Industrial Strategy 2017)            |
| Lancashire Strategic Economic Plan (Lancashire Local Economic Partnership 2014)               |
| Review of the Employment Land Position for Lancaster District (Turley Economics 2015)         |
| Prospects & Recommendations for Achieving Economic Potential – Update (Turley Economics 2017) |
| Housing White Paper – Fixing our Broken Housing Market (DCLG 2017)                            |

**Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

|   |
|---|
| Strategic Housing & Employment Land Availability Assessment (Lancaster City Council 2018) |
| Lancaster District Independent Housing Requirements Study (Turley 2015)                   |
| Lancaster District Objectively Assessment Need Verification Assessment (Turley 2018)      |
| Strategic Housing Market Assessment – Part II (Arc4 2018)                                 |
| Gypsy and Traveller and Travelling Show Peoples Accommodation Assessment (Arc4 2017)      |
| Lancaster District Infrastructure Delivery Plan (Lancaster City Council 2017)             |
| Lancaster District Infrastructure Delivery Schedule (Lancaster City Council 2019)         |
| Local Plan Viability Assessments – Stages 1 and 2 (Lambert Smith Hampton 2019)            |
| Preliminary Ecological Appraisals (Greater Manchester Ecology Unit 2016)                  |
| Preliminary Desk top Ecological Assessments (Greater Manchester Ecology Unit 2017)        |
| North Lancashire Green Belt Review (Lancaster City Council & ARUP 2016)                   |
| Landscape, Townscape and Visual Field Reports (Arcadis 2018)                              |
| Identified Sites Landscape and Visual Assessment (Arcadis 2018)                           |
| Lancaster District Strategic Flood Risk Assessment – Levels 1 and 2 (JBA 2018)            |
| Lancaster Highways and Transport Masterplan (Lancashire County Council 2016)              |
| Lancashire Cycling and Walking Strategy (Lancashire County Council 2019)                  |
| Local Plan Transport Assessment – Parts 1 and 2 (WYG 2018)                                |

**Strategic Growth Policies - Evidence & Background Reading**

|  |
|--|
| Lancaster South Area Action Plan DPD – Issues and Options (Lancaster City Council 2018)        |
| Locally-led Garden Villages, Town and Cities (DCLG 2016)                                       |
| Lancaster University Campus Masterplan 2012 – 2022 (J McAslan & Partners 2012)                 |
| Lancaster District Infrastructure Delivery Plan (Lancaster City Council 2017)                  |
| Lancaster District Infrastructure Delivery Schedule (Lancaster City Council 2019)              |
| Local Plan Viability Assessment – Stages 1 and 2 (Lambert Smith Hampton 2019)                  |
| Lancaster District Strategic Flood Risk Assessment – Levels 1 and 2 (JBA 2018)                 |
| Open Space Study – Assessment & Standards Paper (Knight Kavanagh & Page 2018)                  |
| Playing Pitch & Outdoor Sports Strategy – Assessment & Standards (Knight Kavanagh & Page 2019) |
| Initial Desktop Archaeological Assessments (Lancashire Archaeological Advisory Service 2017)   |
| Heritage Impact Assessments (Lancaster City Council 2017)                                      |
| Geo-Technical Assessments for Strategic Sites (JBA 2018)                                       |
| North Lancashire Green Belt Review (Lancaster City Council & ARUP 2016)                        |
| Preliminary Ecological Appraisals (Greater Manchester Ecology Unit 2016)                       |
| Preliminary Desk top Ecological Assessments (Greater Manchester Ecology Unit 2017)             |
| Breeding Bird Surveys (Greater Manchester Ecology Unit 2017)                                   |
| Identified Sites Landscape and Visual Assessment (Arcadis 2018)                                |
| Urban Setting Lancaster Designations for East and North Lancaster Sites (Galpin 2018)          |
| Lancaster District Transport and Highways Masterplan (Lancashire County Council 2016)          |
| Lancashire Cycling and Walking Strategy (Lancashire County Council 2019)                       |
| Local Plan Transport Assessments – Parts 1 and 2 (WYG 2018)                                    |

**Economy, Employment and Regeneration - Evidence & Background Reading**

|   |
|---|
| Industrial Strategy (Department for Business, Energy & Industrial Strategy (2017)             |
| Strategic Economic Plan (Lancashire Local Economic Partnership 2014)                          |
| Review of Employment Land Position for Lancaster District (Turley Economics 2015)             |
| Employment Land Survey Report and Mapping (Lancaster City Council 2015)                       |
| Prospects & Recommendations for Achieving Economic Potential - Update (Turley Economics 2017) |
| Lancaster District Inclusive Economic Growth Report (Hall Aitken 2018)                        |
| Employment Land Monitoring Reports (Lancaster City Council – Annual Publication)              |

**Town Centre and Retailing - Evidence & Background Reading**

|   |
|---|
| Planning for Town Centres: A Practice Guide (DCLG 2009)                                       |
| Lancaster Cultural Heritage Strategy (SQW / Lancaster City Council 2011)                      |
| Town Centre Health-Checks for Lancaster, Morecambe and Carnforth (White Young Green 2014)     |
| Lancaster District Retail Review (White Young Green 2015)                                     |
| Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016)      |
| Lancaster District Local Centres Review and Retail Impact Assessment (White Young Green 2017) |
| Retail Monitoring Reports (Lancaster City Council – Annual Publication)                       |

**Housing - Evidence & Background Reading**

|   |
|---|
| Housing White Paper: Fixing Our Broken Housing Market (DCLG 2017)                             |
| Technical Standards – Nationally Described Space Standards (DCLG 2017)                        |
| Ministerial Statement on Affordable Housing (DCLG 2014)                                       |
| <a href="#">Ministerial Statement – Affordable Housing Update (MHCLG 24 May 2021)</a>         |
| Lancaster Strategic Housing Market Assessment (Part II) (Arc4 2018)                           |
| Strategic Housing and Employment Land Availability Report (Lancaster City Council 2018)       |
| Lancaster District Independent Housing Requirements Study (Turley 2015)                       |
| Lancaster District Objectively Assessment Need Verification Assessment (Turley 2018)          |
| Lancaster Local Plan Viability Study Stages One and Two (Lambert Smith Hampton 2018)          |
| Lancaster District Sustainable Settlements Review (Lancaster City Council 2018)               |
| Housing Land Monitoring Report (Lancaster City Council – Annual Publication)                  |
| Housing Land Supply Position Statements (Lancaster City Council – Annual Publication)         |
| Lancaster Gypsy and Traveller and Travelling Show people Accommodation Assessment (Arc4 2017) |

**The Historic Environment Evidence & Background Reading**

|   |
|---|
| The Setting of Heritage Assets (English Heritage 2011)  |
| Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment (Historic England 2008) |
| Historic England’s Advice Note 2: Making Changes to Heritage Assets (2017)  |
| Historic England’s Advice Note 3: The Setting of Heritage Assets (2015)   |
| Historic England’s Advice Note 4: Tall Buildings (2015)   |
| Historic Environmental Record (Lancashire Archaeology Advisory Service)   |
| Historic Towns and Cities in England’s Northwest (English Heritage / NWDA 2007)   |
| Lancaster District Cultural Heritage Strategy (SQW / Lancaster City Council 2011)   |
| Grab Lane Setting Study (AHP 2013)  |
| Lancaster Canal Corridor North –Assessment of Heritage Value (The Conservation Studio 2012)                                       |
| Lancaster District Local Listing Register (Lancaster City Council)  |
| Conservation Area Appraisals (Various) (Lancaster City Council)   |
| Heritage Assessments for Sites (Various) (Lancaster City Council 2018)  |
| Heritage Townscape Assessment Report (Lancaster City Council 2017)  |
| Initial Desktop Archaeological Assessment (Lancashire Archaeology Advisory Service 2017)  |

**The Natural Environment Evidence & Background Reading**

|  |
|--|
| The Natural Choice: Securing the Value of Nature (DEFRA 2011)                            |
| Lancashire Biodiversity Action Plan  |
| Biodiversity 2020: A Strategy for England’s Wildlife and Ecosystem Services (DEFRA 2011) |
| Arnsdale & Silverdale AONB Statutory Management Plan (AONB Management Board 2014)        |

**Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

|  |
|--|
| Forest of Bowland AONB Statutory Management Plan ( AONB Management Board 2014)                 |
| Forest of Bowland AONB Landscape Character Assessment (2009)                                   |
| Lancaster City Council Tree Policy (2010)  |
| Landscape Strategy for Lancaster – Character Assessment (Lancashire County Council 2000)       |
| Landscape Character Assessment Work for Lancaster District (Woolerton Dodwell 2011)            |
| North Lancashire Green Belt Review – Lancaster City Council & ARUP 2016)                       |
| Refresh to the Open Space, Sport and Recreation Facilities Study (Lancaster City Council 2010) |
| Landscape, Townscape and Visual Field Reports (Arcadis 2018)                                   |
| Key Urban Landscape Review (Arcadis 2018)  |
| Identified Sites Landscape and Visual Assessment (Arcadis 2018)                                |
| Urban Setting Lancaster Designations for East and North Lancaster Sites (Galpin 2018)          |
| Preliminary Ecological Appraisals (Greater Manchester Ecology Unit 2016)                       |
| Preliminary Desk top Ecological Assessments (Greater Manchester Ecology Unit 2017)             |
| Breeding Bird Surveys (Greater Manchester Ecology Unit 2017)                                   |

**Sustainable Communities - Evidence & Background Reading**

|   |
|---|
| Neighbourhood Plans Roadmap Guide (Locality 2014)   |
| Active Design Guidance (Sport England 2007)   |
| Local Green Space Assessment - Assessment Report and Findings (Lancaster City Council 2018)     |
| Open Space Study – Assessment & Standards Paper (Knight, Kavanagh & Page 2018)                  |
| Playing Pitch & Outdoor Sports Strategy – Assessment & Standards (Knight, Kavanagh & Page 2019) |

**Transport, Accessibility and Connectivity - Evidence & Background Reading**

|   |
|---|
| The Strategic Road Network - Planning for the Future (Highways England 2015)          |
| Lancaster District Highways and Transport Masterplan (Lancashire County Council 2016) |
| Lancashire Walking and Cycling Strategy (Lancashire County Council 2019)              |
| HGV Movement Strategy for Lancaster (Lancashire County Council 2016)                  |
| Local Plan Transport Assessment – Parts 1 and 2 (WYG 2018)                            |

**Implementation, Delivery and Monitoring - Evidence & Background Reading**

|   |
|---|
| Lancaster Local Plan Authority Monitoring Report (Lancaster City Council – Annual Publication)      |
| Employment Land Monitoring Report (Lancaster City Council – Annual Publication)                     |
| Retailing Monitoring Report (Lancaster City Council – Annual Publication)                           |
| Housing Land Supply Position Statement and Trajectory (Lancaster City Council – Annual Publication) |

## Appendix C: Neighbourhood Planning – List of ‘Strategic’ Policies

- C.1 For the purposes of Neighbourhood Planning, the Council have identified the following policies of the Strategic Policies & Land Allocations DPD as strategic policies.
- C.2 When preparing a Neighbourhood Plan, it is expected that planning groups ensure that the policies and allocations prepared and in conformity with the strategic policies listed (where they are relevant to the Neighbourhood Plan) in order to meet the basic conditions of Neighbourhood Planning.

### **Strategic Policies and Land Allocations DPD**

- Strategic Policies SP1 to SP10
- Delivery of Strategic Growth Policies SG1 to SG14
- Policy EC1 – Established Employment Areas
- Policy EC2 – Future Employment Growth
- Policy TC1 – The Retail Hierarchy for Lancaster District
- Policy TC3 – Future Retail Growth
- Policy TC4 – Central Morecambe
- Policy H1 – Residential Development in Urban Areas
- Policy H2 – Housing Delivery in Rural Areas of the District
- Policy DOS8 – Morecambe Festival Market and Surrounding Area
- Policy SC2 – Local Green Spaces
- Policy EN4 – The North Lancashire Green Belt
- Policy EN7 – Environmentally Important Area

## Appendix D: Site Mitigation Measures

- D.1 A number of sites have been identified as having potential to have likely significant effects on designated European sites within Lancaster District. In order to off-set any potential impacts, a suite of mitigation options have been devised as part of the Appropriate Assessment (AA) contained within the Habitats Regulation Assessment (HRA) Report of the Local Plan (Part One – Strategic Policies and Land Allocations DPD) prepared in 2019. These are summarised below in table D1. The precise detail and/or the need for these mitigation options will be reviewed at a project level as planning proposals are developed. Depending on the nature of these proposals, further project-level ecological assessments and/or HRA may be required.

### Mitigation Options

#### Loss of FLL under the footprint of the allocation - during construction/operation

|   |   |
|---|---|
| A | <i>Mitigation land within a development</i> – Provide land within the development suitable for use by birds associated with the European site [i.e. provision of alternative greenspace (habitat) for wildlife]. This land would be managed to encourage the use by birds and public access to these areas would be restricted. |
|---|---|

#### Disturbance to birds using adjacent Functionally Linked Land (FLL) - during construction

|   |   |
|---|---|
| B | <i>Timing of works</i> - Where possible, time works which could cause the most disturbance (for example in terms of noise and visual effects) to take place outside of wintering period.  |
| C | <i>Natural Screening</i> – Where possible, utilise natural screening to help alleviate noise and visual disturbance (this could be achieved by retaining existing hedgerows and trees at the edge of construction sites).<br><br><i>Other screening</i> - If there is no natural screening, additional screening such as bunds, and/or closed-board fencing could be installed. |

#### Disturbance to birds using adjacent FLL - during operation

|   |   |
|---|---|
| D | <i>Permanent Screening</i> – Utilise natural screening to help alleviate noise and visual disturbance from the completed development (this could be achieved by retaining existing hedgerows and trees installing permanent screening along edges adjacent to functionally linked land).  |
| E | <i>Input to Scheme design</i> – It may be possible to incorporate measures into scheme designs to reduce potential disturbance to adjacent functionally linked land. This could include measures such as buffer zones at the edge of developments, alterations to lighting design to reduce light spill and reducing access to adjacent functionally linked land to new home owners (see ‘recreational pressure on adjacent functionally linked land’ below). |

#### Recreational pressure on birds using adjacent FLL - during operation

|   |  |
|---|--|
| F | <i>Home owner packs</i> – Provide new home owners with a home owners pack. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay coastline) to recreational pressure, and promote use of alternative areas for recreation, such as public open space within the development. |
|---|--|



**Mitigation Options**

|   |   |
|---|---|
| G | <i>Input to Scheme design</i> - It may be possible to incorporate measures into scheme designs to reduce potential use of adjacent functionally linked land by new home owners. This could include measures such as providing sufficient public open space within the development such that there would not be a need to go elsewhere. For example, ensuring that there is sufficient open space available within the development for dog walkers. It may also be possible to refrain from linking new footpaths into existing footpaths which lead to sensitive areas. |
| H | <i>New Country Park/recreation area</i> – A new Country Park (to be delivered through Policy SC5). This will provide alternative green space for recreation, and provide an alternative locations for dog walkers in preference to visiting more coastal locations.   |

**Changes in Water Quality – during construction and operation**

|   |   |
|---|---|
| I | <i>Water Quality Protection Measures</i> – Ensure a hydrological assessment is carried out to determine the impacts on water quality. This will ensure compliance with Policy DM34 within the Development Management DPD which requires that all new development consider the implications of the proposals on surface water and implement appropriate mitigation as necessary to deal with such issues, including measures such as Sustainable Drainage Systems (SuDS) and other surface water drainage solutions. Any water quality protection measures would be secured through a Construction Environmental Management Plan (CEMP) at the planning stage of any future development in the allocation. |
|---|---|

**Table D1:** Mitigation Options proposed for the Strategic Policies and Land Allocations DPD (Arcadis 2019)

- D.2 Whilst the above mitigation measures will be encouraged across all sites the Council will require specific measures to be delivered for a number of sites identified through the HRA as having the potential to have significant effects on designated sites. The HRA has identified 8 sites as having the potential to have significant effects on designated sites.
- D.3 In line with the recommendations described in the Habitats Regulation Assessment Report the Council will require the following mitigation measures to be implemented as part of any future proposal for the following allocations, set out in table D2. Although the details and/or need for these mitigation measures will be determined at the project level.

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Allocation site                                   | European site             |                              |                   | Potential impact   |  |   | Water Quality (Construction and Operation) |
|---|---------------------------|------------------------------|-------------------|--|--|---|--|
|   | Morecambe Bay Ramsar site | Morecambe Bay and Duddon SPA | Morecambe Bay SAC | Loss of FLL under the footprint of the allocation (construction and operation) | Recreation pressure on adjacent FLL (operation only) | Disturbance (construction and operation)                              |  |
| Bailrigg Garden Village (Policy SG1)              | ü                         | ü                            | N/A               | Mitigation Option A  | Mitigation Options F, G and H                        | Mitigation Options B, C, D and E                                      | N/A  |
| East Lancaster Strategic Site (Policy SG7)        | ü                         | ü                            | N/A               | AA determined no FLL within the allocation site, no mitigation required.       | Mitigation Options F, G and H                        | AA determined no disturbance to adjacent FLL, no mitigation required. | N/A  |
| Port of Heysham Industrial Estate (Policy EC1.6)  | ü                         | ü                            | ü                 | N/A  | N/A  | Mitigation Options B, C, D and E                                      | Mitigation Option I                        |
| Port of Heysham Expansion (Policy SG12)           | ü                         | ü                            | ü                 | N/A  | N/A  | Mitigation Options B, C, D and E                                      | Mitigation Option I                        |
| Substation land (Policy SG13.1)                   | ü                         | ü                            | N/A               | N/A  | N/A  | Mitigation Options B, C, D and E                                      | N/A  |
| Lancaster West Business Park (Policy EC1.10)      | ü                         | ü                            | N/A               | AA determined no FLL within the allocation site, no mitigation required.       | N/A  | Mitigation Options B, C, D and E                                      | N/A  |
| Land at Middleton Towers, Middleton (Policy DOS5) | ü                         | ü                            | ü                 | AA determined no FLL within the allocation site, no mitigation required.       | Mitigation Options F, G and H                        | Mitigation Options B, C, D and E                                      | Mitigation Option I                        |
| Glasson Industrial Area (Policy EC1.17)           | ü                         | ü                            | ü                 | N/A  | N/A  | Mitigation Options B, C, D and E                                      | N/A  |

**Table D2:** Potential Impact on Designated Sites from Site Allocations (Arcadis 2019)

**Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

D.4 In order to offset the potential impacts associated with recreational pressure on the wider Morecambe Bay (as identified within the Habitats Regulation Assessment), 11 allocations within 3.5km of Morecambe Bay will be required to provide home owners packs to new home owners (Option F within Table D1).

| Allocation Site (sites in bold text are included within the AA alone)   | Number of Dwellings | European Site     |                           |                              | Potential Impact  |
|---|---------------------|-------------------|---------------------------|------------------------------|---|
|   |                     | Morecambe Bay SAC | Morecambe Bay Ramsar Site | Morecambe Bay and Duddon SPA | Recreational Pressure on Morecambe Bay (operation only) |
| Bailrigg Garden Village (Policy SG1)                                    | 3,500               | ✓                 | ✓                         | ✓                            | Mitigation Options F, G and H.                          |
| Land at Middleton Towers (Policy DOS5)                                  | 576                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| East Lancaster Strategic Site (Cuckoo Farm and Ridge Farm) (Policy SG7) | 930                 | ✓                 | ✓                         | ✓                            | Mitigation Options F, G and H.                          |
| North Lancaster Strategic Site (Policy SG9)                             | 700                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| Land at Lundsfield Quarry (Policy SG11)                                 | 250                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| Lune Industrial Estate, New Quay Road (Policy DOS2)                     | 200                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| Former Thomas Graveson Site, Warton Road, Carnforth (Policy DOS8)       | N/A                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| Land at Grab Lane (Policy H4)   | 195                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| Lancaster Leisure Park and Auction Mart (Policy H5)                     | 242                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |
| Royal Albert Fields, Ashton Road (Policy H6)                            | 137                 | ✓                 | ✓                         | ✓                            | Mitigation Options F and G.                             |

## Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

|  |     |   |   |   |  |
|--|-----|---|---|---|--|
| Land West of Middleton Road (Policy H6)                | 75  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| St Michaels Lane (Policy H2.4)                         | 20  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Lancaster Road, Overton (Policy H2.2)                  | 32  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Yenham Lane (Policy H2.3)                              | 21  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| New Quay Road, Lancaster (Policy H1.1)                 | 12  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Luneside East, Lancaster (Policy H1.2)                 | 148 | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Former Police Station, Heysham (Policy H1.3)           | 14  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Land off Marsh Lane, Cockerham (Policy H2.10)          | 36  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| University of Cumbria (Policy H3.3)                    | 15  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Land North of Old Hall Farm, Over Kellet (Policy H2.5) | 55  | ✓ | ✓ | ✓ | Mitigation Options F and G.  |
| Major Industrial Estate (Policy EC1.9)                 | N/A | ✓ | ✓ | ✓ | AA determined that there would be no significant increase in visitors to the coast as a result of future development of these allocation sites, therefore no mitigation is required. |
| Lancaster West Business Park (Policy EC1.10)           | N/A | ✓ | ✓ | ✓ |  |
| Middleton Road Employment Area (Policy EC2.1)          | N/A | ✓ | ✓ | ✓ |  |
| Heysham Industrial Estate (Policy EC1.7)               | N/A | ✓ | ✓ | ✓ |  |

Table D.3: Mitigation Options for new housing developments within 3.5km of Morecambe Bay and new employment developments

*within 1.5km of Morecambe Bay – in relation to recreational pressure on Morecambe Bay.*

## **Appendix E: Housing Trajectory**

- E.1 The Local Plan is supported by a detailed housing trajectory. The housing trajectory for Lancaster District covers the full Local Plan period 2011/12 to 2030/31. This incorporates the full Local Plan period 2011/2012 to 2031/32 with an additional 3 years included post adoption to ensure the requirement to plan for a 15 year supply.
- E.2 The trajectory reports actual dwelling completions for the period 2011/2012 to 2018. A total of 2,595 dwellings were completed during this period.
- E.3 From 2018/19 the trajectory reports anticipated completions. This is reported in four phases: pre-adoption and then three five-year components matching the delivery phases of national planning policy.

DRAFT



## Appendix F: Monitoring Framework – *to be updated as part of Regulation 19 Publication stage*

| Strategic Objective   | Sub-objectives  | Policies  | Indicators  | Targets  | Trigger   | Proposed action for target not being met   |
|---|---|---|---|--|---|--|
| SO1: Delivery of a thriving local economy that fosters investment and growth and supports the opportunities to deliver the economic potential of the district | Retaining existing jobs and promote additional job creation to support a total of 54,000 FTE jobs by 2031, supporting better paid more satisfying and better quality employment mix focused on the right sectors; | <p><b>Strategic Policies &amp; Land Allocations DPD:</b><br/>Policies SP4, SP5, SG1, SG2, SG4, SG5, SG6, SG9, SG12, SG13, SG14, EC1, EC2, EC3, EC4, EC5, EC6, EC7, TC1, TC3, TC4, DOS1, DOS2, DOS4, DOS6 &amp; SC1.</p> <p><b>Development Management DPD:</b><br/>Policies DM14, DM15, DM16, DM28, DM58, DM59 &amp; DM64.</p> | <ul style="list-style-type: none"> <li>• Total Employee Jobs (Full Time) – NOMIS</li> <li>• Total Employee Jobs (Part Time) – NOMIS</li> <li>• Full Time Employees – BRES</li> <li>• Part Time Employees - BRES</li> </ul>  | <ul style="list-style-type: none"> <li>• The current number of full time employee jobs is <b>37,000</b>, growth in full time Jobs of <b>10%</b> during the course of the entire plan period.</li> <li>• The current number of part time employee jobs is <b>22,000</b>, growth in the part time jobs number of <b>15%</b> during the course of the entire plan period.</li> <li>• The number of full time Employees living within the district is <b>36,700</b>, growth of full time employment of <b>10%</b> during the course of the entire plan period.</li> <li>• The number of part time employees living in the district is <b>21,600</b>, growth, of part time employment of <b>15%</b> during the course of the entire plan period.</li> </ul> | An identified loss of employment based on NOMIS figures which identify a decline in total employee jobs over 3 consecutive years. | Review of Employment Land evidence, including updating Experian Modelling Data to assess economic growth potential within the district. Subject to evidence there may be a need for a plan review. |
|   | Capitalising on the district’s identification as a centre of excellence for knowledge led growth, exploiting future opportunities at Lancaster University, University of Cumbria and Lancaster                    | <p><b>Strategic Policies &amp; Land Allocations DPD:</b><br/>Policies SP4, SP5, SG1, SG2, EC6 &amp; EC7</p> <p><b>Development Management DPD:</b><br/>Policies DM14, DM15, DM16 &amp; DM28</p>  | <ul style="list-style-type: none"> <li>• Employment by Occupation – Major Group 1-3 including Professional Occupations, Associate Professional and Technical – NOMIS</li> <li>• Employee Jobs by Industry – M: Professional, Scientific and Technical Activities – NOMIS</li> <li>• Employee Jobs by Industry – P: Education - NOMIS</li> </ul> | <ul style="list-style-type: none"> <li>• The current level of employment in this occupational sector (Professional Occupations, Associate Professional and Technical) is <b>29,300</b> jobs, seek growth in this sector of <b>10%</b> during the course of the entire plan period.</li> <li>• The current level of employment in this occupational sector (Professional, Scientific and Technical Activities) is <b>4,500</b> jobs, seek growth in</li> </ul>  | An identified loss of employment based on NOMIS figures which identify a decline in total employee jobs over 3 consecutive years. | Liaise with Higher Education provides, consider greater flexibility in plan making, support establishments where sustainable growth can be achieved  |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies   | Indicators   | Targets   | Trigger   | Proposed action for target not being met   |
|---------------------|---|--|--|---|---|--|
|                     | University Health Innovation Campus;  |  |  | <p>this sector of at least <b>15%</b> during the course of the entire plan period.</p> <ul style="list-style-type: none"> <li>The current level of employment in this occupational sector (Education) is <b>10,000</b> jobs, seek growth in this sector of at least <b>5%</b> during the course of the entire plan period.</li> </ul> |   |  |
|                     | Developing the district's role in the energy sector by utilising its expertise in the nuclear power and renewable energy industry and investment in energy infrastructure in south Heysham;   | <p><b>Strategic Policies &amp; Land Allocations</b><br/> <b>DPD:</b><br/>                     Policies SP4, SP5, SG12, SG13 &amp; SG14<br/> <b>Development Management</b><br/> <b>DPD:</b><br/>                     Policies DM14, DM15, DM16, DM28, DM58 &amp; DM59</p>             | <ul style="list-style-type: none"> <li>Employee Jobs by Industry – D: Electricity, Gas, Steam and Air Conditioning Supply – NOMIS</li> </ul> | <ul style="list-style-type: none"> <li>The current level of employment in the Electricity, Steam and Air Conditioning Supply sector is <b>1,250</b> jobs, seek growth in this sector of <b>150</b> jobs through the course of the entire plan period.</li> </ul>  | An identified loss of employment based on NOMIS figures which identify a decline in total employee jobs over 3 consecutive years. | Consider whether more alternative methods are available to encourage growth in this sector through liaison with energy providers.                    |
|                     | Capitalising on the accessibility of the district, maximising the opportunities provided by its location on the main strategic rail and road network and opportunities at the Port of Heysham | <p><b>Strategic Policies &amp; Land Allocations</b><br/> <b>DPD:</b><br/>                     Policies SP10, SG1, SG5, SG12, T1, T2, T3 &amp; T4.<br/> <b>Development Management</b><br/> <b>DPD:</b><br/>                     Policies DM28, DM60, DM61, DM62, DM63 &amp; DM64.</p> | Employee Jobs by Industry – H: Transportation and Storage – NOMIS  | The current level of employment in the Transportation and Storage sector is <b>3,000</b> jobs, seek growth of <b>500</b> jobs through the course of the entire plan period.   | An identified loss of employment based on NOMIS figures which identify a decline in total employee jobs over 3 consecutive years. | Continue to work with key stakeholders and transport providers to ensure that any obstacles to transport improvements and recognised and understood. |



Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective | Sub-objectives   | Policies   | Indicators   | Targets   | Trigger   | Proposed action for target not being met  |
|---------------------|--|--|--|---|---|---|
|                     | Promoting the vitality, viability and accessibility of Lancaster City Centre capitalising on the heritage and cultural assets of the city to create a thriving destination for retail, culture and leisure activities, securing its role as a regional centre for North Lancashire and South Cumbria and the regeneration of the Lancaster Canal Quarter | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>Policies SP4, SP7, SG4, SG5, SG6, TC1, TC2, TC3, TC4, DOS1, EN1 SC4, SC5, T1 & T3.<br><b>Development Management</b><br><b>DPD:</b><br>Policies DM16, DM17, DM20, DM21, DM22, DM23, DM24, DM25, DM26, DM37, DM38, DM39, DM40, DM41 & DM42. | <ul style="list-style-type: none"> <li>Employee Jobs by Industry – G: Wholesale and Retail Trade – NOMIS</li> <li>Employee Jobs by Industry – I: Accommodation and Food Service Activities – NOMIS</li> <li>Employee Jobs by Industry – R: Arts, Entertainment and Recreation - NOMIS</li> </ul> | <ul style="list-style-type: none"> <li>The current level of employment in the Whole and Retail sector is <b>8,000</b> jobs, seek growth in this sector of <b>700</b> jobs through the course of the entire plan period.</li> <li>The current level of employment in the Accommodation and Food Service sector is <b>5,000</b> jobs, seek growth in this sector of <b>500</b> jobs though course of the entire plan period.</li> <li>The current level of employment in the Arts, Entertainment and Recreation sector is <b>1,000</b> jobs, seek growth in this sector of <b>100</b> jobs through the course of the entire plan period.</li> </ul> | An identified loss of employment based on NOMIS figures which identify a decline in total employee jobs over 3 consecutive years. | Consider whether the approach taken to delivering improvements in the City Centre are flexible enough and consider the wider impacts of the town centre as a whole. Changes could be applied through the preparation of supplementary guidance where necessary. |
|                     | Promoting the historic and cultural centre of Lancaster, the coastal town of Morecambe, the Market Town of Carnforth and the rural areas of the district to boost visitor numbers in the district.   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>Policies SP4, SP7, TC1, TC2, TC3, TC4, DOS1, DOS6, EN1 & T3.<br><b>Development Management</b><br><b>DPD:</b><br>Policies DM22, DM23, DM24, DM25, DM26 & DM55.   | <ul style="list-style-type: none"> <li>Levels of Visitor Numbers attracted to the District.</li> <li>Applications made for cultural and leisure facilities in main urban areas (Authority Monitoring Report).</li> </ul>   | Net increase of visitor numbers coming into the district on a year-on-year basis.   | Failure to deliver the target over three year intervals   | Consider improvements to marketing and promotion of the district. Liaise with local groups and stakeholders to ensure that assistance (where appropriate) can be given to improving the cultural offer of the district.   |
|                     | Maintaining the momentum of renewal in Morecambe to support the  | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b>  | Applications approved within the Morecambe Area Action Plan area which will provide economic benefit to the town in terms of job creation and boosting visitor numbers.  | Net increase of visitor numbers visiting the town on a year-on-year basis.  | Failure to deliver the target over three year intervals   | Review of the Morecambe Area Action Plan at the end of its lifespan in 2021 to consider whether a further action plan is required.  |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives   | Policies   | Indicators  | Targets  | Trigger  | Proposed action for target not being met  |
|---------------------|--|--|---|--|--|---|
|                     | implementation of the Morecambe Area Action Plan and opportunities for investment and renewal in the West End;   | Policies SP2, SP3, EC5, TC1, TC4, DOS6 & SC1.<br><b>Development Management DPD:</b><br>Policies DM1, DM2, DM3, DM15, DM16 & DM55   |   | Net increase in approvals for regeneration led proposals within the Morecambe Area Action Plan and West End Regeneration Area.   |  | Review of the West End Masterplan.  |
|                     | Support heritage-led regeneration in Carnforth and strengthen its role as an important Market Town   | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP2, SP3, SP8, TC1, DOS7, DOS8, SC1, SC5 & T3.<br><b>Development Management DPD:</b><br>Policies DM14, DM15, DM16, DM22, DM24, DM26 & DM55.          | <ul style="list-style-type: none"> <li>Applications approved for the re-use or regeneration of buildings within Carnforth Conservation Area (Employment Land Monitoring).</li> <li>Applications approved for main town centre uses within Carnforth Town Centre (Retail Monitoring).</li> </ul> | <p>Positive assessment through local Conservation Area Appraisal and Heritage Assessments.</p> <p>Net increase in approvals for regeneration led proposals within Carnforth town centre and conservation area.</p> | <p>Negative assessment through local Conservation Area Appraisal and Heritage Assessments.</p> <p>Continued inclusion on the Conservation Area at risk register.</p> | Review of the Conservation Area Appraisal to ensure the important heritage assets are protected and recognised. Ensure that development proposals are sympathetic to these features through work with key stakeholders. |
|                     | Promoting regeneration at key regeneration areas including Morecambe town centre, Morecambe West End, Heysham Gateway, Luneside, Caton Road Gateway and White Lund Employment Area to encourage physical regeneration and promote economic growth in the | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP3, SP4, SG13, EC4, EC5, TC4, DOS1, DOS2, DOS3, DOS5, DOS6, SC1, T1, T2, T3 & T4.<br><b>Development Management DPD:</b><br>Policies DM1, DM2, DM14, | Applications approved within the identified regeneration priority areas which provide economic benefit in terms of job creation, investment and bringing derelict land back into re-use to meet evidenced development needs.  | Net increase in approvals for regeneration led proposals within identified regeneration priority areas.  | Failure to deliver the target over three year intervals  | Work with key stakeholders to understand obstacles to regeneration and address them in the most appropriate and effective manner.   |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies   | Indicators   | Targets   | Trigger   | Proposed action for target not being met   |
|---------------------|---|--|--|---|---|--|
|                     | district  | DM16, DM22, DM23 & DM24.   |  |   |   |  |
|                     | Supporting the delivery of housing that contributes to sustainable development and boosts opportunities for economic growth                                     | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP6, SG1, SG7, SG9, SG11, H1, H2, H3, H4, H5, H6, DOS1, DOS2, DOS4, DOS5, DOS7 & SC1.<br><b>Development Management DPD:</b><br>Policies DM1, DM3, DM4, DM5, DM6, DM7, DM12, DM13 & DM55. | <i>Reported under objective SO2</i>  | <i>Reported under objective SO2</i>   | <i>Reported under objective SO2</i>                         | <i>Reported under objective SO2</i>  |
|                     | Securing a balanced portfolio of employment sites that ensures there is sufficient supply and range of locations available for job creation and economic growth | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP4, SP5, SG1, SG9, SG12, SG13, EC1, EC2, EC3, EC4, DOS2, DOS7 & SC1.<br><b>Development Management DPD:</b><br>Policies DM14, DM15 & DM55  | <ul style="list-style-type: none"> <li>• Employment Site Surveys – Vacancy Rates (Employment Land Monitoring).</li> <li>• Applications received for business related development on allocated employment sites (Employment Land Monitoring)</li> </ul>   | Net reduction in vacancy rates on identified employment sites.  | Land remains vacant for over 3 years.                       | Continue to monitor the economic value of employment site in relation to occupation and vacancy levels. Where sites are not performing consideration would be given to alternative uses in accordance with national planning policy. |
|                     | Retaining a hierarchy of retail centres across the district that provide key services to local residents and provide good                                       | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP4, SP10, SG1, SG7, SG9, SG11, TC1,   | <ul style="list-style-type: none"> <li>• Town Centre Health checks including Vacancy Rates</li> <li>• Applications received for retail and main town centre uses within the defined centre (Retail Monitoring)</li> <li>• Gross floorspace completed (A1, A2, B1a and D2 within identified town centres) within Lancaster, Morecambe and Carnforth town centre</li> <li>• Pedestrian flows in the main retail centres</li> </ul> | <p>Net reduction in vacancy rates in Lancaster, Morecambe and Carnforth town centre.</p> <p>Net increase in pedestrian flows recorded in main retail centres.</p> | Sites/buildings continue to remain vacant for over 3 years. | Monitoring the health of defined centres within the hierarchy to ensure vitality and viability. Where there are challenges to this, consider where interventions are appropriate to boost vitality and viability.                    |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies   | Indicators   | Targets  | Trigger   | Proposed action for target not being met  |
|---------------------|---|--|--|--|---|---|
|                     | accessibility to the main centres of the district via a range of sustainable transport modes  | TC2, TC3, TC4, DOS6, T1, T2, T3 & T4.<br><b>Development Management DPD:</b><br>Policies DM16, DM17, DM18 & DM19.   | <ul style="list-style-type: none"> <li>Mix of uses (A1, A2, A3, A4, A5 and other) reported within the main retail centres</li> </ul>                                 |  | Fall in pedestrian footfall reported over 3 year period.  |   |
|                     | Addressing the clear imbalances in the district’s ageing population by encouraging growth in the district’s working age population through the promotion of economic growth and new housing and a cultural offer that is attractive to a wide range of age groups | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP4, SP5, SP6, SP9, SG1, SG2, SG4, SG5, SG6, SG7, SG9, SG11, SG12, SG13, SG14, EC1, EC2, EC3, EC5, EC6, EC7, TC1, TC3, TC4, H1, H2, H3, H4, H5, H6, DOS1, DOS2, DOS4, DOS5, DOS7, SC1, SC2, SC3, SC4, SC5, T2 & T4.<br><b>Development Management DPD:</b><br>Policies DM1, DM2, DM8, DM12 & DM55 | <ul style="list-style-type: none"> <li>Levels of employment for the over 64 age bracket.</li> <li>Levels of housing approved for the over 55 age bracket.</li> </ul> | Reduction in unemployment levels within the district<br><br>Positive assessment within the districts housing needs survey for over 55 age group. | Increase in unemployment levels over a 3 year period.<br><br>Negative assessment for over 55 age group within local housing needs assessment. | Seek to work with stakeholders to ensure that opportunities are available for older people to seek employment where they choose to.<br><br>Potential review of housing policies in relation to older person housing delivery.               |
|                     | Maximising the retention of graduates from the district’s Higher Education establishments and boosting the levels of skilled workers  | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP4, SP5, SG2, SG9, SG12, SG14, EC1, EC2, EC3,   | Growth in resident population between 24 – 30 – ONS  | Increased retention of graduates   | Reported decline in 24-30 age group   | Consider how the impact of new housing, employment, cultural and leisure facilities has effected the retention of graduates and whether further promotion and creation of facilities can be achieved through liaison with key stakeholders. |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective | Sub-objectives   | Policies   | Indicators   | Targets   | Trigger   | Proposed action for target not being met  |
|---------------------|--|--|--|---|---|---|
|                     | in the district to promote economic growth   | H1, H2, H3, H4, H5, H6, DOS1, DOS2, DOS4, DOS5 & SC1.<br><b>Development Management DPD:</b><br>Policies DM1, DM2, DM3, DM4, DM6, DM12, DM13, DM14, DM15 & DM55.                                    |  |   |   |   |
|                     | Making the most of the district’s geographical position on Morecambe Bay, the location of two Areas of Outstanding Natural Beauty, the Yorkshire Dales National Park, which is partly within the district and the nearby Lake District National Park | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP8, EN2, EN3, EN4, EN5, EN7, SC2, SC3, SC4, T2 & T3.<br><b>Development Management DPD:</b><br>Policies DM16, DM17, DM18 & DM46. | <ul style="list-style-type: none"> <li>Employee Jobs by Industry – I: Accommodation and Food Service Activities – NOMIS</li> <li>Levels of Visitor Numbers attracted to the District.</li> </ul> | The current level of employment in this sector is <b>5,000</b> jobs, seek growth in this sector of <b>500</b> through the course of the entire plan period. | Fall in employment within this sector over a three year interval  | Ensure an appropriate balance between delivering economic benefits and protection of the environment. In the event that visitor numbers to the area are not boosted then consider (via liaison with stakeholders) how better promotion of the area can be achieved. |
|                     | Supporting rural diversification, rural job creation and rural economic growth through encouraging and securing appropriate growth of existing and new rural businesses  | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP4, SP5, EC1, EC2 & EC3.<br><b>Development Management DPD:</b><br>Policies DM14, DM15, DM47, DM48 & DM49.                       | Rural employment premises delivered.   | Increased delivery of rural employment premises   | Failure to deliver employment premises over three year intervals. | Where opportunities for growth in the rural economy are being obstructed. Consider these barriers and consider whether a more flexible approach is required toward rural economic growth in the context of local and national planning policy.                      |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective   | Sub-objectives  | Policies   | Indicators  | Targets   | Trigger  | Proposed action for target not being met   |
|---|---|--|---|---|--|--|
| SO2: Provision of a sufficient supply, quality and mix of housing to meet the changing needs of the population and support growth and investment. | Delivering housing in the district to support economic growth and meet housing needs in the most sustainable locations including Lancaster, Morecambe, Heysham, Carnforth and other identified Sustainable Settlements; | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>SP2, SP3, SP6, SG1, SG5, SG7, SG9 & SG11.<br><b>Development Management</b><br><b>DPD:</b><br>DM1, DM2, DM3, DM4, DM5, DM6, DM7, DM8, DM9, DM10, DM11, DM12 and DM13 | Net additional dwellings completed for the reported financial year reporting: <ul style="list-style-type: none"> <li>• Completions on allocated sites</li> <li>• Completions on unallocated (windfall) sites, split by PDL and greenfield</li> </ul> Net additional dwellings completed since the plan was adopted.<br><br>5 year housing land supply position              | Provision of 10,440 dwellings over the plan period.<br><br>5 years of deliverable housing land at all times   | Shortfall in 5 year supply of greater than 1 year<br><br>Align to proposed housing delivery test: 95% below annual requirement, 25% below annual requirement from November 2018, 45% below annual requirement from November 2019, 65% below annual requirement from November 2020. | Identify problems and potential causes of variants and identify measures to address them.<br>Work with key providers, developers and landowners to better manage the delivery of development (this could involve reviewing S106 agreements and other contributions)<br>Identify potential funding opportunities to help bring sites forward<br>Work with HCA to bring forward sites<br>Implementation of measures identified by the proposed Housing Delivery Test<br>Implement a call for sites and potential review of capacity via the SHELAA<br>Consider a review Local Plan |
|   | Building a range of housing types, sizes and tenures to meet the needs of all members of the community;   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>SG1, SG7, SG9, SG11, H1, H3, H4, H5, H6<br><b>Development Management</b><br><b>DPD:</b><br>DM1, DM2, DM3, DM7, DM8, DM10, DM11, DM12, DM13                          | Split between housing types across development sites: <ul style="list-style-type: none"> <li>• Semi/detached/terraced/flat/bungalow/other</li> <li>• Split by number of bedrooms</li> </ul> Residential developments with new dwellings meeting the Nationally Described Space Standard<br><br>Number of affordable completions as a percentage of overall housing delivery | To be determined by emerging Housing Strategy – general housing completions to match type and size required as determined by most up to date Strategic Housing Market Assessment<br><br>All new dwelling completions to meet the Nationally Described Space Standards<br><br>Affordable housing completions matching policy requirements on all new residential development | 25% of new housing completions not meeting Nationally Described Space Standards<br><br>25% of new housing completions not meeting adopted policy on affordable housing   | Identify problems and potential causes of variants and identify measures to address them<br>Consider update of Local Plan Viability Assessment in order to identify whether position has changed on viability<br>Liaise with developers to understand why targets are not being met to identify barriers and understand potential ways of addressing situation.<br>Review Local Plan   |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective | Sub-objectives  | Policies  | Indicators  | Targets   | Trigger  | Proposed action for target not being met  |
|---------------------|---|---|---|---|--|---|
|                     | Ensuring that new development is well designed, sustainable and energy efficient  | <p><b>Strategic Policies &amp; Land Allocations</b><br/> <b>DPD:</b><br/>                     SP3, SG1, SG2, SG5, SG7, SG9, SG11, SG13, EC2, EC3, EC5, EC6 &amp; TC3.</p> <p><b>Development Management</b><br/> <b>DPD:</b><br/>                     DM2, DM29, DM30, DM31, DM32, DM33, DM34, DM35 &amp; DM36</p> | <p>Number of new homes built each year above required building standards.</p> <p>Development receiving design awards (Lancaster District design awards, civic trust awards, BURA awards, RTP1 awards or CABE awards)</p> <p>Number of appeal decisions won on design grounds</p> <p>Proportion of new dwellings subject to planning permissions granted each year requiring electric car recharging points.</p> | <p>Approval of 2 exemplar energy schemes per annum within the district</p> <p>2 or more design awards or referrals achieved per annum.</p> <p>100% of appeal decisions won on design grounds</p> <p>75% of new dwellings granted approval by 2031 to be fitted with electric car recharging points</p>                | <p>Failure to deliver the target over two year intervals</p> <p>Failure to deliver the target over two year intervals</p> <p>25% of appeals lost on design grounds.</p> <p>Authority monitoring reveals failure to condition 75% of new dwelling permissions within reported year.</p>   | <p>Identify problems and potential causes of variants and identify measures to address them</p> <p>In relation to electric charging points work with the Council’s air quality officer to identify potential barriers. Possible review of supplementary planning guidance on this issue.</p> <p>Where appeals are being lost on design investigate the need for additional design guidance and training for officers.</p> <p>Consider a review of the Local Plan.</p> |
|                     | Developing high quality housing that is appropriate and affordable for current and future residents particularly within rural areas of the district, contributing to the creation of a balanced housing market; | <p><b>Strategic Policies &amp; Land Allocations</b><br/> <b>DPD:</b><br/>                     SP2, SP6, SG1, SG7, SG9, SG11, H1, H2, H4, H5, H6</p> <p><b>Development Management</b><br/> <b>DPD:</b><br/>                     DM1, DM2, DM3, DM4, DM5, DM6, DM12</p>   | <p>Housing completions in the rural areas in comparison to suggested housing mix in Strategic Housing Market Assessment for rural sub areas</p> <p>Number of affordable completions in rural areas</p> <p>Percentage of rural affordable housing completions as a percentage of overall housing delivery in the rural area</p>  | <p>80% of new housing developments to broadly accord with Strategic Housing Market Assessment suggested mix for housing</p> <p>Increase number of affordable completions within rural areas of the district</p> <p>All new residential developments in rural areas to meet affordable housing policy requirements</p> | <p>Less than 50% of new housing completions in rural areas not meeting suggested housing mix in Strategic Housing Market Assessment</p> <p>Number of affordable housing completions in rural areas drops for third consecutive year</p> <p>Less than 25% of new housing completions over a two year period meeting adopted policy on affordable housing in rural sub areas</p> | <p>Identify problems and potential causes of variants and identify measures to address them</p> <p>Consider update of Local Plan Viability Assessment in order to identify whether position has changed on viability</p> <p>Liaise with developers to understand why targets are not being met to identify barriers and understand potential ways of addressing situation.</p> <p>Review Local Plan</p>   |
|                     | Securing the long-term sustainability of rural communities by supporting well   | <p><b>Strategic Policies &amp; Land Allocations</b><br/> <b>DPD:</b><br/>                     SP2, SP6, H2</p>  | <p>Number/percentage of new dwellings in rural areas meeting Nationally Described Space Standards</p>   | <p>All new dwellings in rural areas meeting Nationally Described Space Standards</p>  | <p>Under 75% of new homes over a two year period not meeting Nationally</p>  | <p>Identify problems and potential causes of variants and identify measures to address them</p> <p>Consider update of Local Plan Viability Assessment in order to</p>   |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives   | Policies   | Indicators   | Targets  | Trigger  | Proposed action for target not being met  |
|---------------------|--|--|--|--|--|---|
|                     | designed and located rural housing of appropriate tenure to meet local needs   | <b>Development Management DPD:</b><br>DM1, DM2, DM3, DM4, DM5, DM6   | Number percentage new dwellings in rural areas meeting M4(2) Building Regulations<br><br>Number of affordable completions in rural areas | 20% of all new dwellings in rural areas meeting M4(2) Building Regulations<br><br>40% (50% in AONB) of all new homes in rural areas being affordable | Described Space Standards<br><br>Under 10% of new dwellings over a two year period meeting Nationally Described Space Standards<br><br>Less than 25% of new housing completions over a two year period meeting adopted policy on affordable housing in rural sub areas | identify whether position has changed on viability<br>Liaise with developers to understand why targets are not being met to identify barriers and understand potential ways of addressing situation.<br>Review Local Plan   |
|                     | Seeking to bring back into use residential properties which have suffered from long-term vacancy in order to make a contribution towards meeting housing needs   | <b>Strategic Policies &amp; Land Allocations DPD</b><br>SP3 & SP6<br><b>Development Management DPD:</b><br>DM1, DM2, DM3 & DM13. | Percentage of empty homes in the district  | Reduce the number of homes that have been empty for more than 2 years by 10%   | Failure to deliver the target over two year intervals  | Identify problems and causes of vacancy<br>Work with key partners to assist in bringing dwellings back into use targeting persistent long-term vacancies.<br>Assess the need for additional resources within the City Council to address this issue.  |
|                     | The preparation, implementation and on-going maintenance of a Brownfield Register to ensure that there is a full understanding of available brownfield land and that where appropriate to do so development proposals for such sites can come forward in a | <b>Strategic Policies &amp; Land Allocations DPD</b><br>SP3  | New and converted dwellings completed on pdl<br><br>Total amount of floorspace completed on pdl  | 70% of sites on the brownfield register brought back into use.   | If target is not achieved by 2024  | Identify problems and potential causes of variants and identify measures to address them<br><br>Work with key providers, developers and landowners to better manage the delivery of development (this could involve reviewing S106 agreements and other contributions)<br><br>Work with HCA to bring forward sites<br><br>Progress to stage 2 of the Local Brownfield Register; |



Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective   | Sub-objectives  | Policies  | Indicators   | Targets   | Trigger   | Proposed action for target not being met   |
|---|---|---|--|---|---|--|
|   | positive and proactive manner   |   |  |   |   | Assess the need for additional resources within the City Council to address this issue.  |
|   | To address the specific needs of the Gypsy, Traveller and Travelling Show people communities to ensure their needs can be met through the course of the plan period   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>SP6<br><b>Development Management</b><br><b>DPD:</b><br>DM9   | Number of new permanent pitches available in the district<br><br>Number of unauthorised and illegal encampments or developments, and enforcement actions carried out within the district per annum.<br><br>The level of need for pitches identified within the latest Gypsy and Traveller Accommodation Assessment or Housing Need Study.<br><br>Number of planning applications submitted for new sites or extensions and/or alterations to existing sites and their outcome. | To meet the level of identified need<br><br>To aim to meet the unmet cultural need for Gypsy and Traveller sites<br><br>To minimise the number of illegal encampments and the need for enforcement action carried out   | A reduction in available supply of pitches below 50% of need<br><br>Significant increase in illegal encampments or need for enforcement action  | Bring forward Gypsy and Traveller Site Allocations in line with dates in Local Development Scheme<br><br>Continue to work with gypsy and traveller community to ensure needs are being met wherever possible<br>Keep evidence base on gypsy and traveller needs up to date |
| SO3: Protect and enhance the natural, historic and built environment of the district. | Respecting, conserving and enhancing the character, setting and local distinctiveness of places, buildings and landscapes through careful design and siting of development, and encouraging new development to make a positive contribution, in order to retain the district's unique character and identity. | <b>Strategic Policies &amp; Land Allocations DPD</b><br>SP7, SP8, SP9, SG1, SG2, SG5, SG6, SG7, SG9, SG11, SG12, SG13, EC3, EC5, EC6, H3, H4, H6, DOS4, DOS5, EN1, EN2, EN3, EN4, EN5, EN6, EN7, EN8, SC1 & TC3.<br><b>Development Management</b><br><b>DPD:</b><br>DM2, DM3, DM4, DM21, DM29, DM37, DM38, DM39, DM40, DM41, DM42, DM30, DM45, DM46, DM53, DM55, DM65 & DM66. | % of conservation areas with appraisal<br><br>% of conservation areas with management plans/design guides<br><br>Up-to-date district wide Heritage Strategy<br><br>Number of conservation-related pre-application advice received (DM or specialist heritage advice).  | 17 of 36 Conservation Areas to have an appraisal by Feb 2020 (47%)<br><br>4 of 36 of the Conservation Areas to have a management plan or design guide by Feb 2020 (14%)<br><br>Adopt by April 2020 then keep up to date (review at least every 4 years)<br><br>Annual increase from April 2018 baseline to April 2020 | No progress made in producing conservation area appraisals or Management Plans/Design Guides by February 2019<br><br>No progress made in producing conservation area appraisals or management plans / design guides by August 2019<br><br>Check progress and ensure on track by December 2019<br><br>No increase or drop in the number of heritage related pre-application advice applications received per annum | In relation to the first three indicators assess conservation team workload and re-assess priorities if necessary.<br><br>For the final indicator engage with local agents and architects to promote pre-application advice service.                                       |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies   | Indicators   | Targets   | Trigger  | Proposed action for target not being met  |
|---------------------|---|--|--|---|--|---|
|                     | Maintaining and enhancing the character and heritage of the district's settlements  | <b>Strategic Policies &amp; Land Allocations</b><br>DPD: SP7, SG4, SG5, SG6, EC5, H3, DOS6, EN1, EN2, EN8 & SC1<br><b>Development Management</b><br>DPD: DM2, DM3, DM4, DM21, DM29, DM37, DM38, DM39, DM40, DM41, DM30, DM44, DM45, DM52, DM54, DM64 & DM65.                 | All of the above indicators, and;<br><br>Condition of Article 4 Direction Areas stable or improving<br><br><br><br><br><br>Number of heritage-led regeneration and restoration projects managed by the Council (operating or applied for) or being a stakeholder in.                                       | Bi-annual condition survey of Article 4 Direction Areas shows the trend as stable or improving.<br><br><br><br><br><br>Increase in Council involvement in Regeneration Priority Areas (Policy EC5)  | Increase in the number of enforcement cases annually relating to Article 4 Directions on an annual basis.<br><br><br><br><br><br>Condition of Regeneration Priority Areas declines or becomes 'at risk'. | Further engagement with Enforcement Team to consider proactive enforcement tools available (i.e. S215 Notices, Enforcement Notices); Review the effectiveness of access to information on the requirements for planning permission on the Council's webpage.<br><br><br><br><br><br>Further engagement with building owners;; Engage with Enforcement Team to consider use of proactive enforcement powers available (i.e. S215, Urgent Works and Repairs Notices); Further engagement Regeneration Team, as well as funding bodies, e.g. HLF, AHF. |
|                     | Conserving and enhancing the district's heritage assets and their settings in a manner appropriate to their significance, so that they can continue to be enjoyed by this and future generations. | <b>Strategic Policies &amp; Land Allocations</b><br>DPD: SP7, SG5, SG6, SG7, SG9, EC5, H3, H4, H6, DOS1, DOS4, DOS5, EN1, EN5, EN7, EN8, SC1 & T3.<br><b>Development Management</b><br>DPD: DM2, DM3, DM4, DM21, DM26, DM37, DM38, DM39, DM40, DM41, DM42, DM45, DM46, DM47, | All of the above indicators and<br><br>Number of listed buildings on the national 'Heritage at Risk' Register produced by Historic England<br><br><br><br><br><br>Number of buildings on the List of Local Heritage Assets<br><br><br><br><br><br>Number of buildings on the List of Local Heritage Assets | Removal of assets from HAR Register, or progress made in addressing issues with them<br><br><br><br><br><br>Removal of listed buildings from Register (from July 2019 baseline)<br><br><br>Increase in number of local heritage assets expected annually as work on the list progresses | No change or increase in numbers of heritage assets on the HAR Register or local BAR Register<br><br><br><br><br><br>No increase in numbers on List of Local Heritage Assets.                            | Further engagement with building owners; further engagement with Historic England regarding buildings on HAR; Engage with Enforcement Team to consider use of proactive enforcement powers available (i.e. S215, Urgent Works and Repairs Notices).<br><br><br><br><br><br>Engage with local neighbourhood plan groups, parish councils and AONB officers on help with the identification of local heritage assets within their local area.   |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective | Sub-objectives   | Policies  | Indicators   | Targets  | Trigger   | Proposed action for target not being met   |
|---------------------|--|---|--|--|---|--|
|                     |  | DM53, DM65 & DM66.  |  |  |   |  |
|                     | Recognising the historic environment’s potential for investment and ensuring that it informs regeneration projects in order to secure better outcomes for sustainable growth | <b>Strategic Policies &amp; Land Allocations</b><br>DPD: SG5, SG6, EC5, TC4, H3, H6, DOS4, DOS5, DOS7, EN1 & SC1<br><b>Development Management DPD:</b><br>DM37, DM38, DM39, DM40, DM41, DM42 & DM55 | Number of heritage assets on the national ‘Heritage at Risk’ Register produced by Historic England<br><br>Number of listed buildings on the local Buildings at Risk Register<br><br>Number of vacant Primary Retail Frontages<br><br>Number of heritage-led regeneration projects managed by the Council (operating or applied for). | Removal of assets from HAR Register, or progress made in addressing issues with them<br><br>Removal of listed buildings from local Buildings at Risk Register (from July 2019 baseline)<br><br>Reduction in no. of vacant Primary Retail Frontages.<br><br>Increase in Council involvement in Regeneration Priority Areas (Policy EC5) | No change in numbers of heritage assets on the HAR Register or local BAR Register<br><br>Change or increase in no. of vacant Primary Retail Frontages.<br><br>Condition of Regeneration Priority Areas declines or becomes ‘at risk’. | Further engagement with BAR/HAR building owners; further engagement with Historic England regarding buildings on HAR; Engage with Enforcement Team to consider use of proactive enforcement powers available (i.e. S215, Urgent Works and Repairs Notices). Further engagement Regeneration Team, as well as funding bodies, e.g. HLF, AHF.<br><br>Further engagement Regeneration Team, as well as funding bodies, e.g. HLF, AHF, HAZ |
|                     | Realising the tourism and visitor potential and economic benefits of the district’s historic environment, and ensuring that engagement with and access to it are increased   | <b>Strategic Policies &amp; Land Allocations</b><br>DPD: SG5, SG6, EC5, TC4, SC1 & T3<br><b>Development Management DPD:</b><br>DM16, SM17, DM18, DM37, DM38, DM39, DM40, DM41 & DM42                | Visitor Numbers to tourist sites<br><br>Number of operating county museums<br><br>An up to date Cultural Heritage Strategy   | Maintain and increase visitor numbers at key tourist sites<br><br>Maintain number of operating county museums<br><br>Up to date Cultural Heritage Strategy   | Reduction in visitor numbers over two year intervals.<br>Closure of county museums<br><br>Check status and where over 5 years old consider review   | Work with key partners to identify problems and causes of variants and identify measures to address them.<br>Identify measures to better promote resources.<br>Identify where additional resources might be required should Cultural Heritage Strategy require review.   |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies  | Indicators   | Targets  | Trigger   | Proposed action for target not being met   |
|---------------------|---|---|--|--|---|--|
|                     | <p>Recognising and respecting the international importance of Morecambe Bay and Duddon Estuary, Morecambe Bay Pavements, Bowland fells, Leighton Moss and Calf Hill/Crag Wood, where possible securing opportunities for habitat restoration and enhancement within them and protecting them from inappropriate development and increased recreational pressure</p> | <p><b>Strategic Policies &amp; Land Allocations</b><br/>SP3, SP7, SP8, SG1, SG7, SG9, SG11, SG12, SG13, SG14 &amp; EN7.<br/><b>Development Management DPD:</b><br/>DM29</p> | <p>Creation of areas designated for their intrinsic environmental value including sites of international, national, regional or local significance.</p> <p>Loss of areas designated for their intrinsic environmental value including sites of international, national, regional or local significance.</p>                          | <p>No net loss</p><br><p>Net gains in biodiversity</p>   | <p>Any loss of land of biodiversity importance.</p>   | <p>Identify the problems and causes of variants and identify measures to address them<br/>Look to provide additional guidance to support relevant policies<br/>Activate compensation, enforcement or mitigation measures<br/>Review Local Plan</p> |
|                     | <p>Conserving and enhancing the natural beauty and special qualities of the district’s two Areas of Outstanding Natural Beauty (AONB), securing appropriate opportunities for sustainable growth linked to the natural environment and landscape capacity</p>   | <p><b>Strategic Policies &amp; Land Allocations:</b><br/>SP3, SP8<br/><b>Development Management DPD:</b> DM4, DM29, DM30</p>  | <p>Area of land protected from development for their intrinsic landscape character or visual amenity value.</p> <p>Loss of areas designated for their intrinsic landscape character or visual amenity value.</p> <p>Number of dwellings built within AONB areas</p> <p>Employment developments created or lost within AONB areas</p> | <p>No net loss of landscape character or visual amenity</p><br><p>Development levels close (+/- 20%) to expected rates.</p> <p>No net loss of employment opportunities</p> | <p>Any loss of landscape character or visual amenity</p><br><p>Unexpected development rates</p> <p>Any net loss of employment opportunities</p> | <p>Identify the problems and causes of variants and identify measures to address them<br/>Look to provide additional guidance to support relevant policies</p>   |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective | Sub-objectives   | Policies   | Indicators  | Targets   | Trigger   | Proposed action for target not being met   |
|---------------------|--|--|---|---|---|--|
|                     | Providing new and maintaining existing ecological corridors, preventing habitat fragmentation and allowing species adaptation and migration and protecting natural features which provide local distinctiveness including mature trees and ancient woodland, hedgerows and ponds | <b>Strategic Policies &amp; Land Allocations</b><br>SP3, SP8, SG1, SG7, SG9, SG11, DOS3, DOS8, EN5 & EN7<br><b>Development Management DPD:</b><br>DM29, DM43, DM44, DM45 & DM55  | Location and extent of existing ecological corridors/networks within the District<br><br>New areas of ecological corridors created to extend and enhance the existing network as part of new development proposals<br><br>Number of development proposals which result in the loss (and extent/% of loss) of areas recognised as being part of the ecological corridors/networks and natural features which provide local distinctiveness                       | No net loss or fragmentation of existing ecological corridors/networks or natural features which provide local distinctiveness<br><br>Net gains in habitat creation as a result of new development.   | Year on year reduction in condition and extent of ecological corridors/networks within the district.<br><br>Year on year reduction in mature trees, ancient woodland, hedgerows and ponds<br><br>Any loss of land of biodiversity importance. | Identify the problems and causes of variants and identify measures to address them<br>Look to provide additional guidance to support relevant policies<br>Work with Natural England and other partners to address problems.<br>Work with developers to seek opportunities where ecological corridors/networks could be extended<br>Activate compensation, enforcement or mitigation measures<br>Where necessary review Local Plan  |
|                     | Helping to mitigate and adapt to the cause and impacts of climate change   | <b>Strategic Policies &amp; Land Allocations:</b><br>SP8, SG1, SG7, SG9, SG11, SG12, SG13, SG14, EC3, TC3, EN3, EN5, EN7 & EN9.<br><b>Development Management DPD:</b><br>DM29, DM30, DM31, DM32, DM33, DM34, DM35, DM36, DM43, DM44, DM45 & DM55 | Renewable energy generation by installed capacity and type<br><br>Number of dwellings granted consent in areas at risk of flooding<br><br>Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds<br><br>New development >1ha where materials existing at site are re-used in that new development (number)<br><br>Household waste recycled (% of waste by weight)<br><br>Current air quality levels | Increase in renewable energy generation<br><br>Reduction in homes built in Flood Zone 2<br><br>Increase in re-use of existing materials on site<br><br>Increase in % of household waste recycled<br><br>Reduction in air quality levels<br><br>Removal of Air Quality Management Areas (AQMA's) | Year on year reduction in renewable energy generation.<br><br>Increased incidences of major flood events<br><br>Increase in waste and reduction in recycling rates  | Identify the problems and causes of variants and identify measures to address them<br>Where necessary look to provide additional guidance to support relevant policies<br>Work with Natural England, the Environment Agency and other partners to address potential problems.<br>Work with developers to seek opportunities to improve quality of design in relation to waste and energy efficiency, and to increase and enhance ecological corridors/networks, habitat and open space provision<br>Activate compensation, enforcement or mitigation measures<br>Where necessary review Local Plan |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies  | Indicators   | Targets  | Trigger   | Proposed action for target not being met   |
|---------------------|---|---|--|--|---|--|
|                     | Promoting the prudent use of resources, utilising sustainable brownfield opportunities to meet development needs, minimising the generation of waste, promoting recycling and preventing where possible or mitigating against the effects of air, water and soil pollution, noise, smells and fumes | <p><b>Strategic Policies &amp; Land Allocations:</b><br/>SP3, SP8, SG5, SG13, EC2, EC5, DOS1, DOS2, DOS3, DOS4, DOS5, DOS6, DOS7, DOS8 &amp; EN9.</p> <p><b>Development Management DPD:</b><br/>DM29, DM30, DM31, DM32, DM33, DM34, DM35, DM36 &amp; DM55</p> | <p>Take of greenfield land for development (ha)</p> <p>Number of development proposals on land identified via Brownfield Register</p> <p>Take of Grades 1,2 and 3a agricultural land for development (ha)</p> <p>New development &gt;1ha where materials existing at site are re-used in that new development (number)</p> <p>Household waste recycled (% of waste by weight)</p> <p>Air Quality levels</p> <p>Land identified as contaminated</p> <p>Complaints regarding noise, smells and fumes</p> | <p>70% of sites on the brownfield register brought back into use.</p> <p>Reduced uptake of grade 1 agricultural land.</p> <p>Increase in re-use of existing materials on site</p> <p>Increase in % of household waste recycled</p> <p>Reduction in air quality levels</p> <p>Removal of Air Quality Management Areas (AQMA's)</p> <p>Increase in remediation of contaminated land</p> <p>Reduction in complaints regarding noise, smells and fumes</p> | <p>Year on year increase in air quality levels (Incidences where thresholds for air quality are exceeded in recorded measurements - a) within air quality management plan are and b) low level ozone)</p> <p>If target is not achieved by 2024</p> <p>Year on year reduction in grade 1 agricultural land</p> <p>Increase in waste and reduction in recycling</p> <p>Year on year increase in air quality levels (Incidences where thresholds for air quality are exceeded in recorded measurements - a) within air quality management plan are and b) low level ozone)</p> | <p>Identify the problems and causes of variants and identify measures to address them</p> <p>Look to provide additional guidance to support relevant policies</p> <p>Work with the Environment Agency and other partners to address problems.</p> <p>Greater implementation of the Brownfield Register (and permission in principle)</p> <p>Work with developers to seek opportunities to improve quality of design in relation to waste and energy efficiency</p> <p>Activate compensation, enforcement or mitigation measures</p> <p>Where necessary review Local Plan</p> |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective   | Sub-objectives   | Policies  | Indicators   | Targets  | Trigger  | Proposed action for target not being met  |
|---|--|---|--|--|--|---|
|   |  |   |  |  | Increase (or no net decrease) in contaminated land<br><br>Increase in complaints regarding noise, smells and fumes |   |
|   | Minimising the risk of flooding to people and property   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>SP3, SP8, SG1, SG2<br><b>Development Management</b><br><b>DPD:</b><br>DM33, DM34                         | Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds<br><br>Number of Sustainable Drainage Systems provided. | Decrease proportion of applications granted on areas of higher flood risk compared with Zone 1.                  | Reduction in SuDS provision<br><br>Monitoring of any future flooding events and impacts of new development         | Work with partners to manage flood risk including Environment Agency, Lead Local Flood Authority (Lancashire County Council), United Utilities and non-statutory organisations<br>Maintain up to date evidence base including Strategic Flood Risk Assessment   |
|   | Establishing clearly defined Green Belt boundaries, which will be robust and endure for the long-term.   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>Policies SP3, SP7, SP8, SG9, & EN4.<br><b>Development Management</b><br><b>DPD:</b><br>Policy DM50.      | Applications received which are located on the edge of the North Lancashire Green Belt.<br><br>Applications which are approved contrary to Green Belt status.              | No applications granted permission which are contrary to national and local policy in relation to the Green Belt | 1 or more applications granted contrary to national and local policy in relation to the Green Belt.                | Where there is continued erosion of the Green Belt, consider the need for a further review of the Green Belt.<br>Review Local Plan to identify additional opportunities to meet district needs.   |
| SO4: The provision of necessary infrastructure required to support both new and existing development and the creation of sustainable communities. | Working with infrastructure providers to ensure that the infrastructure required to support the community is provided in the right place and at the right time | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>Policies SP3, SP9, SG3, SG8, SG10, H1, H2, H2, H3, H4, H5, H6, DOS1, DOS2, DOS4, DOS5, DOS6, DOS7 & SC1. | The implementation of necessary infrastructure as identified in the Infrastructure Delivery Schedule.  | Delivery of infrastructure as described in the Infrastructure Delivery Plan.                                     | Year on year failure to meet timescales identified within the Infrastructure Delivery Plan.                        | Continue to liaise with infrastructure providers to ensure that provision is made, where this cannot be achieved consider how barriers can be removed. Where they cannot be addressed and it has significant implications on the plan, there may be a requirement to review the content of the plan (particularly where the infrastructure would be strategic in nature). |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies   | Indicators   | Targets  | Trigger  | Proposed action for target not being met  |
|---------------------|---|--|--|--|--|---|
|                     |   | <b>Development Management DPD:</b><br>Policies DM24, DM55, DM57, DM58, DM59, DM60, DM61, DM62, DM63 & DM64.  |  |  |  |   |
|                     | The investigation, delivery and implementation of a infrastructure charging system which ensures that development contributes to the needs of the community and the delivery of sustainable development   | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP9, SG3, SG8, SG10 & SC1.<br><b>Development Management DPD:</b><br>Policy DM58.   | The preparation of an appropriate charging schedule. | Charging schedule in place by the end of 2020. | Failure to meet target                                   | The failure to deliver an infrastructure charging system may have implications on delivering necessary and important infrastructure which may restrict the ability to deliver sustainable development in accordance with the adopted Development Strategy. Should this occur then consideration will be needed on whether the Development Strategy requires review. |
|                     | Protecting and enhancing existing social and community infrastructure including education, health, cultural and leisure facilities. Improving and promoting community health and wellbeing across the social gradient in line with an understanding of predicted future needs and current gaps in provision | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>Policies SP3, SP9, SG3, SG8, SG10, H1, H2, H3, H4, H5, H6, DOS1, DOS3, DOS4, DOS5, DOS6, DOS7 & SC1.<br><b>Development Management DPD:</b><br>Policies DM20, DM55, DM56, DM57, DM58, DM59 & DM64. | Reported loss of community facilities                | No loss in community facilities                | Year on year reduction in reported community facilities. | Should community facilities, which are demonstrably special to the communities they service, be lost consideration should be given as to whether further protection is necessary in the Local Plan process.   |



Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective | Sub-objectives   | Policies  | Indicators   | Targets   | Trigger   | Proposed action for target not being met   |
|---------------------|--|---|--|---|---|--|
|                     | Protecting and enhancing existing natural infrastructure including the identification and protection of functionally linked land, managing associated land use practices and potential recreational disturbance and ensuring the continued protection of protected species and their associated habitats | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>SP3, SP7, SP9, SG1, SG3, SG7, SG8, SG9, SG10 & SG11.   | <p>No of SSSIs within or partly within the District</p> <p>No of units that comprise SSSIs within or partly within the District</p> <p>% of SSSIs units assessed as being in favourable or unfavourable condition</p> <p>New greenspace habitats created as part of new development proposals.</p> <p>Creation of areas designated for their intrinsic environmental value including sites of international, national, regional or local significance.</p> <p>Loss of areas designated for their intrinsic environmental value including sites of international, national, regional or local significance.</p> | <p>Maintain number of SSSIs within the district</p> <p>Improve % of SSSIs recorded as being in favourable condition.</p> <p>Net gains in habitat creation as a result of new development.</p> <p>Net gains in biodiversity</p> <p>No net loss</p>   | <p>Year on year reduction in the condition and number of SSSIs within the district.</p> <p>Any loss of land of biodiversity importance.</p>   | <p>Identify the problems and causes of variants and identify measures to address them</p> <p>Look to provide additional guidance to support relevant policies</p> <p>Work with Natural England and other partners to address problems.</p> <p>Activate compensation, enforcement or mitigation measures</p> <p>Where necessary review Local Plan</p>                                       |
|                     | Ensuring that people have access to services in a location and delivered by a means that is convenient and ensuring that development provides the opportunity for healthier lifestyles through the provision of high quality green infrastructure,   | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>SP3, SP9, SG1, SG3, SG7, SG8, SG9, SG10, SG11, SC1, SC2, SC3, SC4, & SC5.<br><b>Development Management DPD:</b><br>DM16, DM17, DM18, DM19, DM20, DM22, DM27, DM55, | <p>Number of new homes built each year within the settlements identified as Sustainable Settlements (identified in policy SP2)</p> <p>Number of new homes built each year within the Rural Villages</p> <p>Provision of new open space, recreation, leisure and sports facilities</p> <p>Loss of open space, recreation, leisure and sports facilities.</p>  | <p>Outside of the three main areas, housing development growth is to be focussed within the settlements identified as Sustainable Settlements</p> <p>Increase in provision of open space, recreation, leisure and sports facilities where a deficit or need has been identified</p> <p>No loss of existing 'key and 'other' services within settlements</p> | <p>Where in the reported monitoring year housing completions outside of identified settlements exceeds 10%</p> <p>Year on year reduction in open space, recreation, leisure and sports facilities</p> <p>Loss of 'key' services, and 'other' services</p> | <p>Identify the problems and causes of variants and identify measures to address them</p> <p>Look to provide additional guidance to support relevant policies</p> <p>Work with Lancashire County Council and other partners to address problems.</p> <p>Work with developers to seek opportunities to improve quality of green infrastructure</p> <p>Where necessary review Local Plan</p> |

Local Plan for Lancaster District – Part One: Climate Emergency Review of the Strategic Policies and Land Allocations DPD

| Strategic Objective  | Sub-objectives  | Policies  | Indicators  | Targets  | Trigger  | Proposed action for target not being met  |
|--|---|---|---|--|--|---|
|  | recreation, leisure and sports facilities   | DM60, DM61, DM62, DM63 & DM64   |   | Increase in provision of 'key' and 'other' services where there is an identified need  | within rural settlements   |   |
|  | Seeking opportunities to reduce the opportunity for crime and anti-social behaviour   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>SP3, SP9, SG3, SG8 & SG10<br><b>Development Management DPD:</b><br>DM3, DM29 & DM30  | Recorded crime rate (BCS compactor) per 1,000 of the population   | Reduction in crime rate from reported baseline position of 1 <sup>st</sup> April 2017  | Failure to deliver the target over two year intervals  | Identify the problems and causes of variants and identify measures to address them<br>Work with key partners to identify potential solutions<br>Consider preparation of additional guidance to reduce crime through design  |
|  | Working to reduce levels of air pollution within the district, particularly in the designated Air Quality Management Areas (AQMAs) of Lancaster City Centre, Carnforth Town Centre and Galgate and other major transport corridors within the district. | <b>Strategic Policies and Land Allocations:</b><br>SP1-SP10, SG1-SG14 EC1-EC7, TC1-TC4, H1 – H6, DOS1-DOS8, EN2, EN5, EN7, EN9, T4<br><b>Development Management Policies DPD:</b><br>DM1, DM2, DM29, DM30, DM31 | Air Quality levels  | Reduction in air quality levels<br><br>Removal of Air Quality Management Areas (AQMA's)  | Year on year increase in air quality levels (Incidences where thresholds for air quality are exceeded in recorded measurements - a) within air quality management plan are and b) low level ozone) | Identify the problems and causes of variants and identify measures to address them<br>Look to provide additional guidance to support relevant policies<br>Where necessary review Local Plan                                 |
| SO5: Delivery of a safe and sustainable transport network that improves both connection within and out of the district, reducing the need to travel and encouraging more sustainable forms of transport. | Concentrating development to sustainable locations that are accessible by a variety of modes of transport, particularly public transport, walking and cycling   | <b>Strategic Policies &amp; Land Allocations</b><br><b>DPD:</b><br>SP2, SP3, SP6, SP10,SG4, SG7, SG8,SG9, SG10, SG11, EC2, T1, T2, T3, T4<br><b>Development Management DPD:</b>                                 | % of adults walking at least once a week (continuous for 10 mins or more)<br><br>% of adults cycling at least once a week<br><br>Train station passenger numbers (Lancaster, Carnforth, Morecambe,)<br><br>Bus passenger numbers reported in the district | Increase in % of adults cycling<br><br>Increase in % of adults walking<br><br>Increase in number of passengers as a proportion of the total population.<br><br>Increase in number of bus passengers as proportion of total population. | Failure to increase use of sustainable transport   | Identify where lack of infrastructure or lack of service provision occurs.<br>Target infrastructure delivery in critical areas.<br>Promote and publicise opportunities to utilise sustainable transport (Travel Plans etc.) |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations DPD**

| Strategic Objective | Sub-objectives  | Policies   | Indicators  | Targets   | Trigger  | Proposed action for target not being met  |
|---------------------|---|--|---|---|--|---|
|                     |   | DM57, DM58, DM60, DM61 & DM63  |   |   |  |   |
|                     | Improving transport connectivity around Morecambe Bay through improvement to rail services at Morecambe and Carnforth and improvements to cycling and pedestrian routes   | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>SP2, SP3, SP6, SP10, SG11, DOS6 EC2, T2, T4<br><b>Development Management DPD:</b><br>DM57, DM58, DM60, DM61 & DM63                            | % of adults walking at least once a week (continuous for 10 mins or more)<br><br>% of adults cycling at least once a week<br><br>Train station passenger numbers (Carnforth, Morecambe, Silverdale, Bare) | Increase in % of adults cycling<br><br>Increase in % of adults walking<br>Increase in number of passengers as a proportion of the total population. | Failure to increase use of sustainable transport                           | Identify where lack of infrastructure or lack of service provision occurs. Target infrastructure delivery in critical areas. Promote and publicise opportunities to utilise sustainable transport (Travel Plans etc.) |
|                     | Promoting the delivery of Lancashire County Council's Cycling and Walking Strategy by improving access across the district and supporting the development and enhancement of an integrated transport network, including footpaths and cycleways and making use of existing features such as Lancaster Canal | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>SP2, SP3, SP6, SP10, SG4, SG7, SG8, SG9, SG10, SG11, EC2, T2, T3<br><b>Development Management DPD:</b><br>DM57, DM58, DM60, DM61, DM63 & DM64 | See Indicators set out in Lancashire Cycling and Walking Strategy   | See targets set out in Lancashire Cycling and Walking Strategy  | Failure to meet targets set out in Lancashire Cycling and Walking Strategy | Work with the County Council to address identified issues.  |
|                     | Promoting the delivery of the Lancaster District Highways and Transport   | <b>Strategic Policies &amp; Land Allocations DPD:</b><br>SP2, SP3, SP6, SP10, SG4, SG7,  | See projects set out in the Masterplan  | See milestones set out in the Masterplan  | Failure to deliver projects identified within Masterplan                   | Work with the County Council to help deliver identified projects.   |

Local Plan for Lancaster District – Part One: **Climate Emergency Review of the Strategic Policies and Land Allocations** DPD

| Strategic Objective | Sub-objectives   | Policies   | Indicators  | Targets  | Trigger  | Proposed action for target not being met  |
|---------------------|--|--|---|--|--|---|
|                     | Masterplan, prepared by Lancashire County Council, to encourage sustainable travel and deliver improvements in the local transport network | SG8, SG9, SG10, SG11, EC2, T1, T2, T3, T4<br><b>Development Management</b><br>DPD:<br>DM64   |   |  |  |   |
|                     | Improving rural accessibility including improved broadband access in rural areas   | <b>Strategic Policies &amp; Land Allocations</b><br>DPD: SP9<br><b>Development Management</b><br>DPD:  | Number of parishes served by B4RN Broadband<br><br>Improved BT Broadband to Rural Areas/Exchanges | Increase in parishes/properties supplied with fast Broadband                 | Year on year increase in parishes/properties served    | Identify the problems and causes of variants and identify measures to address them<br>Work with key partners to identify potential solutions  |
|                     | Retaining a sufficient level of parking within the main urban centres of the district  | <b>Strategic Policies &amp; Land Allocations</b><br>DPD:<br>SG4, SG5, SG6, DOS1, DOS6, T1,<br><b>Development Management</b><br>DPD:<br>DM62 & DM63 | Number of parking spaces located within Lancaster, Morecambe and Carnforth town centres           | Maintain sufficient spaces to sustain the economic vitality of town centres. | Continuing trend of closures of town centre businesses | Traffic management within our town centres will be an important issue in terms of encouraging the use of sustainable modes of transport. We will need to work with the County Council in order to find the right level of parking and monitor impacts of any changes on the vitality of our town centres. |

A Local Plan for

# Lancaster District

2020 – 2031

Plan period 2011 - 2031



**Regulation 18 Consultation  
Draft Part Two Climate Emergency  
Review of Development  
Management Development Plan  
Document [July 2021]**



# Contents

|   |    |
|---|----|
| Contents .....  | 2  |
| 1. Introduction .....   | 6  |
| 2. The <b>Climate Emergency Review</b> of the Local Plan for Lancaster District 2011 – 2031 ..... | 7  |
| 3. Objectives of the <b>Climate Emergency Review of the</b> Development Management DPD.....       | 8  |
| 4. Housing.....   | 9  |
| POLICY DM1: NEW RESIDENTIAL DEVELOPMENT AND MEETING HOUSING NEEDS .....                           | 10 |
| POLICY DM2: SPACE AND ACCESSIBILITY <b>HOUSING</b> STANDARDS.....                                 | 12 |
| POLICY DM3: THE DELIVERY OF AFFORDABLE HOUSING.....   | 14 |
| POLICY DM4: RESIDENTIAL DEVELOPMENT OUTSIDE MAIN URBAN AREAS .....                                | 20 |
| POLICY DM5: RURAL EXCEPTION SITES.....  | 22 |
| POLICY DM6: HOUSING PROVISION IN THE FOREST OF BOWLAND AONB .....                                 | 23 |
| POLICY DM7: PURPOSE BUILT ACCOMMODATION FOR STUDENTS.....   | 26 |
| POLICY DM8: ACCOMMODATION FOR OLDER PEOPLE AND VULNERABLE COMMUNITIES.....                        | 27 |
| POLICY DM9: ACCOMMODATION FOR GYPSY AND TRAVELLERS AND TRAVELLING SHOWPEOPLE ..                   | 30 |
| POLICY DM10: ACCOMMODATION FOR RURAL WORKERS .....  | 32 |
| POLICY DM11: RESIDENTIAL MOORINGS ON LANCASTER CANAL .....  | 34 |
| POLICY DM12: SELF BUILD, CUSTOM BUILD AND COMMUNITY-LED HOUSING.....                              | 35 |
| POLICY DM13: RESIDENTIAL CONVERSIONS .....  | 36 |
| 5. Employment and Economic Growth .....   | 38 |
| POLICY DM14: PROPOSALS INVOLVING EMPLOYMENT AND PREMISES .....                                    | 38 |
| POLICY DM15: SMALL BUSINESS GENERATION .....  | 41 |
| 6. Town Centres and Retailing .....   | 43 |
| POLICY DM16: TOWN CENTRE DEVELOPMENT .....  | 43 |
| POLICY DM17: RETAIL FRONTAGES.....  | 45 |
| POLICY DM18: LOCAL CENTRES.....   | 48 |
| POLICY DM19: RETAIL DEVELOPMENT OUTSIDE DEFINED CENTRES.....                                      | 48 |
| POLICY DM20: HOT FOOD TAKEAWAYS AND BETTING SHOPS.....  | 49 |
| POLICY DM21: ADVERTISEMENTS AND SHOPFRONTS.....   | 51 |
| 7. Leisure and Culture .....  | 53 |
| POLICY DM22: LEISURE FACILITIES AND ATTRACTIONS.....  | 53 |
| POLICY DM23: VISITOR ACCOMMODATION .....  | 55 |
| POLICY DM24: THE CREATION AND PROTECTION OF CULTURAL ASSETS .....                                 | 56 |
| POLICY DM25: THE EVENING AND NIGHT-TIME ECONOMY .....   | 57 |
| POLICY DM26: PUBLIC REALM AND CIVIC SPACE.....  | 58 |
| POLICY DM27: OPEN SPACE, SPORTS AND RECREATIONAL FACILITIES .....                                 | 59 |

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

|   |     |
|---|-----|
| 8. Education and Skills.....  | 62  |
| Policy DM28: Employment and Skills Plans .....  | 63  |
| 9. The Design of Development.....   | 64  |
| POLICY DM29: KEY DESIGN PRINCIPLES .....  | 64  |
| POLICY DM30: SUSTAINABLE DESIGN .....   | 69  |
| POLICY DM30a: SUSTAINABLE DESIGN .....  | 70  |
| POLICY DM30b: SUSTAINABLE DESIGN AND CONSTRUCTION - Water Efficiency .....                      | 77  |
| POLICY DM30c: SUSTAINABLE DESIGN AND CONSTRUCTION- Materials, Waste & Construction .....        | 78  |
| POLICY DM31: AIR QUALITY MANAGEMENT AND POLLUTION .....   | 79  |
| POLICY DM32: CONTAMINATED LAND .....  | 82  |
| POLICY DM33: DEVELOPMENT AND FLOOD RISK .....   | 83  |
| POLICY DM34: SURFACE WATER RUN-OFF AND SUSTAINABLE DRAINAGE.....                                | 87  |
| POLICY DM35: WATER SUPPLY AND WASTE WATER .....   | 93  |
| POLICY DM36: PROTECTING WATER RESOURCES, WATER QUALITY AND INFRASTRUCTURE .....                 | 94  |
| 10. The Historic Environment.....   | 96  |
| POLICY DM37: DEVELOPMENT AFFECTING LISTED BUILDINGS .....                                       | 97  |
| POLICY DM38: DEVELOPMENT AFFECTING CONSERVATION AREAS .....                                     | 101 |
| POLICY DM39: THE SETTING OF DESIGNATED HERITAGE ASSETS .....                                    | 103 |
| POLICY DM40: REGISTERED PARKS AND GARDENS .....   | 105 |
| POLICY DM41: DEVELOPMENT AFFECTING NON-DESIGNATED HERITAGE OR THEIR SETTINGS.....               | 106 |
| POLICY DM42: ARCHAEOLOGY.....   | 107 |
| POLICY DMCCH1: RETROFIT OF BUILDINGS OF TRADITIONAL CONSTRUCTION FOR ENERGY<br>EFFICIENCY ..... | 109 |
| POLICY DMCCH2: MICRO-RENEWABLES IN THE SETTING OF HERITAGE ASSETS .....                         | 110 |
| 11. The Natural Environment.....  | 111 |
| POLICY DM43: GREEN AND BLUE INFRASTRUCTURE.....   | 111 |
| POLICY DM44: THE PROTECTION AND ENHANCEMENT OF BIODIVERSITY.....                                | 116 |
| POLICY DM45: PROTECTION OF TREES, HEDGEROWS AND WOODLAND .....                                  | 120 |
| POLICY DM46: DEVELOPMENT AND LANDSCAPE IMPACT .....   | 122 |
| 12. Development in Rural Areas .....  | 126 |
| POLICY DM47: ECONOMIC DEVELOPMENT IN RURAL AREAS .....  | 127 |
| POLICY DM48: DIVERSIFICATION OF AGRICULTURAL PREMISES .....                                     | 128 |
| POLICY DM49: THE RE-USE AND CONVERSION OF RURAL BUILDINGS.....                                  | 130 |
| POLICY DM50: DEVELOPMENT IN THE GREEN BELT .....  | 131 |
| POLICY DM51: EQUINE RELATED DEVELOPMENT.....  | 132 |
| POLICY DM52: HOLIDAY CARAVANS, CHALETS, CAMPING PODS AND LOG CABINS .....                       | 134 |
| 13. Energy Generation .....   | 137 |

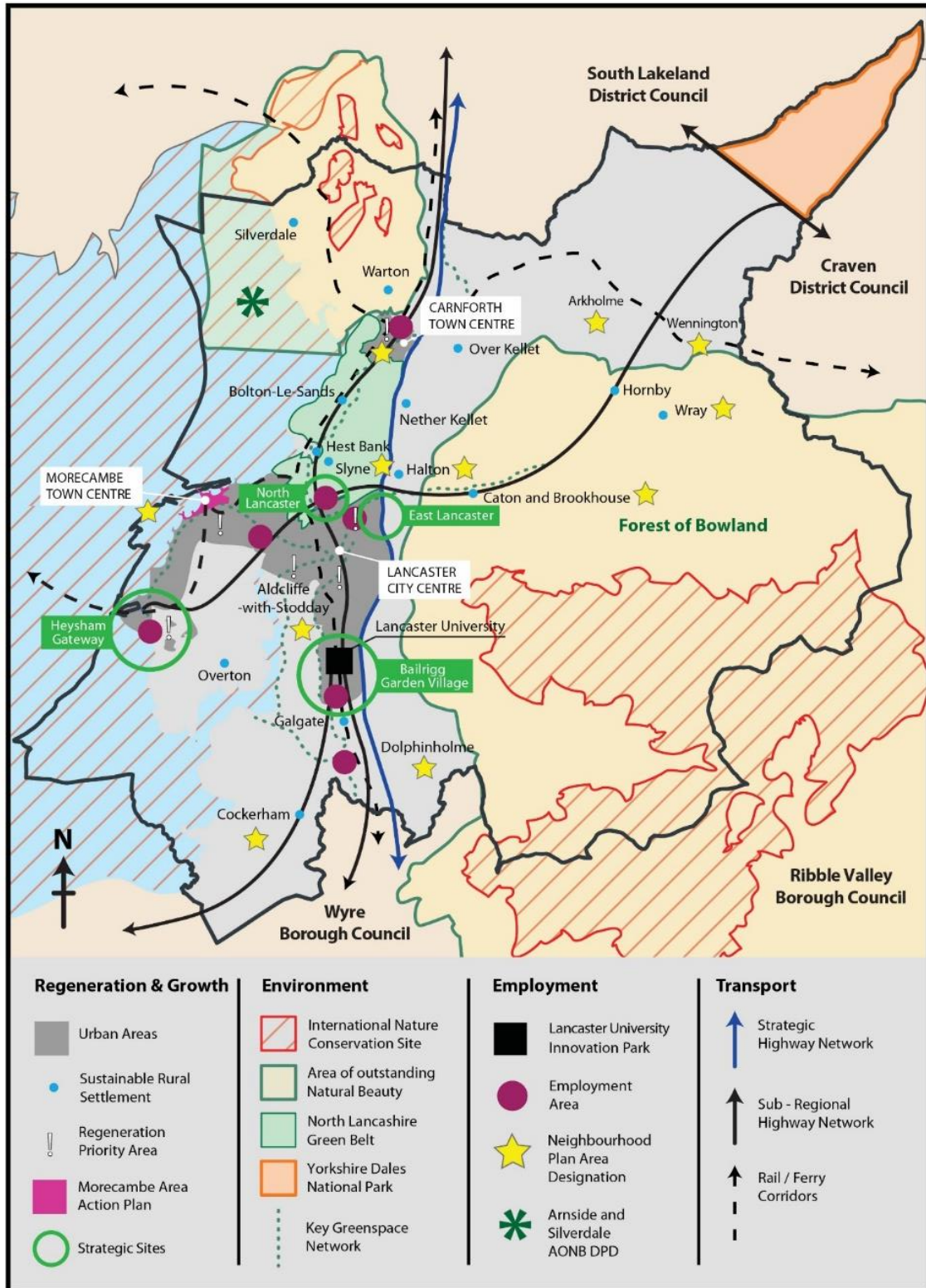


**Local Plan for Lancaster District – Part Two: [Climate Emergency](#) Review of the Development Management DPD**

|   |     |
|---|-----|
| POLICY DM53: RENEWABLE AND LOW CARBON ENERGY GENERATION.....  | 137 |
| POLICY DM54: UPGRADES TO THE NATIONAL GRID.....   | 146 |
| 14. Sustainable Communities.....  | 147 |
| POLICY DM55: NEIGHBOURHOOD PLANNING .....   | 147 |
| POLICY DM56: PROTECTION OF LOCAL SERVICES AND COMMUNITY FACILITIES .....  | 149 |
| POLICY DM57: HEALTH AND WELL-BEING .....  | 151 |
| 15. Infrastructure Delivery .....   | 153 |
| POLICY DM58: INFRASTRUCTURE DELIVERY AND FUNDING .....  | 153 |
| POLICY DM59: TELECOMMUNICATIONS AND BROADBAND IMPROVEMENTS .....  | 157 |
| 16. Transport, Accessibility and Connectivity .....   | 159 |
| POLICY DM60: ENHANCING ACCESSIBILITY AND TRANSPORT LINKAGES .....   | 160 |
| POLICY DM61: PRIORITISING WALKING AND CYCLING .....   | 162 |
| POLICY DM62: VEHICLE PARKING PROVISION AND ELECTRIC VEHICLE CHARGING POINTS .....   | 165 |
| POLICY DM63: TRANSPORT EFFICIENCY AND TRAVEL PLANS.....   | 167 |
| POLICY DM64: LANCASTER DISTRICT HIGHWAYS AND TRANSPORT MASTERPLAN .....   | 168 |
| 17. Planning Enforcement.....   | 170 |
| POLICY DM65: THE ENFORCEMENT OF PLANNING CONTROLS .....   | 170 |
| POLICY DM66: ENFORCEMENT ACTION AGAINST UNTIDY SITES AND BUILDINGS.....   | 171 |
| Appendix A: Glossary of Terms .....   | 172 |
| Appendix B: Background Documents for the <a href="#">Climate Emergency Review of the Development Management DPD</a> ..... | 182 |
| Appendix C: Policy Number Changes from the 2014 Development Management DPD.....   | 186 |
| Appendix D: Open Space Standards and Requirements.....  | 189 |
| Appendix E: <del>Car</del> <a href="#">Vehicle</a> Parking Standards .....  | 194 |
| Appendix F: Criteria for Housing Development for Rural Workers.....   | 198 |
| Appendix G: Purpose Built Student Accommodation .....   | 201 |
| Appendix H: Flat Conversions .....  | 205 |

**KEY DIAGRAM FOR LANCASTER DISTRICT**

Diagram will be updated in Regulation 19 version to replace Key Greenspace Network with Green & Blue corridors and chains.



# 1. Introduction

## **Background**

- 1.1 It is a statutory responsibility of the Council to prepare a local development plan (a Local Plan) for their area. The local development plan should set out how development needs will be met, which land should be protected for its environmental, economic or social importance and a local planning framework to determine planning applications.
- 1.2 The Local Plan is prepared in the context of national planning guidance provided by the Government. In March 2012, the National Planning Policy Framework (the Framework)<sup>1</sup> was published, which replaced the guidance in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG) and Planning Policy Guidance Notes (PPG). The aim of the Framework is to provide a more concise and easy to understand approach to the planning system, and to deliver sustainable development. **This was subsequently replaced by the 2019 version of the NPPF. The adopted Local Plan has been produced in compliance with this Framework.**
- 1.3 The Local Plan for Lancaster district provides a new planning framework for the area. The preparation of this Development Management Development Plan Document (DPD), along with other key documents including the Strategic Policies & Land Allocations DPD, Arnside & Silverdale AONB DPD<sup>2</sup>, Lancaster South Action Plan DPD, Gypsy and Traveller Site Allocations DPD and Morecambe Area Action Plan DPD<sup>3</sup> **will form** the **new adopted** Local Plan for Lancaster District for the period 2011 – 2031.
- 1.4 The Council **has already had previously** made progress in the preparation of a local development plan for the district, with the adoption of a Development Management DPD<sup>4</sup> and Morecambe Area Action Plan DPD in December 2014.
- 1.5 This document represents the **Climate Emergency review of the Local Plan. It reviews the Second Edition of the Development Management DPD which and will seek to review and updated** policy where necessary and **added** further policy approaches where it **is was** felt appropriate to do so or where new policy supplements policies and allocations within other development plan documents – in particular the Strategic Policies and Land Allocations DPD.
- 1.6 **The Climate Emergency review of the Local Plan began following the adoption of the current Local Plan on 29<sup>th</sup> July 2020, upon which the Council entered into an immediate partial review of the Local Plan. Therefore, this DPD and the Strategic Policies and Land Allocations DPD have been updated to reflect the Climate Emergency declaration made by Lancaster City Council on 30<sup>th</sup> January 2019.**

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

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

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

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

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

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

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

<http://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd>

## 2. The **Climate Emergency** Review of the Local Plan for Lancaster District 2011 – 2031

- 2.1 The Local Plan for Lancaster District 2011 – 2031 ~~will~~ **is** comprised of a number of documents. The Development Management DPD ~~will~~ **sets** out the generic policies that ~~will be~~ **are** used by both Development Management Officers and the Planning Committee to determine planning applications. The Strategic Policies & Land Allocations DPD ~~will~~ **identify** **ies** land to meet future development needs and land that should be protected for a specific environmental, economic or social value. These two documents represent the key strands of the ~~new~~ Local Plan for the district.
- 2.2 The **Climate Emergency Review of the** Development Management DPD and **Climate Emergency Review of the** Strategic Policies & Land Allocations DPD are accompanied by a suite of further DPDs that are essential to the success of the development plan. The Morecambe AAP DPD identifies strategic interventions that will assist in the ongoing regeneration of the town centre. The Arnside & Silverdale AONB DPD allocates land to meet local development needs within the defined AONB area and provide bespoke development management policies for this locality; this DPD has been prepared jointly by Lancaster City Council and South Lakeland District Council.
- 2.3 Upon the adoption of the Strategic Policies & Land Allocations DPD and the Review of the Development Management DPD the City Council ~~will withdraw~~ **withdrew** the Lancaster District Core Strategy (2008), the remaining Saved Spatial Policies in the Lancaster District Council Local Plan (2008) and the First Edition of the Development Management DPD (2014) as material planning considerations. From that point onwards, planning decisions ~~will rely~~ **have relied** on the new, **adopted** Local Plan for Lancaster District 2011 – 2031.
- 2.4 It is important that the Local Plan, the policies it contains and the allocations it makes are read as a whole and not in isolation. Development proposals should have due regard to all relevant policies and allocations in the Local Plan.
- ~~2.5 Until this adoption process is completed the Lancaster District Core Strategy will remain the strategic basis for planning decisions and the allocations found in the Saved Version of the Lancaster District Local Plan remain pertinent.~~
- 2.6 For more information on the progress of plan preparation, ~~or more details how existing documents will be superseded,~~ **then** visit the Council's website at [www.lancaster.gov.uk/planningpolicy](http://www.lancaster.gov.uk/planningpolicy).

### 3. Objectives of the **Climate Emergency** Review of the Development Management DPD

- 3.1 The **Climate Emergency Review of the** Development Management DPD provides detailed policy guidance on a range of planning matters, whether they are environmental, social or economic and **will be** are a material consideration in the determination of planning applications. This DPD **will be** is applicable to any location in the district and any type of development proposed (unless other policies elsewhere within the Local Plan indicate otherwise) and **will be** are supplemented in some areas by other locationally specific policy, for example the Arnside & Silverdale AONB DPD or neighbourhood plans.
- 3.2 The policies within the Development Management DPD reflect national planning policy and are in accordance with the guidance set out in both the Framework and National Planning Practice Guidance (PPG)<sup>5</sup>. The aim of this DPD (along with all documents making up the local development plan) is to interpret the approach of national policy and apply it to local circumstances. Policies within this DPD also make use of a range of other related strategies, policies or programmes that will influence future planning decisions, for example Lancashire County Council’s Minerals and Waste Local Plan<sup>6</sup>.
- 3.3 The objectives of the Development Management DPD were first set out within the First Edition adopted in 2014. Following their re-appraisal it **is still** was still felt that they remained relevant and that the principles of all development should seek to achieve the objectives set out in Table 1 below.

|   |  |
|---|--|
| 1 | <b>That development makes an overall positive contribution to the delivery of sustainable communities, the economy and the environment.</b>        |
| 2 | <b>That development contributes to the needs of local communities and delivers sustainable development.</b>  |
| 3 | <b>That development is well designed, sympathetic to the natural and built environment and is planned and constructed in a sustainable manner.</b> |

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

- 3.4 The DPD objectives **will be** are delivered through the appropriate application of the policies contained within this document and **will** assist in the delivery of sustainable development, which is one of the cornerstones of national planning policy. The success of the policies within the document **will be** are measured by regular monitoring through the Authority Monitoring

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

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

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

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

Report (AMR)<sup>7</sup>, which identifies a series of targets and indicators to measure the effectiveness of policy implementation.

## 4. Housing

- 4.1 The National Planning Policy Framework<sup>8</sup> (NPPF) sets out the requirements for local authorities to identify, and set policies to respond to, housing need in order to support the delivery of sustainable, inclusive and mixed communities.
- 4.2 The Council seeks to ensure that everyone has the opportunity to live in a decent home which meets their needs, at a price they can afford, in a community that they are proud of. In order to achieve this, the Local Plan for Lancaster District **will** look to deliver in the region of 10,500 new homes between 2011/12 and 2030/31 on both brownfield and greenfield sites across the district. Policies H1 and H2 of the Strategic Policies & Land Allocations DPD<sup>9</sup> directs housing to areas that have been identified as having capacity to accommodate future growth with a focus on growth in Lancaster and Carnforth. Policy SP6 of the Strategic Policies & Land Allocations DPD seeks to ensure that housing growth across the district makes provision for an appropriate mix of high quality housing, including affordable housing that meets evidenced district need but is also tailored to local circumstance.
- 4.3 The policies set out in this chapter **seek** to implement strategic housing policies to ensure that:
- The optimum housing capacity that can be achieved on individual sites;
  - Individual sites maximise their contributions towards the delivery of a wide range of affordable housing and, collectively, to assist in meeting Lancaster District’s identified housing needs, including affordable housing;
  - Specialist forms of housing are encouraged to meet identified local needs; and
  - Conversions, basement extensions, private rented sector housing and houses in multiple occupation are appropriately managed.
- 4.4 The Council has allocated a range of sites within the Strategic Policies and Land Allocations DPD to meet the Council’s Local Plan housing requirement. The delivery of these allocated sites is a priority for this Council having been assessed and concluded to be suitable for residential accommodation and deliverable within the plan period. It is also important to note the provision of locally bespoke housing policy which is contained in the Arnsdale & Silverdale AONB DPD<sup>10</sup> and, where appropriate, Neighbourhood Plans.
- 4.5 Whilst allocated sites are prioritised, the Council anticipates that proposals for windfall

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

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

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

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

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

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

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

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

development will continue to come forward. Where they are deemed to comply with the relevant policies within the Local Plan, windfall development will make a valuable contribution to Lancaster district's overall housing supply over and above sufficient allocated sites and providing a reasonable level of contingency against the delivery of the district's housing requirement.

### New Residential Development

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

The Council will support proposals for new residential development that:

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

### Housing Needs

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

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

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

- 4.6 New housing development should use land efficiently whilst respecting and where possible enhancing the local context. It is expected that residential densities will maximize the opportunity of the site to use land efficiently.
- 4.7 New residential development should be located in sustainable locations where it can be

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

satisfactorily supported by necessary infrastructure requirements such as utilities, transport and digital infrastructure and is accessible to important services including (but not limited to) education, healthcare, community facilities and open space.

Meeting Housing Needs

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

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

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

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

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

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

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



- 4.13 The Council also recognises that there may be other evidence available on housing needs, such as local surveys carried out by parish councils that focus on the needs of households within a defined area such as a rural settlement or parish. Such surveys can be a valuable source of information on local need providing they are carried out in accordance with a robust methodology and the results are statistically valid. In order to support the Arnsdale & Silverdale AONB DPD Lancaster City Council and South Lakeland District Council jointly commissioned a housing needs survey specifically for the parishes within the AONB, which was undertaken in 2014<sup>13</sup>.
- 4.14 Proposals for housing within the Arnsdale & Silverdale AONB should be considered in the context of the Arnsdale & Silverdale AONB DPD, proposals for housing in the Forest of Bowland AONB should be considered in the context of this district-wide Local Plan, in particular Policy DM6 of this DPD.
- 4.15 In relation to the need and demand for affordable housing in the district, the Council also holds its own intelligence through the Housing Register and choice based lettings scheme<sup>14</sup> and shares intelligence with partner Registered Providers where they maintain their own register.

### Housing Standards

## **POLICY DM2: SPACE AND ACCESSIBILITY HOUSING STANDARDS**

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

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

Applicants will be expected to design schemes in accordance with the nationally described space standards, including sufficient built-in storage. Applicants must submit appropriate supporting documentation alongside the planning application to ensure that compliance with the standards can be verified, including completion of an internal space compliance statement.

Where it can be demonstrably argued through the provision of evidence by an applicant and agreed with the Local Planning Authority that building homes to Nationally Described

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

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

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

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

**Space Standards will result in schemes being unviable, consideration will be given to how viability constraints may be overcome, which may result in flexibility being given to the requirements of the policy.**

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

4.16 In 2015 the Government rationalised housing and energy standards<sup>15</sup>, by reducing the number of standards applied within the planning system, leaving many areas such as energy performance to Building Regulations rather than planning. The intention of this has been to reduce burdens on developers and to stimulate housing growth. There are now four areas where local planning authorities can opt to implement standards that exceed the minimum Building Regulations, these are water efficiency, access, renewable energy provision and adaptable homes including wheelchair accessibility homes and Nationally Described Space Standards. Where these standards are implemented the Council must demonstrate that a need exists and that development would be viable.

~~4.17 The district is not currently located in an area of water stress and as such optional water efficiency standards will not be implemented locally. The Council will monitor the situation with regard to water stress, to ensure that local policy remains up to date.~~

4.18 Over the lifetime of the Local Plan the population of the district will see a significant increase in older people, with an expected increase of 30% of those aged 65 and over, and 59% of those aged 80 plus. The household survey of 2017 carried out as part of the Strategic Housing Market Assessment identifies that the majority of older people, where possible, want to remain in their own homes. At times this may require adaptations to homes to ensure they remain suitable for people across their lifetimes including where there is a change in health or mobility.

~~4.19 The Council understands from the Spring Statement 2019 that a future Homes Standard will be brought in by the Government in the coming years (by 2025), to increase energy efficiency standards beyond that currently required under mandatory Building Regulations Part (L) by removing traditional fossil fuel heating systems in new dwellings. Until such a time, the Council will encourage proposals which seek to go beyond required standards (i.e. in meeting the energy efficiency savings equivalent to the now abolished Code Level 4 of the Code for Sustainable Homes).~~

4.20 Building Regulation M4(2) is an optional Building Regulation which exceeds the mandatory standards M4(1), the Regulation enables adaptations to the home, for example, the provision of a stair lift or shower room and for level access from the driveway to the home. Implementing these standards means that people can adapt their home to meet their needs without having to move.

4.21 In recognising the ageing population of the district and the needs of all people regardless of age who may have a mobility impairment, the Council considers it important to implement the optional building regulation M4(2) with evidence in the Strategic Housing Market Assessment

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

(Part II) identifying a figure of 20% to be appropriate and viable taking account of current and future population needs. This figure applies for both market and affordable housing across any proposed scheme. In the interests of supporting the delivery of smaller schemes and the recognition that costs are often harder to absorb, the requirement will only apply to schemes of more than ten dwellings.

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

### **Affordable Housing Requirements**

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

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

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

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

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

**Affordable housing thresholds**

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

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

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

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

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

**Affordable housing requirements**

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

- I. Affordable housing shall remain affordable in perpetuity unless there are justified reasons which would require otherwise, in such circumstances this justification will need to be agreed with the Local Planning Authority at the time of application;
- II. The size, type, tenure and the means of delivery will accord with the most up to date Strategic Housing Market Assessment or an up-to-date village or parish housing needs assessment that is a more appropriate indication of housing need.
- III. Where affordable housing is being delivered, the Council will seek to ensure an appropriate tenure mix using the following percentages as a guide (sizes and types as set out in Policy DM1 of this DPD)
  - 60% affordable / social rent and 40% **affordable homes for sale intermediate-tenure**; or
  - 50% affordable or social rent and 50% **affordable homes for sale intermediate-tenure**.
- IV. Accommodation provided will be required to be genuinely available to those households who have been identified as being in housing need;

- V. Housing must be well integrated into the design of an overall scheme and be consistent with market housing in quality of materials, design and open spaces.
- VI. Financial contributions towards the provision of affordable housing will be calculated in accordance with the methods detailed in the emerging Viability Protocol SPD.

**Loss of affordable housing**

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

**Viability**

Where compelling and detailed evidence demonstrates that the provision of affordable housing in accordance with the above requirements would have a disproportionate and unwarranted negative impact on the viability of a proposed development, applicants may, in agreement with the Council, provide fewer affordable dwellings than would ordinarily be acceptable, review the tenure or mix of dwellings, or provide a financial contribution in lieu of onsite provision. Such evidence must include an open book financial viability appraisal which will need to accord with guidance in the emerging Viability Protocol SPD.

DRAFT

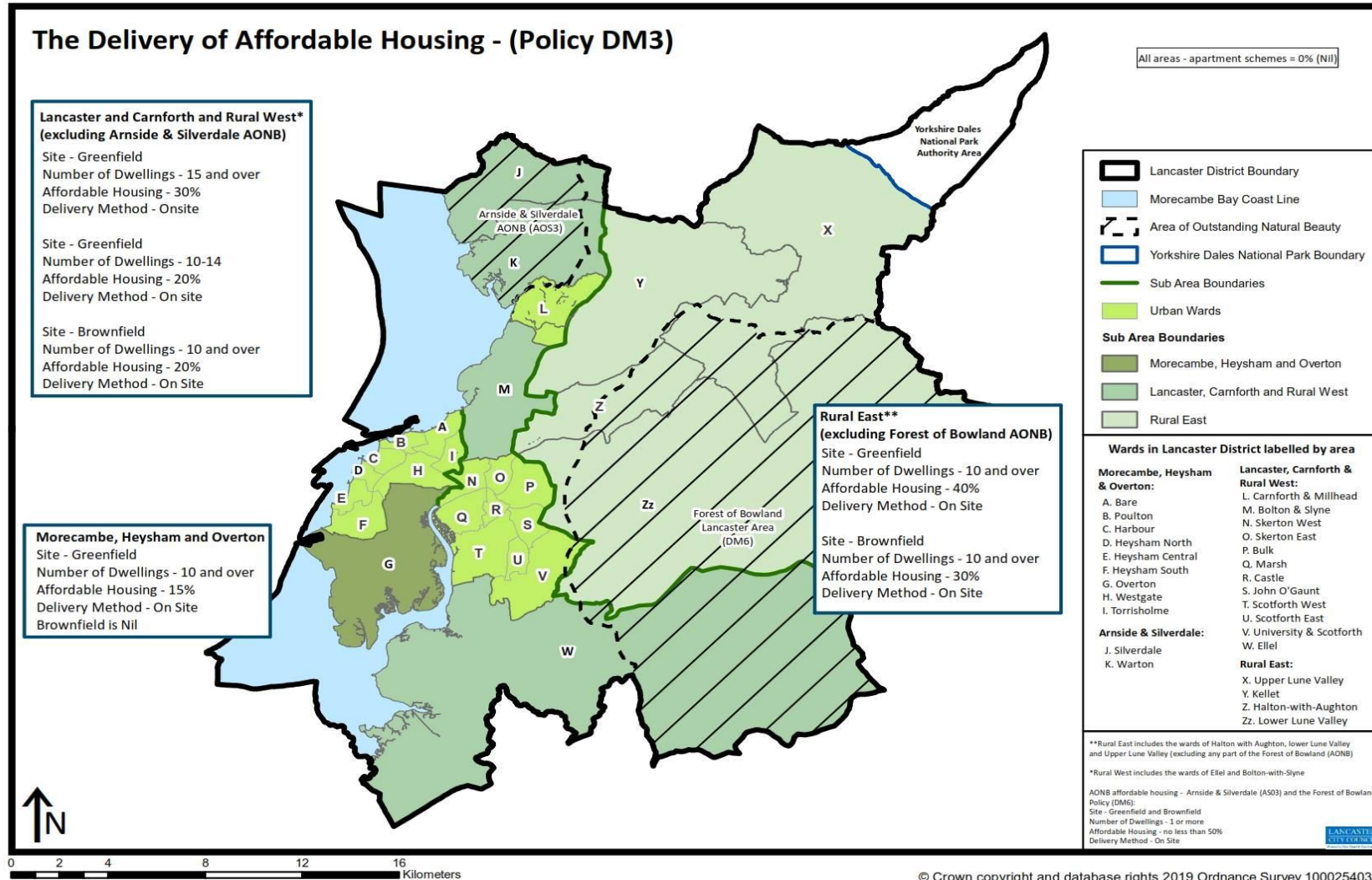


Figure 4.1: Affordable Housing Requirements in Lancaster District (Lancaster CC 2019)

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

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

*Affordable Housing Thresholds*

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

*Amount of Affordable Housing*

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

*Tenure*

- 4.30 The 2018 Strategic Housing Market Assessment (Part II) identified an affordable housing need for a split of 56% social/affordable rented and 44% for sale intermediate tenure. It is recognised that such a figure may not easily be translated into real life development schemes and therefore the Council will accept proposals which provide for between 60% social/affordable rented and 40% for sale intermediate tenure, and 50% social/affordable rented and 50% for sale intermediate tenure, provided that the sum total is 100%. This provision exceeds national policy.

~~4.31 With regard to starter homes, the Council has considered the incomes required to access starter homes where a 20% discount would be applied to the market value of a property, and does not~~

~~consider that it would meet local needs when compared with other forms of affordable home ownership tenures. However, the Council recognises the duty to promote starter homes in the Housing and Planning Act 2016, and therefore promotes alternative means of low cost home ownership through a preferred tenure of shared ownership as defined by Annex 2 of the NPPF.~~ Following the Affordable Homes Update Ministerial Statement and the Planning Practice Guidance on First Homes published on 24<sup>th</sup> May 2021, the Council expects affordable homes for sale to be delivered as shared ownership, as defined by Annex 2 of the NPPF and First Homes as defined in the Planning Practice Guidance. 25% of affordable homes provided as a developer contribution in accordance with policy DM3, shall be delivered as First Homes, the remaining proportion of affordable homes for sale (25%) shall be delivered as shared ownership. The shared ownership element will ensure that homes are available to a wider range of residents at a range of values to meet local needs.

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

#### Loss of Affordable Housing

- 4.34 Proposals that would result in a net loss of existing affordable dwellings must provide the equivalent number of replacement affordable dwellings on the site, as well as any affordable dwellings generated from additional market dwellings.
- 4.35 If it can be justified that the equivalent number of replacement affordable dwellings cannot be achieved on the original site, then the dwellings must be provided on an appropriate alternative site subject to satisfying all other relevant planning policy. The replacement of off-site affordable dwellings will be in addition to any other affordable dwellings generated from any new market dwellings on both the original and the alternative site and should be considered to be of equivalent value / suitability.

#### Vacant Building Credit

- 4.36 In line with National Planning Practice Guidance, a 'vacant building credit' will be applied to appropriate developments where a vacant building is either converted or demolished. This credit will be equivalent to the gross internal area of the building to be demolished or brought back into use. This credit does not apply when a building has been 'abandoned'. The Council may at its discretion choose not to apply vacant building credit where it is clear that a building has been made vacant for the sole purposes of re-development or the building is covered by an extant planning permission or one that has expired within the last twelve months for the same or substantially the same development.

#### Development Viability in relation to Affordable Housing



- 4.37 The Council recognises that the delivery of affordable housing can, in certain circumstances, place strain on the viability of development, particularly where genuine site abnormalities can result in financial pressure to deliver housing. In such cases and where it is appropriately evidenced through an open book approach, the Council may agree to deviations from the proposed requirements for affordable housing provision to ensure that housing delivery is achieved. The degree to which proposals deviate from the requirements set out in Policy DM3 will be weighed against the benefits of any resulting scheme.
- 4.38 Where the Council requires independent advice through a qualified Chartered Surveyor to validate an Affordable Housing Statement, viability appraisal and any other evidence submitted by the developer/applicant that seeks to provide a different provision of affordable housing to that required by this policy, reasonable costs will be met by the developer/applicant. The purpose of this will be to determine whether the affordable housing provision compromises scheme viability, and where appropriate to inform an alternative contribution.
- 4.39 The Council intends to bring forward a Supplementary Planning Document setting out a viability protocol which will provide detailed guidance on how site specific viability matters will be appraised.

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

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

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

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

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

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

#### **Rural Estates**

Proposals for new housing on land in the ownership of the specified large privately owned rural estate must be accompanied by an estate masterplan that represents a clear strategy for enhancing or maintaining the vitality of the local community and demonstrates how their housing needs will be addressed. Estate masterplans must demonstrate that they have the support of the local community and must be prepared in consultation with the Council.

***General Requirements for Rural Housing***

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

- I. Be well related to the existing built form of the settlement;
- II. Be proportionate to the existing scale and character of the settlement unless exceptional circumstances can be demonstrated;
- III. Be located where the environment and infrastructure can accommodate the impacts of expansion;
- IV. Demonstrate good siting and design in order to conserve and where possible enhance the character and quality of the landscape; and
- V. Consider all other relevant policies, in particular Policy DM44 and policies contained within the Arnside and Silverdale Area of Outstanding Natural Beauty DPD.

- 4.40 The district contains large areas of open countryside and a significant number of rural settlements. A sizeable component of the district's population currently live within those rural areas. The scenic beauty of the district's landscapes through its natural assets and thriving local communities mean that the rural areas of the district are likely to remain popular, growing and sustainable locations for people to live throughout the plan period. The ability of the district to meet the aspirations and needs of its population is contingent upon the approach that is adopted towards development in rural areas.
- 4.41 The appeal of the district's rural areas, combined with the needs of a growing population, mean that the Council will need to carefully manage development within rural areas in order to appropriately protect the character and distinctiveness of rural areas whilst allowing for growth.
- 4.42 The Council expects that development opportunities for residential development outside urban areas will be brought forward in line the Strategic Policies and Land Allocations DPD, and where applicable Neighbourhood Plans. Whilst this is accepted to be the preferred approach, the Council recognises that in some circumstances acceptable development proposals may come forward outside of the locations identified within the plan-making process in unexpected, but not less sustainable, locations.
- 4.43 In such circumstances the Council will require the exceptional nature of such proposals to be demonstrated with due regard to the district's housing needs, five year housing land supply and the evidence within the Strategic Housing and Employment Land Availability Assessment (SHELAA)<sup>17</sup>. The degree to which such proposals accord with the policy provisions of the Local Plan in general and represent sustainable development by helping to meet housing needs, thereby re-balancing the housing market and enhancing local services will be considered in the determination of such proposals.

***Sustainable Settlements***

- 4.44 The Council will support proposals for new housing development in rural areas in sustainable settlements as identified in Policy SP2 of the Strategic Policies and Land Allocations DPD. Proposals should demonstrate that they will have clear benefits for the local community, and in

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

particular will meet rural housing needs according to robust evidence (such as the Strategic Housing Market Assessment Part (II) undertaken by Arc4 in 2018 or Parish level surveys or successor housing needs studies undertaken by the City Council). The Council will also support proposals that are locally developed and driven by rural communities where they deliver sustainable development and accord with the requirements of the Local Plan.

- 4.45 Residential development in sustainable settlements within Areas of Outstanding Natural Beauty will be supported subject to constraints of the protected landscape and where a landscape capacity approach has been taken. As a result proposals in the settlements of Silverdale and Warton should be considered in the context of the Arnside & Silverdale AONB DPD. Policy DM6 will be a key consideration for housing development proposals in the settlements of Caton, Brookhouse, Hornby and Wray (all allocated within the Forest of Bowland Area of Outstanding Natural Beauty), unless policies within Neighbourhood Plans state otherwise.

#### Rural Estates

- 4.46 The Council recognises there may be justification for new homes on land owned by the large private estates located in rural and upland parts of the district. Proposals for new homes must genuinely address local housing need and demonstrate community 'buy-in'. To properly achieve this, applicants should prepare an estate masterplan that has been subject to consultation with the local community and the Council. This document must be submitted alongside planning applications and should represent a clear strategy for enhancing or maintaining the vitality of the local community.

#### New Homes in Isolated Locations outside Settlements

- 4.47 Much of the district is rural and the Council will seek to ensure it is protected for its intrinsic value by restricting the development of isolated dwellings in the countryside. However, there may be special circumstances as set out in paragraph 55 of the Framework. It will be for applicants to demonstrate that there are exceptional circumstances for a new dwelling to be located within an isolated location, for the purposes of clarity the Council identify the definition of isolated to mean the connections with identified settlements within the district.

#### Rural Exception Sites

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

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

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

- IV. All homes are affordable in perpetuity, comply with the most up-to-date definitions of affordable housing and are constructed to the most relevant design and quality standards (at the time of delivery); and
- V. Occupancy is restricted to current residents of the defined Parish or those that have an existing family or employment connection unless otherwise agreed by the Local Planning Authority;
- VI. The proposal can demonstrate that the development can be delivered.

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

- 1. Where site constraints result in significant abnormal costs;
- 2. Where a Registered Provider is able to justify that open market housing is essential to the delivery of affordable housing on the site.

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

- 4.48 Rural Exception Sites can often be the only means of delivering affordable housing in some rural settlements. They are small sites that would not normally be suitable for open market housing, but where exceptions may be made for affordable housing in perpetuity. Such sites should address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection.
- 4.49 The Council will therefore support proposals for housing on rural exception sites on the basis that homes are affordable in perpetuity and available to the local community. Proposals should address local housing needs according to evidence on rural affordable need in the relevant sub area within the Lancaster Strategic Housing Market Assessment (Part II) or other robust local evidence of housing needs. This means that rural exception sites should be located where they will enhance or maintain the vitality of rural communities and enable residents to access important facilities such as education, healthcare and employment. Proposals should involve rural communities in order to ensure that they will provide for local housing needs.
- 4.50 Occupancy will be controlled via a Section 106 agreement to ensure that the housing remains affordable in perpetuity to meet local needs preventing the housing from being sold at open market rates in the future.

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

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

Within the Forest of Bowland AONB, the number, size, types and tenures of all homes provided should closely reflect identified local needs in accordance with current housing

needs evidence at the time of the application. This includes the Strategic Housing Market Assessment and other robust local housing needs assessments, for example, where there is an up-to-date village or parish housing needs assessment that is agreed to be a more appropriate indication of housing need.

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

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

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

#### **Major Development**

Proposals for major development will not be permitted in the AONB, unless the proposal can be demonstrated to be in the public interest and exceptional circumstances exist.

Whether a proposed development constitutes major development will be a matter for the relevant decision taker, taking into account the individual characteristics and circumstances of the proposal and the local context. In determining whether a proposed development constitutes major development the Council will consider whether by reason of its scale, form, character and nature, the proposal has the *potential* to have significant adverse impact on the natural beauty of the AONB.

In determining whether exceptional circumstances exist, the Council will consider:

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

- 4.51 As the AONB is a protected landscape, sites that are suitable for housing should be developed specifically to meet local affordable or other locally identified housing needs. To do otherwise would fail to address these needs, which could then only be met by releasing more sensitive sites, causing harm and compromising the primary purpose of the AONB designation. This policy seeks to ensure that the approach to housing delivery in the AONB reflects the local needs within the AONB and better ensures that new development supports the AONB's primary purpose and Special Qualities.

- 4.52 Rather than identify specific types to meet particular needs, which can change over time, the policy requires that proposals show how they reflect local needs as identified in the most recent and up-to-date AONB-specific housing needs evidence. A requirement for 50% of new homes to be affordable has been identified because the AONB is a sensitive landscape protected at a national level. It is inappropriate to use those sites that are suitable for development in the AONB to deliver development that does not meet local affordable or other local needs.
- 4.53 Priority will be given to the delivery of affordable housing and maximising the potential for meeting identified local needs and local affordable needs from appropriate individual development opportunities. Proposals will be expected to demonstrate that densities make best and efficient use of land and reflect local settlement character.
- 4.54 Affordable housing needs are forecast to apply over a period of time and not all the identified need is required straight away. The delivery of affordable housing should be phased in line with demand to ensure that the market is not over-supplied at any time. This can be done by working closely with and between housing developers, landowners and appropriate Registered Providers of affordable housing.
- 4.55 The difficulties of providing on-site affordable housing for very small schemes are recognised and therefore proposals of two to five dwellings will be expected to make a financial contribution in lieu of on-site provision of affordable housing. This will be sought per unit of affordable housing that would have been provided. Proposals for six or more dwellings will be required to provide affordable housing on site.
- 4.56 Policy DM6 does not control the occupancy of new properties other than by the requirement to restrict affordable housing to those with a local connection. Although additional occupancy restrictions have been applied elsewhere, this has been in areas where evidence shows that significantly high proportions of second homes and holiday lets than are present within the Forest of Bowland AONB. However, where development proposals offer occupancy controls that help meet local housing needs, this will be looked at favourably as part of the overall consideration of the scheme.
- 4.57 National planning policy does not allow major new development in the Areas of Outstanding Beauty other than in exceptional circumstances because of the likely harm it would cause to the nation's long-term interest of conserving these places. Proposals are subject to the most rigorous examination and have to demonstrate that they are genuinely in the nation's interest if they are to proceed.
- 4.58 Whether a proposed development constitutes major development will be a matter for the relevant decision taker. Major development in the Forest of Bowland AONB is defined as development has the potential to have a serious adverse impact on the landscape, wildlife, cultural heritage or special qualities of the AONB because of its scale, form, character and nature. Examples may include quarrying, medium and large scale housing development, commercial development that is out of keeping with the landscape, caravan sites, new roads, tall vertical structures and high voltage overhead power lines. Development could have the potential to have a significant impact on the special qualities of the AONB if it is located inside or adjacent its boundary or within the setting of the AONB.

**Purpose-Built Student Accommodation****POLICY DM7: PURPOSE BUILT ACCOMMODATION FOR STUDENTS**

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

- I. Are located on campus, within or directly adjacent to Lancaster city centre and not on allocated housing sites that would deliver residential development (unless stated as part of a mixed use development within the specific site allocation policy development principles of the Strategic Policies and Land Allocations DPD);
- II. Development proposals should be appropriate to the character of the local area in terms of design, layout and materials used;
- III. Proposals should meet the criteria set out in Appendix G;
- IV. Proposals should demonstrate that there will be no unacceptable impact upon residential amenity in the surrounding area through issues such as increased noise and disturbance;
- V. High density developments will be encouraged but only in locations where they are compatible with the existing townscape;
- VI. Proposals should demonstrate that they would not lead to an unacceptable increase in anti-social parking in the surrounding area;
- VII. Proposals should be designed to be safe and secure for their occupants whilst respecting the character and permeability of the surrounding area; and
- VIII. Ensure students can be housed in quality accommodation all new development will be required on completion to sign up to the Lancaster University Homes Standard or any future successor.

Self-contained 'warden's accommodation' created as part of proposals for new student accommodation where it has been demonstrated necessary, will be conditioned for use by the warden and are therefore not required to contribute towards affordable housing.

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

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

4.59 Student numbers in Lancaster have shown an increase over recent years particularly from international students with an anticipated increase of an additional 4,000 new students by 2025 from the UK and abroad. While development at Lancaster University has increased the capacity to house students on campus, accommodation off campus continues to be operationally important in order to ensure all first year students can be offered accommodation on campus at

the start of their course.

- 4.60 The city centre is considered to be an acceptable location for new student accommodation. Most parts of the city centre are within reasonable walking distance of the University of Cumbria and have good public transport and cycling connections to Lancaster University. A specific policy approach to concentrate new student accommodation within the city centre will ensure that the district benefits from concentrating activity and spend in this central location. It is also important that new investment protecting the student experience takes place in the city centre to enhance the attractiveness of the university for external students choosing to study in Lancaster and wanting to live in the city centre. Other locations outside of the city centre and university campuses will not normally be suitable for student accommodation unless it can be clearly demonstrated that there will be no adverse impacts on residential amenity, anti-social behaviour and will not disperse accommodation too widely.
- 4.61 The need and demand for student housing and the extent to which the Council will support proposals will be kept under review having regard to the overall impact on local housing markets. At the present time, proposals to provide additional purpose built student housing should help to protect the supply and access to housing in traditional residential areas in South Lancaster.
- 4.62 New student accommodation can also help make a positive contribution to the mix of uses within the city centre and by doing so is less likely to result in harmful impacts on residential amenity. However new student accommodation proposed in the Lancaster Conservation Area must be sympathetic to the character of the existing, surrounding built form and wider setting. Similarly proposals that seek to re-use a Listed Building, or would affect the setting of Listed Building should be sympathetic to the character and features of the heritage asset.
- 4.63 The Council, Lancaster University and the University of Cumbria always aim to ensure that students are able to live in a pleasant and appropriate environment conducive to well-being and study and is managed by a fit and proper landlord. In achieving this the Lancaster University Homes Standard is the main student housing accreditation scheme within the City, partnered by all three organisations. The scheme provides certification of properties and ensures quality is achieved in student housing across the City. To continue to ensure this is the case, all new developments will be required to sign up to the Lancaster University Homes Scheme.

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

### **POLICY DM8: ACCOMMODATION FOR OLDER PEOPLE AND VULNERABLE COMMUNITIES**

**The Council will support the development of residential accommodation for a range of vulnerable communities in the district where there are proven needs for such accommodation.**

#### **Accommodation for Older People**

**Proposals for accommodation for older people will be supported subject to any proposal meeting the following criteria:**



- I. Meets the genuine needs of older people and makes a positive contribution towards meeting the identified need for specialist housing for older people as identified in the latest Strategic Housing Market Assessment;
- II. Is well located to shops, public transport, community facilities and medical services including Primary Health Care facilities that can be reached easily by those without access to a car;
- III. Accords with the requirements of Policy DM2 in relation to accessibility and internal space standards;
- IV. Contributes towards the provision of affordable housing in accordance with Policy DM3 of this DPD (in relation to Use Class C3 only);
- V. Proposals to provide and/or extend residential care homes should be supported by the relevant Commissioning Manager and confirmed in writing;
- VI. The provision of sufficient car parking in accordance with Appendix E of this DPD;
- VII. Provides suitable open space / grounds that can be used by residents for sitting, relaxing and gentle exercise; and
- VIII. Resists development that would lead to a reduction in the number of extra care premises unless it can be demonstrated that a replacement facility will be provided or that such a use was not viable or no longer fit for purpose.

**Accommodation for Vulnerable Groups**

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

- IX. The proposal meets genuine housing needs of the intended occupiers;
- X. Provides the appropriate standards regarding accessibility, facilities, independence, support and/or care needs;
- XI. Is well located to shops, public transport, community facilities and the social networks appropriate to the needs of the intended occupiers;
- XII. Is affordable in the context of financial support available to the intended occupiers;
- XIII. Is accompanied by a care plan and needs risk assessment setting out the type and level of support to be provided clearly demonstrating that any perceived risk can be managed appropriately in the proposed setting;
- XIV. Facilitates move-on accommodation where appropriate;
- XV. That priority is normally given to vulnerable people who have a local connection to Lancaster district over and above households that are otherwise the responsibility of or are owed assistance by another Local Authority; and
- XVI. All proposals have the full support of the relevant Commissioning Manager in writing for the relevant vulnerable group and the plans align to Commissioning Plans.

Proposals for accommodation for vulnerable groups must be explored and delivered by a Registered Provider unless there is exceptional justification that is appropriately evidenced.

4.64 The district has an ageing population, with the 65 years plus age group forecast to grow by 62% and the 86 years plus age by 138% in the period 2008 to 2033. This poses a significant challenge as these households are more likely to have a need for specialist accommodation as well as

support services and adaptations to their homes to enable them to enjoy a good quality of life. The Lancaster District Strategic Housing Market Assessment (Part II) highlights that the future accommodation needs of older people will be best met through sheltered housing or independent accommodation with visiting support. The Council will therefore support proposals that provide these types of accommodation.

- 4.65 It is important that proposals for new older people’s accommodation are situated in accessible locations, close to existing services including healthcare facilities, public transport routes and shops and other services in order that residents can live as independently as possible. Family and friends who may not have access to a car should also be able to visit residents. Provision should also be made for communal open space in order to promote the health and wellbeing of residents.
- 4.66 Proposals for self-contained accommodation for older people that fall within Use Class C3 must contribute towards the provision of affordable housing in accordance with Policy DM3. Bespoke market housing schemes for older people, particularly provided in the form of apartment blocks, are often unsuited to providing on-site affordable housing. Where on-site affordable housing cannot be practically achieved, a financial contribution will be expected and calculated against the overall number of market units being provided.
- 4.67 Proposals to provide residential care homes for the elderly should be supported by the relevant Commissioning Manager (health and social care or local authority), and confirmed in writing and align to Commissioning Plans and relevant standards.
- 4.68 The different communities that live in the district have varying requirements in relation to accommodation needs. Vulnerable groups in particular have specific requirements that often involve the provision of on-site/visiting care and support, which can either be in the form of short term or longer term accommodation or residential rehabilitation facilities. It is important that all proposals have the full backing of the relevant Commissioning Managers (for health and social care or local authority) and can demonstrate how they address the agreed priorities and relevant commissioning models. This is explored in more detail in the Lancaster District Housing Strategy and Housing Action Plan 2012 – 2017<sup>18</sup> or future successor strategies.
- 4.69 Vulnerable groups include people with learning disabilities, mental illness, physical disabilities, refugees and asylum seekers, homeless households, young people leaving care, people suffering domestic abuse, people with a history of substance misuse, and people with a history of offending.
- 4.70 The Council will support proposals for new provision that will meet the genuine housing needs of the intended occupiers. Proposals for accommodation for vulnerable groups should be explored and delivered through Registered Providers before any consideration would be given to private sector/private finance schemes that generate higher rents and housing benefit requirements.

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

---

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

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

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

### **General Development Principles**

Proposals for new or expanded Gypsy and Traveller, and Travelling Showpeople sites will be supported where they:

- I. Demonstrate that the intended occupants meet the definition of Gypsies and Travellers and Travelling Showpeople in Annex 1 of Planning Policy for Traveller Sites or have a culturally identified need under the Equality Act 2010; and
- II. Provide no more than 15 permanent residential Gypsy and Traveller pitches and 5 permanent Travelling Showpeople plots; and
- III. Are in a sustainable location. Preference will be given to new sites within the urban areas of Lancaster, Morecambe, Heysham or Carnforth. However, sites in Sustainable Settlements in accordance with the Settlement Hierarchy set out in Policy SP2 of the Strategic Policies & Land Allocations DPD will be considered where it can be demonstrated that appropriate sites cannot be provided within the specified urban areas and that the proposal would neither dominate nor be disproportionate to the scale of the existing community.

### **Locational Requirements**

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

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

### **Design Principles**

Proposals for new Gypsy and Traveller and Travelling Showpeople sites will be supported where they:

- IX. Are well planned and include soft landscaping and play areas for children where it would not be possible to access existing provision safely;
- X. Make adequate provision for vehicular parking, turning areas and servicing;
- XI. Provide adequate access to all emergency vehicles; and
- XII. Provide adequate utilities, sanitation facilities, a mains water supply and drainage.

New sites for Travelling Showpeople will be allowed to include mixed use yards, to accommodate both caravans and space for storage and equipment but must also meet criteria (I) to (XII).

#### Transit Provision

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

#### Safeguarding Pitches

All proposals that would result in a loss of Gypsy and Traveller pitches and Travelling Showpeople plots will not be permitted unless alternative and improved provision in either an equivalent or improved location is achieved that meets an identified need, with no net loss of pitches / plots.

- 4.71 There are currently 21 Gypsy and Traveller sites in the district (including one transit site at Carr Lane, Middleton) providing in the region of 82 pitches. The majority of these sites are privately run. However there are 19 social pitches provided at the Mellishaw Lane site which are managed by the Council on behalf of Lancashire County Council.
- 4.72 Planning Policy for Traveller Sites (2015) requires the Council to set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople that address the likely permanent and transit site accommodation needs of Travellers in the district. The 2017 Lancaster District Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTAA) has informed the Council of the need for additional pitches that will be kept under review in the light of changing conditions and definitions in National Planning Policy for Gypsies and Travellers. The accommodation needs of Gypsies and Travellers within the district are considered under Policy SP6 of the Strategic Policies and Land Allocations DPD. The Council is also committed to bringing forward a Gypsy and Traveller Site Allocations DPD which will allocate land to meet the accommodation needs over the lifetime of the Local Plan.
- 4.73 Until such time as the Gypsy and Traveller Site Allocations DPD is adopted it will be necessary to take a proactive criteria based approach to proposals which come forward for development of new or expanded sites. There may also be circumstances where proposals come forward for new or expanded sites which have not been identified for allocation post the adoption of the emerging DPD, where this is the case such proposals will be supported where they meet the criteria within this policy.

- 4.74 There is a preference for new sites to be located in the urban areas of Lancaster, Morecambe, Heysham or Carnforth as this is where services are generally best provided such as healthcare, education etc. However, it is recognised that identifying sites for gypsy and traveller uses is challenging, with the Council having already undertaken two call for sites exercises. Therefore where proposals come forward in Sustainable Settlements which are in the rural area and meet the other criteria set out in other relevant policies, the Council may consider these favourably if it can be demonstrated that no suitable sites exist in the urban area.

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

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

Proposals for residential accommodation for rural workers will be supported in principle subject to the following criteria:

#### **Permanent Dwellings**

Proposals for new permanent dwellings will only be permitted where they support existing agricultural / forestry / rural based employment activities on well-established agricultural / forestry holdings and rural based businesses provided they meet the following criteria:

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

#### **Temporary Dwellings**

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

- VII. Clear evidence is provided by the applicant of a firm intention and ability to develop the enterprise concerned (significant investment in new farm buildings is often a good indication of intentions);

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

**When the permission granted for a temporary occupational dwelling expires, a proposal for a permanent dwelling must satisfy criteria (I) to (VI). After three years, if there is no planning justification for a permanent dwelling, then the temporary dwelling must be removed. Successive extensions to a temporary permission will not be granted.**

**Proposals for permanent and temporary occupational dwellings will be subject to appropriate planning conditions. The removal of conditions relating to occupancy on temporary occupational dwellings will not be permitted and on permanent occupational dwellings will only be permitted in exceptional circumstances as set out in Appendix F of this document providing that:**

- XII. The applicant can demonstrate that there is no longer a long-term need for the occupational dwelling on the particular enterprise on which the dwelling is located; and**
- XIII. The applicant can demonstrate that the occupational dwelling has been marketed at a realistic price that takes account of planning conditions, has been marketed within the appropriate media over a period of at least 12 months and that no reasonable offer has been refused, so to demonstrate that there is no demand for the dwelling in the area.**

- 4.75 One of the few circumstances in which isolated residential development may be justified is when accommodation is required to enable certain land-based workers to live at, or within the immediate vicinity of, their place of work. It will often be as convenient and more sustainable for such workers to live in nearby towns or villages or suitable existing dwellings, so to avoid new and potential intrusive development in the countryside. However, there are some cases where the nature and demands of work make it essential for one or more people engaged in the enterprise to live at, or very close to, the site of their work. Whether this is essential in any particular case will depend on the needs of enterprise concerned and not on the personal preferences or circumstances of any individuals involved, in order to justify dwellings that would otherwise not be permitted in such locations.
- 4.76 Proposals for both permanent and temporary dwellings for rural workers should also have due regard to all other relevant policies within this DPD, in particular (but not exclusively) Policy DM46 relating to landscape impacts, DM29 relating to the design of development and Policy DM33 relating to flood risk.

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

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

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

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

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

**Self-Build, Custom Build or Community-Led Housing****POLICY DM12: SELF BUILD, CUSTOM BUILD AND COMMUNITY-LED HOUSING**

Planning applications for self, custom or community-led housing, built by individuals or groups of individuals for their own occupation will be supported by the Council where they are located in sustainable locations.

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

Serviced plots of land will also be supported on other allocated sites where overall, this would not result in an over-provision of this type of housebuilding when compared to the Council's supply/demand evidence.

The Council will seek to identify plots for self and custom build housing where the need is clearly identified via the Self Build Register. The Council will support proposals from community groups seeking to provide affordable housing units and who will implement their management and lettings arrangements (providing these meet a local need and comply with other relevant planning requirements and policies, including Policy DM44).

- 4.82 The Self Build and Custom Housebuilding Act 2015<sup>19</sup>, with its accompanying Regulations, requires Councils to have a register of all of those who wish to acquire a plot for self-build or custom-build dwellings, and imposes a “duty” to grant sufficient sites to meet the need for plots expressed by the register. The Council holds a register of potential interest in self or custom build plots across the district. Planning Practice Guidance clarifies that evidence of demand from the registers should inform Local Plan policies, supplemented by other evidence.
- 4.83 At present both evidence from the register and evidence from the Strategic Housing Market Assessment (Part II) indicates limited demand within the District for self and custom build housing. The evidence generally indicates that there is a wide search area across the District as well as a desire for larger properties of three or more bedrooms. The Assessment also identified that those who do have a desire for self or custom build housing are generally on high incomes.
- 4.84 Whilst suitable opportunities may exist for larger self or custom build properties to be constructed, the thrust of the policy is to support opportunities for individuals or groups of individuals that wish to build their own homes as a more affordable means by which to access home ownership.
- 4.85 The Council has been identified as a Local Authority directly affected by second homes ownership and qualified for an allocation of Community Housing Fund grant in 2017/2018 to support community led developments. The Council may work directly with and provide funding for

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



community groups wishing to advance community led developments, particularly for proposals that will deliver affordable housing that will meet a local need. A grant policy was approved by Cabinet in August 2017. As the delivery of affordable housing will be an important element of community led developments, community groups by nature are encouraged to have their own bespoke management and letting arrangements for affordable units, so there is no requirement for units to be owned and/or managed by Registered Providers (although community groups may wish to deliver schemes in partnership with Registered Providers at their own discretion).

- 4.86 The Council considers self, custom or community build to be an additional source of supply of conventional housing and a further housing choice. The sites required to accommodate self or custom build units are likely to be sites with limited large scale housing potential but could, with the input of an innovative architect, provide an exemplar and bespoke housing scheme that would provide high quality accommodation at a lower cost than conventional market housing.
- 4.87 There is also potential through the construction phase of self, custom or community build development to support the local economy by providing work for local builders and tradesmen and maximising the use of local supply chains. Where appropriate, the Council will seek to secure benefits to the local economy through the use of planning obligations.
- 4.88 On larger sites primarily brought forward for open market housing there may be opportunities to devote part of the site for custom, self-build or community led housing. Developers could offer certain plots for sale, with servicing, or offer a custom-building service themselves, offering a bespoke or catalogue product. Although it is recognized that it may be outside the preferred business model of some developers, the policy is intended to provide encouragement to those developers who may see custom building as an opportunity to develop bespoke design-and-build services as part of their product offer.
- 4.89 Whilst the Council will be generally supportive of proposals for self or custom build units, it is important that applications for self or custom build do not compromise the ability of the Council to meet its overall housing needs, particularly in the areas of growth identified via strategic planning policy. Therefore applications for this type of housing will be subject to the same requirements of all housing schemes, including density, design and environmental performance.
- 4.90 In accordance with the national policy, the Council is committed to collecting evidence to understand the need for self and custom build and plan for the identification and allocation of sites should the need arise to a level where this can be justified. The Council will monitor expressions of interest and direct people to the Council's Self Build Register<sup>20</sup> and wherever possible to individual landowners.

### **Residential Conversions**

## **POLICY DM13: RESIDENTIAL CONVERSIONS**

**Proposals that involve residential conversions must meet the following criteria:**

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

- I. Provide accommodation that will address local housing needs and imbalances in the local housing market;
- II. Contribute towards the provision of affordable housing in accordance with Policies DM3 and DM6 and the relevant policies of the Arside & Silverdale AONB DPD;
- III. Not result in a significant detrimental impact on the amenity of nearby residents and the character and appearance of the street scene; and
- IV. Satisfy all other relevant planning policy including the requirements of Appendix H where appropriate.

**Houses of Multiple Occupation (HMOs)**

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

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

Proposals may on exception be considered acceptable where:

- V. Effective measures are proposed to minimise noise and other forms of disturbance to neighbouring residential properties;
- VI. Suitable means of storage including refuse, recycling and bicycle storage is provided;
- VII. The proposal would not harm the character of the building or surrounding area;
- VIII. The proposal would not result in unacceptable impact on parking including unacceptable levels of on-street parking;
- IX. The proposal would not result in the creation of sub-standard living conditions.

- 4.91 Residential conversions can have significant sustainability and regeneration benefits, and can help to preserve local character in both urban and rural locations. The Council will generally support such proposals where there will be a positive contribution to sustainable development.
- 4.92 Applicants are encouraged to consider the potential impacts of reconverting multiple residential dwellings back to a single dwelling on meeting local housing needs and the effect this may have on any potential imbalances in the local housing market.
- 4.93 Houses in Multiple Occupation (HMOs) can help to address the housing needs of single people. However large concentrations of HMOs in a small area can impact on the character of a residential area and give rise to an inappropriate mix of residents. This has been the case in Morecambe where many HMOs have been created as a result of unauthorised and sub-standard adaptations of former hotels and guest houses. Furthermore, areas of Lancaster have seen high concentrations of HMO's which can have a negative effect on local amenity. Therefore, proposals that fall outside of permitted development rights and therefore require planning permission will

not be accepted.

- 4.94 Proposal for residential conversions through the re-use of disused buildings in isolated rural locations (such as isolated field barns) are dealt with by Policies DM4 and DM49 of this DPD.

## 5. Employment and Economic Growth

- 5.1 Lancaster district is strategically located with the M6 motorway, West Coast Mainline and Port of Heysham all being located within the district. Access to the strategic transport network means that the district is well linked to Scotland and the wider North West region including Liverpool, Leeds and Manchester. This accessibility has been improved further following the opening of the Bay Gateway Link Road. The strong accessibility clearly makes this area an attractive place for business to invest.
- 5.2 The district has a range of economic assets – large and small, some allocated and some un-designated – that should be protected and offered the opportunity to grow in order for the district to be economically prosperous both now and into the future.
- 5.3 In total there are approximately 78,100<sup>21</sup> economically active people within the district.. Unemployment remains close to the national average, though parts of both Lancaster and Morecambe do suffer from higher than average levels of deprivation and, in particular, levels of unemployment.
- 5.4 To assist with the delivery of economic growth, development proposals that seek to create new employment opportunities and investment within the district will be supported by the Council, subject to consideration of the impacts on their surroundings.

### Proposals involving Employment Land and Premises

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

**Proposals for new employment premises should preferably be located on allocated employment sites, as identified in Policy EC1 of the Strategic Policies and Land Allocations**

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

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

DPD. Where this is demonstrated not to be practical or achievable then proposals should be located within, or be well connected to, the main urban area or sustainable settlements identified in the Settlement Hierarchy in Policy SP2 of the Strategic Policies and Land Allocations DPD.

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

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

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

Any proposals for employment uses within rural areas of the district will be expected to comply with Policies DM44, DM46, DM47 and DM48 of this document. Proposals in the Arnsdale & Silverdale AONB should address the requirements of Policy AS10 of the Arnsdale & Silverdale AONB DPD.

Proposals that, by their very scale and nature, generate significant traffic movements may also be required to provide a travel plan, in accordance with Policy DM63 of this document, which sets out how excessive travel movements can be mitigated and sustainable travel patterns encouraged. The requirement for a travel plan will be assessed on a case-by-case basis.

**Loss of Employment Land and Premises for Alternative Uses**

The Council will seek to protect land allocated for employment purposes under Policies EC1 and EC2 of the Strategic Policies & Land Allocations DPD for their identified employment purpose. Outside of allocated employment areas, the Council will seek the retention of land and buildings that are in an active employment use, have a previous recent history of employment use, or still has an economic value worthy of retention. Proposals that involve the use of employment land for alternative uses, such as residential, will only be permitted where one of the following criteria are met:

- VI. It has been demonstrated, through satisfactory and robust marketing which has taken place over a reasonable period of time (at least 12 months) that an ongoing employment use of the site / premises is no longer appropriate and viable. The

marketing should include information on all offers made, together with copies of the sales particulars to demonstrate that the site / premises has been marketed using appropriate media sources at a realistic price for both the existing use and for redevelopment (if appropriate) for other employment uses; or

VII. The location has such exceptionally severe site restrictions, due to very poor access or servicing arrangements, or surrounding land uses make a continuing employment use inappropriate; or

VIII. The re-use of the employment land meets the wider regeneration objectives set out in the Local Plan in relation to Policy EC5 of the Strategic Policies and Land Allocations DPD and where it is clearly demonstrated that the benefits of the proposal outweighs the loss of the site for employment purposes.

- 5.5 Proposals that re-use previously developed land and / or existing buildings for employment purposes, which are not formally allocated for employment, will be supported in principle by the Council where it represents sustainable development. Proposals for employment generating uses in non-allocated employment areas should ensure that there are no significant detrimental impacts resulting from the proposal, particularly in terms of accessibility, residential amenity and the local environment.
- 5.6 Where it is anticipated that development proposals will generate significant footfall and traffic movement, special attention should be given to the accessibility of the site, via public transport or through cycling and walking. In particular cases the Council may require proposals to be accompanied by a travel plan in accordance with Policy DM63 of this document, which should seek to mitigate and reduce traffic movements generated by the proposal. Such requirements will be assessed and agreed on a case-by-case basis depending on the potential impacts of the proposal.
- 5.7 The Council recognises the importance that employment land has within the local economy. Business and commercial premises provide job opportunities for local people and present opportunities for investment into the local economy. The cumulative loss of employment sites will have an adverse effect on business, economic growth opportunities and on the character of the district.

*The Protection of Employment Land and Premises*

- 5.8 In accordance with paragraph 22 the National Planning Policy Framework<sup>22</sup> (the Framework), the Council will not seek to retain employment uses that have no reasonable prospect for employment purposes, whether this is due to economic factors, site location or the condition / state of the buildings on the site. However, there is an expectation from the Council that any proposals that involve the loss of employment / commercial premises or land should clearly demonstrate that such uses are no longer appropriate or viable for the site to satisfy the requirements of national guidance.
- 5.9 Applications should be supported by information which clearly demonstrates that the premises

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

or site has been marketed for employment purposes for a realistic period, normally for a minimum of 12 months, at a realistic price. The Council will determine if the marketing has been sufficient and appropriate. Any proposals that do not include this supporting information will generally be refused planning permission unless exceptional circumstances are demonstrated. This is particularly the case where the land / premises in question have been allocated for employment uses in the Strategic Policies and Land Allocations DPD.

- 5.10 The marketing of the premises / sites should be for its existing use or for an acceptable alternative employment generating use. Only when such alternative uses have been realistically considered and found not to be practical will proposals to re-use employment land for non-employment generating uses, such as residential, be considered.
- 5.11 The Strategic Policies and Land Allocations DPD has established an approach to future employment land provision through the plan period, ensuring that any employment land that has no realistic opportunity to return to an employment generating use has been allocated for alternative purposes. Therefore, the identified employment land stock allocated in the Strategic Policies & Land Allocations DPD is considered to be of value and should be retained. In times of limited demand relating to the economic recession, employment land should not be simply released for other uses because this reduction in demand is likely to be relatively short-term and the loss of employment land to non-employment uses (such as residential) is irreversible. The Council will also be mindful of the need to retain industrial land for a range of employment and economic needs.
- 5.12 Local service trades such as builders' yards, car repair or skip hire provide a useful service to local residents and other businesses in the district, as well as providing a source of local employment opportunities. Small firms such as these often find it difficult to acquire suitable affordable premises and the high value of land for other uses consequently creates pressure for the redevelopment of land for higher quality and priced accommodation even though many starter businesses require cheaper accommodation and smaller incubator units. Attempts to market premises should be undertaken on the basis of their present condition and use, and not on their potential for redevelopment in the future to other uses, or by proposing housing as the only viable option for the future.
- 5.13 Many employment areas within the district present opportunities for regeneration and remodeling, providing more modern employment facilities than currently exist, such opportunities are identified as Regeneration Priority Areas in Policy EC5 of the Strategic Policies and Land Allocations DPD. The Council will support proposals that can genuinely demonstrate that regeneration of an employment site for a mixture of uses can provide significant economic regeneration benefits to the locality.

### **Small Business Generation**

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

**The Council will support proposals that involve the creation or sustainable expansion of small businesses within the district, subject to the following criteria being met:**

- I. The site is located within the built-up areas of Morecambe, Lancaster, Heysham, Carnforth or a sustainable settlement, an identified employment area or a site specifically allocated for that type of use or is part of a suitable and sustainable farm diversification scheme within a rural area; or
- II. The proposal is for the sustainable expansion of an existing business within its existing site, subject to compliance with other policies within this document; or
- III. The proposal is for the conversion or re-use of suitable existing buildings in accordance with all other relevant policies within this document.

**The Council will seek to promote the role of home-working within the economy, through improvements to telecommunications infrastructure and small-scale extensions to existing residential dwellings. The Council will not support proposals for residential development that are contrary to policies within the Local Plan and the Framework purely on the basis that they would assist in the delivery of home-working.**

- 5.14 Small business enterprises and emerging economic sectors fulfil an important role in the district's economy and can help promote sustainability by providing jobs in urban and rural locations as well as contributing to the diversity of employment within more urbanised centres. Paragraph 21 of the Framework recognises the importance of small businesses, suggesting that Local Plans should *'support existing business sectors, taking into account whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area'*.
- 5.15 In response to this policy position within the Framework, Policy DM15 will seek to encourage the sustainable growth of new business and emerging economic sectors in both urban and rural locations. It is anticipated that a sympathetic policy approach and maintaining a flexible supply of land / buildings for business uses will be important in assisting the recovery of the local economy. Such an approach will allow for existing established businesses to grow sustainably and will help new business opportunities wishing to invest in the local area and create jobs for local people.
- 5.16 The Council recognises the growing role that home-working can provide within the local economy, particularly in rural areas of the district. The ability of people to work from home can have many positive sustainability benefits including the reduction in the use of private vehicles and therefore the Council will promote home-working where appropriate. There are a number of barriers to home-working in the district, in particular accessing good broadband links, however there are a range of projects, such as B4RN, which are seeking to improve rural broadband provision.
- 5.17 In accordance with Policy DM59 of this document the Council will assist where possible in the improvement of these telecommunication links. Whilst the Council will seek to promote the principles of home-working within existing dwellings, the Council will not support proposals for residential development that, in normal circumstances would be contrary to other policies within the Local Plan, on the basis that the new dwelling will provide opportunities for home-working.

- 5.18 Whilst at a national level priority is given toward economic recovery, it is important that within the planning system a balance is retained between the need to create investment and jobs and the need to protect the character and amenity of the district. Therefore whilst this policy offers significant support for economic growth, any proposals should have due consideration to all relevant policies within this DPD, particularly to specific impacts on the locality resulting from potential development. Proposals in the Arnsdale & Silverdale AONB area should have due regard to the content of Policy AS10 of the Arnsdale & Silverdale AONB DPD.

## 6. Town Centres and Retailing

- 6.1 The district's town centres are vital for the well-being of local residents and the local economy. They also play an important role in the wider economy within South Cumbria and the North Lancashire sub-region. It is important that they develop in a way that allows them to meet future changes and challenges without losing their distinctive character.
- 6.2 This district is characterised by a large rural hinterland that relies on key services being provided in larger urban areas, particularly Lancaster. Focusing development in town centres will result in significant sustainability benefits, including a reduction in the need to travel. However, main town centre uses are appropriate within the defined boundaries of the three main town centres (as defined in Policy TC1 of the Strategic Policies & Land Allocations DPD) and should not result in densities and uses that would damage local amenity.

### Town Centre Development

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

**Proposals for retail development will be supported where they are located within defined Primary Shopping Areas, as set out on the Local Plan Policies Map or are in accordance with relevant retail policies or where the proposal accords with other policies contained elsewhere in the Local Plan.**

#### **Proposals for Main Town Centre Uses in City or Town Centre Locations**

**Proposals for other main town centre uses (as defined in the National Planning Policy Framework) will be supported where they are located within the defined town centre boundary and accord with other policies elsewhere in the Local Development Plan.**



Proposals for residential development within city or town centre locations will be considered favourably provided that they are above ground floor level and do not restrict the maintenance of an active street frontage, particularly within a designated retail frontage. Such proposals should include a separate and secure access, preferably to the rear of the property that does not result in a net loss of ground floor retail space.

Development proposals for main town centre uses will be supported in city or town centre locations subject to environmental, safety and amenity considerations where it can be demonstrated that the scale and type of development proposed is directly related to the role and function of the locality and contributes towards creating a strong sense of place through high quality design.

Proposals for retail development that are located between the Primary Shopping Area (PSA) and the city or town centre boundary will also be supported where it is demonstrated that the proposal cannot be suitably accommodated within the PSA and will bring positive economic regeneration benefits.

**Proposals for Main Town Centre Uses outside of City or Town Centre Locations**

Development proposals for main town centre uses that are not located in city or town centre locations (as defined in Policy TC1 of the Strategic Policies & Land Allocation DPD), or are not in accordance with specific policies in the Strategic Policies and Land Allocations DPD, will be expected to demonstrate that the sequential test has been applied to identify the proposal's site, as set out in paragraph 24 of the National Planning Policy Framework. Proposals for main town centre uses that are not located in defined city or town centre locations, or are not in accordance with specific policies within the Local Plan should seek to address the following issues:

- I. Ensure that a thorough assessment of the suitability, viability and availability of locations for main town centre uses has taken place, having particular regard to the nature of the need that is being addressed;
- II. Ensure that all town centre options have been thoroughly assessed before less central sites are considered;
- III. Ensure that where it has been demonstrated that there are no town centre sites to accommodate a proposed development, preference is given to edge-of-centre locations that are well connected to the centre by means of good pedestrian and public transport networks; and
- IV. Ensure that in considering sites on the edge of existing centres, developers and operators have demonstrated flexibility in terms of scale and format.

**Retail Impact Assessment**

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

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



- 6.3 To retain and develop their vibrancy and vitality, town centres must have an appropriate mix of retail, leisure, cultural and service provision. This must be at an appropriate level to the scale and type of the centre and not of a kind that would damage the ability of the surrounding area, or other centres, to function. The size of units is also important – new development in some centres (particularly in relation to Lancaster) will need to consider the development of larger retail units. However, smaller units and a greater mix of shops that *‘promote competitive town centres that provide customer choice and diverse retail offer and which reflect the individuality of town centres.’* (Paragraph 23 of the National Planning Policy Framework<sup>23</sup>) should be retained.
- 6.4 Development should make efficient use of buildings and / or land. This could be achieved by creating development that is at an appropriate density or by ensuring that space above ground floor level is well used, for example by having office space above shops in the core of the town centre, or residential uses above shops in other parts of the centre.

#### The Sequential Test

- 6.5 Town centre uses should be directed to city or town centre locations. Where proposals seek to deliver these uses outside city or town centres, the sequential test set out in paragraph 24 of the Framework will be applied.
- 6.6 Significant weight will be given to the scope, application and outcome of the sequential test. Applications that fail to undertake such a test and do not demonstrate flexibility in respect of sequentially preferable sites may lead to refusal of planning permission. Consideration should also be given to the advice set out with regards to town centres within National Planning Practice Guidance<sup>24</sup>.

#### Retail Frontages in City or Town Centres

### **POLICY DM17: RETAIL FRONTAGES**

#### Primary Retail Frontages

Primary Retail Frontages, as defined on the Local Plan Policies Map for Lancaster, are identified because of their importance within their town centre location. The issue of retail frontages for Morecambe is addressed in the Morecambe Area Action Plan DPD<sup>25</sup>. To ensure vitality and viability, development proposals within primary retail frontages that involve the change of use of ground floor premises to non-A1 uses will only be permitted where:

- I. All adjoining frontages have an A1 retail use or contain uses that generate active street frontages during normal daytime trading hours; and

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

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

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

- II. The proposal ensures that all uses on the ground floor provide an active street frontage that would be open during normal daytime trading hours; and
- III. The proposal would not result in the proportion of non-A1 uses exceeding 20% of continuous retail frontage.

**Secondary Retail Frontages**

Within other key retail frontages the Council will seek to retain an appropriate mix of 'A' Class uses whilst permitting a limited number of non-A1 uses. Proposals that involve the change of use of ground floor premises to non-A1 will not be permitted unless all of the following criteria have been satisfied:

- IV. An adjoining building is in an A1 retail use or includes a use that generates an active street frontage during normal daytime trading hours.

The proposed use should support the retail function and character of the town centre and its vitality and viability. In seeking to achieve this the Council will consider the following:

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

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

**Note:** A continuous retail frontage is defined as a row of four or more units in A1, A2, A3 or other main town centre uses of which the A1 frontage element is greater than 50%. A frontage may cross both an alley or wrap around a corner.

- 6.7 The frontages policy acts to highlight areas in city or town centres where retail (A1) uses would be best located. It also serves to protect existing retail uses from inappropriate or insensitive development. This policy builds on national guidance to help regenerate and reinforce the vitality and viability of existing centres as expressed in paragraph 23 of the Framework. The primary purpose of this policy is to promote city and town centre A1 retail uses along primary frontages within the defined town centre boundary, which can generate active street frontages during normal daytime trading hours.
- 6.8 The shopping frontages are defined on the Local Plan Policies Map, which accompanies the Strategic Policies & Land Allocations DPD. These have been designated within the provisions of paragraph 23 of the Framework which states that Local Plans should 'define the extent of the town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.'
- 6.9 The Local Plan Policies Map identifies primary shopping frontages within the central areas of Lancaster. The designations for Morecambe town centre are dealt with by the Morecambe Area

Action Plan. Due to the scale and size of Carnforth town centre no frontages have been designated in this location. The approach to retail frontages is a long standing policy that has assisted in the consolidation of town centres and helped to define their function.

- 6.10 Secondary frontages near the edge of Lancaster’s Primary Shopping Area are also identified on the Local Plan Policies Map. Their role is to support the key shopping frontages and they are areas where some degree of diversification would be supported, whilst ensuring their primary town centre function is retained.
- 6.11 The primary frontages are in central locations that form the core of a centre, and as such they are mostly A1 retail. The loss of A1 space will generally be resisted and conversions to A1 generally supported. However, the Council acknowledges the contribution that non-A1 units can make to a healthy town centre particularly where they provide an active street frontage during the day. Where the policy indicates that A1 uses should be retained, conversions that involve the reduction of A1 floor space by changing the use of part of a unit will have to maintain a suitably sized and viable unit on the frontage and not detract from the centre’s vitality and viability.
- 6.12 The Council, via future reviews to its evidence base, will give consideration to the need and desirability of reviewing the percentage of continuous retail frontage required via criterion (iii) and (v) of Policy DM17.
- 6.13 Secondary Retail Frontages have been designated on parades that, whilst not within the core of the town centre, still play an important supporting role to the retail centre. These areas are predominantly occupied by retail uses, although the Council will support a degree of diversification in some circumstances. Additionally, Secondary Retail Frontages may have been identified in areas where diversification has already taken place. In these instances the policy recognises the importance of diversity but also prevent any further reduction in the retail character of that frontage. Secondary Frontages designations also prevent the clustering of non-A1 uses forming, for example the proliferation of hot-food takeaways that could encourage the consumption of non-healthy food and could create local amenity issues.
- 6.14 The retail frontages policy primarily protects the ground floor and street frontage part of the unit. Although the Council will seek to avoid the reduction of the overall retail floorspace, particularly in Lancaster City Centre (apart from where exceptional circumstances are demonstrated) it acknowledges that retail may not always be the most effective use of the upper floors of certain buildings. Providing that the ability of the ground floor unit to act in a retail capacity is not compromised, changes of use from retail on other floors would not be contrary to the frontage policy.
- 6.15 In the other areas of Lancaster and Carnforth not covered by designated frontages vacant shop units can provide employment and business opportunities. This may assist in providing opportunities for small businesses and enterprises. The Council will consider favorably proposals where buildings can be converted satisfactorily provided that the proposed use will not adversely affect residential amenity, the functioning or appearance of the shopping centre and where appropriate there is sufficient off-street car parking and servicing.

Local Centres**POLICY DM18: LOCAL CENTRES**

Within local centres, which are defined on the Local Plan Policies Map and Policy TC1 of the Strategic Policies & Land Allocations DPD, the Council will allow commercial, community and other non-residential uses on the ground floor where it retains an active street frontage.

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

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

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

Retail Development outside Defined Centres**POLICY DM19: RETAIL DEVELOPMENT OUTSIDE DEFINED CENTRES**

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

- I. The proposal generates no more than 150sqm gross floorspace in total;

- II. The proposal is located within the urban area of the district or within a sustainable settlement (as defined in Policy SP2 of the Strategy Policies and Land Allocations DPD);
- III. The proposal can be easily and safely accessed by foot and by cycle from the surrounding area; and
- IV. It will be compatible with surrounding land uses and will not detract from residential amenity and/or road safety.

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

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

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

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

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

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

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

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

- IV. It would result in a clustering of betting shops to the detriment of the character, function, vitality and viability of the defined centre or would have an adverse impact on the standard of amenity within the local area; or

**V. There are two or more consecutive betting shops in any one length of frontage. Where betting shops already exist in any length of frontage, a gap of at least two units shall be required before further betting shop uses will be permitted in the same frontage.**

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

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

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

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

- 6.25 Improving the health and wellbeing of communities in the district is a key objective of the Local Plan, only way this can be achieved is to encourage healthy eating. Large concentrations of hot food takeaways within our commercial centres and surrounding schools can have the opposition effect by encouraging unhealthy eating habits. Approximately 58% of adults in Lancaster District are classified as overweight or obese (2017/18). Child excess weight is of particular concern as excess weight in reception year children was significantly worse than England’s average from 2014/15 to 2016/17 and currently stands at 21.6% for the district. 32.4% of year 6 children in the district are currently classed as overweight or obese<sup>27</sup>.
- 6.26 In Lancaster District, the ward level percentage of obese children in reception year varies between 6.1% and 12.2% (2013/14 to 2015/16), this compares to an England average of 9.3%. The percentage of obese children in year 6 in Lancaster varies between 11.4% and 22%, this compares to an England average of 19.3%. Therefore, the aim of this policy is to help assist in reducing these levels by restricting new hot food takeaways within wards where more than 15% of year 6 pupils or 10% of reception pupils are classed as obese<sup>28</sup>.
- 6.27 In making decisions on hot food takeaways, the Council will have regard to the content of the County Council’s Public Health Advisory Note and seek advice and guidance from the Lancashire County Council Public Health team in relation to obesity levels within young people.
- 6.28 An over-concentration of hot food takeaways can also have a detrimental impact upon the vitality and viability of centres. They can give rise to complaints about noise, disturbance, odour and litter. In assessing proposals within town centres and local centres (as identified via Policy TC1 of the Strategic Policies and Land Allocations DPD), consideration will therefore be given to the detrimental impact that an over-provision of A5 uses may have. Through assessments of local centres prepared in 2017, the Council has a good understanding of the number of A5 units within its identified main centres and local centres.

### **Advertisements and Shopfronts**

## **POLICY DM21: ADVERTISEMENTS AND SHOPFRONTS**

### **Advertisements**

**Advertisements should be well designed and appropriately sited in order to positively contribute to a safe and attractive environment.**

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

- I. Be of a high quality design and sensitive to the visual appearance of the building on which it is to be sited and the surrounding street scene, in the daytime and the night-time, especially in relation to the surrounding historic environment;**

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

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



- II. Be appropriate to its setting and location and have due regard for local distinctiveness;
- III. Not contribute to an unsightly proliferation or clutter of signage in the vicinity;
- IV. Not cause a hazard to pedestrians or road users;
- V. Not cause a visual intrusion by virtue of light pollution into adjoining residential properties or unnecessarily cause poorly directed light pollution elsewhere; and
- VI. Be appropriate and relevant to the business or premises for which it has been created.

#### **Shopfronts**

The creation of new shopfronts, or the replacement / alteration of an existing frontage should be well designed to reflect the character of the surrounding area. It should seek, where possible, to enhance the visual amenity of the local area. In particular, proposals should have regard to:

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

Further guidance on both shopfront and advertisement design can be found in the 'Shopfronts and Advertisements' Supplementary Planning Document (SPD) which will be a material consideration in proposals of this nature.

- 6.29 Advertisements can be one of the most dominant elements of the environment in which we live. The provision of high quality well designed advertising space on the frontage of shops and businesses can play a key role in attracting customers and growth for a business. However, the over-use of advertisements, or their inappropriate location, design and / or illumination can have significant impacts on the locality in which they are situated. For instance the Council will not usually support the use of internally illuminated advertisements in Conservation Areas.
- 6.30 In the wrong places, advertisements and signage can have a negative impact on highway safety and visual amenity. The installation of new advertisements will be supported where it is clear that there will be no negative impacts on the visual environment of the area and there is no danger of distraction to highway users or other public safety concerns.
- 6.31 As a general rule, advertisement displays will be restricted to shopping, commercial, and industrial or transport locations where they comply with the above criteria and do not cause excessive visual clutter. The Council's level of control over this issue is limited because a number of advertisements do not require formal consent. The use of A-boards, advanced directional signage and signage which is poorly related to development will not be supported.

#### **Shopfronts**

- 6.32 Shopfronts are an important aspect of the district's different shopping areas, making a valuable contribution to their visual character and appearance. The Council's primary objective is to ensure that shopfronts respect the building of which they are a part of and their location, particularly within Conservation Areas. A well designed shopfront will give a good impression of

the business and the wider town centre. The Council believes that if all the shopfronts are of a high standard this will benefit the wider retail environment and as a consequence benefit all traders.

- 6.33 Changes to shopfronts can have a significant impact on the appearance of a building and the surrounding retail area but also on their economic vitality and viability. By planning positively to enhance the visual character and appearance of shops the Council will ensure town centre locations remain economically viable into the future.
- 6.34 The Council formally adopted a Supplementary Planning Document (SPD) on Advertisement and Shopfront Design<sup>29</sup> in spring 2016, it is anticipated that this will be updated following the adoption of this DPD. Any proposals that involve the creation of new advertisements and shopfronts should give regard to the content of this document.

## 7. Leisure and Culture

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

### The Creation of New Leisure Facilities and Attractions

#### **POLICY DM22: LEISURE FACILITIES AND ATTRACTIONS**

##### ***Major Facilities***

**Proposals for major leisure facilities or attractions (excluding visitor accommodation) that involves more than 1,000sqm of floorspace or 1 hectare or more of land will be permitted where the site is:**

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

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

Proposals in rural areas will also be supported where it is demonstrated through a robust assessment that a rural location is necessary for the facility / attraction and that it cannot be located in a more sequentially preferable town centre location. Proposals will be supported where:

- IV. It is for the expansion of an existing leisure facility or attraction in the countryside and is in scale and character with its location and complies with other relevant policies within this Development Management DPD; or
- V. It is for the conversion of suitable existing buildings in the countryside and the proposal complies with other relevant policies within this Development Management DPD.

#### **Minor Facilities**

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

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

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

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

- 7.2 The Council will support the development of leisure facilities and attractions in sustainable locations within the main urban settlements, primarily within sustainable town centre locations or edge of town centres where the sequential approach has been followed in accordance with paragraph 24 of the National Planning Policy Framework. This will have the primary aim of directing appropriate and desirable leisure facilities towards Morecambe to assist regeneration within the town. A key focus for Morecambe is the natural environment associated with Morecambe Bay.
- 7.3 Policy DM22 provides a positive framework for the promotion of leisure facilities and attractions for the benefit of both local people and visitors to the district. Directing most of the leisure / visitor related development to the main settlements of Morecambe and Lancaster can assist in strengthening their viability as town city or town centres, ensuring that facilities can be accessed by a range of transport modes and continue to protect the natural environment.

- 7.4 The Council recognises the benefits that the leisure economy can have on the rural economy through the creation of new businesses, new jobs and more investment within the local area. Therefore, the development of leisure facilities and attractions in the countryside will be supported in principle, but only in appropriate locations and to an appropriate scale, where it is demonstrated that adverse impacts are minimised and proposals are in accordance within other policies within this document.
- 7.5 For the purposes of clarity, the term ‘leisure attractions and facilities’ should include major visitor attractions and major leisure / sporting attractions.

### Visitor Accommodation

## **POLICY DM23: VISITOR ACCOMMODATION**

### Hotel Accommodation

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

Proposals that involve the development of hotel uses located outside of the defined town centre boundaries, and which are not in accordance with relevant policies within the Strategic Policies and Land Allocations DPD, will be expected to demonstrate, through the use of the sequential test, that no sequentially preferable sites exist, whether this be in a town centre or, in the case of out-of-centre proposals, that no preferable edge-of-centre locations exist. Flexibility should be demonstrated in relation to format and scale of proposals.

All proposals for hotel development will be expected to demonstrate that the location is accessible by a range of transport modes and public transport.

### Other Visitor Accommodation

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

- I. Is on a site within the existing built-up area of Lancaster, Morecambe, Heysham, Carnforth or sustainable settlement that provides a sufficient level of basic service provision, preferably on previously developed land; or
- II. Is on a site that has a specific land allocation or an identified direction of mixed growth set out elsewhere in the Local Plan; or
- III. Provides accommodation of an appropriate nature and scale to meet the needs of an existing visitor facility or attraction and is located adjacent to the facility or attraction; or
- IV. Involves the conversion or re-use of a suitable existing rural building(s) and the proposal complies with other relevant policies within this document, particularly the criteria set out in Policy DM49.

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

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

- 7.6 To promote the district of Lancaster as an attractive destination for visitors, it is essential to offer a good range of quality accommodation in attractive, accessible locations. Government guidance considers that hotels, which are identified as a 'main town centre use' within the Framework, should be located in sustainable town centre locations. Therefore, proposals for hotels should be focused in the main centres of Lancaster, Morecambe and Carnforth in the first instance. Should an edge-of-centre or out-of-centre location be proposed, that the sequential approach set out in Paragraph 24 of the Framework will be applied. Town centre locations are the highest priority for the provision of new accommodation, as these will best facilitate linkages with shops, restaurants and other facilities.
- 7.7 Visitor accommodation can take many forms ranging from substantial hotels through to smaller bed & breakfast establishments to holiday cottages. Proposals for smaller-scale visitor accommodation may be acceptable beyond town centres and into rural locations, provided that their scale is in keeping with the surrounding area. This may be as a guest house or farm-related visitor facilities, particularly where proposals can aid agricultural diversification and involve the re-use of existing buildings that are worthy of retention.

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

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

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

**Proposals that involve the creation of new cultural facilities, or the improvement / expansion of existing facilities will be supported subject to the following issues being addressed:**

- I. The proposal should demonstrate that it will deliver benefits to the wider economy;
- II. Any proposed enhancements to an existing facility will result in the improvements of the cultural offer;
- III. The proposal should be located in an accessible and sustainable location that can be accessed by a range of transport methods, including public transport;
- IV. The proposal should ensure that there is no negative impact to the local amenity of the area, particularly in terms of the impacts on residential amenity and highway safety; and
- V. The proposal would help to secure the future of an existing heritage asset through its conservation and enhancement.

**The Protection of Existing Cultural Assets**

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

- 7.8 Culture, leisure and the arts play an important role in the district, both for the benefits they provide to the local economy (particularly the visitor economy) and the community well-being of the people who visit, live and work within the district.
- 7.9 For the purposes of clarity, the term cultural asset is used to describe a range of facilities including theatres, museums, live music venues, community halls, cinemas and other public meeting venues. In particular, cultural assets can be a building or structure that establishes a society's social roots and history.
- 7.10 The Council will also support (subject to the consideration of all other relevant policies) the creation, expansion or improvement of existing cultural assets within the district. Any proposals should demonstrate that the creation of a new facility will deliver wider benefits to the local economy, through financial investment into the locality or through the creation of jobs for local people. In the case of improvements to an existing facility the proposal should deliver an improvement to the cultural offer that the existing facility currently provides.
- 7.11 New cultural facilities should be sited in locations that are highly accessible, with a preference towards town centre locations, or where geographically necessary, within sustainable settlements. New facilities and any proposed expansions to existing facilities should ensure that there is minimal impact on local amenity. Any proposals should positively contribute towards the visual amenity within the locality through the positive use of design.

**The Evening and Night-Time Economy****POLICY DM25: THE EVENING AND NIGHT-TIME ECONOMY**

The Council will encourage and support the sustainable growth of the district's evening and night-time economy, which will contribute to the vitality of town centres, subject to addressing the following considerations:

- I. The design of development and management arrangements particularly focusing on public safety, crime prevention and reduction of anti-social behaviour where relevant;
  - II. That there will be no significant individual or cumulative affect on the surrounding character of the area and residential amenity;
  - III. Arrangements for mitigating pollution including odour and noise, are provided in a way that minimises visual and environmental impact;
  - IV. Access requirements for people of all ages and abilities are provided where relevant;
- and

**V. The day time use does not detract from the character and amenity of the surrounding area, shops and services, by creating an active ground floor street frontage.**

**Development proposals will not be permitted in locations where they exacerbate existing problems when considered against the criteria set out above. Proposals for hot food takeaways should be also considered against Policy DM20 of this DPD.**

- 7.12 Evening activities that take place after 5pm provide a fundamental part of maintaining a strong and successful town centre because they extend vitality beyond the normal working hours, making town centres more attractive places to live and work. It is important, however, that these uses are carefully balanced so that evening and night-time uses are complementary to, rather than conflict with, other town centre uses.
- 7.13 The evening and night-time economy in Lancaster and Morecambe has grown over many years with growth in the food and drink sector. When managed correctly a successful evening and night-time economy becomes part of a town's character and atmosphere. It also contributes to creating jobs, increasing visitor numbers and providing opportunities to showcase a wide range of arts and cultural events.
- 7.14 The Council will plan positively for a range of complementary evening and night-time uses, including arts, culture and entertainment uses (such as cinemas, theatres, restaurants, bars and nightclubs) that can appeal to a wide cross-section of the population and a variety of age groups.
- 7.15 The promotion of an evening and night-time economy in the main urban settlements needs to be appropriately managed to ensure that community safety is protected and anti-social behaviour is not increased. Proposals should be sited in appropriate locations, away from the primary shopping area and primary frontages, considering the cumulative impact on the character and function of the town centre, crime and local amenity.
- 7.16 In some town centre locations the clustering of evening and night-time uses has led to an adverse impact on local amenity. Proposals that exacerbate existing problems will be resisted by the Council.

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

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

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

**Improvements proposed by development to public realm and civic space should seek to address issues of provision, rationalisation and maintenance of street furniture, signage,**

**lighting and paving, to improve the streetscape and produce a high quality, accessible environment.**

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

- 7.17 The creation of high quality streets and spaces in the district, particularly in urban locations, is an important way of creating a distinctive sense of place. Improvements and enhancements to public realm and civic space will be supported and it will be expected that new development proposals should contribute to such improvements, either directly through the development proposal or through financial contributions to wider regeneration and improvements within the locality.
- 7.18 To deliver such improvements, the Council will work with all relevant stakeholders to improve the accessibility and quality of the urban environment. This will be achieved by addressing the following issues: provision, accessibility, rationalisation and maintenance of street furniture, street clutter, lighting, planting, signage and paving, in order to reduce street clutter, improve the streetscape and produce a high quality urban environment that is accessible to all.
- 7.19 Pedestrian linkages within and around defined town centre areas should, where possible and appropriate, be strengthened to increase accessibility to pedestrians, cyclists and all vulnerable groups. New development should improve accessibility directly through to their proposals. Town centre developments and major developments that have an impact on the town centre will be encouraged to contribute towards wider regeneration schemes within their locality, for example the Square Routes and ‘Beyond the Castle’ projects in Lancaster<sup>30</sup> and future public realm works associated with the implementation of the Morecambe Area Action Plan DPD<sup>31</sup>. Projects such as these, whether they are public or private that have significant benefits to public realm, will be supported by the Council.
- 7.20 High quality spaces can play an important role in the delivery of green infrastructure in the district; accordingly the application of this policy should consider the guidance set out in Policy DM43 of this document which relates to green infrastructure provision.

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

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

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

**The Local Plan Policies Map identifies a range of designated open spaces, sports and recreational facilities within the district which have been provided for their important value. Proposals that seek to protect and enhance existing designated open spaces, sports**

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

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



and recreational facilities shall be supported by the Council. The Council will not permit the loss of designated open space, sports and recreational facilities unless:

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

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

The Council will protect amenity spaces, particularly in the main urban settlements of Lancaster, Morecambe, Heysham and Carnforth that are not specifically designated as open space but have an economic, environmental, **climate mitigation, climate adaptation** or social value to the community they serve. Development of such sites will not be encouraged unless appropriate re-provision is provided or it is clearly demonstrated to the satisfaction of the Council that the land in question does not provide any **social**, economic, environmental or **climate mitigation/adaptation social** value.

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

Development proposals located in areas of recognised open space, sports and recreational facility deficiency will be required to provide appropriate contributions toward open space, sports and recreational facility provision, either through provision on-site or a financial contribution toward the creation of new or the enhancement of existing open spaces, sports and recreational facilities off-site. Development proposals should give due consideration to the standards and thresholds set out in Appendix D of this DPD in relation to open space requirements or, where appropriate, site specific policies contained within the Strategic Policies & Land Allocations DPD.

Any provision made for open space, sports or recreational facilities should be fully accessible to the public without any restrictions, and will be provided in addition to any private amenity space or landscaping. Proposals should not have an adverse impact on surrounding residential amenity in terms of light and noise disturbance, with any potential impacts being appropriately mitigated against. **The design should also be in accordance with the requirements set out in DM43.** The management and maintenance of open space, sports or recreational facilities should address the requirements of Appendix D of this DPD **and be set out in the Green and Blue Infrastructure Management and Maintenance Plan.**

- 7.21 The provision of open spaces, sports and recreational facilities, for the benefit of local amenity and as a source of recreation and activity, is vitally important to aid the well-being of local residents and create a positive sense of place. This fosters a sense of community and increases local engagement which is important for climate resilience in the face of extreme weather events. Additionally, open spaces, sports and recreational facilities are important infrastructure for mitigating and adapting to climate change. Among other climate benefits, they act as rainwater reservoirs during extreme weather events, provide shade and evaporative cooling, and act as areas for carbon sequestration. Further more, they can support habitat connections and contribute to increasing biodiversity. The climate change mitigation/adaptation value of green and blue infrastructure can be assessed utilising the GBI toolkit, developed as part of the Green and Blue Infrastructure Strategy, which can also help with the design of green and blue infrastructure to help deliver multifunctional spaces.
- 7.22 It is therefore important to ensure that the design of open spaces, sports and recreation provision is in accordance with policy DM43 (Green and Blue Infrastructure). The multifunctional uses and subsequent benefits that open spaces can provide is highlighted through the Council's Green and Blue Infrastructure Strategy, and so at the design stage consideration must be given to the additional benefits and uses that could be delivered within the space, particularly in relation to climate change mitigation and/or adaptation. Consideration should also be given to how the new open space relates to the existing wider green and blue infrastructure network and designed accordingly to reap the most benefits in terms of the enhancement and extension of the existing network.
- 7.23 The Council have prepared and published a new Open Space Assessment for the district (prepared by KKP consultants and published in 2018) and a Playing Pitch and Outdoor Sports Strategy (also published by KKP consultants and published in 2018). These provide an up-to-date position on open space and recreational matters which will be relevant in the determination of future planning applications.
- 7.24 At this point in time it remains the position that a deficiency applies across most of the urban areas of the district. Therefore the Council's approach will be to resist development that would result in the loss of open space, sports and recreational facility provision, in particular spaces that have an environmental, climate change mitigation/adaptation or community value. The Council believe this to be a vital piece of evidence in understanding the current demands and future needs for a range of open space types. The Council expects development proposals to seek to address deficiencies in open spaces where necessary and appropriate to do so, making use of the most up-to-date Council evidence on public open space and playing pitch provision.
- 7.25 Not all open space is important for recreational, environmental and community uses, nor does it necessarily contribute to the visual amenity of the locality. Existing open spaces may also offer the opportunity to contribute to necessary development, improvements to the urban environment or enhancements to existing open spaces. Therefore, where exceptional circumstances are demonstrated, consideration will be given to proposals that involve the loss of identified open spaces. However, in determining whether open space should be released for development, community involvement will be central to the decision making process. This must

be undertaken by the developer / applicant in advance of the submission of the planning application.

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

## 8. Education and Skills

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

## Policy DM28: Employment and Skills Plans

In major\* development schemes the Council will, depending on the size and scale of a proposal, expect an applicant to undertake and implement an ‘Employment and Skills Plan’ that will set out opportunities for, and enable access to, employment and the up-skilling of local people through the construction phase of the development proposal. In such cases where this is considered to be appropriate, reference should be made to requirements of the adopted Supplementary Planning Document (SPD) on this matter.

*\*With regard to Employment and Skills Plan, major development is defined as above 1,000sqm of new commercial floorspace or 20 or more new dwellings.*

- 8.2 To achieve sustainable economic development, applications for major development will be expected to develop and implement an ‘Employment and Skills Plan’ (ESP) identifying opportunities for employment and the up-skilling of local people through the implementation of their development proposal. The ESP should be informed by priorities identified through liaison with the Council and local employment and skills agencies. The target outcome of the ESP will be commensurate with, and assessed against, construction industry standard benchmarks of the employment / skills outcomes expected from the particular size and type of construction proposed.
- 8.3 New development in the district can contribute towards providing training and employment opportunities for local residents. To ensure that development is not overburdened, employment and skills plans will only be requested from developments of a certain scale and also those where the Council have a leading role and/or interest. This will cover residential and commercial development (i.e. office, retail and leisure, hotels, industrial and warehousing).
- 8.4 The Government defines major development as 10 or more residential units or more than 1,000sqm of commercial floorspace. It is considered that the development of 10 residential units is relatively small with regards to this issue and therefore requiring employment and skills plans from these developments could prove over burdensome. The Council therefore suggest that a more appropriate threshold for residential development would be 20 or more units.
- 8.5 It is therefore proposed that the following thresholds in Table 8.1 should be applied in relation to the preparation and implementation of an Employment and Skills Plan.

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

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

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

will be considered in relation to their suitability to undertake an Employment and Skills Plan.

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

## 9. The Design of Development

- 9.1 This policy sets out the key design principles that the Council will look to apply to new development within the district. The policy addresses a range of issues and seeks to ensure that development adds positively to the wider environment having regard to the existing character and quality of the area. The Local Plan should be read as a whole with additional detail in some areas provided within other policies of the Strategic Policies & Land Allocations DPD and Development Management DPD.
- 9.2 The Council will expect evidence of these considerations to be provided in the accompanying 'Design and Access Statement' as identified in the Council's Validation Guide. Further information on the key principles outlined in Policy DM29 has been provided in a Planning Advisory Note (PAN) on residential design<sup>32</sup>. This provides additional guidance on the key design principles that the Council will look to apply to residential proposals.

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

#### ***General Principles***

**New development should be as sustainable as possible and make a positive contribution to the surrounding landscape and / or townscape. The Council will expect development to:**

- I. Contribute positively to the identity and character of the area through good design, having regard to local distinctiveness, appropriate siting, layout, palate of materials, separation distances, orientation and scale;**
- II. Ensure opportunities are taken to maximise solar gain and solar electric/thermal energy generation through the orientation and design of buildings for the purpose of energy efficiency and energy generation;**
- III. Ensure there is no significant detrimental impact to amenity in relation to overshadowing, visual amenity, privacy, overlooking, massing and pollution;**
- IV. Ensure that safety and security are fully considered through the design process;**
- V. Promote diversity and choice through the delivery of a balanced mix of compatible buildings and uses; and**
- VI. Create buildings and spaces that are adaptable to changing social, environmental, climatic, technological and economic conditions; and**
- VII. Meet the requirements of Policy DM30c 'Sustainable Design and Construction', ensuring development contributes to both mitigating and adapting to climate change, and is resilient to the ongoing and predicted impacts of climate change.**

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

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

- VIII. Ensure that roads are designed to prioritise the safety of the most vulnerable road users (for example walkers, cyclists, those using adaptive mobility, children);
- IX. Be accessible to all sectors of the community, including people with disabilities;
- X. Promote and enhance access and permeability by creating places that connect with each other and existing services, and are easy to move through;
- XI. Incorporate suitable and safe access to the existing highway network and road layout design, in line with the latest standards;
- XII. Ensure that highway safety and efficiency is maintained or improved; and that modal shift and active travel are enhanced; and
- XIII. Demonstrate how the development will maximise opportunities for accessible travel, and cycling and walking linkages through and to/from a site to promote sustainable and healthy active travel.

#### Green and Blue Infrastructure and the Natural Environment

- XIV. Incorporate green and blue infrastructure, as an integral part of the development to maximise the functionalities, benefits and values that green and blue infrastructure can provide and enhance with regards to climate change, recreation, ecology, landscape, active travel, the historic environment, and water management;
- XV. Deliver net gains in green and blue infrastructure, and retaining and enhancing, where possible, appropriate amounts of garden / outdoor space for occupiers of both proposed and neighbouring uses, as well as providing opportunities for food growing space and the incorporation of space for onsite composting; and
- XVI. Provide sufficient landscaping areas / buffer zones and appropriate levels of open space provision to mitigate development impacts on adjoining sensitive uses and the open countryside.

#### Other Environmental Considerations

- XVII. Minimise impacts on air quality (including odour), noise and light pollution;
- XVIII. Locate new development sensitive to pollution in locations where existing sources of noise, light or air pollution can be satisfactorily mitigated;
- XIX. Improve existing ground conditions and protect existing soil quality through addressing and remediating contaminated land and land instability issues where they exist;
- XX. Enhance opportunities for protected species such as bats and swifts through the inclusion of appropriate roosting habitats;
- XXI. Incorporate sustainable surface water drainage through appropriate management techniques maximising, where possible, their opportunity to deliver amenity and biodiversity enhancements. Consideration should also be given to the direction of Policy DM35 DM30b in relation to water efficiency matters;
- XXII. Incorporate electric vehicle charging points in line with the guidance contained within Policy DM31, Policy DM62 and the forthcoming Supplementary Planning Document on this matter; and
- XXIII. Incorporate appropriate waste and recycling facilities with consideration given to the content of the Planning Advisory Note on this subject

Where major development proposals are likely, due to their size, location and scale, to have an adverse impact on the local built environment, the Council will encourage

applicants to make use of Design Panels to assess such impacts at the pre-application stage. The views and recommendations of Design Panels will be given due consideration in the decision making process.

#### ***Gateway Locations***

New development located at the entrances / gateways to major settlements (Morecambe, Lancaster and Carnforth) must be of a high standard of design and contribute towards creating a positive statement when entering these settlements. This approach is of particular importance on the southern and northern approaches to Lancaster via the A6; the eastern approaches to Lancaster via the A683 (Caton Road & Parliament Street); and the northern approach to Carnforth via the A6).

#### ***Ensuring Privacy***

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

- There should normally be at least 21 metres between dwellings where windows of habitable rooms face each other and 12 metres where a habitable room faces onto a side wall with no such window;
- For every half-metre change in levels between properties, a further 1 metre separation should be provided;
- The main windows of habitable rooms should not be overshadowed by boundary walls, fences or two-storey gable walls; and
- There should be an avoidance of excessively high screening.

9.4 The highlighting of minimum distances does not mean that they will always be acceptable. There may be instances where these minimum distances need to be increased or reduced depending on circumstances, for example site topography or density considerations.

#### ***Garden Space***

9.5 The Council recognises the importance that private garden space can provide, both to the health and well-being of residents but also the benefits that it can provide to the natural environment, particularly in urban locations. The following levels of provision will be **encouraged** **expected**:

- With the exception of flats, new houses should look to ensure that at least 50sqm of usable private garden space is provided, which is not directly overlooked by neighbouring properties;
- Rear gardens should look to achieve at least 10 metres in depth, unless there are overriding design reasons to justify a reduced depth. This is provided that the garden area still provides a minimum 50sqm of useable, private amenity space (which must be proportionate to the size of dwelling – for example 50sqm for a two-bedroom house and an extra 10sqm for each additional bedroom) and providing neighbouring private amenity open space will not be overlooked;
- Small north facing gardens should normally be avoided;

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

- Flat developments should provide a reasonable amount of communal amenity space per unit of accommodation. The actual provision required will depend upon the site and building characteristics; ~~and~~
- Provide opportunities for the growing of food for personal consumption; ~~and~~
- Include edible plants and trees within the landscaping.

Accessibility

- 9.6 The Council will ensure that new development is proposed in locations that are sustainable, accessible and well-connected to existing services. Any proposed development should be accessible to adequate bus, cycling, walking and adaptive mobility links to benefit non-car users. Active travel routes (cycling, walking, adaptive mobility) should also be separated from streets and roads by verges, be linked to existing networks and plan for future linkages. ~~Developments should have access to a wide range of sustainable transport methods without being limited to the use of private cars to access the site (see Policy DM60).~~
- 9.7 Proposals for new development should also incorporate safe and appropriate access arrangements that are not detrimental to highway safety and satisfy the local highway authority. Roads should be designed to prioritise the safety and movement of the most vulnerable road users (for example pedestrians, cyclists, people living with disabilities, those using adaptive mobility aid users, and children). Wherever possible, active travel routes connecting to schools should be separated from roads to support safe active travel to schools. Main active travel routes should be of sufficient width to accommodate multiple modes of travel (cycling, walking, adaptive mobility) and should be unobstructed (such as by planters, streetlamps, trees, etc.).
- 9.8 The Council will seek to ensure that all new developments ~~is~~ are fully accessible to all members of the community and therefore compliant with the most relevant and up-to-date legislation. Routes should include measures to ensure that they provide equitable access to the site for all users. This should include the use of tactile pavement and dropped kerbs at junctions and key crossing points. This is particularly important for public buildings and development that would generate significant footfall.

The Natural and Built Environment

- 9.9 It is important that new development protects and enhances the natural and built environment. New development can make a positive contribution to the surrounding landscape or townscape, and the Council will ~~ensure~~ expect that new development achieves this by seeking high quality design, layout and landscaping. Key to which is the delivery of green and blue infrastructure and harnessing the multifunctionalities of green and blue spaces through the design of a proposal. As set out in the Council's Green and Blue Infrastructure Strategy, there are six key overarching uses/benefits that green and blue infrastructure can provide that should be carefully considered and, where appropriate, incorporated into the design of development:
- Recreation
  - Ecology
  - Landscape
  - Active Travel
  - Historic Environment
  - Water Management



- 9.10 Consideration should also be given to how green and blue infrastructure, as part of a new development, sits within the context of the existing wider green and blue infrastructure network, and how opportunities onsite could be sought to enhance and extend that network, or, for example, create a stepping stone habitat. Development proposals should also be in accordance with policy DM43.
- 9.11 New low and zero carbon buildings can deliver biodiversity gain, particularly for protected species and thereby contribute to both climate and ecologically sustainable buildings and developments. Creating habitats as an integrated part of buildings supports whole ecosystem approaches to supporting biodiversity and supports global conservation efforts particularly in regard to migratory species. Many protected species rely on built structures as habitats, however, low and zero carbon buildings often, as a nature of their design, do not provide spaces for nesting and roosting. It is therefore critical that biodiversity is considered early in the design process and measures are included to support building-reliant species. Additionally, if nesting and roosting places are considered in the design, the potential for poorly placed nests and roosts affecting human residents can be minimised.
- 9.12 Careful consideration should be given to the placement of the nesting and roosting places, as different species prefer different facing aspects. There are technical design guides available, as well as ready-made products, that can be incorporated into buildings to support this aim. For smaller species, there is a wide range of ready-made products for many different species that can be incorporated into the build. Some of these include: bat access roof tiles, bat roost bricks, bat roof blocks, enclosed bat boxes, swift boxes, ready-made swallow and house martin nests, house sparrow brick boxes, and sparrow terraces. For larger species, such as barn owls and peregrines, more significant design considerations are often required through built-in design features, although there are also ready-made nesting products available for large species.

#### Pollution and Waste Management

- 9.13 The Council will seek to ensure that new development minimises any adverse impacts arising from pollution, including noise, light, air, odour and ground pollution, through appropriate location, operation and design. Applicants should also consider the impact of existing sources of pollution when locating new development. Clearly, new development that is sensitive to pollution is not appropriate where existing sources of noise, light or air pollution cannot be satisfactorily mitigated, or where it would prejudice the viability of other important land uses by reasons of its sensitivity to pollution.
- 9.14 New development ~~should also~~ **must** provide for the storage of refuse and recyclable materials in easily accessible and safe locations, having regard to relevant urban design considerations (i.e. not having a significant detrimental impact upon the setting of a property or street scene). To provide further information on how this can be achieved the Council has published a Planning Advisory Note (PAN) 'Waste and recycling provision at domestic dwellings'<sup>33</sup>.

#### Gateway Locations

- 9.15 If new development is to be located in a key gateway location then the Council will seek to

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

ensure that it achieves a high standard of design and creates an attractive, welcoming entrance to key settlements in the district.

### Design Review Panels

- 9.16 In accordance with paragraph ~~62~~ 129 of the National Planning Policy Framework<sup>34</sup>-the Council will encourage the use of Design Review Panels to assess the impacts of major development proposals, particularly those which due to their size, scale and location may have an impact on their surroundings. The views and recommendations of these panels will be given due consideration in determining a planning application.

### Sustainable Design

## **POLICY DM30: SUSTAINABLE DESIGN**

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

~~In delivering sustainable development the Council will encourage development to deliver high standards of sustainable design and construction through consideration of:~~

- ~~I. Measures to reduce energy consumption and carbon dioxide emissions, and water consumption;~~
- ~~II. Opportunities for energy supply from on-site, decentralised, renewable or low carbon energy systems;~~
- ~~III. Opportunities to contribute to local and community-led energy initiatives;~~
- ~~IV. Account of landform, layout, building orientation, massing and landscaping to minimise energy, water consumption and water efficiency measures;~~
- ~~V. Use of materials that reduce energy demand (for example, insulation) and increase the energy efficiency of the building/development; and~~
- ~~VI. The reuse of existing resources (including the conversion of existing buildings) where this would be 'fit for purpose'.~~

- ~~9.17—Sustainable design can make a positive contribution to improving the overall sustainability of the district. Through sensible construction and design, new developments offer opportunities to minimise the use of resources (including energy and water), deliver improved energy efficiency, avoid negative environmental impacts and importantly deliver developments that mitigate and are resilient to the impacts of climate change. Opportunities to improve the sustainability performance of new developments will be encouraged by the Council.~~

- ~~9.18 Building Regulations establish the minimum requirements that buildings must meet. They ensure that buildings are safe and structurally sound, conserve energy and provide access for those with disabilities. Checking compliance with Building Regulations is a separate process to~~

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

~~securing planning approval; however, both processes must be complied with. In the context of sustainable design applicants are encouraged to consider both together at the design stage as this will help to avoid problems, delays and increased costs as proposals are progressed through to application stage.~~

~~9.19 Whilst opportunities to deliver enhancements in renewable energy provision and energy / water efficiency performance of new developments in advance of those required by Building Regulations will be encouraged by the Council, specific local targets have not been set. The Council will continue to support proposals that seek to deliver innovative and high standards of sustainable design and construction, with low carbon and energy efficient developments being encouraged.~~

#### Sustainable Design and Construction- New Development

### **POLICY DM30a: SUSTAINABLE DESIGN**

Development should contribute to both mitigating and adapting to climate change to reduce greenhouse gas emissions. Development must utilise the landform, layout, building orientation, massing and landscaping to minimise energy consumption and maximise energy efficiency measures.

#### New Residential Development

New residential development is defined as new dwelling houses, flats (Class C3) and new build Houses in Multiple Occupation (Class C4 or Sui Generis).

Development proposals for all new residential development will be required to achieve the following:

**On adoption of this Local Plan:**

- A minimum 31% reduction in carbon emissions against Part L of the Building Regulations 2013.

**By 01/01/2025:**

- A minimum 75% reduction in carbon emissions against Part L of the Building Regulations 2013 to be achieved through a reduction in energy consumption via a fabric first approach.

**By 01/01/2028:**

- Net zero carbon emissions to be achieved using the approach in the energy hierarchy.

The carbon emission reduction requirements will apply at the date of commencement of each new dwelling.

The carbon reduction requirements must be met by using a fabric first approach and the following energy hierarchy to minimise the impact on viability:

- i. Minimise the demand for energy;
- II. Maximise energy efficiency;
- III. Utilise renewable energy;
- IV. Utilise low carbon energy; and
- V. Utilise alternative energy sources.

**New Major Non-Residential Development**

Major development within Use Classes C1 (Hotels) and C2/C2A (Residential Institutions) and major non-residential buildings, excluding uses within Classes B2 (General Industrial), B8 (Storage and Distribution), E(g)(iii) (Industrial Processes) and agricultural buildings, will be required to meet the most up to date BREEAM 'Excellent' standard. Where the 'Excellent' Standard cannot be achieved, evidence must be submitted with an application to the satisfaction of the City Council. The BREEAM 'Very Good' standard must be met as a minimum.

**Low Carbon and Renewable Energy**

Proposals must include opportunities for low carbon energy and renewable technologies, or other sustainability measures to be integrated into the build. The design of buildings must facilitate climate adaptation and mitigation measures, as well as ensuring that the structure and fabric can be retrofitted through the lifetime of the building.

**Conversion of Existing Buildings**

Where existing structures are being converted to new uses the Energy Statement must show that energy demand has been reduced to the lowest practical level using energy efficiency

measures, heating/cooling systems have been selected sustainably, and that on-site renewable energy will be installed unless evidenced to be unfeasible.

*Future Changes to National Requirements*

In the event that national building regulations are updated or there is any change in planning policy or legislation which require higher standards to be met than those set out in the Local Plan, these will supersede the local policy requirement. Any change in the implementation of this policy will be set out in further guidance published separately by the Council.

*Sustainable Design Statement*

The above issues and requirements are to be evidenced in a Sustainable Design Statement to be submitted with the planning application. The Sustainable Design Statement shall include an Energy Statement.

The submission of an Energy Statement will be required to demonstrate compliance with this policy for all new residential developments and major non-residential developments (including residential institutions – Class C2 and C2A and the non-residential part of mixed-use developments).

The Energy Statement must include evidence to show how the design and build of the development will meet the requirements of this policy, how the energy hierarchy has been used to minimise the impact on viability, how monitoring and evaluation will take place during the construction/built stages and the provision of post occupancy advice to residents, to ensure the performance gap between design and build is minimal. The Energy Statement should include an assessment of whole life cycle emissions.

- 9.20 Ensuring that the District’s future growth supports climate resilience and is as sustainable as possible is at the forefront of all decisions. Through sensible construction and design, new developments offer opportunities to minimise the use of resources, deliver improved energy and water efficiency, contribute to a healthy environment, increase biodiversity, support residents and users to use active travel, and importantly deliver developments that support climate adaptation and mitigation and are resilient to the impacts of climate change. Opportunities to improve the sustainability performance of new developments will be encouraged by the Council.

**Energy Efficiency and Renewable Requirements in New Buildings**

- 9.21 Lancaster City Council commissioned consultants Three Dragons to consider the viability implications of setting energy efficiency and renewable energy requirements in new buildings, with requirements subsequently included in this policy. To ensure that these standards are being met, it is expected that adherence with these standards will be monitored at the construction and post construction phase.

**Fabric First Approach**

- 9.22 There are various ways in which to achieve the carbon reduction requirements in policy DM30a. The Council is prioritising a fabric first approach to reduce the demand for energy and have included an energy hierarchy within the policy. The prioritisation of a fabric first approach will minimise the

impact upon viability. The fabric first approach will require developers to consider how new homes are designed and built to improve the performance of the fabric. This will include improved U-values for structure, enhanced attention to air tightness and thermal bridging to reduce the dispersal of heat, orientation of buildings to maximise solar gain with the inclusion of measures to prevent over-heating.

#### Achieving Net Zero

- 9.23 Net zero in the context of Policy DM30a refers to having zero or negative CO<sub>2</sub> emissions associated with a building's annual operational energy consumption. Achieving net zero will require the combination of constructing a highly energy efficient building using a fabric first approach, plus on-site or demonstrated to be connected to off-site renewable electricity generation.

#### Transition Arrangements for Carbon Reduction Measures

- 9.24 The Council wishes to avoid perpetuating the building of new homes without the implementation of appropriate carbon reduction measures into the future. It is appreciated that developers will need time to adapt to the carbon reduction measures within policy DM30a and so the phased introduction of the measures within policy DM30a aims to provide an appropriate transition period. However, on large sites, where planning permission is granted using the carbon reduction requirements at the time of the permission, new homes may be built to the lower requirements for several years into the future. To avoid this, the Council will grant planning permissions subject to conditions which will ensure new homes are built in accordance with the carbon reduction requirements at the time they are built.
- 9.25 The proposed transitional arrangement for the changes to the Building Regulations will require building/initial notices for each home to be submitted by June 2022 and a commencement made on each home by June 2023. All new homes granted planning permission on or after adoption must be built to meet the 31% reduction in carbon emissions against Part L of the Building Regulations 2013. As the timescales will be similar to the implementation of the Building Regulations, taking into account the time which regularly elapses between a planning permission being granted and homes being built, the impact of the introduction of standard from adoption on developers will be minimal.
- 9.26 A 75% reduction in carbon can be achieved using existing or similar building techniques and a technological approach. While this may be a simpler approach than the fabric first approach required by the policy, it is acknowledged that additional technology will have a greater impact upon viability. The policy therefore requires a fabric first approach to minimise the impact on viability. It is however understood that adapting to the fabric first approach will require changes to the way in which homes are designed and built and for this reason the policy delays the introduction of this requirement until 2025. Measures do however need to be in place to ensure that new homes built after this date meet this requirement rather than the lower requirement. The same issues apply to the 2028 requirement for zero carbon emissions. For schemes where the build period is likely to extend beyond 2025, developers will be expected to provide details of the phasing.
- 9.27 The Energy Statement must include the information necessary to show compliance with the carbon reduction requirements in place at the time the planning permission is issued, and a plan for the implementation of the future standards. A planning permission will be subject to conditions requiring the submission and approval of further Energy Statements showing how the 2025/2028 requirements will be met for homes commenced after those dates and to ensure that they are built to meet these requirements.

**Energy Use in New Developments (Energy Hierarchy)**

- 9.28 The location, density, mix of uses, detailed design, orientation and the materials chosen all have a major impact on a building's energy efficiency. The implementation of the Energy Hierarchy (see Fig 9.1) within the design of new buildings ensures that the first consideration is to minimise energy use and demand, for example through building fabric efficiency and connecting the building to active travel networks. Once energy demand has been minimised, energy efficient electrical fittings and efficient heating and hot water systems can then be included, followed by the installation of renewable and low carbon technologies to offset the emissions from the energy that is used on site.

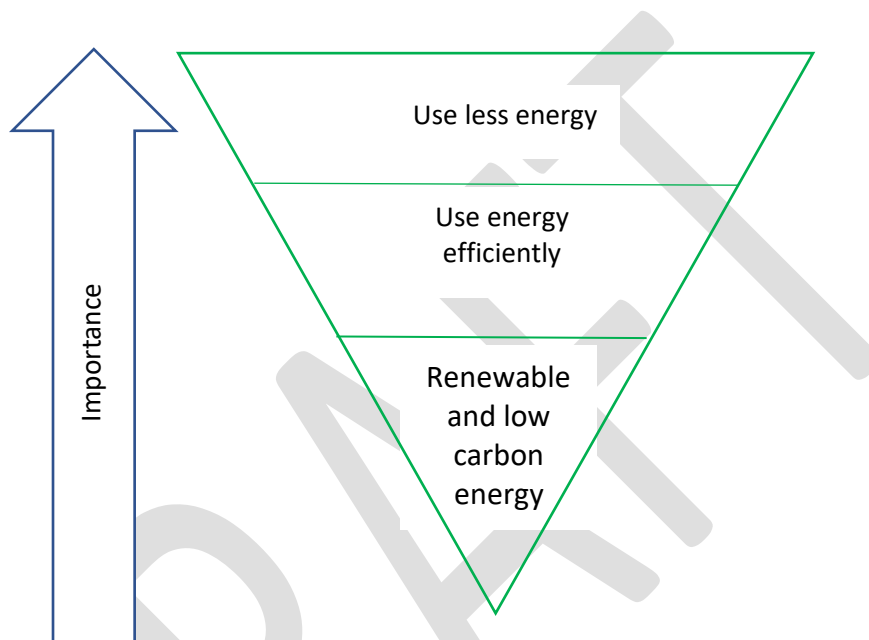


Figure 9.1: The energy hierarchy should be used to guide and prioritise how energy use is minimised and supplied to meet carbon emissions reductions.

- 9.29 Schemes should consider the Energy Hierarchy at the start of the design process ensuring that measures to reduce carbon and improve efficiencies are incorporated into the build process:

**1. Use Less Energy**

- 9.30 The siting, design, layout and orientation of buildings can have a significant impact on their sustainability. As most energy use in a building is from heating, one of the simplest methods of reducing energy demand is to use passive solar design to provide light and heat through natural sunlight and solar heat gain, thereby reducing the need for artificial light and heat. Not only does this significantly reduce overall energy consumption but it can also offer occupants a pleasant living and working environment.
- 9.31 The latest UK climate projections (Met Office, 2019) highlight that across the UK, average temperatures will rise, especially during summer. In line with this and improved fabric efficiency standards, buildings will need greater protection from overheating to prevent uncomfortable internal temperatures. Considerations should be taken for preventing solar gains in summer such

as through the use of external solar shading or shutters. The building design should also support the mitigation of overheating wherever possible, for example by maximising natural ventilation, reducing internal heat gains from building services and considering construction type, layout and utilizing additional thermal mass in design. The location of external hard surfaces should also be considered to minimise their warming effect, such as when the building is being naturally ventilated. The potential for incorporating features that provide shade, shelter and cooling should be identified. This could include the use of suitable landscaping, green roofs and walls, and local water features.

## **2. Use Energy Efficiently**

- 9.32 Once the demand for energy has reduced, measures to make the best or most efficient use of energy should be considered. The use of energy efficient lighting and electrical fittings is critical. The energy efficiency of a building is influenced by the use of space, insulation and materials within a building.
- 9.33 In order to maximise the efficiency with which energy is used, heat loss from buildings should be minimised. A range of measures can be incorporated into a development to deliver improvements in energy efficiency. For example, high levels of insulation can be integrated into the main building fabric and consideration should also be given to utilising materials with a high thermal mass. These have the capacity to store heat, helping to reduce variations in temperature within a building.

## **3. Renewable and Low Carbon Energy**

- 9.34 Having considered the above elements of the Energy Hierarchy, Developers should then look at how the remaining energy needs on site can be met through renewable and low carbon energy sources. Renewable sources of heating and power include ground, water and air source heat pumps, photovoltaics, solar thermal, biomass and wind (large and small scale). Heat pumps can also be used to provide cooling from the ground and water. In some cases, this can be combined with heating to provide seasonal storage of heat. Low carbon sources of heating include energy from waste processes and gas fired combined heat and power.
- 9.35 District heating is a key way to help deliver efficient, renewable and low carbon heat to residents. For new developments, priority is expected to be placed on how thermal energy can be delivered through heat networks. With changes in climate it may be necessary to cool more buildings and so wherever possible cooling networks are expected to be used.

### The Energy Statement

- 9.36 The Council requires that development proposals be accompanied by an Energy Statement, which should be submitted with the planning application. This should set out measures to reduce carbon emissions from energy use. It should:
- Set out how the energy hierarchy has been followed.
  - Set out the projected annual energy demands for heating, cooling, hot water, lighting and power from the proposed development against the appropriate baseline (current Building Regulations Part L standards), along with the associated CO<sub>2</sub> emissions.



- Show how these demands have been reduced via energy efficiency measures and set out the CO<sub>2</sub> emissions associated with the remaining energy demand and the percentage (%) emissions saving that will be achieved. The information should include U-values for the structure, air tightness and thermal bridging values, the G-value of glass, ventilation and heat recovery efficiency and water efficiency. A Simplified Building Energy Model (SBEM) for non-domestic buildings, and a Standard Assessment Produce (SAP) for residential development, will be required.
- Set out the choice of heating and cooling systems and how these have been selected, and the residual CO<sub>2</sub> emissions that the development will generate after energy efficiency and sustainable heating/cooling have been taken into account.
- Demonstrate how the incorporation of on-site renewable energy has been maximised to offset residual CO<sub>2</sub> emissions.
- Include details on the monitoring and evaluation that will take place during the construction/built stages to ensure that there is no performance gap between the design, construction and operation of the building.
- Include an accessible and non-technical operation manual for residents to ensure that on occupation, the building continues to ensure the carbon reduction requirements are met.
- Include a whole life cycle carbon assessment for operation and embodied carbon.

9.37 Where changes in national guidance result in amendments to the Standard Assessment Produce (SAP) for residential development, the Council will accept the latest equivalent standard, providing the development demonstrates that it is equivalent to, or exceeds the policy standard set out in the Local Plan.

#### PassivHaus

9.38 Where proposals which seek to follow the PassivHaus route to meeting the requirements set out in DM30a are proposed, a full Energy Statement will not be required. It will be sufficient to submit the technical information required to demonstrate that the PassivHaus standard can be achieved. Prior to commencement a 'pre-construction compliance check' completed by a PassivHaus certifier will be required and secured by condition. Upon completion, a Quality Approved PassivHaus certificate for each dwelling/building will be required.

#### BREEAM

9.39 Where proposals seek to achieve BREEAM 'Excellent' or 'Very Good' standard, a full Energy Statement will not be required if Pre-Approval confirmation is available. It will be sufficient to submit the Pre-Approval confirmation with the application and BREEAM Certification post construction.

#### Integration of additional renewable energy in new development

9.40 The Council will expect proposals for new residential development to include opportunities for low carbon technologies or other sustainability measures to be offered to the purchaser at the point of sale. Opportunities to select particular low carbon technologies or other sustainable measures should be available to purchasers the same way that other 'optional extras' are presented for example floor type, kitchen units, etc. By offering the opportunity to include such measures and ensuring that the fabric can support future installations at the start of the process, will allow buyers to secure improvements integrated as part of the build rather than retrofitted at a later date. The

ability to do this should be made available to purchasers at the start of the process.

## **POLICY DM30b: SUSTAINABLE DESIGN AND CONSTRUCTION - Water Efficiency**

The Council, in accordance with national policy and practice guidance, has considered the pressure on the water supply across the district and has chosen to implement optional water efficiency standards for new residential development.

All new residential developments must achieve, as a minimum, the optional requirement set through the Building Regulations Requirement G2: Water Efficiency or any future updates to the requirement.

All major non-residential development should incorporate water conservation measures so that predicted per capita consumption does not exceed the appropriate levels set out in the applicable BREEAM 'Excellent' standard. Where the 'Excellent' Standard cannot be achieved, evidence must be submitted with an application to the satisfaction of the City Council. The BREEAM 'Very Good' standard must be met as a minimum.

The design of new developments should consider the inclusion of water efficiency and consumption measures, such as rainwater recycling, green roofs, and water butts in the construction of new buildings.

### Sustainable Design Statement

The above issues and requirements are to be evidenced in a Sustainable Design Statement to be submitted with the planning application.

### Water Efficiency

- 9.41 The effects of climate change have increased the pressure on water resources. This is acknowledged in paragraph 149 of the NPPF which states that plans should mitigate and adapt to climate change taking account of water supply. Warmer summers have resulted in increases in water consumption and a reduction in available supply. At the same time, population and housing growth in our District has meant that water companies have been asked to accommodate the new growth, yet at the same time their abstraction licenses are being reduced.
- 9.42 Pressure on water supplies can be addressed in part by water efficiency measures to reduce average consumption. Reducing water consumption will also reduce the energy and carbon use associated with the processing of clean water supplies. Improving the energy efficiency of water use, has dual benefits of reducing bills and reducing the amount of water flowing into the sewer system, thereby helping to reduce flood risk. Domestic water consumption can be considerably reduced by building new homes to high water efficiency standards. Appropriate measures to improve water efficiency include, but are not limited to dual flush toilets, low flow bathroom and kitchen fittings, low water consumption appliances, grey water and water recycling systems, water butts and other on-site water retention systems.
- 9.43 To address the climate change demands on water supply, both the Environment Agency and

United Utilities have requested that the Council adopt the optional water efficiency standards in the Building Regulations, currently at 110 litres/person/day. The National Framework for Water Resources identifies 'that our region faces the second highest pressures on Water Resources' and 'that increased water consumption, driven by population increases, is the largest driver of additional water need in the region. Increased public water supply, drought resilience, increased protection for the environment and the impact of climate change reducing water availability of existing supplies also have impacts on water availability.'<sup>3</sup> Water Resources West state that, 'even with these reductions in consumption [adoption of the water efficiency Building Regulation Requirements] parts of our region will need new water resource to be developed. If the planned reductions are not achieved, then more significant costly water resources will need to be developed. It is therefore important the measures are taken across the region to support the achievement of the lower capita consumption'.

- 9.44 It is important to ensure that new commercial development contributes to reducing additional pressures on the water supply where possible. This policy requires that all new commercial or non-residential development, including all non-C3 use classes, incorporate water conservation measures so that predicted per capita consumption does not exceed the appropriate levels set out in the applicable BREEAM 'Excellent' standard. This requirement was previously incorporated within policy DM35.

## **POLICY DM30c: SUSTAINABLE DESIGN AND CONSTRUCTION- Materials, Waste & Construction**

Proposals for major developments should demonstrate how they achieve sustainable and environmentally conscious development, including climate change mitigation and adaptation, taking into account the following principles:

### Materials and Waste

1. Materials that arise through demolition and refurbishment are reused and recycled wherever possible, including the reuse of excavated soil and hardcore within the site;
2. Green/blue roofs and/or walls have been incorporated into the structure of buildings where appropriate, to improve water management in the built environment, improve air quality, provide space for biodiversity and aid resilience and adaptation to climate change;
3. Proposals for major development must be accompanied by a site waste management plan setting out how site waste will be managed during the construction phase.

### Construction Process

4. Where possible, use local suppliers, renewable and/or low carbon materials and modern methods of construction.

### Sustainable Design Statement

**The above issues and requirements are to be evidenced in a Sustainable Design Statement to be submitted with the planning application.**

- 9.45 New development must also provide for the storage of refuse and recyclable materials in easily accessible and safe locations, having regard to relevant urban design considerations (i.e. not having a significant detrimental impact upon the setting of a property or street scene). To provide further information on how this can be achieved, the Council has published a Planning Advisory Note (PAN) ‘Waste and recycling provision at domestic dwellings’.
- 9.46 During the construction process, better site practices and the re-use of on-site materials can reduce both the need for new primary resources and the need to dispose of on-site waste. The development has a legal duty under the Waste Regulations 2011 to take all reasonable measure to prevent, reuse, recycle and recover waste (in that order).

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

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

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

Development which is located within an Air Quality Management Area (AQMA), or any development which has the potential to, individually or cumulatively, contribute to increasing levels of air pollution, will be required to demonstrate how either on-site or off-site mitigation measures will be put in place to reduce the air quality impact. Any proposal must not significantly worsen any emissions or air pollutants in areas where pollution levels are close to objective / limit value levels.

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

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

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

- 9.1 Air quality and pollution are widespread concerns at both district and national level. The

Council has a range of activities underway to deal with these issues<sup>35</sup>. There are currently three locations where air quality ~~does~~ ~~has~~ not ~~met~~ ~~meet~~ the national air quality objectives that aim to protect people's health and the environment. These are the centre of Lancaster, the centre of Carnforth, and Galgate crossroads and each location has been declared an Air Quality Management Area (AQMA).

- 9.2 The largest AQMA is located in the centre of Lancaster, where emissions from vehicles on the one-way system contribute toward high levels of nitrogen dioxide. These designations are regularly monitored, [the recordings of which are set out in the Council's Air Quality Annual Status Report<sup>36</sup>](#), and amendments to these areas (as well as considering the potential for further designations) will be implemented as appropriate. ~~The impact of the Bay Gateway on the three AQMA's is being monitored.~~
- 9.3 The Council has published an Air Quality Strategy<sup>37</sup>. The direction of this strategy has also been incorporated into the Highways and Transport Masterplan for Lancaster District which is available on the Lancashire County Council website.
- 9.4 The Council will ensure that proposals for all new development regardless of location will seek to minimise polluting emissions by applying standard emission reduction measures. The Council will also seek to ensure developments do not have an unacceptable negative impact on local air quality particularly in relation to their impact on AQMA's or on areas where pollution levels are close to air quality objective levels. Similarly, proposals for new development should not put people's health at risk by introducing new exposure to areas where pollution levels are above or close to air quality objective levels. Exposure assessments should be prepared for residential schemes and where appropriate other developments (e.g. offices and day nurseries) within AQMAs in order to protect living conditions for residents and users of the space.
- 9.5 The Council will seek to ensure that proposals for all new development, regardless of location, have sought to minimise the levels of air polluting emissions during the construction and operation phases of development through appropriate on-site and off-site mitigation.
- 9.6 Development which is located in [or close to AQMAs, as set out in the supporting Planning Advisory Note and forthcoming Supplementary Planning Document](#), will be carefully considered in terms of their individual and cumulative impacts within the designated area, and it will be expected that mitigation is put forward to reduce the air quality impact arising from each proposal. The Council will not support proposals which would significantly worsen any emissions or air pollutants where pollution levels are close to their objective limits.
- 9.7 In relation to nitrogen oxide levels, 'significantly worsen' means an increase of 0.1µg/m<sup>3</sup> or more in the annual mean nitrogen level (all local AQMA's are designated due to likely exceedance of objective standards for nitrogen dioxide). In relation to nitrogen oxide levels 'close to' objective / limit value levels, this means that the nitrogen dioxide pollution levels are indicated to be at or above 85% of the air quality / limit value.

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

<sup>36</sup> [Air quality reports - Lancaster City Council](#)

<sup>37</sup> <http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality/air-quality-reviews-and-assessments>

- 9.8 An Air Quality Assessment (AQA) will be required where proposals are within or have the potential to adversely affect the AQMA, where emissions exceed recommended thresholds or where the proposal is of such a scale that it could itself result in the designation of a new AQMA. Further guidance on this is provided in the Council’s Planning Validation Guide. AQAs should include emission and concentration assessments.
- 9.9 The Council ~~will seek to~~ is working with Lancashire County Council in the preparation of a new Air Quality Action Plan, which is closely linked to the new transport proposal being developed for Lancaster. A Supplementary Planning Document relating to Low Emissions and Air Quality ~~which~~ will be ~~drawn up and linked to~~ ~~based on~~ the outcomes of the District’s Air Quality Action Plan. ~~and~~ This will build upon the previous work undertaken to prepare a Planning Advisory Note on this matter.
- 9.10 One of the ways in which the Council will seek to minimise the impact of new development on air quality will be to ensure that development provides a suitable level of infrastructure for the charging of electric / plug-in hybrid vehicles. ~~To help facilitate this, the Council is preparing a *Promotion of Electric Vehicles and Charging Infrastructure* Supplementary Planning Document to provide further guidance and aid the delivery of charging infrastructure.~~ The provision of facilities and infrastructure to enable and encourage walking and cycling and the use of lower emission transport options such as ultra-low emission car sharing / car hubs / fleet vehicles, will also be key mitigations measures. Opportunities to secure improvements via Travel Plans will also be encouraged. ~~This could include the establishment of a low carbon fund to help incentivise and fund future households to buy electric/low emission vehicles.~~
- 9.11 The Planning Practice Guidance clearly states that: “*mitigation options will need to be locationally specific, will depend on the proposed development and need to be proportionate to the likely impact*”. Examples of possible mitigation measures set out in the Planning Practice Guidance include:
- Maintaining adequate separation distances between sources of air pollution and receptors;
  - Using green infrastructure, in particular trees, where this can create a barrier or maintain separation between sources of pollution and receptors;
  - Appropriate means of filtration and ventilation;
  - Including infrastructure to promote modes of transport with a low impact on air quality (such as electric vehicle charging points and measures to facilitate and promote cycling);
  - Controlling dust and emissions from construction, operation and demolition; and
  - Contributing funding to measures, including those identified in air quality action plans and low emission strategies, designed to offset the impact on air quality arising from new development.
- 9.12 Whilst nitrogen dioxide is the pollutant that has led to the designation of the District’s three Air Quality Management Areas (AQMA’s), of increasing concern is the impact of particulate matter on air quality levels, in particular PM<sub>2.5</sub>, as set out in the Government’s Clean Air Strategy and the emerging Environment Bill. The national Clean Air Strategy (2019) clearly sets out aims to reduce existing exceedances of PM<sub>2.5</sub> concentrations across the UK, so that the number of people living in locations above the WHO guideline annual mean level of 10µg/m<sup>3</sup> is reduced by 50% by 2025. On this basis, the Council therefore expects new development to consider the impact of development in relation to both national and WHO air quality standards with the sought outcome of minimising both particulate (PM<sub>10</sub> and PM<sub>2.5</sub>) and nitrogen dioxide (NO<sub>2</sub>) emissions.
- 9.13 Particulate emissions from solid fuel combustion plants are generally greater than emissions

from equivalent gas and electric installations and therefore, impact adversely on local air quality. Consequently, in urban areas the use of solid fuel installations in new development will be discouraged.

### Contaminated Land

## **POLICY DM32: CONTAMINATED LAND**

**Where it is considered that land may be affected by contamination, planning permission will only be granted for development provided that the following criteria are satisfied:**

- I. All works, including investigation and recording the nature of any contamination, can be undertaken without the escape of contaminants that could cause unacceptable risk to health or to the environment;**
- II. Suitable methods of remediation are proposed, which set out an appropriate method statement for the treatment of contamination to the satisfaction of the Council; and**
- III. It is demonstrated that the development site will be suitable for the proposed use without risk from contaminants to people, buildings, services or the environment, including the apparatus of statutory providers.**

- 9.14 The Council is not aware of any development sites in the district that are contaminated to such an extent as to render them undevelopable. Nevertheless, the Council is keen to ensure that on derelict or vacant sites which come forward for development can be developed and occupied safely. As the local pollution control authority, the Council is required by the Environment Act 1995 to identify contaminated sites.
- 9.15 Developers should undertake tests during the initial stages of the development process to determine whether any contaminants are present and ensure that their site is suitable for the proposed use. The Council will encourage developers to discuss potential contamination issues with the Council's Contaminated Land Officer at an early stage in the development process.
- 9.16 Potential sources of contamination are varied and can include residual waste from historic land uses such as gas production, industrial uses, landfill sites or sewerage treatment. Risks from contaminated land include materials that are left in the soil that could be released into the air, leach into the water table or contaminate home grown food. If left untreated such

contaminants may affect residents, workers, buildings or services – either on the site itself or nearby.

- 9.17 Care should be taken throughout the development process, including any preliminary investigations, and survey work (such as borehole drilling) that may sometimes release contaminants. Care also should be taken to prevent any substances within the soil from polluting local rivers or groundwater, the Environment Agency are normally consulted with respect to this.
- 9.18 Where investigations conclude that contamination is present, then proposals should set out appropriate remediation measures which seek to address contamination issues. Remediation measures should be set out through a robust method statement about how materials will be handled and removed from the site, which then should be agreed to the satisfaction of the Council’s Environmental Health team. Only after such remediation measures are agreed will the site be suitable for use.
- 9.19 Although the Council have yet to identify any contaminated sites that are likely to come forward for redevelopment, Policy DM32 of this DPD sets out criteria that will be applied if proposals emerge.

#### **Development and Flood Risk**

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

Proposals will be required to minimise the risk of flooding to people and property by taking a sequential approach which directs development, **including access/egress, play/recreation areas and gardens**, to the areas at the lowest risk of flooding. Consideration **must** ~~should~~ be given to all sources of flood risk.

New development will need to satisfy the requirements of the sequential test and exception test where necessary in accordance with the requirements of national planning policy and any other relevant guidance, **including the Council’s Flood Risk and Sustainable Drainage Supplementary Planning Document**. Where proposals fail to satisfy the requirement of these tests they will be refused.

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

Proposals for new development in areas at risk of flooding **from all sources**, as defined by National Planning Policy **and surface water and ground water flooding** will be required to meet the following criteria:



- I. Proposals are supported by a Sequential Test, and where necessary Exception Test in accordance with National Planning Policy, other relevant guidance and the Council's Flood Risk and Sustainable Drainage Supplementary Planning Document;
- II. An Exception Test will be required for sites allocated in the Local Plan, where new data sources with regard to flood risk become available and those sources indicate that flood risk from any source has increased since a site was allocated in the Local Plan;
- III. Proposals which meet the following criteria are accompanied by a Flood Risk Assessment:
  - a. Where required by National Planning Policy and/or the accompanying guidance
  - b. All development (apart from minor extensions) in the High Risk Urban Catchments as identified within the Strategic Flood Risk Assessment
  - c. The site is within Flood Zone 1 where any part of the site is identified by the Risk of Surface Water Flooding Maps as being at risk of surface water flooding
  - d. The site is situated over or within 8 metres of a culverted watercourse or where development will be required to control or influence the flow of any watercourse
  - e. Where the site is identified as being at flood risk in the future
  - f. Where the site is at risk of flooding from other sources of flooding or at residual risk
  - g. Where development is subject to a change of use to a higher vulnerability classification which may be subject to other sources of flooding
  - h. Where a site is situated in an area currently benefiting from defences;
- IV. ~~II~~ That they are supported by an appropriate site-specific Flood Risk Assessment (FRA) which demonstrates that the proposal meets the requirements of National Planning Policy and accompanying practice guidance and takes into account the effects of climate change;
- V. ~~III~~ That safe, suitable and appropriate flood prevention, resilience, adaptation, and mitigation and emergency plan measures are agreed, implemented and maintained, including through design and layout, taking Climate Change into account, to ensure that development, including access/egress, play/recreation areas and gardens, is appropriately flood resilient and resistant for its lifetime;
- VI. ~~IV~~ Proposals reduce the existing causes and impacts of flooding by reducing ~~There will be no net increase of flooding beyond the site as a result of development (such as increases in~~ surface water run-off and/or ~~the reduction in~~ increasing the capacity of flood storage areas);
- VII. ~~V~~ There is no adverse effect on the operational functions of any watercourse or existing flood defence infrastructure and opportunities are taken to improve the function of watercourses, such as removing culverts and naturalisation of heavily modified channels;
- VIII. That opportunities are taken to introduce natural flood management techniques on and off the site to reduce flooding;
- ~~VI~~ IX. Sites ~~must~~ ~~should~~ be drained on a separate system with foul water draining to the public sewer and surface water draining ~~in the most sustainable way~~, in accordance with the Sustainable Drainage Hierarchy in policy DM34; and
- X. ~~VII~~ All proposals for new development must take account of the Council's most up-to-date Strategic Flood Risk Assessment (or the most up-to-date Council flood risk assessment available) in combination with any other relevant evidence including that of the Lead Local Flood Authority (Lancashire County Council) and the Environment Agency and the Council's Flood Risk and Sustainable Drainage Water Supplementary Planning Document.

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

- 9.20 Lancaster District is an area that is particularly susceptible to flood risk. The district contains a stretch of coastline along Morecambe Bay which lies off the Irish Sea as well as a number of main rivers. In particular the River Lune, which is liable to flood in extreme weather events. The extreme floods of Storm Desmond in 2015 and more recently the flooding in Galgate and Halton in November 2017, highlighted the risk that remains within the district from flooding.
- 9.21 Many of the main settlement areas in the district lie within areas that, to varying degrees, are vulnerable to flooding, such as Lancaster along on the River Lune and Morecambe adjacent to Morecambe Bay, and a number of the sustainable settlements identified under Policy SP2 of the Strategic Policies & Land Allocations DPD. There are approximately 400 homes ([the number will be updated if necessary, once the SFRA has been completed](#)) in the district with a 1% Annual Probability Event risk of fluvial flooding (from rivers). The number of properties at potential risk from surface water is greater still. There are currently no Critical Drainage Areas within the District. However, the Council will continue to work with the Lead Local Flood Authority and the Environment Agency, to periodically consider the need and appropriateness of this position.
- 9.22 In light of the risk of flooding that exists within the District the development strategy proposed in the Strategic Policies and Land Allocations DPD seeks to direct the majority of new development to those areas at lowest risk, for example through leaving much of the area falling within higher flood risk zones between Heysham and the River Lune free from development. [Since the sites within the Local Plan were allocated, the Environment Agency flood zones and areas at risk of surface water flooding have been updated. It is therefore necessary to ensure that where the risks of flooding have increased, sites are subject to an exception test in accordance with paragraph 162 of the NPPF \(paragraph number to be amended following publication of the revised NPPF\). Development not allocated within the Local Plan will be subject to a sequential test in accordance with the Government guidance.](#)<sup>38</sup>
- 9.23 The Council has prepared an updated Strategic Flood Risk Assessment (Level 1) (SFRA) ~~published in November 2017~~ [dated June 2021](#) which provides recommendations for managing flood risk within the District. The ~~SFRA Assessment~~ also identifies those areas within the functional floodplain (Flood Zone 3b). These areas are required to be kept free from development so that they allow the storage of floodwater at times of flooding in a place which avoids risk to people. [The SFRA assesses the cumulative impact of development and identifies High Risk Urban Catchments, High Risk Rural Catchments and the remaining medium and low catchments in the district. Policy DM33 has been amended to address the recommendations within the SFRA, in particular, the requirement for the submission of a Flood Risk Assessment for a wider range of development reflecting the risks within the district. These include a requirement for the submission of a Flood Risk Assessment to accompany for all development applications, apart from minor extensions, in the High Risk Urban Catchments. ‘Minor extensions’ consist of an extension to a residential property or extensions under 1000 square metres of floor space to other buildings. Policies DM33 and DM34 have been amended to address the remaining policy recommendations within the SFRA \(2021\). The Lancaster Surface Water Management Plan will](#)

<sup>38</sup> <https://www.gov.uk/guidance/flood-risk-assessment-the-sequential-test-for-applicants>

explore the causes of flooding in Lancaster city, options for how surface water can be managed and take forward suitable and deliverable measures in an Action Plan.

- 9.24 The Council will seek to ensure that new development does not increase flood risk through steering development to areas at lowest risk. Where this cannot be achieved the Council will expect proposals to include appropriate mitigation measures to effectively deal with flood risk and reduce flood risk elsewhere. One method of how flood risk can be mitigated is through the use of Sustainable Drainage Systems (SuDS) to manage surface water flows. SuDS can also assist in pollution control through improved filtration and habitat creation within developments.
- 9.25 It is important that new development proposals, particularly those which are located in areas which are at risk from flooding are designed to be resilient in terms of their layout, design and construction to ensure that they are adaptable and can withstand potential future flood events and take into account the impacts of Climate Change. New development should take opportunities to include measures which will minimise the risk of flooding on and off a site in accordance with paragraph 157c of the NPPF (paragraph number to be updated following publication of the revised NPPF).
- 9.26 Development proposals in locations which are vulnerable to flood risk should be accompanied by an appropriate assessment of the risks posed, either directly or in-directly. Flood risk assessments should include clear details of existing drainage arrangements, for example flood risk assessments for brownfield sites should identify existing points of connection for surface water drainage and details of those points of connection. This information is critical to ensure adequate assessment of pre and post development run off rates and therefore to ensure flood risk is not increased reduced on and off site in accordance with paragraph 157c<sup>39</sup> and to ensure consistency with policy SP8 of the Strategic Policies and Land Allocations DPD.
- 9.27 New development must consider the Strategic Flood Risk Assessment and any updated Environment Agency Flood Zone Maps that highlight areas at risk and vulnerable to flooding, either from fluvial (river) sources, coastal flooding or surface water flooding. The maps also show variations in the areas of risk, and highlight land in Zone 3 as being at greatest risk from flooding and Zone 1 as being at limited risk from flood events. They are also updated on a regular basis to take into account revised data.
- 9.28 The National Planning Practice Guidance (NPPG) published by the Government in 2019<sup>4</sup> sets out a full range of guidance on matters relating to flood risk. Development proposals in areas that are vulnerable to flood risk should take account of the guidance provided in the NPPG, ensuring that matters such as providing a flood risk assessment, and addressing the sequential and exceptions test have been demonstrated through the application process.
- 9.29 Where relevant new development must also consider the Environment Agency's Shoreline Management Plan (SMP)<sup>40</sup> which sets out the recommendations for coastal management over the forthcoming 100 years. Similarly, for local river catchments new development must also consider the relevant Environment Agency's Catchment Flood Management Plans (CFMP)<sup>41</sup>,

<sup>39</sup> paragraph number to be amended following the publication of the revised NPPF) of the NPPF

<sup>40</sup> <https://www.gov.uk/government/publications/shoreline-management-plans-smpls>

<sup>41</sup> <https://www.gov.uk/government/collections/catchment-flood-management-plans>

Lancaster Surface Water Management Plan and the North west Marine Plan<sup>42</sup>.

- 9.30 Natural flood risk management techniques are encouraged as part of the green and blue infrastructure in new development. These techniques can help reduce run-off, aid biodiversity and the overall design and place making of a site. They will not however be included as part of a SuDS scheme and will not be form part of the calculations made to ensure the run-off from a site is reduced. Natural flood risk management can include measures on and off site to reduce the effects of flooding to the wider catchment.

### **Surface Water Run-Off and Sustainable Drainage**

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

Surface water should be managed sustainably within new development. The Council expects that proposals for all new development will use Sustainable **Urban** Drainage Systems (SuDS), giving priority to naturalistic solutions incorporated into the soft landscaping of the development.

Applicants must demonstrate that surface water from new development accords with the following ~~in accordance with the Surface Water~~ Sustainable Drainage Hierarchy:

- i. Re-use and reduce surface water run-off /rainwater harvesting/green walls/roofs,
- ii. Infiltration such as permeable surfaces, soakaways, unlined ponds, swales and trenches, wetlands etc.,
- iii. Attenuation above ground in ponds or water features for gradual release into infiltration features and if this is not possible to a watercourse,
- iv. Attenuate surface water via storage in tanks or sealed water features for gradual release into infiltration features and if this is not possible a water course,
- v. In exceptional cases, controlled discharge to a sewer or other drainage system, via above ground attenuation, and if this is not possible, underground attenuation.

Surface water should be managed through the provision of above ground sustainable drainage features with multi-functional benefits as part of an integrated high-quality green and blue environment. All development must incorporate SuDS which have been designed to incorporate the following:

- Flood risk reduction measures;
- The management of surface water in stages as close to the source as possible;
- Environmental and biodiversity benefits;
- Pollution control, multi-level source control;
- Landscape and amenity enhancement;
- Where a site includes a water course, development must include measures to restore and provide natural flood management, remove and naturalise culverts, create a steady predictable flow, include storage, measures to slow water flow; and
- Measures of an adoptable standard.

<sup>42</sup> <https://www.gov.uk/government/publications/draft-north-west-marine-plan-documents>

SuDS must be designed in accordance with 'Ciria C753 The SuDS Manual', or any subsequent replacement guidance and the Council's Flood Risk and Sustainable Drainage SPD. ~~Proposals for all new development should implement sustainable drainage systems, alternatives~~ Below ground attenuation will only be permitted where above ground SuDS have ~~it has~~ been demonstrated to be inappropriate or impracticable, and the developer has provided a robust justification for the proposal.

Applicants wishing to discharge to public sewer or highway drain will need to submit clear evidence demonstrating why alternative options are not available.

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

Applicants will be expected to demonstrate that development reduces and manages flood risk by reducing the amount of run-off and discharge from the site through the use of appropriate water reuse and sustainable drainage systems techniques. As a minimum, development is required to meet ~~meeting~~ the following run-off rates:

- On greenfield sites, the peak run-off rate and the run-off volume<sup>A</sup> must not exceed the existing greenfield rates for the same rainfall event<sup>A</sup>. A 40% climate change allowance or the upper end allowance for the longest term projection in Table 2, of the 'Environment Agency Flood Risk Assessments: Climate Change Allowances'<sup>B</sup>, whichever is the higher (or any updated climate change allowances published by the Environment Agency) and an urban creep allowance of 10% must be applied.
- On previously developed land, the peak run-off rate and run-off volume<sup>A</sup> must not exceed greenfield rates from the development for the same rainfall event<sup>A</sup>. Where this cannot be achieved a 30% reduction of the existing peak run-off rates for the site must be achieved. A 40% climate change allowance or the upper end allowance for the longest term projection in Table 2, of the 'Environment Agency Flood Risk Assessments: Climate Change Allowances'<sup>B</sup>, whichever is the higher (or any updated climate change allowances published by the Environment Agency) and an urban creep allowance of 10% must be applied.

Only where evidence is supplied to justify why this level of attenuation is not achievable on a site, will the lower rate be acceptable.

All proposals for residential development of 5 or more units, other development with a site area of 1 hectare or more, or 1,000 square metres of floor space, and all development (apart from minor extensions<sup>C</sup>) within High Risk Urban Catchments identified in the SFRA, ~~major development~~ will require the submission of:

- ~~A~~ Sustainable ~~d~~Drainage ~~s~~Strategy. ~~to be submitted~~. The Sustainable ~~d~~Drainage ~~s~~Strategy must show the type of sustainable drainage system and/or detailed measures proposed, and measures to protect flooding and pollution during construction (depending on the type of application). For any development proposal which is part of a wider development site, it will be necessary to ensure the foul and surface water drainage proposals are part of a wider, holistic strategy which coordinates the approach to drainage between phases, between developers, and over a number of years of construction.
- The NW SuDS Pro-forma (included within the Flood Risk and Sustainable Drainage SPD) and the information/evidence required by the Pro-forma.
- A comprehensive Surface Water Lifetime Management and Maintenance Plan which includes ~~how minimum standards of operation are appropriate and that~~ clear

arrangements **are in place** for ongoing **management and** maintenance over the lifetime of the development.

- **Post construction, applicants must provide to the Council certification that the sustainable drainage scheme has been implemented in accordance with the approved scheme.**

**Further information about the requirements can be found in the-Flood Risk and Sustainable Drainage SPD.**

**A – Peak runoff rate, runoff volume and rainfall events as defined in the Department for Environment, Food and Rural Affairs, Sustainable Drainage Systems, Non-statutory technical standards for sustainable drainage systems, March 2015 - [Sustainable Drainage Systems: Non-statutory technical standards for sustainable drainage systems \(publishing.service.gov.uk\)](https://www.gov.uk/guidance/sustainable-drainage-systems-non-statutory-technical-standards-for-sustainable-drainage-systems)**

**B- Table 2: peak rainfall intensity allowance in small catchment (less than 5km<sup>2</sup>) or any urban drainage catchments (based on a 1961 to 1990 baseline) - <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>**

**C – Minor extensions consist of an extension to a residential property or extensions under 1000 square metres of floor space to other buildings.**

- 9.31 Surface water flooding occurs where the ground and rivers can no longer absorb heavy rainfall and when man-made drainage systems have insufficient capacity to deal with the volume of rainfall. Typically this type of flooding is localised and occurs very quickly in extreme weather so is difficult to predict and warn against. It is predicted that climate changes will result in more short-duration, high intensity rainfall and therefore surface water flooding is likely to become an increasing problem, particularly within the district's urban settlements.
- 9.32 Both urban and rural environments can be highly susceptible to surface water run-off. As a result, the Council will therefore seek to ensure that new development **reduces limits** water discharge levels into local sewers and drains to improve capacity in the network. **Discharge into sewers and highway drains will only be permitted in exceptional circumstances where the applicant provides evidence the alternatives means within the Sustainable Drainage Hierarchy in policy DM34 cannot be achieved and where the discharge rate is attenuated below the current discharge rates from the site.**
- 9.33 Areas within Lancaster District have been the subject of severe flooding and reoccurring incidents. There are areas which are at particular risk of flooding as a result of increased urbanisation and climate change. The plan therefore seeks to manage and 'reduce the causes and impacts of flooding' on and off site through the use of SuDS, in line with the NPPF and planning practice guidance by seeking to ensure development reduces the run-off rates from sites and the higher rate of climate change is used in calculations. Only in exceptional circumstances will a higher discharge rate be permitted and in all cases the development should discharge at a rate lower than the current green/brown field rate for the ~~existing 1:100~~ same storm event with an 'upper end' Climate Change Allowance for the longest term projection in Table 2, of the 'Environment Agency Flood Risk Assessments: Climate Change Allowances', (or any updated climate change allowances published by the Environment Agency) and an urban creep allowance of 10%. This will ensure that opportunities are taken to reduce flooding on and off site and that allowances are made to ensure that the site addresses the impacts of climate change and plans for potential changes to the risk of flooding on a site in the long term. The aim to reduce flood risk accords with paragraph 157c of the NPPF (paragraph number to be amended following publication of the revised NPPF) and ensures

consistency with policy SP8 of the Strategic Policies and Land Allocations DPD. Consideration will also be given to 'strategic SuDS' where a limited number of attenuation and treatment areas are needed around areas of significant planned development.

- 9.34 The focus of the policy and aim to reduce flooding seeks to minimise the impact on receptors sensitive to the adverse effects of flooding. Where sites contribute to the water environment required to sustain habitats such as wetlands, attention will need to be given to the way in which water is managed to ensure that there is not an adverse impact on these habitats.
- 9.35 SuDS are an effective approach to mitigating and reducing flood risk. They can contribute to mitigating potential increases in surface water run-off, sewer flooding and flooding from watercourses. Above ground multi-functional SuDS can deliver wider sustainability benefits, enabling surface water to be collected for use in homes and gardens, adaption to climate change through enhancement and creation of biodiversity and habitats, placemaking and amenity. The use of SuDS can also manage pollution through treatment and reuse of surface water. This reduces pollutants entering watercourses and the amount of wastewater treatment required. The treatment of pollution at source can contribute to meeting the Water Framework Directive quality targets, as well as national objectives for sustainable development. Above ground SuDS can also be more cost effective to maintain and monitor than traditional underground features. The policy sets out a Sustainable Drainage Hierarchy and principals for the design of drainage schemes to ensure that they provide multi-functional benefits.
- 9.36 ~~SuDS can enhance biodiversity opportunities within new development.~~ Further information about biodiversity opportunities ~~on how this issue~~ can be found on ~~the websites of~~ Natural England's, The Environment Agency's and The RSPB's ~~websites~~. Careful consideration should also be given to the impacts of water run-off on designated environmental sites.
- 9.37 Underground conventional piped and tanked storage systems will only be acceptable where the applicant demonstrates that surface water management cannot be achieved through the provision of above ground sustainable drainage features due to ground conditions. Where conventional piped and tanked storage systems are proposed, they should be in addition to above ground SuDS and incorporate the minimum amount necessary to achieve the required run-off rate. Evidence will be required to justify such systems. Further details are provided within the Flood Risk and Sustainable Drainage SPD.
- 9.38 Surface water must not be discharged into the foul sewer system; United Utilities will not grant permission for such a proposal, except for in exceptional circumstances where it can be proven that there is no other feasible alternative. Equally surface water must not be discharged onto the highway or onto other land without a watercourse nor be discharged in an unrestricted or uncontrolled fashion.
- 9.39 To be effective, SuDS need to be an integral part of the design process to ensure that the layout, design of green and blue space and the design of buildings take every opportunity to reuse, infiltrate and attenuate water. SuDS design therefore needs to be take place at the start of the design process, not once the scheme has evolved. Developers should engage with the Local Lead Flood Authority, using their pre-application process to reduce the necessity for amendments and abortive costs. SuDs should be designed to meet the standards, as specified below, including any replacement standards/documents which update or are in addition to those listed:
- Local SuDS Guidance

- Technical Standards for Sustainable Drainage Systems
- C753 The SuDS Manual
- Sewers for Adoption 8.

9.40 The NW SuDS Proforma sets out the information and evidence required for the Lead Local Flood Authority (LLFA) to assess the suitability of a drainage scheme. Completion and submission of the Pro-Forma together with the evidence required at the same time as the planning application will prevent delays in the process.

~~9.41 The Council advocates the use of a Surface Water Drainage hierarchy for new development in-line with best practice. The hierarchy is as follows:~~

- ~~1. Into the ground (infiltration at source);~~
- ~~2. Attenuated discharge to a surface water body, watercourse or the sea;~~
- ~~3. Attenuated discharge to surface water sewer, highway drain or another drainage system; and as a last resort~~
- ~~4. Attenuated discharge to a combined sewer (only in exceptional circumstances where it can be demonstrated that no other options higher up the hierarchy are feasible).~~

~~9.42 In line with the Surface Water Drainage hierarchy, the Council will expect relevant proposals to investigate the suitability and, where appropriate incorporate the following attenuation measures:~~

- ~~• Store surface water for later use;~~
- ~~• Use infiltration techniques, such as porous surfaces in non-clay areas;~~
- ~~• Attenuate surface water in ponds or open features for gradual release into the watercourse;~~
- ~~• Attenuate surface water via storage in tanks or sealed water features for gradual release into the watercourse.~~

~~9.43 Where no alternative option exists other than to discharge surface water to a combined sewer, applicants must demonstrate why no alternative exists and submit clear evidence that discharge will be limited to an attenuated rate, including an allowance for climate change. The City Council will liaise with the appropriate bodies to ensure that this is acceptable.~~

9.44 When determining whether the peak run-off rate and run-off volume are achievable, the Council will expect the applicant to demonstrate that they have made the best use of the land available in terms of housing density, flexibility in the design of house types and the provision of multi-functional spaces. On previously developed land, applicants will also be expected to follow the Sustainable Drainage Hierarchy. Thereafter, any proposal based on a proposed reduction in surface water discharge from a previously developed site should be in accordance with the non-statutory technical standards for sustainable drainage produced by DEFRA (or any replacement national standards). In demonstrating a reduction, applicants should include clear evidence of existing positive operational connections from the site with associated calculations on rates of discharge as part of application submission material.

~~9.45 There are clear merits of green solutions to manage surface water, and in the benefits they provide to ecology, local habitat and biodiversity. These approaches outweigh more conventional systems and usually improve the visual amenity of a proposed. Proposals should~~



~~be designed with this in mind and the areas that are most susceptible to pooling or with the most scope for infiltration / soakaways should be reserved for SuDS features.~~

- 9.46 Any drainage proposal will be expected to be included as part of a site-wide strategy to avoid piecemeal development and demonstrate how the site delivers sustainable drainage as part of interconnecting phases, and will be provided early on in a development in order not to cause issues whilst a site is partially developed.
- 9.47 The Council will require evidence to demonstrate that the **Sustainable Drainage Hierarchy within policy DM34 SuDS hierarchy** has been followed and to adequately justify if / why higher priority disposal routes cannot be utilised. Land acquisition should therefore ensure that the required rights for the development to discharge have been secured.
- 9.48 **SuDS should be designed to a suitable standard for adoption.** SuDS that are not adopted by public bodies will be expected to be supplemented by appropriate maintenance and management regimes for the lifetime of any surface water drainage schemes, which will be secured by planning condition or planning obligation.
- 9.49 To ensure that SuDS provide long term drainage solutions and continue to address flooding and climate change impacts, a **Surface Water Lifetime Management and Maintenance Plan** will be required. The **Surface Water Lifetime Management and Maintenance Plan** will be required to include:
- a maintenance schedule, detailing regular, occasional and remedial maintenance activities including recommendations for inspection and monitoring. This should include recommended frequencies, advice on plant/ machinery required and an explanation of the objectives for the maintenance proposed and potential implications of not meeting them;
  - clearly defined management arrangements to include for adoption by an appropriate public body or statutory undertaker, or management and maintenance by a Management Company;
  - arrangements concerning appropriate funding mechanisms for the on-going maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as:
    - (i) on-going inspections relating to performance and asset condition assessments;
    - (ii) operation costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime; and
    - (iii) means of access for maintenance and easements.
- The details should accord with the NW SuDS Pro-Forma. Further detail can be found in the Flood Risk and Sustainable Drainage SPD.
- 9.50 Post construction, applicants must provide to the Council certification and supporting evidence that the drainage works have been completed in accordance with the approved scheme, by a third-party professional. This will be to ensure that the drainage details and design submitted with the planning application have been constructed in accordance with the submitted and approved documents.
- 9.51 Further information on best practice examples of SuDS designs can be found ~~within~~ on the **Flood Hub website**<sup>43</sup> and in the Flood Risk and Sustainable Drainage SPD ~~Planning Advisory Note~~<sup>44</sup> ~~on this~~

<sup>43</sup> [Planning & Development | The Flood Hub](#)

<sup>44</sup> <https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

matter.

### Water Supply and Waste Water

## **POLICY DM35: WATER SUPPLY AND WASTE WATER**

Development proposals must take into account the demand for off-site water and wastewater service infrastructure. In particular, developers will be required to demonstrate that there is adequate water supply and waste water capacity on and off the site to satisfactorily serve the development.

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

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

The Council will support development proposals where:

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

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

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

- 9.52 Adequate water supply, surface water drainage, foul drainage and sewerage treatment capacity must be available to serve all new development.
- 9.53 Shortages and gaps in capacity may affect the timing, delivery and design of development. Water supplies are limited in some places, sewerage capacity varies locally and some Treatment works will require significant upgrading before the end of the plan period. The Council will continue to work with United Utilities to ensure that these matters are addressed.
- 9.54 New development must demonstrate adherence with the National Planning Practice Guidance in relation to the hierarchy of provision of sewerage infrastructure, firstly via connection to the public sewer, secondly via a package sewerage treatment plan and lastly via the provision of a septic tank.
- 9.55 Large-scale schemes, particularly the strategic sites identified in the Strategic Policies & Land Allocations DPD, may have a major impact on the infrastructure capacity, whereas smaller schemes can cumulatively have the same effect. For major development proposals, contact

should be made with Lancashire County Council as Lead local Flood Authority early in the planning process in order to assess the surface water drainage requirements and flood risk of the development both on and off site. All developers are also encouraged to contact United Utilities as early as possible before submitting a planning application to establish the following:

- The water supply infrastructure demand of the development both on and off the site and whether this can be met;
- The wastewater infrastructure demand of the development both on and off the site and whether this can be met; and
- The surface water drainage requirements and flood risk of the development both on and off site.

9.56 In some circumstances an assessment may be required to ascertain whether the proposed development would lead to an unacceptable overloading of existing infrastructure. Where there is an identified capacity problem, the Council may require the developer to fund appropriate improvements that must be completed prior to the occupation of the development.

9.57 ~~Pressure on water supplies can be addressed in part by water efficiency measures to reduce average consumption. This is important because consumption is high and needs to be reduced.~~ More than a thousand people in the district rely upon private water supplies (i.e. non-mains water). Development close to these supplies will be carefully considered to ensure the continued quality of the supply. Any proposal that seeks to commence a new supply, or brings back into use a formerly used supply, must notify the Council.

~~9.58 Domestic water consumption can be considerably reduced by building new homes to high water efficiency standards. Appropriate measures to improve water efficiency include, but are not limited to dual flush toilets, low flow bathroom and kitchen fittings, low water consumption appliances, grey water and water recycling systems, water butts and other on-site water retention systems.~~

### Protection of Water Resources and Infrastructure

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

### **New development must:**

- Not have a detrimental impact on surface water and groundwater quantity and quality caused by **contaminated surface** water run-off into nearby waterways;
- **Include multi-level source control within SuDS schemes to prevent ground and water pollution arising from water run-off;**
- Not have a detrimental impact on the quality and standard of bathing water in the locality;
- Consider effective and efficient disposal of wastewater; and
- ~~Seek to increase water availability and~~ **Protect and where possible, improve the quality of rivers, or groundwater where possible and the standard of any bathing waters in the locality or downstream of the development.**

~~The development or expansion of water supply or waste water facilities will normally be permitted, either where needed to serve existing or proposed development, or in the interests of long term water supply and waste water management.~~

The Council will be supportive of infrastructure investment which responds to the needs of the district, facilitates the delivery of wider sustainable development and the meeting of environmental objectives by water and sewage undertakers, subject to the detail of the scheme and the consideration of other policies within the local plan.

- 9.59 New development must consider the impact on wastewater infrastructure, and there may be a need to co-ordinate new development through a phased approach to allow improvements to wastewater infrastructure. It must also consider the location of the point of connection to the wastewater infrastructure for new development to reduce flood risk and impact on watercourses. The Council will work with key partners such as the Environment Agency, the Canal and Rivers Trust and United Utilities in order to improve and protect water resources and water quality.
- 9.60 The EU Water Framework Directive<sup>45</sup> came into force in December 2000 and established a strategic framework for managing the water environment. It requires a management plan for each river basin to be prepared every six years based on detailed analysis of the impacts of human activity on the water environment and the incorporation of measures to improve water bodies where required.
- 9.61 The Environment Agency is responsible for the implementation of the Water Framework Directive and in 2015 it updated the series of River Basin Management Plans<sup>46</sup> for England and Wales. The North West plan identifies a range of challenges that need to be tackled to achieve the objectives of the Water Framework Directive. The Marine Management Organisation (MMO) are in the process of revising the Marine Strategy for the North West Coast.
- 9.62 The Council can contribute towards tackling the challenges highlighted in the North West River Basin Management Plan and where appropriate the Marine Strategy, by ensuring that the design, layout and needs of new development consider solutions to these challenges so that water quality does not deteriorate in the future.
- 9.63 Infrastructure is key to the delivery of sustainable development, economic growth and meeting development needs. The Council will support the principle of investment in infrastructure and support statutory undertakings in improving the supply and wastewater infrastructure and environmental improvements.
- ~~9.64 Drinking water is becoming a more valued resource so the Council will ensure that new development delivers high standards of water efficiency by including measures to avoid wastage including:~~

<sup>45</sup> [http://ec.europa.eu/environment/water/water-framework/index\\_en.html](http://ec.europa.eu/environment/water/water-framework/index_en.html)

<sup>46</sup> <https://www.gov.uk/government/collections/river-basin-management-plans-2009>

- ~~• Water saving devices and water efficient fixtures and fittings;~~
- ~~• Rainwater and greywater recycling (water butts or more complex collection and treatment systems);~~
- ~~• Landscaping and gardens that don't require much water; and~~
- ~~• Sustainable Drainage Systems (SuDS).~~

## 10. The Historic Environment

- 10.1 Lancaster district has a very high number of buildings that are recognised on the national list of buildings of special architectural or historic interest. The district contains more than 1,300 Listed buildings, approximately 2% of which are Grade I listed, 5% Grade II\* and the remaining 93% Grade II.
- 10.2 The district's other heritage assets include ~~37–38~~ Conservation Areas, 37 Scheduled Monuments and 3 Registered Parks and Gardens. Collectively, the district's heritage is a major economic asset. Lancaster is one of the North West's most important and historical cities; visually coherent, and little damaged by inappropriate development. Lancaster District's places and buildings show a strong historic legacy, which mixes Roman and Medieval elements, such as Lancaster Castle with the strongly Georgian and Victorian city centre and more contemporary suburbs.
- 10.3 The heritage assets found within the district range in significance, from assets that have been specifically designated for their national importance to non-designated heritage assets that are recognised at a local level to have historic significance. Policies DM37 to DM42 seek to conserve and, where appropriate enhance the value of all types of heritage asset. The Council will protect and enhance the value of heritage assets, whether they are designated or non-designated, to ensure their long-term future for the conservation and enjoyment of the historic environment, in accordance with the principles set out in paragraph 126 of the National Planning Policy Framework<sup>47</sup>.

### Assessment of Significance

- 10.4 All applications that are considered to affect a heritage asset (both designated and non-designated assets) are required to include an assessment of significance of any heritage assets affected, under paragraph 128 of the NPPF<sup>48</sup>. This should also involve an assessment of any contribution that the setting makes to its significance. Further details on understanding the significance of an asset can be found in Historic England's *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (April 2008)<sup>49</sup>.
- 10.5 The level of detail provided in an Assessment of Significance should be proportionate to the asset's importance, and it should be sufficient to understand the potential impact of the development on that significance. The Council's Heritage Statement guidance<sup>50</sup> and Planning

<sup>47</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>48</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>49</sup> <https://www.historicengland.org.uk/advice/constructive-conservation/conservation-principles>

<sup>50</sup> <http://www.lancaster.gov.uk/planning/conservation/heritage-statements>

Application Validation Guide<sup>51</sup> should be referred to for further details.

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

- The desirability of sustaining and enhancing the significance of heritage assets, securing viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities, including economic viability; and
- The desirability of new development making a positive contribution to local character and distinctiveness.

*Design in the Historic Environment*

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

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

**Development affecting Listed Buildings**

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

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

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

Substantial harm to or total loss of significance of Listed buildings, including demolition will be permitted only in exceptional circumstances where it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. The following criteria as set out in Paragraph 133 of the National Planning Policy Framework will apply:

- I. The nature of the heritage asset prevents all reasonable uses of the site; and
- II. That no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

<sup>51</sup> <https://www.lancaster.gov.uk/planning/submit-a-planning-application>

- III. That conservation through grant-funding or some form of not-for-profit charitable or public ownership is demonstrably not possible; and
- IV. The harm or loss is outweighed by the benefit of bringing the site back into use.

#### ***Listed Buildings and Climate Change***

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

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

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

Equipment that is no longer needed for generating energy will be removed as soon as the operations cease.

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

#### ***Information to Support an Application***

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

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

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

#### ***Buildings at Risk***

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

- 10.9 Listed building consent is required for any works of demolition, and for any works involving alteration or extension to a Listed building that would affect its character as a building of special architectural or historic interest. Controls apply to all works, both internal and external, that would affect a Listed building's special interest, whether or not the feature concerned is specifically mentioned in the listing description of the Listed Building.
- 10.10 The Council will expect Listed building consent and related planning application(s) to be submitted at the same time, not separately, unless there are exceptional circumstances that require such a course of action.
- 10.11 In judging the impact of any alterations on or to a Listed building, it is essential that there is a thorough understanding of the elements that contribute towards the significance of the asset. These elements may comprise a variety of features including windows, staircases, internal layouts, landscaping and tree planting for example. In the assessment of the level of harm to the asset, consideration must be given to paragraphs 133 and 134 of the NPPF.
- 10.12 Many Listed buildings can sustain some degree of sensitive alterations. However, this can vary and is greatly dependent on the significance of the asset. Sometimes the need to conserve the significance of the asset is so great that the conversion and alteration into an economic use may be unsustainable. Therefore, their future may be secured through charitable or community partnerships.
- 10.13 The fabric is an important part of the Listed building's significance, and should be retained as a fundamental part of any alteration or conversion, together with the use of appropriate materials and methods of repair. It is not appropriate to sacrifice old work simply to accommodate new.
- 10.14 Where alterations are considered to be acceptable it is preferable for new work to be reversible (although this alone does not justify alteration). New openings will need to be considered in the context of the asset's significance. Where proposals may make significant features redundant, such as windows, doors or other features, then the impact is likely to be minimised if they are left in place. The junction between old and new features is important, both in terms of their impact on the significance of the Listed Building but also its setting. Therefore Policies DM37 and DM39 are directly relevant to this issue.
- 10.15 Historic England's Advice Note 2: Making Changes to Heritage Assets (February 2017) is a useful document which provides advice on the different categories of intervention in heritage assets, including repair, restoration, addition and alteration, based on heritage asset type.<sup>52</sup>
- 10.16 Minor repairs are unlikely to require listed building consent if the works are carried out using the same materials and techniques and they do not affect the significance of the asset.

<sup>52</sup> <https://historicengland.org.uk/images-books/publications/making-changes-heritage-assets-advice-note-2/>



However, for the avoidance of doubt, a Certificate of Lawfulness of Proposed Work to a Listed Building (COL) should be applied for. This provides formal confirmation that the proposed works do not require listed building consent because they do not affect the character of the listed building as a building of special architectural or historic interest.<sup>53</sup>

- 10.17 The degree to which a building has already been added to must be considered; incremental additions can result in the original form of the building being subsumed or even lost completely. New extensions, where considered appropriate in principle, should not dominate the Listed building or its setting in terms of style, scale, massing, height, materials or siting.
- 10.18 Alterations to shop fronts and other alterations on commercial premises that are Listed buildings should be designed to a high standard and use appropriate materials. Where historic shopfronts and other joinery details exist, these should be retained and repaired. Where they are beyond repair, they should be replaced on a like-for-like basis. In such cases, this policy should be read in conjunction with Policy DM21 which relates to advertisements and shopfronts.

#### Change of Use of Listed Buildings

- 10.19 Keeping Listed buildings in active use is critical to ensuring their upkeep. The best uses will be very often the use for which the building was originally designed and continuation or reinstatement of that use should be the first option within development proposals.
- 10.20 Not all original uses will now be viable, or even appropriate. In some cases, the original use may now be less compatible with the building than an alternative use due to modern practices and requirements. The Council will encourage any development proposal that secures the optimum long-term viable use for any Listed building where it meets the requirements of other policies in the Local Plan.

#### Climate Change and Listed Buildings

- 10.21 The historic environment has a major role to play in mitigating climate change. The re-use of historic buildings has the potential to address issues such as the low carbon values of traditional materials, the damage caused by the release of embodied energies from the demolished fabric, and the environmental benefits of repair and maintenance over replacement.
- 10.22 In addition, heritage assets are capable of improved energy efficiency. Historic England has produced a host of guidance on Energy Efficiency and Historic Buildings, including Building Regulations (Part L), insulating roofs, chimneys, walls, windows, doors and floors.<sup>54</sup>
- 10.23 The sympathetic use of renewable energy equipment, on a level that does not harm the significance of the heritage asset or its setting, will be considered to be appropriate.
- 10.24 The use of renewable energy may be acceptable, subject to the approach set out within Policy DM53. Evidence that the impact of the proposal is truly understood and details of any mitigation will be required and should form part of the heritage statement. Historic England have produced a number of guidance documents relating to microgeneration, which provide

<sup>53</sup> <http://www.lancaster.gov.uk/planning/conservation/certificates-of-lawfulness>

<sup>54</sup> <https://www.historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/>

building owners with guidance on the issues they need to consider when installing microgeneration equipment.<sup>55</sup>

#### Heritage at Risk

- 10.25 There are a number of buildings considered to be at risk from deterioration and dereliction within the district. The Council will work with the owners of these buildings to find viable uses to secure their long-term future.
- 10.26 The Council expects that where a use for these buildings cannot be identified in the short-term, that they are maintained and secured to prevent them from decaying further. Not only will this help prevent the loss of important historical fabric, but maintenance will help prevent costs from escalating to such an extent that repair of such buildings is uneconomical or unviable.
- 10.27 Historic England maintains a National Heritage at Risk Register<sup>56</sup> which is updated on an annual basis. This includes Grade I and II\* Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, Registered Battlefields, Protected Wreck Sites and Conservation Areas. Historic England can also provide practical advice, guidance and, in some cases, resources for those Listed Buildings on its register, though their involvement must be determined by the importance of the building and the complexity of the issues.
- 10.28 With regard to Grade II Listed Buildings, the Council maintains a Local Building at Risk register of all those assets that are considered to be at risk.

#### Development affecting Conservation Areas

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

**Any development proposals and / or alterations to buildings, features and open spaces in Conservation Areas should preserve or enhance the character and appearance of the Conservation Areas. Specifically, they will be required to demonstrate that:**

- I. Proposals respect the character of the surrounding built form and its wider setting, in terms of design, siting, scale, massing, height and the materials used;**
- II. Proposals will not have an unacceptable impact on the historic street patterns / boundaries, open spaces, roofscape, skyline and setting including important views into and out of the area;**
- III. Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and**
- IV. Proposed uses are sympathetic and appropriate to the character of the existing building and will not result in any detrimental impact on the visual amenity and wider setting of the Conservation Area.**

<sup>55</sup> <https://www.historicengland.org.uk/advice/planning/infrastructure/renewable-energy/microgeneration/>

<sup>56</sup> <https://www.historicengland.org.uk/advice/heritage-at-risk>

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

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

**Substantial harm to the Conservation Area will not be permitted unless it can be demonstrated that the substantial loss or harm is necessary to achieve substantial public benefits that outweigh the harm or loss. All the criteria which are set out within paragraph 133 of the National Planning Policy Framework should be met.**

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

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

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

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

- 10.29 The district has a large number of Conservation Areas<sup>57</sup>. These range from the large Lancaster Conservation Area, to the smaller, more discreet Conservation Areas such as Cannon Hill in Lancaster or the smaller rural villages. These Conservation Areas will be reviewed and re-appraised where necessary and appropriate.
- 10.30 The Council will consider future areas that may be considered suitable for designation as a Conservation Area. This requires a judgement as to whether an area is of special architectural or historic interest, and the character or appearance of which it is considered desirable to preserve or enhance.
- 10.31 Many Conservation Areas rely on their relationship between buildings and spaces and the nature of these spaces for their character. These spaces may be both within and outside the actual boundaries of the Conservation Area. Many of the rural Conservation Areas form a wider part of the landscape and are especially vulnerable to impact from development on village edges. Townscapes are particularly vulnerable to the impact of development that does not

<sup>57</sup> <http://www.lancaster.gov.uk/planning/conservation/>

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

10.32 When determining any development proposal that affects a Conservation Area, the Council will take into account the impact on views into and across the area, including important open spaces either within or near to the area and its wider landscape setting. Furthermore, the Council will take into account any Conservation Area Appraisal or Management Plan<sup>58</sup> which is relevant to the locality. A Conservation Area is a designated heritage asset and therefore Policy DM38 and DM39 is directly relevant to this issue.

10.33 Alternations to shopfronts and other alterations on commercial premises within Conservation Areas should be designed to a high standard and use materials that are appropriate and sympathetic to the surrounding area. Where historic shopfronts and windows survive, there will be a presumption in favour of their retention and repair will be encouraged over replacement. Proposals that involve the siting of advertisements should have due regard to Policy DM21 relating to advertisements and shopfronts and the associated SPD on this matter<sup>59</sup>.

10.34 Conservation Areas relate to the quality and interest of historic areas, and not just the individual buildings. Therefore, particular attention must be given to the details such as the floorspace, street furniture, street lighting and public spaces. The Council will encourage proposals that seek to enhance these features.

#### Article 4 Directions

10.35 Many alterations to the majority of unlisted dwelling houses do not require planning permission and would be permitted development under the General Permitted Development Order 2015 (as amended). However, in a number of Conservation Areas, the Local Planning Authority has removed permitted development rights to bring specified operations under the control of planning legislation. Such action is carried out using an Article 4 Direction.

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

10.37 Where the Council considers that permitted development rights are threatening the character and appearance of a Conservation Area, it will consider bringing this development under its control by the use of an Article 4(2) Direction.

#### The Setting of Designated Heritage Assets

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

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

<sup>58</sup> <http://www.lancaster.gov.uk/planning/conservation/conservation-area-appraisal>

<sup>59</sup> <https://www.lancaster.gov.uk/planning/planning-policy/about-local-plan>

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

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

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

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

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

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

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

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

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

10.38 Conservation also looks beyond the individual asset to protect the settings of designated heritage assets such as World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens or Conservation Areas, as well as the setting of non-designated heritage assets.

10.39 A setting is the surroundings of a heritage asset in which the asset is experienced. All heritage assets have a setting, whether they are designated or not. Settings are generally more extensive than a curtilage, and its perceived extent may change as an asset and its surroundings evolve or as an understanding of an asset improves.

10.40 Elements of a setting may make a positive or negative contribution to the significance of an asset, or they may be neutral. The contribution of setting to significance is often expressed by

reference to views. This is likely to include a variety of views of, across, or including the asset and views of the surrounds from or through the asset.

- 10.41 In Lancaster itself, for example, the topography of the city means that many areas are visible from a number of different vantage points. Views from high ground, such as Castle Hill and Williamson Park should always be considered in the context of their wider setting. Similarly the impact of tall buildings on the townscape and roofscape of Lancaster and Morecambe requires careful consideration.
- 10.42 Historic England has published several important guidance documents that are available on their website including *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3*<sup>60</sup> (March 2015) and *Tall Buildings: Historic England Advice Note 4*<sup>61</sup> (December 2015). Due consideration should be given to these documents in formulating any proposals that affect the setting of a heritage asset.

### **Registered Parks and Gardens**

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

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

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

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

- 10.43 Designated landscapes that are considered to be of national importance are included on The Register of Parks and Gardens of Special Historic Interest in England. The register is maintained by Historic England on behalf of the Government. They are graded according to their quality and importance as Grade I, II\* and II in descending order.
- 10.44 Registered Parks and Gardens do not enjoy any additional legal protection but are designated heritage assets as set out in the NPPF. As such, when permission is required, the significance of a registered park or garden or its setting will be taken into account.
- 10.45 Planning permission will not be granted for proposals that would harm the historic structure, character, principle components or setting of an area included in the Register of Parks and Gardens of Special Historic Interest in England. Where feasible, the Council will seek the removal of structures and uses that detract from the special historic interest of these historic parks and gardens and prepare plans to restore them. New landscaping, planting and other works within these parks and gardens should respect their historic landscape design and seek to

<sup>60</sup> <https://www.historicengland.org.uk/images-books/publications/setting-heritage-assets/>

<sup>61</sup> <https://historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4/>

preserve and enhance their character.

### Non-Designated Heritage Assets

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

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

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

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

**Any loss of the whole or part of such an asset will require clear and convincing justification. No loss will be permitted without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.**

**Any extensions or alterations should be designed sympathetically, without detracting from or competing with the heritage asset. Proposals should relate appropriately in terms of siting, style, scale, massing, height and materials.**

**Proposals affecting the setting of a Non-Designated Heritage Asset will be required to give due consideration to its significance and ensure that this is protected or enhanced where possible.**

**New buildings and any associated landscaping within the curtilage of a non-designated heritage asset, or in close proximity to, should ensure that the setting is not compromised. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset will be treated favourably.**

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

10.46 Lancaster district has a rich and varied historic environment which contains a large number of heritage assets, whether they are designated or not. These range from buried archaeology and above-ground historic buildings, to the historic street patterns and historic landscapes that survive in many locations. Many of the district's heritage assets have been statutorily

recognised. However, this does not necessarily provide the whole picture.

10.47 As well as the approximately 15% of known heritage assets that are formally designated. There may also be other heritage assets classed as ‘Non-Designated Heritage Assets’ that do not fall into any formal designations mentioned previously but are still considered to be historically or architecturally significant. To understand the location and value of non-designated heritage assets, the Council is in the process of developing a local list to identify important heritage assets in the district. The purpose of a List of Local Heritage Assets is:

- To raise awareness of the district’s historic buildings and their importance to local distinctiveness.
- To inform developers, owners, Council officers and members about buildings within the district that are desirable to retain and protect.
- To provide guidance and specialist advice to owners to help protect the character and setting of the buildings and structures.
- To help the Council in its decision-making when discussing proposals and determining planning applications.
- To record the nature of the local historic environment more accurately.

10.48 To inform the local list, members of the public have been invited to nominate locally significant buildings to be added to the local list. The selection criteria for inclusion on the local list is set out on the Council’s website<sup>62</sup>.

10.49 There may be other non-designated heritage assets that have not previously been identified for protection, but which make a significant contribution to the character and appearance of the district. This may be the result of insufficient material being available on their existence, special interest or importance.

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

### Archaeology

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

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

<sup>62</sup> <http://www.lancaster.gov.uk/planning/conservation/local-heritage-assets>



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

**Where development affecting such sites is acceptable in principle, the Council will ensure mitigation of damage through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development. Subsequent analysis, publication and dissemination of the findings will be required to be submitted to the Council and deposited with the Historic Environment Report. The ability to record should not be a factor in deciding whether such a loss should be permitted.**

**In situations where it is considered that archaeological sites and monuments would be affected, applicants will be required to commission a desk-based assessment with reference to the Historic Environment Record (HER), or greater investigation in some cases, before a planning application can be determined to allow for an informed and reasonable planning decision to be made.**

- 10.51 There are a large number of sites which are known for their archaeological interest within the district. Information on many of these sites is held in the Historic Environmental Record<sup>63</sup> (HER), which is managed by Lancashire Archaeology Advisory Service on behalf of Lancashire County Council. These sites are not shown in the Strategic Policies & Land Allocations DPD or on the accompanying Local Plan Policies Maps. However, work undertaken by Lancashire Archaeology Advisory Service has been used to inform the individual site suitability assessments and the subsequent land allocations and policies.
- 10.52 The HER includes Lancaster's Urban Archaeological Database (UAD), which brings together all the known archaeological date for the Historic Core of Lancaster city centre into one place. The UAD contains information on all known pre-1800 archaeological material found within the locality, whether they are archaeological deposits or upstanding remains.
- 10.53 Whilst a number of sites have been formally designated for their archaeological importance, this only represents a fraction of the total. Many important archaeological sites remain undiscovered and unrecorded. Archaeological sites are a finite resource and, as a result, it is important to ensure through the planning process that development proposals do not result in their damage or destruction.
- 10.54 Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to Schedule Monuments should be subject to the same policies as a designated heritage asset, in accordance with paragraph 139 of the NPPF.
- 10.55 Where development proposals could affect a Scheduled Monument or its immediate setting, applicants are advised to contact Historic England at an early stage in the planning process to determine if the proposal is likely to be acceptable or not and, if necessary, to seek out ways of minimising any impact on the monument. Separate Scheduled Monument Consent may well be

<sup>63</sup> <https://www.lancashire.gov.uk/council/planning/historic-environment-record/>

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

- 10.56 Where any other archaeological site may be affected, the proposal is likely to require an appropriate heritage assessment as part of the application, which may include desk-based or field investigations. The Council may refuse any application when such information is needed but not supplied. Where a development is permitted that does have an impact upon a heritage asset, works to mitigate that impact may be required as a condition of the development. Such works can range from recording a standing structure to formal archaeological excavation, and are likely to be required in advance of development starting.

[Retrofit of buildings of traditional construction for energy efficiency](#)

## **POLICY DMCCH1: RETROFIT OF BUILDINGS OF TRADITIONAL CONSTRUCTION FOR ENERGY EFFICIENCY**

The Council will support the responsible retrofitting of energy efficiency measures and appropriate use of micro-renewables in historic buildings of traditional solid-walled construction.

Proposals will be supported where they:

- I. Demonstrate that they are consistent with the energy hierarchy – firstly reducing energy demand in the building, secondly increasing energy efficiency, and finally looking to generate renewable energy;
- II. Avoid compromising permeability, ventilation or structural stability
- III. Avoid harm to the heritage significance of the building.

- 10.57 Many buildings in the district are of traditional construction, with solid masonry walls and no integrated moisture barriers. A large proportion of these buildings are heritage assets. Such buildings are designed to perform differently to modern buildings of cavity wall construction. While modern buildings depend on barriers which ensure that the structure is watertight, traditional solid walled buildings cyclically absorb and release moisture through their fabric. This process depends on maintaining an equilibrium of heating and ventilation, which can be easily upset by changes to the building.

- 10.58 Responsible Retrofit is a holistic approach to retrofit in which all interacting factors across the whole building are considered, and risks and benefits are balanced. In practice, this means considering how fabric measures such as insulation, draught proofing, glazing and rainwater protection; services such as ventilation, heating and renewable energy; and occupant behaviours interact with one another, and what effect they have both individually and cumulatively. For example, where one change to the building might have benefits in terms of energy usage, this might

also be outweighed by risks to heritage significance or building fabric and environment. Retrofit measures may be safely introduced individually, but a combination of several may have a harmful effect. The biggest risk in introducing retrofit measures is their effect on building permeability and ventilation: inadequate permeability or ventilation poses a risk to both historic building fabric and occupant health.

- 10.59 Proposals must take into account the relative benefits and risks to the climate, health of building users, and heritage significance. The SBTA *Responsible Retrofit Guidance Wheel* may assist applicants in making such assessments<sup>64</sup>. Decisions related to retrofit will be made on an individual basis according to the specific requirements of each building.
- 10.60 A comprehensive understanding of the significance of heritage assets will underpin decision making, with reference made to the degree, nature and extent of significance. There will be cases where measures cannot be accommodated without resulting in a high level of harm to heritage significance. However, with positive engagement between applicants and the Council, and where proposals are supported by creativity of design, a good understanding of traditional construction, and, where appropriate, expert advice, solutions can often be reached. In some cases where proposals do not satisfy the requirements of this policy it may be possible to instead consider proposals for micro-renewables under policy CCH2.
- 10.61 Proposals should demonstrate that they are consistent with the energy hierarchy, as described in Policy DM30a.

#### Micro-renewables in the setting of heritage assets

### **POLICY DMCCH2: MICRO-RENEWABLES IN THE SETTING OF HERITAGE ASSETS**

Proposals for new micro-renewable systems in the setting of Heritage Assets will be supported where they:

- I. Demonstrate they are consistent with the energy hierarchy – firstly reducing energy demand in the building, secondly increasing energy efficiency, and finally looking to generate renewable energy
- II. Avoid harm to the significance of the asset via its setting, or where harm can be appropriately mitigated
- III. Assess the potential for below ground archaeology where proposals would require breaking ground or cause vibrations, and appropriately avoid or mitigate any harm

- 10.62 In some cases it will be possible to install micro-renewables such as photovoltaic panels or wind generators within the setting of a heritage asset, or on an outbuilding, rather than on the heritage asset itself in order to reap some of the benefits of these systems while avoiding some of the harm

<sup>64</sup> <http://responsible-retrofit.org/wheel/>

to the asset's significance. The decision to do so must be informed by an assessment of the contribution the asset's setting and outbuilding(s) make to its significance; outbuildings may also be curtilage listed or they may be non-designated heritage assets in their own right. Where assets are clustered, such as in Conservation Areas, the setting of surrounding heritage assets and the potential impact on the historic character of the area should also be considered.

- 10.63 Where harm to the significance of a heritage asset would be caused by the proposals, appropriate mitigation will be required. This might include screening the installation from view.
- 10.64 Proposals should demonstrate that they are consistent with the energy hierarchy, as described in Policy DM30a.
- 10.65 This policy is intended to support Policy DM39 (The Setting of Designated Heritage Assets) in dealing with the specific challenges posed by the installation of micro-renewable systems in the setting of a heritage asset. Proposals are expected to be supported by a heritage impact assessment as required by Policy DM39.

## 11. The Natural Environment

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

### Green and Blue Infrastructure

#### **POLICY DM43: GREEN AND BLUE INFRASTRUCTURE**

##### **Green Spaces and Green Corridors Green and Blue Spaces, Corridors and Chains**

The Council seeks to **protect the District's green and blue spaces, corridors and chains to prevent the fragmentation and isolation of these valuable assets that contribute towards the wider green and blue infrastructure network. Green Infrastructure.** To achieve this the integrity and connectivity of the Green and Blue Infrastructure network, **as identified in the Lancaster District Green and Blue Infrastructure Strategy, will be protected, managed,**

maintained, ~~protected~~ and enhanced to improve the quality and value of the District's green and blue spaces, corridors.

Individual green and blue spaces ~~must~~ ~~should~~ be retained wherever possible, particularly in relation to spaces that have a recognised value, whether this is a community, ~~or~~ environmental or climate change adaptation/mitigation value.

Opportunities to extend the ~~framework~~ network of green and blue spaces, ~~and green~~ corridors and chains in the district ~~should~~ ~~must~~ be taken, and development proposals that will result in damage to the integrity of or severance of a green and/or blue corridor or chain will be resisted by the Council.

~~Any development proposal that involves the loss of designated green space will be resisted by the Council.~~ Development proposals ~~should~~ ~~must~~ seek to integrate green and blue spaces, ~~and green~~ corridors and chains ~~into development proposals onsite~~ and forge linkages with the existing ~~green space wider green and blue infrastructure networks~~. The design of development proposals must consider the value green and blue infrastructure can provide in terms of recreation, active travel, water management, landscape, biodiversity, and the historic environment, and ultimately contribute towards climate change mitigation and adaptation.

A Green and Blue Infrastructure Management and Maintenance Plan will be required to detail how the green and blue infrastructure assets will be managed to ensure the long term benefits these spaces provide are secured and maintained.

Any development proposal that involves the loss of designated green or blue space will be resisted by the Council. In exceptional circumstances, the loss of green and blue spaces, ~~and green~~ corridors and chains will only be considered acceptable where appropriate mitigation measures are provided. This would include replacement habitat / provision being provided which is of an equal or better standard (in both quantitative and qualitative terms) than existing.

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

Where on-site amenity green space provision has been demonstrated to not be possible, or the Council is satisfied that on-site provision is not beneficial or appropriate, financial contributions will be sought towards the creation of new facilities off-site or to enhance and improve existing provision to meet the needs of the community.

#### Allotment Provision

Existing allotments, which are recognised to have significant value to the local community will be protected and, where appropriate, improved. The Council will support the provision

of new allotment facilities and other food growing places where opportunities arise. ~~and a clear need is demonstrated via local evidence.~~

#### ***Garden Provision***

The Council recognises that **natural** garden space, particularly within urban areas, is a vital source of green space to residents and of significant importance to natural habitats. The loss or reduction of garden spaces in urban areas could lead to a decrease in the quality of life and **have** a significant impact on the natural environment. In accordance with paragraph **53 70** of the National Planning Policy Framework the Council will resist proposals that will involve the loss of garden spaces to built development where it will result in harm to the local environment and amenity.

- 11.3 Green **and blue** Infrastructure is a wide-ranging term that can encompass a number of environmental features including open spaces, recreational areas, **registered** parks and gardens, allotments, biological and geological conservation sites, landscape features, rivers, canals and watercourses, woodland, street trees and planting, orchards, village greens, green roofs and walls, cycle routes, pedestrian walkways and Public Rights of Way (PROW), green **and blue** corridors **and chains**, and open countryside. This, however, is not a definitive list of the types of **Green and blue** Infrastructure assets. ~~The National Planning Policy Framework defines Green Infrastructure as ‘a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities’.~~ ~~Policy DM43 sets out the beneficial roles that of green spaces and can contribute to in the locality.~~ Whilst most types of green and blue infrastructure may have a primary purpose or function, by their nature these assets are multifunctional, providing a range of benefits and improving our ‘natural capital’. Given that these functions co-exist, development proposals can design and use land more effectively or efficiently to generate multiple benefits for people, nature and climate.
- 11.4 Due to their array of uses and subsequent multifunctionality, Policy DM43 sets out the beneficial roles **and values that of** green and blue spaces, ~~and green~~ corridors **and chains** can contribute to ~~in the locality~~, and the importance of their connectivity, in contributing towards the resilience of the wider green and blue infrastructure network, particularly in the face of climate change.
- 11.5 To inform this Local Plan Review the Council produced a Green and Blue Infrastructure Strategy which identified six key themes/uses of green and blue infrastructure, which are recognized to be cross-cutting, reflecting the multifunctionality and connectivity of these spaces, corridors and chains. These were:
- Recreation/Accessible Greenspace
  - Ecology/Biodiversity
  - Water Management
  - Active Travel
  - Landscape
  - Historic Environment

- 11.6 The design of development proposals should begin with a ‘GBI first’ approach, exploring the role, function and value of green and blue spaces from the start. The design must therefore consider the value green and blue infrastructure can contribute towards each of these key GBI themes/uses, and fundamentally towards the mitigation and/or adaptation of climate change. For example, above grounds SuDS schemes not only help to manage water and reduce flood risk in response to increased rainfall, but they can also provide an aesthetic landscape feature within a development and also net gains in biodiversity. The Council has developed a GBI toolkit as part of the Green and Blue Infrastructure Strategy so that the climate change mitigation/adaptation value of green and blue infrastructure can be assessed, and to provide a tool which can be used to inform the design of green and blue infrastructure to help deliver multifunctional spaces. Where possible, all development proposals must deliver green and blue infrastructure onsite, considering how the form, layout and make-up of the green/blue infrastructure fits within the context and function of the existing wider green and blue infrastructure network to maximise the most appropriate benefits (as set out in the Lancaster District Green and Blue Infrastructure Strategy).
- 11.7 The Council will retain a presumption towards the retention and protection of green and blue spaces, ~~and green~~ corridors and chains, ~~particularly where it can be demonstrated that they~~ unless it can be demonstrated that the site provides no value, either economically, environmentally or socially to the community they serve ~~and is unable to provide any benefits in terms of climate change mitigation and/or adaptation~~. Opportunities to extend and enhance the quality and value of these ~~and extend these~~ natural assets, such as those set out in the Lancaster District Green and Blue Infrastructure Strategy, ~~should~~ must also be sought and will be supported by the Council. Development proposals that involve the loss of such spaces will be resisted by the Council unless it has been demonstrated that the benefits that the proposal provides outweigh the loss of ~~open~~ green and blue space and the lost ~~open~~ space is replaced with ~~facilities~~ provision that is of equal, if not better, standard than those existing in a suitable, nearby and accessible location.
- 11.8 Once created, it is important to ensure that green and blue infrastructure assets are managed and maintained so that they continue to effectively deliver the long-term uses and benefits that they were designed to provide. Therefore, a Green and Blue Infrastructure Management and Maintenance Plan will be required. This will need to include long-term design objectives, a detailed maintenance schedule, clearly defined management responsibilities and set out the appropriate funding mechanisms that will be put in place to provide for the on-going maintenance of green and blue infrastructure delivered as part of the development. This should relate to all green and blue infrastructure that is not within private gardens. In relation to blue infrastructure, to avoid duplication and where appropriate, this Plan should cross-reference the Surface Water Lifetime Management and Maintenance Plan that is required to ensure SuDS provide long term drainage solutions and continue to address flooding.
- 11.9 The Council published a new Open Space Assessment for the district (prepared by KKP consultants and published in 2018) and a Playing Pitch and Outdoor Sports Strategy (also prepared by KKP consultants and published in 2018). These provide an up-to-date position on open space and recreation matters that will be relevant in the determination of future planning applications. These assessments are considered to represent key pieces of evidence in relation to this topic and therefore the Council will expect applicants to have due regard to their content and recommendations of these documents or other successor documents on this topic area.

- 11.10 Development proposals should be considered against the requirements for on-site provisions and off-site financial contributions **towards open space**, which are set out in Appendix D of this DPD. The requirements set out in Appendix D are based on national standards and will be used as a basis for discussion for negotiations between the Council and applicants. Consideration should also be given to the Planning Advisory Note (PAN) on this matter. Issues of viability will be given consideration within the negotiation process with both commercial and residential development proposals expected to make contributions toward improvement of green **and blue** infrastructure.
- 11.11 In considering the issue of viability, development proposals should consider whether it is appropriate to provide either on-site **open space** provision or financial contributions to the enhancements and improvement of existing nearby facilities. Dialogue is recommended between applicants and the Council to inform the understanding of open space requirements in the local area.
- 11.12 Development that forms part of a strategic land allocation, as identified in the Strategic Policies & Land Allocations DPD, should take direction from the specific policies relating to the site (and Masterplan if applicable) in relation to open space **and general green and blue infrastructure** requirements.

#### Local Food Growing & Allotments

- 11.13 Allotments are an important element of open space and offer a significant range of benefits for people, communities and environments. They provide recreational value to their users, support local biodiversity, contribute toward the urban landscape, contribute to the physical and mental well-being of their user, provide the opportunity to grow fresh produce, **help mitigate and adapt to climate change**, and contribute toward a healthy lifestyle that is active, sustainable and socially inclusive.
- 11.14 There are currently ~~21~~ **24** allotment sites within the district, providing approximately ~~22.29~~ **19** hectares of land for the growing of food. Despite this provision, there remains a waiting list and the demand for allotment sites continues to increase, with the greatest levels of both supply and demand in the Lancaster area.
- 11.15 From a planning perspective, the Council will address such demand through new development, in particular larger development proposals that will be able to accommodate provision for new allotments and community growing spaces.
- 11.16 Allotments can play a key role in increasing levels of physical activity across the district, providing an alternative to formal sporting activities. In light of the recognised need for additional provision of allotments across Lancaster, innovative approaches to increasing provision should be considered, including links and partnerships with local schools where opportunities to do so exist. The value of allotments as a social opportunity, ~~and~~ an alternative option for exercise **and in the fight against climate change** is recognised by the Council. The location of allotments at schools should be investigated as a potential solution to the provision of new facilities, particularly in rural locations.
- 11.17 The Council will continue to seek to address this deficiency through the more efficient use of



existing provision and the identification of new sites for this purpose in areas of need. The development of new housing, particularly in the South Lancaster area as set out within the relevant policies of the Strategic Policies & Land Allocations DPD, will be expected to address specific needs in this locality.

#### Development affecting Environmentally Sensitive Sites

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

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

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

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

#### Development affecting Internationally Designated Sites

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

Adverse effects should be avoided, but where this is not possible they should be mitigated, to make sure that the integrity of the internationally important sites are protected. Development that may adversely affect the integrity of internationally important sites will only be permitted where there are absolutely no alternative solutions and there are imperative reasons of overriding public interest and where compensatory provision has been made. Such mitigation or compensation must be functional before any likely adverse effect arises and should be accompanied by a dedicated project related Habitats Regulation Assessment. This also applies to sites and habitats outside the designated boundaries, which are shown to be functionally linked and support species listed as being important in the designations of the internationally important sites (i.e. supporting habitat).

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

**Development affecting Nationally Designated Sites**

A development proposals will not be permitted where it results in an adverse effect on sites of national importance for biodiversity and/or geology. In exceptional circumstances, development proposals may be considered acceptable where the benefits of the development clearly outweigh both the impacts that the development is likely to have on the defining features of the site and the broader impacts on the national network of that designation. Where adverse effects are unavoidable these should be minimised and mitigated against, and where this cannot be achieved, compensated for via net gains. Proposals should meet the requirements of paragraph 118 of the National Planning Policy Framework.

**Developments affecting other Environmentally Sensitive Sites and Species**

A development proposals will not be permitted where there is an adverse effect on priority species and priority habitat or sites of a local or regional importance for biodiversity and/or geology, unless the benefits of the proposal outweigh the potential adverse effects. Where adverse effects are unavoidable a development proposal will be required to demonstrate that:

- I. Adverse effects are minimised;
- II. Provision is made for mitigation and compensation measures, such as on-site landscape works, off-site habitat creation, species relocation and ongoing management as appropriate, such that there is a clear net gain for biodiversity; and
- III. The biodiversity value of the site is not compromised, both on its own and as part of the wider network of sites.

**Ecological Networks**

Development proposals should retain, protect and enhance ecological networks to prevent these habitats from becoming fragmented and isolated. Opportunities should also be sought to improve and extend the ecological network. Existing landscaping and natural features (such as trees, hedges, riverbanks and watercourses) should also be retained, where possible, to enhance biodiversity and create wildlife and recreational corridors. Proposals should not result in habitat fragmentation.

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

**Protection of Soils and Land of Agricultural Value**

Development proposals should protect and enhance soil resource and minimise the loss of the most fertile soil and soil erosion.

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

- 11.18 The importance of sites of an international, national, regional and local nature conservation interest within the district are indicated by a range of statutory and non-statutory designations. These include Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs) and RAMSAR sites.
- 11.19 The district contains 5 Natura 2000 sites – Morecambe Bay and Duddon Estuary (SAC, SPA and RAMSAR Site), Morecambe Bay Pavements SAC (which includes 4 sites in the Silverdale area: Gait Barrows National Nature Reserve (including Haweswater Moss), a separate area just south east of Haweswater Moss, Yealand Hall Allotment and Cringlebarrow Wood/Deepdale Wood), Leighton Moss (SPA and RAMSAR Site), Bowland Fells SPA and Calf Hill / Cragg Woods SAC near Caton.
- 11.20 The district also has 29 Sites of Special Scientific Interest (SSSI) covering approximately 385 square kilometres. This represents approximately 40% of Lancashire’s SSSIs and 60% of their total area. All 12 of Lancashire’s Limestone Pavement Areas are within the district. The district has local nature reserves at Warton Crag, Warton Crag Quarry and Trowbarrow Quarry and around 250 County Biological Heritage sites and 25 Geological Heritage Sites.
- 11.21 The policy confirms the protection provided to statutory designated areas and non-statutory locally designated areas in the district such as Biological Heritage Sites and other locally important nature reserves such as Freeman’s Pools, Middleton Nature Reserve and Heysham Moss which are managed by the Lancashire Wildlife Trust. It aims to prevent harm to protected habitats and species, including direct impacts such as loss of land, and indirect impacts such as changes to watercourses or increased levels of air pollution (or a combination of such impacts). It should be noted that harm to a habitat could occur some distance away from the designation, and travel between a development and a habitat by a variety of different paths and gateways.
- 11.22 In addition to sites that have been identified and designated for their ecological value, habitat which is located outside of these areas may also contribute toward the importance of these sites. Natural England define functionally linked land as *‘a term often used to describe areas of land or sea occurring outside of a designated site which is considered to be critical to, or necessary for, the ecological or behavioral functions in a relevant season of a qualifying feature for which an SPA / RAMSAR site has been designated. This land will be important to the continuing survival, reproduction and viability of the species or population associated with a designated site’*. These areas of land or sea should also be protected as part of any development proposal, and where possible enhanced.
- 11.23 A Lancashire Ecological Network Approach and Analysis has been prepared by Lancashire Wildlife Trust. This focusses on the ecological value of green infrastructure noting their role in providing important movement corridors for wildlife and key linkages between habitats. Mapping and evaluating the likely movement corridors means that potential threats can be identified and managed, and barriers can be removed and managed. The Council recognises the importance of these corridors for species migration and dispersal and will seek to resist

development that would adversely affect them. Where possible opportunities to strengthen and consolidate them will be sought.

- 11.24 The district's European Sites (RAMSAR and Natura 2000 sites), which include Morecambe Bay, are of significant international importance and are given very high levels of protection. If development has the potential to adversely affect these sites then the provisions of the Habitats Regulations (2017) will apply. The implications of the preparation of the North West Marine Management Plan will also be a key consideration in this assessment. This will be kept under review in order to ensure that marine and inter-tidal resources are protected.
- 11.25 Development that would adversely affect the integrity of European sites, either alone or in combination with other developments unless under exceptional circumstances will not be supported. In such circumstances, an assessment should be undertaken in line with the requirements of the Habitats Regulations.
- 11.26 A development proposal that could affect the biodiversity value or geological conservation of a site should be accompanied by a detailed ecological / geological assessment. Where negative impacts have been identified, a detailed mitigation strategy should be prepared to demonstrate how these impacts will be prevented, minimised or compensated. Mitigation or compensation measures should be secured via condition or obligation; consideration may be given to biodiversity offsetting. It should be noted that knowledge of wildlife sites and their condition is constantly changing and decisions will be made based upon the most up-to-date information available.
- 11.27 Development proposals that involve the re-use, alteration or extension of existing buildings will need to carefully consider the potential impacts that proposals may have on protected and priority species that may use part or all of the building as their habitat. Proposals should provide appropriate protection and prevent harm in accordance with paragraph 118 of the National Planning Policy Framework (NPPF). Proposals for development should seek to maintain and enhance biodiversity value and consider their potential impact on biodiversity and on sites of importance for geological conservation.
- 11.28 Particular regard should be given to the protection and enhancement of the habitats and species of principal importance for conservation of biodiversity In England, as identified on the Section 41 (S41) list of the 2006 Natural Environment and Rural Communities (NERC) Act.
- 11.29 In addition to the potential threats to biodiversity caused by new development, climate change poses another significant threat. Some species may be placed at risk from dying out unless they can keep pace with the impacts of climate change; others may suffer from increased competition for water resources. The avoidance of the fragmentation of wildlife habitats and ecological networks is likely to be significant in enabling wildlife to adapt to climate change.

#### Protection of Soils

- 11.30 It is government policy to safeguard the highest grades and most versatile agricultural land (land grades 1, 2 and 3a of the Agricultural Land Classification) in relation to conserving soil resources. In accordance with paragraph 109 of the NPPF the planning system should seek to protect and enhance soils because it is an important natural resource. Fertile soil is vital for the production of food, timber, fibre and other crops that are essential for human existence and would provide

economic prosperity.

- 11.31 Soil is essential for achieving a range of important ecosystem services and functions, including food production, carbon storage and climate regulation, water filtration, flood management and support for biodiversity. Soil is a finite resource and needs to be conserved and managed in a sustainable way.
- 11.32 Some of the most significant impacts on soils occur as a result of activities associated with construction activity. A Code of Practice has been developed by Defra to assist in the understanding of how to better protect soil resources and minimise the risks of environmental harm. Where appropriate a soil assessment may be required.

Protection of Agricultural Land

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

Trees and Woodland

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

Protection of Trees, Hedgerows and Woodland

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

The Council will also protect ancient, **veteran** trees and ancient woodland, supporting opportunities which increase the resilience of all woodlands, **trees and hedgerows** to climate change, pests and diseases.

New development should positively incorporate existing trees and hedgerows. Where this cannot be achieved the onus is on the applicant to justify the loss of trees and hedgerows as part of their Arboricultural **Implications Impact** Assessment (AIA – further guidance as to the content of such an assessment is provided within the Council’s Planning Applications Validation Guide). Where the loss is adequately justified the Council will seek replacement tree planting at the ratios adopted in the Council’s Tree Policy (2010), or successor documents.

***Encouraging Providing Tree and Hedgerow Cover***

The Council will expect ~~appropriate opportunities to encourage~~ the planting of new trees, hedgerows and woodland **to take place where appropriate**, making use of indigenous species, throughout the district in an effort to mitigate against the impacts of Climate Change, ~~and to enhance the character and appearance of the district,~~ **and to positively contribute towards the landscaping of the site and enhancement of the local character.**

- 11.35 The district has many fine examples of important and significant trees, which may be defined as trees that are ancient, of veteran status, of historic importance or rare. Trees are also a wildlife resource and are notable for their contribution to the landscape character and visual amenity of an area. The Council will actively seek to protect these significant trees from development that would involve their loss or harm. The protection of significant trees has many benefits economically, socially and environmentally including their contribution to the reduction in atmospheric carbon dioxide levels and mitigation of climate change.
- 11.36 The majority of trees within the district are not protected by Tree Preservation Orders (TPOs) or located within designated Conservation Areas. However, this does not mean that non-designated trees are not considered to be significant and worthy of protection from loss or harm.
- 11.37 Development proposals should incorporate existing and notable features, such as significant trees within their proposals. The retention of existing trees can assist in providing context and character to a development and ensure that the proposals respect the character and value of the surrounding landscape and townscape. The Council will resist the loss of trees within development proposals, particularly where it can be demonstrated that appropriate alternative design solutions exist that can allow for retention and incorporation of such features into the overall design of a new development.
- 11.38 The Council will support the retention of existing trees within development proposals. However, where it is adequately demonstrated that retention is not possible or feasible to achieve, and the loss does not involve trees that are of significant value, then consideration will be given to whether suitable mitigation measures would compensate for the losses sustained. In making this assessment, the Council will have regard to the provision of its Tree Policy<sup>65</sup>, adopted in 2010, and the replanting ratios contained therein.
- 11.39 Any development proposals that have implications for existing trees must be accompanied by an Arboricultural ~~Implications~~ **Impact** Assessment, which should set out the potential impacts and implications for existing trees that may arise from a development proposal. The assessment must also include measures to protect trees and provide appropriate mitigation measures.
- 11.40 Although a felling licence is not required from the Forestry Commission if full planning permission is granted, the Forestry Commission remain a non-statutory consultee on development that either directly affects or is within 500 metres of ancient woodland. Consent from the Forestry Commission may also be required under the Environmental Impact Assessment (Forestry) Regulations if the proposed development involves afforestation,

<sup>65</sup> <https://www.lancaster.gov.uk/planning/trees/tree-policy>

deforestation, forest roads or forestry queries.

#### Hedgerows

- 11.41 Hedgerows contribute significantly to the natural environment and landscape character of an area and can provide important habitats for a range of species, provide shelter, and help reduce noise and atmospheric pollution. They add to the character and quality of the local environment and can have significant historic value. As with the protection of trees, these assets should be retained, **protected and enhanced**, through proposals incorporated into development schemes. Where possible, opportunities should also be sought to extend these valuable ecological networks by increasing and enhancing hedgerow cover.

#### Increasing Tree Coverage

- 11.42 Tree cover across the district was estimated to be approximately 6.9% in March 2010 (Woodland Trust) compared to 9.9% for England. Through the course of this plan period the Council will seek to increase the level of tree cover across the district in an effort to mitigate and adapt to the impacts of climate change **through initiatives such as the Council's One Million Trees ambition. The Council is also preparing a District wide Tree Strategy, which will look to identify opportunities for tree planting.**
- 11.43 Whilst it is recognised that large portions of the district include upland areas the level of tree cover in the district is still significantly less than the national average. The Council will therefore explore opportunities for growth in the level of tree cover where appropriate locations exist. There will be many opportunities to achieve this. The increased provision of trees in new development, through suitable and appropriately designed landscaping schemes, is a key component of delivering growth in tree cover.
- 11.44 Development proposals will be encouraged and supported to incorporate trees, which should be at an appropriate scale, **and be the right tree in the right place, using the correct choice of tree species in relation to the site characteristics** ~~be indigenous species and of local provenance.~~ The inclusion of fresh tree planting will be considered in relation to the impact it will have on the surrounding character and landscape. ~~This guidance is in addition to the operation of an existing Tree Sponsorship Scheme.~~

### Development and Landscape Impact

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

### *Development affecting Protected Landscapes*

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

primary purpose<sup>66</sup> of the AONB designation and support the special qualities of the AONB as set out in the AONB Management Plans.

Development proposals should, through their siting, scale, massing, materials, landscaping, vernacular style and design seek to contribute positively to the conservation and enhancement of the protected landscape and its setting.

Consideration will be given to both the individual and cumulative impacts of a proposal. Proposals that would have a significant adverse effect upon the character of the landscape or visual amenity of protected landscapes will not be permitted in accordance with paragraphs 115 and 116 of the National Planning Policy Framework.

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

#### **Development affecting Local Landscape Designations**

Key Urban Landscapes and Urban Setting Landscapes are two local landscape designations identified on the Local Plan Policies Map. The contribution that these designations make to the character and setting of the urban areas will be conserved and important natural features safeguarded, providing particular regard to the historic townscape and built form of the urban areas. Within these areas the Council will only support development that preserves the open nature of the area and the character and appearance of its surroundings in accordance with Policy EN5 of the Strategic Policies & Land Allocations DPD.

#### **Development outside of Protected and Designated Landscapes**

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

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

#### **Development affecting Coastal Landscapes and Seascapes**

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

<sup>66</sup> As set out in the National Parks and Access to the Countryside Act 1949; confirmed by Section 82 of the Countryside and Rights of Way Act 2000:

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



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

***Landscape and Visual Impact Assessments***

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

**The LVIA should systematically assess the effects of change on the landscape character and visual amenity, including cumulative impacts, as a consequence of the development proposal. Through such an assessment, development proposals should be designed to avoid negative landscape effects and where this is not possible negative landscape effects should be reduced or offset through appropriate mitigation/compensatory measures.**

- 11.45 National Parks and Areas of Outstanding Natural Beauty (AONBs) are recognised under the National Parks and Access to the Countryside Act (1949) and Countryside and Rights of Way Act (2000) to be of national importance for their landscape quality and, as nationally designated landscapes, are afforded the highest status of protection in relation to landscape, tranquility and scenic beauty. This is re-affirmed in paragraph 115 of the NPPF<sup>67</sup> which states that great weight should be given to conserving such areas. The requirements set out in paragraph 116 of the NPPF should be a material consideration for proposals for major developments located within these areas.
- 11.46 The district contains two AONBs, the Arnside & Silverdale AONB and the Forest of Bowland AONB, which are located in close proximity to the Lake District National Park and Yorkshire Dales National Park respectively. In 2016 the boundaries of the Yorkshire Dales National Park were extended to incorporate countryside in the Leck and Ireby areas within the National Park. Whilst continuing to form part of Lancaster District, future development proposals in this area will be determined by the Yorkshire Dales National Park in line with policies contained in this DPD, until such a time that the National Park reviews its Local Plan.
- 11.47 AONB and National Park designations are of national importance for their landscape and the specialist habitats that they provide. These areas have been recognised as sensitive and therefore whilst development will not be prevented purely on the basis of this designation, any development proposals within or affecting their setting will have to demonstrate clearly that they are appropriate to the landscape character type and designation. In the case of development affecting AONBs the Council will expect proposals to have had regard to the content of the AONB's Statutory Management Plan (or successor documents)<sup>68</sup>.

<sup>67</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>68</sup> Arnside and Silverdale AONB: <http://www.arnsidesilverdaleaonb.org.uk/what-we-do/the-management-plan/>  
Forest of Bowland AONB: <http://forestofbowland.com/Management-Plan>

11.48 Lancaster City Council, in conjunction with their neighbours at South Lakeland District Council, have prepared and adopted a Development Plan Document (DPD) for the Arnside & Silverdale AONB<sup>69</sup>. The DPD sets out key areas of policy that will have specific relevance to this area and also identifies which policies contained in this Development Management DPD will be relevant. Proposals within the Arnside & Silverdale AONB will be expected to give material consideration for the policies contained within the Arnside & Silverdale AONB DPD.

*Development affecting Local Landscape Designations*

11.49 Within the main built up areas of the district, the Council has identified a number of larger areas of landscape that are classified as Key Urban Landscapes or Urban Setting Landscapes which are particularly important to the character and setting of the urban area of the district. The continuation and appropriateness of these local Landscape designations were reviewed by external consultants, Woolerton Dodwell in 2012 entitled 'Key Urban Landscape Allocations in Lancaster District Study'<sup>70</sup> and more recently by Arcadis, on behalf of the Council.

11.50 Key Urban Landscapes are identified as those areas within the main urban areas which are integral to the built form of the district, providing a setting for important features and/or heritage assets. They play an important role in defining the townscape of the main urban area and are inextricably linked to the experience of the wider setting of these features. These areas also provide amenity value for local residents and the wider community. The amenity value of these areas is protected by other policies within the Local Plan. In comparison, Urban Setting Landscapes are peripheral to the built form and are located only on the edge of the main urban area. They are identified because they provide a visual frame for the urban area, providing an important role in the setting of existing development, and providing a significant context or legibility to features within the wider landscape.

11.51 Both local landscapes have historically played an important role in defining the character of the district with many landscapes providing the setting for significant areas and features. Their continued protection therefore remains important.

11.52 Policy EN5 of the Strategic Policies & Land Allocations DPD supplements the approach to Key Urban Landscapes and Urban Setting Landscapes in Policy DM46 above, and the Local Plan Policies Map identifies the detailed boundaries of these allocations.

*Development Outside of Protected and Designated Landscapes*

11.53 Whilst there are a number of designated landscapes and townscapes in the district that have been recognised for their importance in contributing to the district's distinctive sense of place (such as Conservation Areas, Key Urban landscape and Urban Setting Landscapes) the Council acknowledges that there are other locally important landscapes or townscapes including the open countryside that make a positive contribution. Whilst these areas may not have the same protection as areas such as AONBs, the Council believes that development proposals, regardless of their location within the district, should consider their role in positively contributing to their local landscape or townscape and the ways in which potential impacts can be minimised.

<sup>69</sup> <https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd>

<sup>70</sup> <https://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-information>

11.54 Where work has been undertaken on landscape assessments by either the local or county council's, this work should be given due consideration in relation to their recommendations and outcomes in determining planning applications.

11.55 Development proposals, through good use of siting, scale, massing, design and an appropriate palette of materials, should seek to positively influence their surroundings. The Council will encourage development proposals to, where appropriate, provide a detailed landscaping scheme that will clearly demonstrate how new development will create positive linkages and contribute to the local landscape and townscape.

#### Development affecting Coastal Landscapes

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

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

#### Cumulative Landscape Impacts

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

## 12. Development in Rural Areas

12.1 National Policy via the National Planning Policy Framework<sup>71</sup> (the Framework) states that development within rural areas should be carefully managed in order to protect its intrinsic value and natural resources. Policies contained within this section set out the circumstances in which development outside urban settlements should be considered, where taking into account the particular characteristics of the locality and rural economy.

12.2 The Council will resist inappropriate development in sensitive rural locations, balancing the need to protect the value and distinctiveness of rural character, landscapes and townscapes against the need to encourage sustainable growth in the rural economy, through a sympathetic policy approach.

12.3 The Council will prioritise development proposals that relate to economic growth and the

---

<sup>71</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

delivery of new homes that address local housing needs. Development proposals should be promoted, where possible, through the conversion and re-use of existing rural buildings and development within existing rural settlements.

### **Economic Development in Rural Areas**

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

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

Proposals should be located in sustainable locations and represent sustainable development. A preference should be given to the re-use of Previously Developed Land (PDL) and the conversion and re-use of existing rural buildings, in accordance within Policy DM49 of this document and National Planning Practice Guidance (PPG). Development proposals on greenfield sites within the open countryside will only be supported where it is clearly demonstrated through a robust assessment that no alternative suitable locations exist within local settlement areas and that the benefits of the proposal outweigh the impacts on local amenity.

Other development proposals in rural areas will be supported in principle for the following purposes:

- I. Essential operations for agriculture, horticulture, equine related activities, allocated mineral extraction or waste management facilities and essential infrastructure where there is a proven and justified need;
- II. Development is required for new or existing outdoor sport and leisure facilities and where a rural location is needed, justified and is in accordance within other Local Plan policies;
- III. Renewable energy schemes in appropriate locations and in accordance with other relevant Local Plan policies;
- IV. The conservation or enhancement of sites of biodiversity or geodiversity value;
- V. A site allocated for particular purposes through the Strategic Policies and Land Allocations DPD or other Local Plan documents; and
- VI. The alteration, replacement, extension or change of use of existing buildings in accordance with other Local Plan policies.

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

- 12.4 The rural economy is a valuable asset to the district, creating jobs for local residents, encouraging visitors and generating investment in the districts economy as a whole. The Council recognises the importance of this, and will support the sustainable growth of the rural economy.
- 12.5 With this support, the Council is mindful that a balance is required between the delivery of economic growth and maintaining the character and function of rural areas, especially within the open countryside. In these circumstances, proposals for economic purposes will not be permitted where it is considered to be an inappropriate form of development, for example where its scale or use conflicts with wider countryside objectives or where it would introduce new amenity concerns or where it would have a negative impact on the natural environment.

A range of uses will be supported by the Council that are consistent with a rural location, as set out in criteria (I) to (VI) of Policy DM47. Proposals for uses that do not meet these criteria will not be permitted unless exceptional circumstances are clearly demonstrated that outweigh any adverse impacts or departure from policy.

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

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

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

**The Council will have regard to the permitted development rights for agricultural buildings but will otherwise encourage the re-use, adaptation or conversion of existing rural buildings that assist in the diversification and economic stability of an agricultural holding where it does not detrimentally affect the operation of the agricultural business and:**

- I. It can be clearly demonstrated by the applicant that the building(s), which are part of the proposal, can no longer be used for ongoing agricultural uses;**
- II. The agricultural diversification (either singularly or cumulatively) remains ancillary to the primary agricultural use and gives priority to the re-use of existing buildings;**
- III. The proposed use of the building is appropriate in a rural location, that the building(s) are of a substantial and permanent construction, structurally sound and capable of conversion without major alterations or adaption, and where important original features and the traditional character of the holding can be retained;**
- IV. The scale and use of any diversification proposal or the economic purpose (including cumulative impacts associated with any other ancillary developments / uses) is**

appropriate for its location and does not conflict with policies and objectives within other Local Plan documents; and

- V. The proposal does not generate unacceptable levels of traffic or have detrimental impacts on highway safety.

Whilst the Council would place a preference on the re-use and conversion of existing buildings to aid diversification, where it can be justified and is appropriate, replacement buildings for farm diversification in rural areas of the countryside will be supported where:

- VI. The building to be replaced is of a permanent and substantial construction;  
 VII. The replacement building is not materially larger than the existing building and is of a design that is compatible to its setting and location;  
 VIII. A preference has been given to the siting of replacement buildings on previously developed land within existing farm clusters.

The Council will support and encourage the delivery of improved broadband provision for rural areas to encourage rural employment and home-working. Development proposals should consider how they may assist in the delivery of improved broadband speeds within rural areas in accordance within Policy DM59 of this document and paragraph 43 of the National Planning Policy Framework.

Development in rural areas will not be supported if it is likely to generate adverse impacts on designated wildlife sites or designated landscape areas, either directly or indirectly. The principles of Policies DM44 and DM46 should apply.

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

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

is not achievable or appropriate and where the replacement building can make a positive contribution to the rural environment.

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

## **POLICY DM49: THE RE-USE AND CONVERSION OF RURAL BUILDINGS**

The principle of re-using buildings within rural areas, outside of established settlement areas, for uses set out in criteria (I) to (VI) in Policy DM47 of this document will be supported where:

- I. Suitable services and access are available without the need for works that would adversely affect the character of the building and / or locality;
- II. The building is of a permanent and substantial construction, is structurally sound, capable of conversion, and that any important architectural and historical features are retained within the proposal and designed to retain the agricultural character of the locality;
- III. The proposal safeguards the roosting or nesting habitat of any protected species present within the building from disturbance;
- IV. The conversion can be carried out without major extensions to the existing building, or the construction of ancillary buildings;
- V. The proposal does not adversely affect the landscape character, visual amenity or rural setting of the surrounding area through the use of good design and use of materials;
- VI. The type of use proposed is of a scale and type that is consistent with the specific location;
- VII. The proposal does not have an adverse impact on the local highway network, either in terms of highway safety or highway capacity; and
- VIII. The proposal is accompanied by an acceptable Travel Plan where it is recognised that the proposed use will generate a significant level of trips.

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

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

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

12.10 The Council has a preference toward the re-use and conversion of existing buildings and

previously developed land (PDL) within the open rural countryside for a range of uses that are consistent and compatible with a rural location. Any proposals for the conversion and re-use of buildings should have due regard of the potential impacts that could arise within the locality and setting of the development.

- 12.11 The Council will expect proposals to re-use existing buildings that are already of a substantial and permanent construction and can be converted and re-used without any major structural works. Any features that are of either historical or architectural value should be retained within any scheme. Proposals that involve the re-use of buildings that, either through their design, degradation or original construction, cannot be considered to be substantial or permanent will not be supported by the Council.
- 12.12 The inappropriate use of rural buildings can have significant implications on the setting and character of the local landscape and / or townscape. Therefore the Council will expect that proposals have fully considered the implications on their surroundings and, where necessary, provide suitable and appropriate mitigation to minimise any potential impacts. Proposals that may result in a significant landscape impact will be expected to be accompanied by a Landscape & Visual Impact Assessment as part of the initial planning application, in order for the Council to assess any potential impacts and necessary mitigation measures.

### **Development in the Green Belt**

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

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

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

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

- I. It does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land within its boundaries;**
- II. Strict control is exercised over the extension of re-used buildings so that it does not result in disproportionate additions over and above the size of the original building;**
- III. The building is of permanent and substantial construction, and is capable of conversion without major or complete reconstruction; and**
- IV. The form, bulk and general design of the buildings are in keeping with their surroundings (proposals should seek to respect local building styles and materials).**

### **Extension to Existing Dwellings in the Green Belt**

**The Council will not permit extensions to existing dwellings that result in disproportionate additions over and above the size of the original building.**

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

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



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

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

12.13 The Council will seek to manage development in the Green Belt to avoid inappropriate development, consistent with paragraph 87 of the NPPF. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very exceptional circumstances.

12.14 Proposed development should be genuinely required for uses of land that preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. Acceptable uses are set out within paragraph 89 of the NPPF and this policy does not repeat such guidance. However, Policy DM50 does seek to set out the Council's approach to development proposals for the re-use of buildings and replacement of buildings in Green Belt locations.

#### Equine Related Development

### **POLICY DM51: EQUINE RELATED DEVELOPMENT**

Horse-related activity and small-scale extensions to existing equestrian enterprises in rural areas will be permitted in principle. The Council will expect applicants to demonstrate that in identifying proposal sites, a sequential approach has been followed, placing a greater priority towards accessible sites on the edge of existing settlement areas. Proposals will be subject to the following criteria:

- I. In the first instance priority is given to the re-use and conversion of existing buildings and in accordance with policies DM47 and DM49 of this document;
- II. New stables and associated infrastructure (including ménages, sand paddocks, storage, lighting, hard-standing, fencing and other paraphernalia) should be well screened from the surrounding countryside and should not interfere within the amenity of surrounding residents with changing and brewing facilities, equipment, tack and food accommodated internally;
- III. New buildings for indoor equestrian use should be located within or adjacent to existing buildings;
- IV. Proposals should not have a detrimental impact on the local highway network and highway safety;
- V. Their design, scale, siting, external lighting and use of materials should respect the rural setting, visual amenity and landscape; and
- VI. Provision should be made for removing any equipment and re-instating the site once its use for horses is no longer required.

- 12.15 Although there continues to be pressure for equine related development within the district the Council recognises that such development contributes towards the provision of recreational opportunities and the diversification of the rural economy. However, intensive private equestrian activity as well as commercial activities can be visually harmful in rural locations, particularly cumulatively, so it is important that environmental quality (in relation to vegetation destruction, water quality, biodiversity and soil erosion), visual amenity and landscape character is respected. Therefore the Council considers a specific policy in relation to this type of development is required.
- 12.16 By its very nature, equestrian development requires a rural location but the cumulative impact of either a small or large scale development can have an adverse impact on the rural character of the district and can lead to further intensification of uses on the site. Therefore, local landscape character assessments should be employed to inform the appraisal of all development proposals.
- 12.17 The Council expects applicants to follow a sequential approach towards the siting of equine relate facilities. Preference will be given to locating such uses within existing farmsteads and re-using existing buildings where possible, to reduce any impact on the landscape. Preference will also be given to locations that are close to existing settlements and accessible to both the highway and bridleway network.
- 12.18 If this is not possible then new buildings should be well related to existing buildings and be well screened by existing trees, hedges or other natural features that will reduce the potential visual impact on the surrounding landscape. Proposals that involve the siting of such buildings in open or prominent isolated positions will not be supported by the Council.
- 12.19 To reduce the impacts that such proposals have on residential amenity, in terms of noise, lighting, smell and other disturbances, equine related development should be sited at an adequate distance from neighbouring residential properties. The separation distances required will be dependent on the scale and impact of the development proposed and the nature of the surrounding landscape.
- 12.20 Ancillary development, including ménages, storage facilities, hard-standings, access tracks and paddocks should be the minimum size necessary and should not encroach into the open countryside. Additional equipment (such as jumps, tack, food, waste and transporter vehicles) should be stored internally so not to impact on the visual amenity of its surroundings. Furthermore, changing and 'brew room' facilities should accommodated within well designed structures, not caravans.
- 12.21 Careful consideration should be given to the implications on the surrounding highway network from such proposals. The siting of equine related facilities should not create a danger to horses, riders or other road users. It would be expected that stables and associated infrastructure should be sited with safe and convenient access to the local highway network and, where possible, direct connections to the local bridleway network.

### **Caravan Sites in the District**

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

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

Similar proposals within the Arnside & Silverdale AONB or its setting, will be expected to comply with the relevant policies relating to caravan development found within the Arnside & Silverdale AONB DPD.

### **Caravan Development**

Proposals for new static and touring caravan sites, or the extension of an existing site will be supported in principle within the district where they are outside of areas designated for landscape importance, in appropriate and sustainable locations, to an appropriate scale, subject to the following criteria:

- I. That priority is given to the re-use of previously developed sites, provided that it is not of a high environmental value. Where greenfield sites are identified it should be demonstrated that no alternative, suitable brownfield sites exist in the locality;
- II. The proposed development has no adverse impact upon the landscape character or significant detrimental impact on the visual amenity of the locality, and includes satisfactory proposals for additional landscaping where required. Proposals will also be assessed against the requirements of Policy DM46.
- III. That the layout retains on-site landscape features and provides compensatory planting and other nature conservation measures within or near to the site;
- IV. The proposal maintains and enhances existing areas of recreational open space or creates new areas of recreational open space which are of a proportionate scale;
- V. Proposals should seek to address and mitigate against flood risk on the site;
- VI. The proposal does not have an adverse impact on biodiversity and where appropriate seeks to raise the environmental value of the locality;
- VII. The proposal does not have an adverse impact on surrounding residential amenity; and
- VIII. That the proposal is in an accessible location close to existing tourism and leisure attractions and has no adverse impact on the capacity of the local highways network, highway safety and other important local infrastructure.

Proposals for caravan sites within the North Lancashire Green Belt will only be permitted where it is concluded that it does not result in harm to the Green Belt and does not have an adverse impact on its openness in accordance with Policy DM50 of this document.

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

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

- IX. Be of a scale and design appropriate to the locality and does not have any detrimental impacts on the local landscape, particularly in Areas of Outstanding Natural Beauty; and
- X. Makes use of appropriate materials which are sympathetic to its locality.

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

The Council will seek to regularise the duration of opening of existing caravan sites within the district (including chalets, camping pods and log cabins). The Council will be sympathetic towards proposals to extend opening seasons to provide holiday accommodation for the whole year. Proposals to extend the duration of opening and occupancy will be permitted where:

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

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

Whilst the Council will be sympathetic towards proposals to extend seasons of opening to provide enhanced visitor facilities, a strong position will be maintained over holiday accommodation not being used for residential purposes and occupied all year round. Occupancy conditions will be enforced by the Council where it is considered to be expedient and appropriate to do so in accordance with the Council's adopted '*Planning Enforcement Charter*' (2011).

To ensure that proposals comply with criteria (XIV) applicants will be expected to enter into a legal agreement to ensure that the units on site are not subject to permanent residential occupancy. The Council will encourage the owners of caravan sites to supply information on any permanent residents.

12.22 The district contains a large number of touring and static caravan sites for visitors who are attracted by the unique character of the locality. Caravan sites provide a valuable source of visitor accommodation and can contribute significantly to the local economy and the sustainability of rural settlements. However, they can also have significant impacts on the local amenity of an area, through the creation of traffic or their intrusion on the local landscape.

- 12.23 The geographical location of the district, along with the unique and important landscapes and habitats it contains, results in significant pressure on the growth and usage of caravan sites. The Council acknowledges the significant demands that exist for caravan development, both in terms of for growth of existing sites and the creation of new sites.
- 12.24 The unrestricted growth of visitor accommodation, particularly in sensitive locations, will not be permitted. Therefore the Council will seek to improve the management of existing sites and pitches through the preparation of a 'Caravan Sites Register' which will monitor the number of sites and pitches and seasons of occupancy.

Proposals for New Caravan Sites

- 12.25 The Council will seek to protect the most sensitive landscapes in the district, particularly those landscapes that have been designated for their importance, such as Areas of Outstanding Natural Beauty (AONBs), from development that may have a negative impact on the quality of local landscapes and their setting. Given the significant provision of caravan sites that already exists within the AONB's, the Council will not permit any proposals that involve the creation of new caravan sites or the further expansion of existing sites where it is concluded that proposals will have an adverse impact on conserving the landscape and natural beauty of the AONBs.
- 12.26 Proposals for caravan sites should utilise appropriate and sustainable locations that are accessible to local settlements which offer basic services, facilities and reduce the need to travel by car with a preference shown to the re-use of previously developed sites. To provide further protection to the natural environment and local amenity, proposals will be expected to be appropriately sited in regard to their setting and location and reduce their impact on the surrounding landscape through sensitive landscape design and other appropriate complementary measures. The Council will encourage proposals for either new sites or site extensions to work towards being 'Quality Assured' accommodation.
- 12.27 The Council will support the improvement of facilities at existing caravan sites, such as improved toilet blocks and other ancillary infrastructure provided, where it is demonstrated, that such improvements will aid the visitor experience, will not have a detrimental impact on its surroundings and are in accordance with all other relevant policies within this document. Proposals that will result in an unacceptable intensification of uses on a caravan site, either directly or in-directly, will not be supported by the Council.

Seasons of Opening for Caravan Sites

- 12.28 In recent years there has been significant pressure for longer opening seasons for caravan sites. Whilst benefits to the local economy will exist from extending the opening periods there can be significant implications from such proposals, on the surrounding landscape, amenity and the conservation of the site itself. Increased returns arising from a longer opening season must be reflected in the delivery of on-site improvements. Proposals for extensions to opening seasons should be accompanied by on-site enhancement measures.
- 12.29 Whilst the Council will be sympathetic towards proposals for an extension to opening seasons on caravan sites. It will retain a strong position over the seasons of occupancy and will seek to ensure that extended seasons of opening do not result in unauthorised permanent residential occupation of caravans.

- 12.30 The Council will expect any caravan site operators who have been granted permission for an extension of opening to an all-year-round basis to enter into a legal agreement with the Council to ensure that permanent residency does not occur without the benefit of planning permission. Where any reported breaches in planning permission occur in relation to occupancy the Council will investigate, and where necessary expedient enforcement action will be taken.

## 13. Energy Generation

- 13.1 The UK Government ~~UK Government~~ is committed to meeting carbon reduction targets in response to the growing concerns regarding the impacts of climate change. In 2008 the Climate Change Act was established, and as part of which a legally binding target was introduced to reduce the UK's greenhouse gas emissions to net zero by 2050, from 1990 levels. The UK Government additionally intend to enshrine in law a 78% reduction, from 1990 levels, by 2035. UK emissions reduced 44% between 1990 and 2019.
- 13.2 More efficient energy usage and the improved deployment of renewable energy will aid the transition from a high to low carbon economy in the district. The improved deployment of renewable and low carbon energy will also provide the district with the diversity it needs to ensure the long-term security of energy supply at a local level. This has the potential to deliver on-site power to local developments or allow energy to be exported to the National Grid for wider distribution. The use of on-site renewable energies and low carbon technologies can also provide the opportunities for large electricity users to secure green methods of power locally.

### Renewable Energy Generation in Lancaster District

#### **POLICY DM53: RENEWABLE AND LOW CARBON ENERGY GENERATION**

The Council is committed to supporting the transition to a lower carbon future as a matter of urgency and will seek to maximise the renewable and low carbon energy (electricity and thermal) generated in the District where this energy generation is compatible with other sustainability objectives.

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

- i. As a result of its scale, siting or design impacts on the landscape character, visual amenity, biodiversity, geodiversity, water quality, flood risk, townscape and historic assets of the district, highway safety, aviation and defence navigation system/communications are satisfactorily addressed;

- II. Impacts on the amenities of sensitive neighbouring uses and local residents are minimised (including by virtue of noise, dust odour, shadow flicker, air quality or traffic);
- III. The wider environmental, economic, social and community benefits directly related to the scheme outweigh any significant adverse effects; and
- IV. The proposal is consistent with other relevant policies within the local development plan.

In areas that have been designated for their national importance, as identified in the National Planning Policy Framework, large-scale renewable energy infrastructure will only be permitted where it can be demonstrated that it would be appropriate in scale, located in areas that do not contribute positively to the objectives of the designation, is sympathetically designed and includes any necessary mitigation measures.

The Council will require that where renewable energy installations become non-operational ~~for a period in excess of one year~~ the facility will be removed and the site will be fully restored to its original condition ~~within one year~~ as soon as is reasonably practical.

Community led schemes are encouraged and for all schemes it will be expected to allow for community investment where applicable.

#### Onshore wind energy generation

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

Applications for turbines will be acceptable where the relevant national and local policy, and up to date legislation can be met.

Wind turbines in the areas identified as suitable for wind energy will be considered acceptable where the development can be positively assessed against the criteria outlined in (I) to (IV), National Planning Policy, the relevant Ministerial Statements and/or Guidance and following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

#### Hydro energy generation

The Council will be supportive of proposals for hydropower providing proposals are in conformity with other policies in the Local Plan. Any applications for hydropower schemes will be expected to be accompanied by a Flood Risk Assessment, Water Framework Directive Compliance Assessment and evidence of discussions with the Environment Agency around requirements.

Consideration must be given to the location, siting and design of the scheme, ensuring that there are no individual or cumulative adverse impacts on the environment and amenity. In all cases mitigation will be required to protect river flow, river continuity for fish and provide for sediment transfer.

#### Solar energy generation

The Council will be supportive of proposals for solar energy generation providing proposals are in conformity with other policies in the Local Plan.

For standalone solar panel arrays, it is expected that:

- The impact of glare and glint should be taken into account;
- Site security (if used) should aim to be as unobtrusive as possible;
- Where necessary, the site should be screened (wherever possible with coppice, hedges or trees) and measures taken to mitigate harm to visual amenity;
- Where possible a plan for seasonal grazing of livestock should be included;
- It is expected that applications will include quantified plans for biodiversity net gain; and
- It will not adversely affect the use of the best and most versatile agricultural land.

#### Other renewable and low carbon technologies

The Council will support renewable or low carbon energy schemes compatible with this policy, other policies within the Local Plan, and where impacts can be satisfactorily addressed.

In addition to the above renewable and low carbon energy sources, other forms of renewable and low carbon electric and thermal technologies may include:

- Heat pumps;
- Geothermal heat;
- Energy and/or heat from waste;
- Biomass;
- Solar thermal;
- Combined heat and power;
- Pumped storage hydroelectricity; and
- Battery storage.

This is not an exhaustive list and it is recognised that technologies will evolve and emerge.

#### Energy Distribution: District Heating and Cooling

The Council will support proposals for, and encourage the inclusion of, heating and cooling distribution networks, providing they are in conformity with Local Plan policies.

Where feasible, new major development should connect to existing networks, or provide new networks.

It is expected that networks:

- Connect to an existing or new/purpose-built district heating/cooling network.
- Are designed for cost effective future connection to a proposed or planned network.
- Employ individual or communal sustainable, renewable, or low carbon heating and/or cooling.
- Make use of ambient or secondary heat sources (in conjunction with heat pumps where required).
- Demonstrate compliance with appropriate technical standards (currently CIBSE's Heat Networks Code of Practice for the UK);
- Be registered with the Heat Trust;
- Use renewable and/or low carbon sources for their energy centre or provide an evidenced timeline and technology pathway towards system decarbonisation by 2030;
- Provide heat and/or cooling services at a fair and affordable price; and



- Where refrigerants are to be used, the global warming potential should be taken into account.

The requirements of this policy are to be evidenced in a Sustainable Design Statement to be submitted with the planning application.

- 13.3 The Council encourages renewable and low carbon energy deployment in new developments as well as standalone schemes and retrofits to contribute to meeting emissions targets. In addition to aiding in climate mitigation through emissions reductions, the transition to renewable and low carbon energy, supports reduced energy vulnerability and increased resilience to climate change impacts. ~~The district has the potential to take a leading role in the transition to a low carbon future on account of its topography and natural assets. These~~ The topography and natural assets in the district create the opportunities for increased deployment of ~~across~~ a range of renewable and low carbon technologies. This must, however, be balanced with the need to protect the district's high-quality landscape, much of which is protected by international and national designations and sites that hold a functional linkage to sites of national or international importance
- 13.4 ~~This is supported by evidence on potential deployment capacities for different renewable energy and low carbon technologies, identified within the Lancashire Sustainable Energy Study which was produced in April 2011 and updated for all Lancashire Authorities in 2012. The study concludes that the Lancaster district has a deployable potential, from a range of renewable and low carbon technologies, of 97MW by 2030. This takes account of current generating capacity and then based on identified constraints, factors in a more realistic mix of technologies appropriate to the resource capabilities of the area.~~ The Energy White Paper 2020 establishes national targets of generating 40GW of electricity from offshore wind by 2030 and installing 600,000 heat pumps per year by 2028. It additionally encourages households to adopt new technologies, such as roof top Solar PV. The Government acknowledge that a low-cost net-zero energy system is likely to be composed predominantly of wind and solar, describing onshore wind and solar as 'key building blocks of the future generation mix, along with offshore wind'.
- 13.5 District heat networks are also supported through anticipated new funding under the Green Heat Network Fund. The Government will enable Local Authorities to designate new heat network zones, no later than 2025. This process entails the identification of areas which can be readily connected to a low-carbon heat network and mandating connection unless it is not cost-effective to do so. The Council are supportive of renewables and low carbon technologies, in line with the Government's ambitions.
- 13.6 All projects, regardless of their size, will be supported in principle by the Council subject to ~~the satisfying criteria (i) to (iv) and where they relate to wind turbines within the area identified as being suitable for wind energy and have community support,~~ as set out in Policy DM53, ~~and takes account of the 2015 Ministerial Statement.~~ Each location and situation is different, so all proposals will be assessed and considered on their individual merits. It is recommended that pre-application advice is sought from the Council prior to pursuing a planning application. The Council recognise that small-scale projects can make a valuable contribution to renewable and low carbon energy generation, as well as the national targets for the reduction in greenhouse gas emissions. These schemes also offer opportunities to add direct benefits to local communities by meeting their local needs, supporting green jobs, providing local ownership of community energy use and ~~helping the~~

~~fight against~~ reducing fuel poverty. National Planning Policy and Guidance acknowledges that all communities have a responsibility to help increase the use and supply of renewable and low carbon energy. However, this must not negatively impact upon environmental protections and the planning concerns of local communities.

- 13.7 The Council will expect developers to work in partnership with the local community in developing proposals for renewable and low carbon energy and demonstrate how the concerns and requirements of the local community have been taken into consideration and informed the submitted proposal. Community-led initiatives for the development of renewable or low carbon energy will be supported (when considered to be in accordance with all other relevant policies).
- 13.8 In delivering proposals the Council will negotiate, where appropriate, community benefits for the local area. This could include the provision of educational opportunities for local schools as well as opportunities for shared ownership.
- 13.9 In delivering future proposals the Council will create a positive and enabling environment for increased deployment, working with developers and local communities to ensure the delivery of appropriate and well-planned proposals whilst also ensuring the protection of the district's landscape and townscape. This is especially relevant as large portions of the district are protected by environmental designations.
- 13.10 Developers will be expected to provide evidence (**where applicable**) to support their proposals including landscape, visual **noise, emissions, Flood Risk Assessment** and ecological assessments (including where required an Environmental Impact Assessment (EIA) and Habitats Regulation Assessment (HRA)) and to demonstrate that any impacts can be satisfactorily mitigated where negative impacts cannot be solely removed through site selection. Mitigation and compensatory measures should be investigated as part of this process.
- 13.11 Future proposals and their ancillary development, which would result in adverse effects, either individually or cumulatively with nearby development will not be supported. In submitting planning applications, applicants will be expected to submit supporting information and evidence that is proportionate to the scale of development proposed and reflect the sensitivities of the nearby environment. This should reflect the latest best practice guidance and include landscape, visual, ~~and~~ ecological **and flood risk** assessments. The Landscape Character Assessment and local Conservation Area appraisals will be among the key tools in assessing potential impacts. Such assessments should seek to assess both the individual and cumulative impacts of development.
- 13.12 In considering small-scale proposals the Council will require evidence of how the site has been assessed taking into account the constraints of the site and the opportunities for micro-siting to reduce impacts. Larger scale proposals will already have undertaken this work as part of the site selection process, with this already evidenced as part of the Environmental Impact Assessment.
- 13.13 Where impacts are identified, the Council will require applicants to demonstrate to its satisfaction how these have been reduced through appropriate mitigation including careful siting, landscaping and design. This could include the use of existing landforms to limit visual impacts on sensitive views and local amenity, creating a design layout that is sympathetic to the local landform and neighbouring land-uses, and limiting the impact of cabling, tracks, hard-

standing and buildings by underground avoidance and restoration as well as the use of sympathetic materials in construction.

13.14 As outlined within Policy DM53, the Council is committed to the transition to a low carbon future, **as demonstrated through its Climate Emergency declaration**. Development proposals that could feasibly supply or connect into a **District Heating and/or cooling Network** are encouraged to do so. Investigation into the viability of connecting to a network will be required to be evidenced as part of an application. Where no connection can be made into an existing nearby **District Heating and/or cooling Network**, the potential **for** delivering a new **District Heating and/or cooling Scheme** should be explored, especially for larger developments.

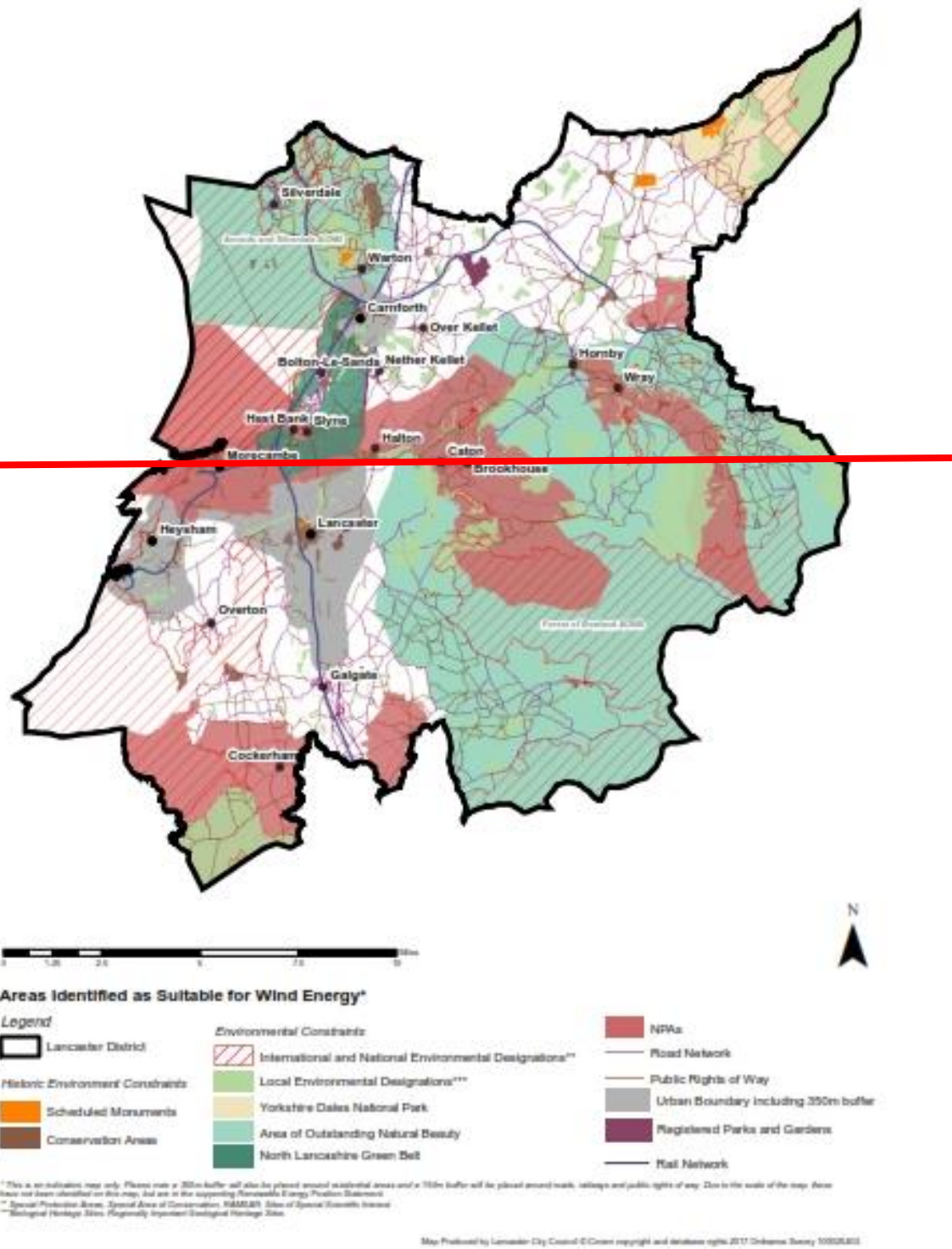
~~13.15 Renewable and low carbon energy proposals will be supported where compatible with the above policy and where impacts can be satisfactorily addressed. Where impacts are identified the Council will require applicants to demonstrate to its satisfaction how impacts have been minimised, how impacts have been mitigated and finally where relevant what compensatory measures are proposed to support the scheme sufficiently to outweigh any outstanding impact.~~

13.16 Due to changes in national planning policy, wind turbine proposals will be considered in accordance with relevant national policy and guidance, including the Government’s Written Ministerial Statement (WMS) published on the 18<sup>th</sup> June 2015<sup>72</sup>. The WMS states that the Local Planning Authority, when determining planning applications for wind energy development involving one or more wind turbines, should only grant planning permission if:

- The development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
- Following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

13.17 Whether the proposal has the backing of the affected local community is a planning judgement for the Local Planning Authority. In response to national guidance, the Council through the Local Plan, has been investigating potential areas that could be identified as suitable for wind energy. This has involved the consideration of a number of environmental designations and other potential constraints, to help guide the most appropriate locations for wind energy development. Areas identified as suitable for wind energy development are identified on the map below (these are the areas shown in **white blue** in Figure 13.1 that are not covered by a designation or constraint). However, as noted in Policy DM53, only where individual proposals within these areas are positively assessed against criterion (I) to (IV), and demonstrated to have the backing of the local community will they be considered suitable within these areas. As each development proposed and individual site will differ, the suitability of emerging proposals will be assessed based upon their individual merits.

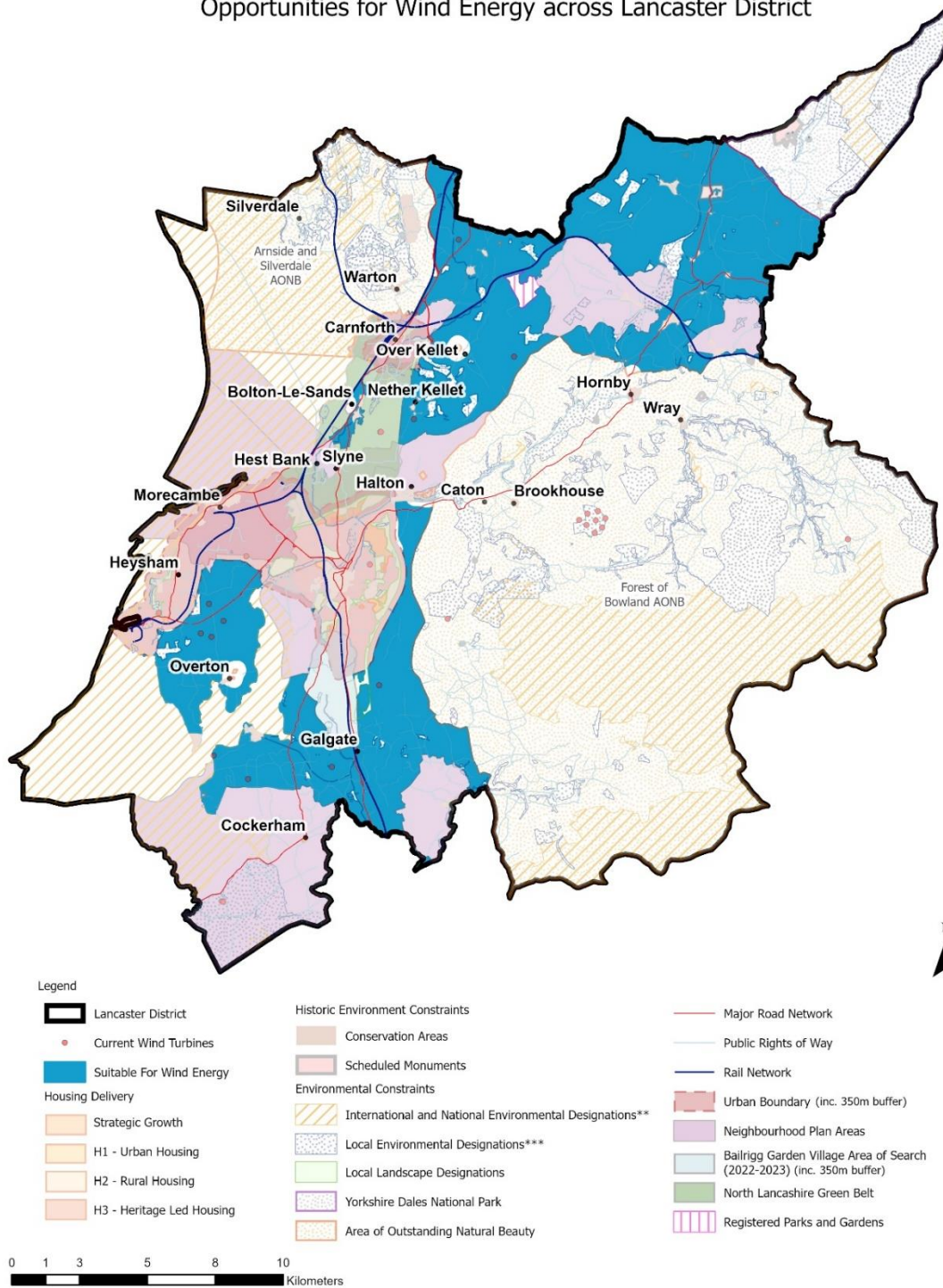
<sup>72</sup> <https://www.gov.uk/government/news/giving-local-people-the-final-say-over-onshore-wind-farms>



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

**Wind Energy Opportunity Area Map**

Opportunities for Wind Energy across Lancaster District



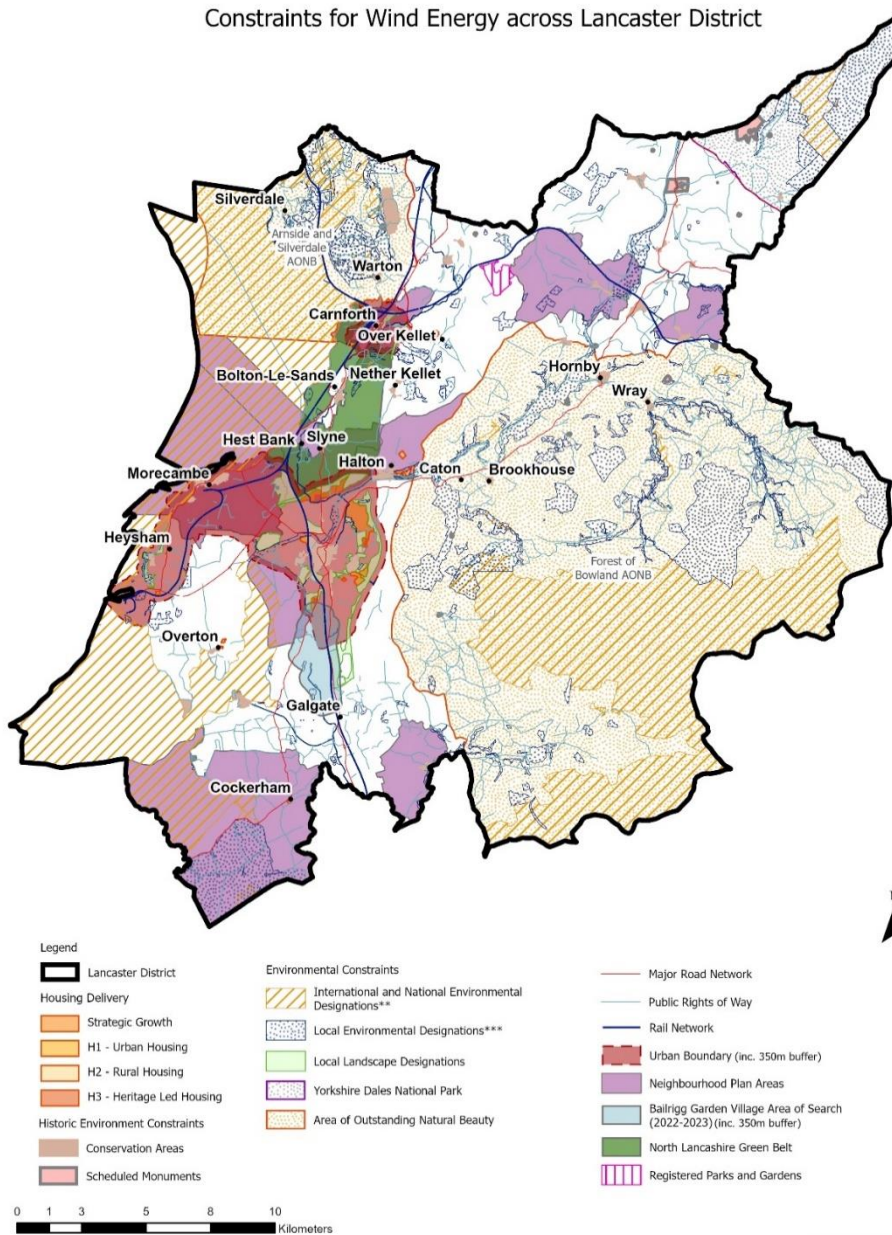
\* This is an indicative map only. A 350m buffer will be placed around residential areas and a 150m buffer will be placed around roads, railways and public rights of way.  
 \*\* Special Protection Areas, Special Areas of Conservation, RAMSAR and Sites of Special Scientific Interest.  
 \*\*\* Biological Heritage Sites and Regionally Important Geological Heritage Sites.



© Crown copyright and database right 2021. Ordnance Survey Licence number 100025403.

**Wind Energy Constraints Map**

Constraints for Wind Energy across Lancaster District



\* This is an indicative map only. A 350m buffer will be placed around residential areas and a 150m buffer will be placed around roads, railways and public rights of way.  
 \*\* Special Protection Areas, Special Areas of Conservation, RAMSAR and Sites of Special Scientific Interest.  
 \*\*\* Biological Heritage Sites and Regionally Important Geological Heritage Sites.  
 © Crown copyright and database right 2021. Ordnance Survey Licence number 100025403.

Upgrades to the National Grid**POLICY DM54: UPGRADES TO THE NATIONAL GRID**

The majority of upgrades to National Grid assets within Lancaster District are likely to be considered as Nationally Strategic Infrastructure Projects (NSIPs). In the case of NSIPs, decisions will be taken by the Secretary of State for Business, Energy and Industrial Strategy and not the Local Planning Authority. The National Policy Statement (NPS) for energy, particularly NSP EN-1 and NSP EN-5, provide the national policy context for these projects. The Council will be a consultee within this process and through effective engagement will work to secure the most appropriate form of development in light of the policy issues set out below.

- I. That the routes and technologies chosen mitigate as far as possible the environmental impacts that result from this proposal (this should seek to deliver underground routes as far as technically, economically and practically possible);
- II. The route chosen does not compromise the landscape value or visual amenity of the district, in particular specially designated landscapes of the Arnsdale & Silverdale and Forest of Bowland Areas of Outstanding Natural Beauty;
- III. The proposed development would not result in a significant adverse impact on the historic environment or nature conservation interests;
- IV. That appropriate mitigation measures are put in place to minimise the impacts on residential amenity and properties in close proximity to the route; and
- V. The proposals are capable of being constructed without undue disruption to the economic well-being of the district, particularly in relation to road closures and other means of construction disruption.

13.18 The National Grid supplies electricity from sources where electricity is generated, such as power stations, to homes and businesses across the country. The National Grid is a critical infrastructure network that is of national importance. Locally, the grid system predominantly runs north / south through the district utilising the M6 corridor, and runs in close proximity to areas of significant landscape importance, in particular, the Arnsdale & Silverdale, and, the Forest of Bowland Areas of Outstanding Natural Beauty (AONB).

13.19 The Council recognises that the National Grid is a vital component of both the national and local economy and that there is an overriding need for new power generating capacity to be built and connected into the National Grid Network. The proposed construction of a new power station in West Cumbria will require new grid connections to be made across Lancaster district, the National Grid is leading this project, also known as the 'North West Coast Connections'.

13.20 Decisions on the proposed routing and siting of pylons will not be determined at a local level but by the Secretary of State for Business, Energy and Industrial Strategy as a Nationally Strategic Infrastructure Project (NSIP). The Minister will be advised by the Planning Inspectorate under procedures governed by the Planning Act 2008 (and amended by the Localism Act 2011),

and therefore Policy DM54 will not carry any material weight in the decisions made on the ‘North West Coast Connections’ project by that commission. Nevertheless, the policy sets a framework for the Council to prepare submissions to the Planning Inspectorate in respect of proposals to upgrade the National Grid.

- 13.21 The Council is engaged in the ‘North West Coast Connections’ project through a Planning Performance Agreement (PPA) with neighbouring authorities affected by the proposals, and with the National Grid. The PPA is designed to facilitate effective public consultation and to help bring forward appropriate development options and proposals. As the choice of development routes firms up, the PPA authorities will contribute to the NSIP process through the production of an Adequacy of Consultation Report and an Impact Report, both of which will be forwarded to the Planning Inspectorate for Examination. The approach set out within Policy DM54 will help local residents and other key stakeholders to understand the Council’s position and involvement in the NSIP process
- 13.22 The issues that are set out in Policy DM54 criteria (I) to (V) will be addressed through stakeholder dialogue as proposals and plans are prepared within the NSIP process. In particular the Council will ensure that the following issues are clarified:
- The impacts that the proposal will have on the surrounding landscape should be mitigated against through the sensitive design and siting of powerlines;
  - That any adverse impacts upon the residential amenity of people who live close to the proposed route is mitigated through the sensitive and sympathetic design and siting of powerlines;
  - The disruption in the local area through the construction phases are kept to a minimum; and
  - That the route chosen should not have a significant adverse impact on key economic and residential sites.

## 14. Sustainable Communities

### Neighbourhood Planning

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

The Council will support and assist the relevant qualifying organisation to positively prepare a Neighbourhood Plan that delivers new development and facilities for their community. Neighbourhood Plans should seek to achieve the following:

- I. Identify how they are positively contributing toward the strategic objectives of the local development plan and be in general conformity with its strategic approach and strategic policies;
- II. Clearly set out how they will promote sustainable development, at the same level or above that which would be delivered through the local development plan; and
- III. Have due regard to relevant information on local needs for new homes, jobs and facilities for their plan area.



**The Council will seek to support and assist Neighbourhood Planning groups in meeting the criteria above and the wider basic conditions set out in the Neighbourhood Planning Regulations.**

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

- 14.1 Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders have the potential to allow communities to shape their neighbourhoods, plan positively and work with landowners, developers and service providers to deliver new development and facilities. A neighbourhood plan and its policies will work alongside the policies within the district-wide Local Plan. The policies will only apply to the specific area covered by that Neighbourhood Plan or Order.
- 14.2 Neighbourhood Plans need to meet certain basic conditions<sup>73</sup> at local and national levels before they can come into force (i.e. made). Basic conditions for neighbourhood plans are:
- They must have appropriate regard to national policy;
  - They must contribute to the achievement of sustainable development;
  - They must be in general conformity with strategic policies in the local development plan for the area; and
  - Must be compatible with EU obligations, including human rights requirements.
- 14.3 The plan will also need to demonstrate involvement of the local community and key stakeholders throughout the plan preparation and decision-making process. These basic conditions will be tested through independent examination and checked by the Local Planning Authority prior to proceeding to referendum.
- 14.4 A key element of understanding whether a neighbourhood plan has met the basic conditions is whether the plan is in general conformity with the strategic policies of the strategic plan (i.e. the Local Plan). For the purposes of meeting this basic condition the Council will expect neighbourhood plans to be in general conformity with all Strategic Policies within the Local Plan that are set out in more detail in Appendix C of the Strategic Policies and Land Allocations DPD.
- 14.5 There is no statutory duty for communities to prepare neighbourhood plans, only a right to do so if they wish. The Council have eleven designated areas for the purposes of neighbourhood planning. The designated neighbourhood plan areas include Aldcliffe-with-Stodday, Caton-with-Littledale, Cockerham, Dolphinhholme, Halton-with-Aughton, Morecambe, Carnforth, Slyne-with-Hest, Wennington, Arkholme-with-Cawood and Wray-with-Botton. These neighbourhood plans are highlighted on the Local Plan Policies Map via Policy SC1 of the Strategic Policies and Land Allocations DPD.

<sup>73</sup> <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/>

- 14.6 The Council will support the role and preparation of neighbourhood plans and provide advice where requested. It will be for the neighbourhood plan group to prepare the neighbourhood plan and finance its preparation although it is recommended that groups investigate funding and resourcing opportunities offered through organisations such as Locality and Planning Aid.
- 14.7 Following a successful examination and referendum, a neighbourhood plan will be made and adopted by the Council. At this point it forms part of the Local Plan for the district and will be a material consideration in determining planning applications within that local area.
- 14.8 The Council expects all neighbourhood plans to include proposals for monitoring the policies contained within the plan. Should monitoring indicate that development is not coming forward as envisaged in the neighbourhood plan, then action will be taken by the Council to bring forward sites through the wider plan.
- 14.9 Further information on the neighbourhood plan process, neighbourhood plans that are currently being prepared in the district and the levels of resource available to neighbourhood groups from the Council can be found online<sup>74</sup>.

### **Protection of Local Services and Community Facilities**

## **POLICY DM56: PROTECTION OF LOCAL SERVICES AND COMMUNITY FACILITIES**

### **Provision of New local Services and Community Facilities**

Proposals for new local services must be located where there is already a choice of travel options or where it can be demonstrated that accessibility will be significantly improved and therefore can be accessed by all members of the community. Where possible local services should be located within, or adjoining, existing centres.

Proposals for new local services provided as an integral part of the development must wherever possible, be located within adaptable buildings that can be used for a flexible range of uses, including the co-location of different services.

### **Protection of Existing Local Services and Community Facilities**

Proposals that would result in the loss of buildings / uses, which currently (or have previously) provided the community with a local service, and which could include services such as local shops and community facilities, must provide compelling and detailed evidence. Proposals will be expected to ensure that:

- I. A robust and transparent marketing exercise has taken place demonstrating that the retention of the existing use is no longer economically viable or feasible. This should include a realistic advertising period of at least 12 months at a realistic price (confirmed by independent verification), making use of local and (if appropriate)

<sup>74</sup> <https://www.lancaster.gov.uk/planning/planning-policy/neighbourhood-planning>

**national media sources. Information on all offers made, together with copies of the sales particulars will also be required to accompany the application;**

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

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

- 14.10 The Council recognises the role that local services can play in ensuring that communities are sustainable in the long term. The ability to access local services that are located in close proximity to where people live has a significant relationship with well-being and a positive quality of life.
- 14.11 The Council will therefore support proposals that seek to enhance the range of local services, subject to them satisfactorily meeting all other relevant policies within this document. Proposals that involve the delivery of additional key services in rural locations will be particularly supported in principle by the Council.
- 14.12 Proposals for local services should be located in accessible and central locations that can be easily accessed by the community by a variety of transport methods, particularly cycling and walking, and where possible by public transport. In rural locations, it is recognised that whilst priority is given to siting services in sustainable locations, this may be more difficult to achieve in certain circumstances. Therefore less accessible locations may be considered where it can be satisfactorily demonstrated that accessibility to the proposed services can be improved as part of the development proposal.
- 14.13 The Council will support the diversification of local business to fulfil a wider range of local services for the community they serve, particularly where this will improve the long term sustainability and viability of these services. For instance, the role of local public houses could be sustained by introducing a range of other important services, such as a post office or local grocery store.
- 14.14 The Council will protect the buildings and premises used by local services that benefit the local community both socially and economically. The Council will also resist the loss of local services where it is demonstrated that they are valued by the community they serve.
- 14.15 Development proposals for new local services should create a flexible and adaptable building that, if required, can be used for a range of different purposes, such as meeting places, drop-in clinics and other community facilities. This will ensure that the building can maximise its role in serving the local community and secure its long-term future. The Council will also support proposals from local communities that involve the creation, retention and management of facilities which are demonstrated to have a wider community benefit.
- 14.16 Where there is community support to do so, the Council will prepare a register of community assets as part of the Community Right to Bid<sup>75</sup>. This will provide the opportunity for local communities to purchase such assets should they become available to buy.

<sup>75</sup> <https://www.lancaster.gov.uk/planning/planning-policy/neighbourhood-planning>

Health and Wellbeing**POLICY DM57: HEALTH AND WELL-BEING**

The Council will expect development in the district to promote health and well-being and contribute to addressing health inequalities. To do this, development should seek to deliver health benefits to all sections of society, but must focus proportionately more to benefiting those lower down the social gradient. Measures to ensure this expectation is achieved are as follows:

- I. Ensuring that development is designed to promote physical activity, through the appropriate arrangement of buildings and uses, access, open space and landscaping and the provision of facilities to support walking and cycling;
- II. Integrating development with public realm and public transport, and in particular ensuring that local facilities and services are easily accessible by foot or bicycle;
- III. Ensuring that infrastructure is in place to support development, such as providing or contributing to open space, children’s play facilities, food growing, indoor and outdoor leisure provision and healthcare facilities;
- IV. Ensuring development does not have an adverse impact on the environment such as air, noise and water pollution and remediation of contaminated land prior to development must be undertaken where appropriate;-
- V. Ensuring that development promotes resilience to Climate Change, including adaption measures that provide resilience to extremes in temperature and rainfall.

The Council will require the submission of Health Impact Assessments for major schemes of more than 100 housing units or 10,000sqm for commercial uses where they are considered to have potential impacts on health and well-being. This will depend on the nature and scale of such development which should be discussed at a pre-application stage.

In order to promote health and well-being across the social gradient the Council will expect proposals to:

- VI. Protect and improve social and community facilities such as healthcare facilities, community halls and indoor leisure provision, and arts and cultural facilities and ensuring that new development contributes appropriately to supporting such infrastructure;
- VII. Protect, increase and enhance open space provision, allotments and food growing schemes, biodiversity and nature conservation assets and the provision of children’s play facilities;
- VIII. Seek to manage access to hot food takeaways such as restricting proposals for new hot food takeaways from locations within 400 metres of secondary schools and working with businesses and developers to promote healthier lifestyles through design and types of use within developments; and
- IX. In order to achieve greater levels of modal shift for local journeys, S seek to expand the network of safe pedestrian and cycle routes in accordance with the County

**Council’s Highways and Transport Masterplan and Cycling & Walking Strategy.**  
**Proposals which involve high levels of trip generation should promote and prioritise sustainable forms of transport and be ~~and ensure that areas dedicated to vehicular circulation are~~ designed with pedestrian safety and needs of vulnerable groups in mind.**

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

- 14.17 Health and wellbeing is a key component of sustainable development and sustainable communities. Development should be delivered in a way that improves health and wellbeing, reduces health inequalities and enhances a sense of wellbeing and safety. Lancaster district is an attractive place to live and therefore it is important that new development consolidates the existing environment and distinctive sense of place. Proposals should utilise high quality design and contribute to residents’ sense of wellbeing. Opportunities should be sought to deliver health benefits to all sections of society but must focus proportionately more to benefiting those lower down on the social gradient.
- 14.18 Within national planning policy, guidance is provided on how health should be considered by the planning system. It is clear that as part of delivering on the social dimension of sustainable development that planning has a role in supporting and developing strong, vibrant and healthy communities. **With that it will be important that new development seeks to be resilient to the impacts of Climate Change, both in terms of mitigation and adaptation.**
- 14.19 National planning policy is clear that through both plan-making and decision-taking processes there is a need to take account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.
- 14.20 Lancaster district, whilst a relatively affluent area, has some significant pockets of deprivation (particularly in Morecambe) which have health related issues. Life expectancy in Lancaster for both men and women is slightly better than the regional average, but lower than the national average with variation in life expectancy across the district.
- 14.21 It is important that the Local Plan contributes to working with these health issues by delivering high quality development that provides a high-quality living environment and encourages healthy lifestyles. Evidence shows that health inequalities are often linked to factors such as poor access to green space and poor housing.
- 14.22 **New development should seek to promote accessibility and reduce the reliance on private cars to make local journeys. Through the Council’s wider ambitions to promote a modal shift towards more sustainable forms of travel, such as public transport, cycling and walking, this should in turn promote improvements to people’s health and wellbeing, particularly through improvements to cycling and walking links.**
- 14.23 A wide range of factors, in addition to the provision of health services, are important for determining public health. Good health is related to good quality housing and development, well designed streets including the layout of neighbourhoods, easy access to cycle and walking networks, opportunities to experience leisure and cultural activities and green and open space.

This variety of factors has led to the development of health impact assessments of policies, plans and projects which aim to appraise the health impacts of a proposal.

## 15. Infrastructure Delivery

- 15.1 Future development within the district will place pressure and demand on existing infrastructure such as schools, open spaces, transport networks, health and community facilities. In order to cope with this additional demand there will be a requirement for new development to contribute toward the improvement of existing facilities and, in some cases the provision of new additional infrastructure.
- 15.2 Without appropriate measures to mitigate impact and/or investment to enable the provision of infrastructure improvements, new developments that cause adverse impacts would be by definition neither sustainable nor acceptable. To support sustainable growth in the district new development will be expected to provide or contribute towards necessary and required infrastructure to enable its provision in an appropriate manner.

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

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

Development proposals and infrastructure provision will be co-ordinated to ensure that growth within the district is supported, where necessary, by the provision of infrastructure, services and facilities that are required to maintain and enhance the quality of life and responds to the needs of local people, the local environment and the local economy.

#### Community Infrastructure Levy (CIL)

Council will require planning contributions where they meet the tests set out in paragraph **56 204** (to be updated following the publication of the revised Framework) of the Framework. Such contributions will be secured through S106 legal agreements **and/or a Community Infrastructure Levy (CIL)**. It is recognised that the viability of development is a significant consideration when making requests for financial contributions and as such will only be requested **through S106 Agreements** for infrastructure that will make development acceptable in planning terms and compensate for any impacts of development.

In particular, development will be expected to provide, or contribute towards, the provision of:

- Measures to directly mitigate its impact, either geographically or functionally, which will be secured through the use of s106 planning obligations;
- The specific requirements as set out in relation to sites that have been identified and allocated within the Strategic Policies and Land Allocations DPD; and
- Infrastructure, facilities and services required to support growth, **which** will be set out within any future Community Infrastructure Levy (CIL) for the district **or Framework Agreement for Strategic or complex sites and the Broad Location for Growth**.

Planning contributions may also be subject to the criteria set out in the CIL Regulations<sup>76</sup> (2010) (as amended) (in particular Reg. 122 ~~and 123~~) or any successors which require any financial contribution or contributions in kind towards infrastructure to meet a number of criterion.

#### ***Assessing Viability***

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

Development viability is a material consideration in assessing development proposals. In some circumstances, requirements for planning obligations may render development at the margins of viability. **Where a developer is seeking to reduce contributions or affordable housing provision, they must submit a Financial Viability Assessment at the application stage. Financial Viability Assessments submitted by an application must accord with the Viability Protocol Supplementary Planning Document.**

Where it is demonstrated through the submission of a Financial Viability Assessment (FVA), using an agreed methodology (~~e.g. through residual valuation appraisal~~), that a development proposal is unviable given the level of contributions sought, the Council will consider whether any of the requirements can be delivered through alternative mechanisms or deferred subject to measures to seek alternative funding (such as government grants, where available). This will be at the discretion of the Council and applied on a case-by-case basis taking into consideration the wider material considerations of the application. Once the Viability Protocol SPD has been adopted FVAs submitted alongside planning applications will need to accord with the principles of this SPD.

#### ***Infrastructure Delivery Plan***

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

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

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

- 15.3 It is important that new development contributes towards the delivery of strategic growth. For a number of years the Government has supported Local Planning Authorities in the preparation of a Community Infrastructure Levy (CIL) for their area.
- 15.4 CIL is a charge that local authorities in England and Wales can place on a developer /

<sup>76</sup> <http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents>

applications for most types of development in their area. The money generated from CIL can be used (or pooled for future use) to pay for strategic infrastructure improvements within the authority area to realise social, economic or environmental benefits. The CIL charge is based on the size, type and location of development being proposed.

- 15.5 CIL has been promoted by the Government as a more effective and transparent way of securing financial contributions from development and sought to replace the mechanism of Section 106 agreements.
- 15.6 In November 2017 the Government announced that it was to retain CIL as the preferred method of tariff in charging new development for infrastructure requirements (supplemented by the Section 106 process).
- 15.7 The Government undertook a consultation on draft amendments to the CIL Regulations in December 2018 and issued its response in June 2019. The Government recognises the importance of developer contributions in delivering the infrastructure that new homes require. Amendments to the Regulations ~~are proposed~~ were introduced to make the system less complex and more transparent. ~~Proposed amendments~~ The amendments included the removal of restrictions on the pooling of s106 agreements.
- ~~15.8 The Council is undertaking work with a view to adopting CIL to fund the wider infrastructure necessary for the delivery of the growth planned for.~~

#### Planning Obligations

- 15.9 The purpose of planning obligations (via the Section 106 process) is to make development acceptable in planning terms. Planning obligations will be sought to compensate and/or mitigate the impact of development that, without that mitigation, would render the development unacceptable in planning terms.
- 15.10 Where necessary, the Council will require infrastructure to be provided through new development. When such requirements are made they will be done so with the full consideration of national planning policy in terms of the reasonableness of the request, in particular paragraph 56 ~~204<sup>77</sup>~~ of the NPPF which states that planning obligations should only be sought where they meet the following tests:
- Necessary to make the development acceptable in planning terms;
  - Directly related to the development; and
  - Fairly and reasonably related in scale and kind to the development.
- 15.11 There are a range of infrastructure requirements that may be necessary to ensure that development is acceptable in planning terms, Table 15.1 below sets out potential types of infrastructure that should be considered (although this should not be considered as an exhaustive list).

---

<sup>77</sup> Paragraph number to be updated following publication of the revised NPPF



|  |                                       |
|--|---------------------------------------|
| Adequate Highways Access & Capacity        | GP Surgeries                          |
| Education Provision                        | Hospitals                             |
| Nursery Schools                            | Ambulance Services                    |
| Clean Water Supply                         | Adult Social Care                     |
| Adequate Wastewater Capacity               | Fire, Police and Rescue Services      |
| Sustainable Drainage Systems               | High Speed Internet Access            |
| Energy Supply                              | Children’s Play Areas and Equipment   |
| Cycling and Walking Facilities             | Sports Facilities                     |
| Public Transport                           | Supported Accommodation               |
| Car Parking                                | Open Spaces and Park                  |
| Electric Vehicle Charging Points           | Social and Community Facilities       |
| Waste Management and Disposal              | Allotments                            |
| Libraries                                  | Natural and Semi-Natural Green Spaces |
| Cemeteries and Churchyards                 | Landscaping                           |
| Flood Defences and Drainage Infrastructure | Replacement / New Habitat             |

**Table 15.1:** List of Infrastructure that may be secured through CIL or Planning Obligations to make development acceptable and/or meet Local Plan objectives.

- 15.12 The Council is fully aware of the issues around development viability and will work with applicants to ensure that proposals which are granted permission are acceptable in planning terms and are also financially viable.
- 15.13 Where a development is agreed to be unviable, applicants should take all reasonable and practical steps to enable the delivery of required planning obligations through alternative mechanisms including public sector grants. The Council will assist in identifying such mechanisms where known and support the applicant to secure their implementation. Where this cannot be achieved and the necessary infrastructure required to make development acceptable in planning terms cannot be delivered, then planning permission will be refused.
- 15.14 Where issues of viability arise the Council will require applicants to clearly demonstrate the margins of viability through the use of an agreed methodology and open book approach [in accordance with the Viability Protocol Supplementary Planning Document](#). Where it is clearly demonstrated that there are issues of viability then the Council will work with the applicant to understand whether alternative sources of funding are available to secure the necessary infrastructure.
- 15.15 Whilst the Council will work with applicants to achieve a positive outcome it is clear that planning permission should not be granted for development that is not considered acceptable in planning terms.
- 15.16 The Council may apply Market Recovery and other such mechanisms in order to receive required contributions upon any uplift in market conditions and this can be written into a Section 106 or similar agreement. No such flexibility will be applied to CIL charges when these are in operation.
- 15.17 In relation to areas that have a neighbourhood plan in place, the relevant town or parish Council will receive 25% of the CIL receipts arising from development that takes place in their area. In areas where there is not a neighbourhood plan, the relevant Town or Parish Council will receive

15% of the CIL receipts where development has taken place and this is capped at £100 per dwelling.

*Infrastructure Delivery Plan*

- 15.18 The issue of delivering new infrastructure is a key public concern that arises from new development proposals. In order to ensure that the infrastructure issues within the district are clear and understood the Council has prepared an Infrastructure Delivery Plan (IDP)<sup>78</sup>. The IDP sets out a range of infrastructure requirements and aspirations that are either necessary to ensure that the impacts of new development are mitigated or where future Section 106 or CIL monies may be used.
- 15.19 Through the planning application process, the Council will expect applicants to have read and understood the infrastructure requirements for the area of their proposal and understand that, dependent on the scale, the location or type of development proposed may result in a request for a contribution towards infrastructure improvements set out within the IDP.
- 15.20 The request will be made in dialogue between the applicant, the Local Planning Authority and the infrastructure provider. Whilst some flexibility may be shown over the scale of contribution delivered, this will be highly dependent on the level of impact arising from the specific development proposal.
- 15.21 Further information on the Infrastructure Delivery Plan can be found on the Council’s website at [www.lancaster.gov.uk/localplan](http://www.lancaster.gov.uk/localplan).

**Telecommunications and Broadband Connections**

**POLICY DM59: TELECOMMUNICATIONS AND BROADBAND IMPROVEMENTS**

Through the publication of a Digital Strategy, the Council are seeking to create a ‘Smart District’ which provides world class connectivity. This will be done through the creation of a full fibre network and the establishment of a 5G network. The provision of greater connectivity will not only allow Lancaster District to maximise economic opportunities but also ensure that its communities can access these connections in the way they work, learn and communicate.

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

- I. It has been demonstrated that there is no reasonable possibility of sharing existing facilities within the locality;

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

- II. Installation equipment is sited and designed to minimise its impact on the landscape character and visual amenity of the surrounding area; and
- III. Proposals will not have a detrimental effect upon the character or appearance of the building and local amenity.

All major developments within the district will enable Fibre to the Premises (FTTP). For smaller schemes, the Council will encourage FTTP to be provided where it is practical and viable to do so. **Where FTTP cannot be achieved, developers will be expected to support the delivery of the most viable high-speed connection.**

Proposals for telecommunications or broadband equipment should pay due regard to their surroundings through sympathetic design, particularly in sensitive townscapes and landscapes. The principles of Policies DM44 and DM46 will apply in relation to the impacts on the natural environment and Policies DM37, DM38 and DM39 in relation to the historic environment.

- 15.22 The use of telecommunications equipment, such as mobile phones and the internet, have become essential parts of modern everyday life. Whilst strong network availability exists within many areas of the district, many communities, both urban and rural, suffer from poor access to mobile phone networks and internet broadband. **Challenges to this network have become increasingly apparent through the COVID 19 Pandemic which places an increased emphasis on the importance of a good broadband network to allow people to work, learn and communicate with friends and family.**
- 15.23 The Council have published a 'Digital Strategy' which is seeking to work with partners to secure a stronger network across all parts of the district – both urban and rural. The vision of the strategy is to make Lancaster District a:
- **Smart District** through the provision of world class connectivity, creating a 'Gigabyte Region' with full fibre network and the establishment of 5G.
  - **Green District**, striving to address the Climate Emergency by using technology to reduce carbon emissions.
  - **Health District**, working with the Health Innovation Centre and NHS to develop technology for health and promote healthier lifestyles.
  - **Clean District**, using digital technology to improve emptying bins, improving air quality and provide residents with easy ways to report issues with public realm.
  - **Fair District**, using technology to better understand the needs of its residents, improve community engagement, address exclusion and deliver community wealth and social value.
- 15.24 To assist in supporting the ambitions of the Digital Strategy, the Council will encourage new development to take forward the visions of the Strategy through new development, both in the creation of new homes and commercial / employment spaces. It will support the principle of new infrastructure which supports greater connectivity and innovative design concepts which help to realise the ambitions of the strategy.

~~15.25 To encourage growth and improvement to the telecommunications network and access to the~~

~~internet the Council will support, in principle, proposals for infrastructure required to facilitate such growth which is not covered by the prior approval process.~~

~~15.26 This will particularly be the case in areas of strategic growth where there may be only limited existing coverage which will need significant strengthening. These issues are expected to be fully addressed via any planning application and should be considered in the context of relevant site specific policies in the Strategic Policies & Land Allocations DPD.~~

15.27 The Council supports the principle of investing in telecommunications. However, in certain locations, telecommunications equipment may cause significant damage to the visual amenity of the locality and the character of the surrounding landscape. Therefore, the Council will expect proposals to be appropriately sited and designed to minimise the impact on its locality, whether this is to minimise the impact on the landscape or to minimise impacts on a particular building or setting.

15.28 In general, it will not be acceptable to position satellite dishes or other telecommunications equipment on the frontage of buildings or other locations where they are highly visible and result in a damaging **affect effect** on the visual amenity of the locality. This will be particularly a consideration in areas of high amenity value, whether this is in a Conservation Area or within a designated landscape area such as an Area of Outstanding Natural Beauty (AONB).

15.29 The Council will work positively with all stakeholder groups, whether they are groups from the private sector, public sector or local community groups to improve telecommunication networks throughout the district.

## 16. Transport, Accessibility and Connectivity

16.1 Enhancing and promoting transport modes that are more environmentally friendly than the private car is key to the future delivery of accessible and reliable transport networks and reduce the carbon footprint of the district. As made explicit by the National Planning Policy Framework<sup>79</sup> in paragraphs 29 and 30 state that *“the transport system needs to be more balanced in favour of sustainable transport modes”* and that *“In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.”*

16.2 The district is strategically positioned on the transport network in terms of the M6, West Coast Mainline and the Port of Heysham. The Local Plan recognises the role that the strategic transport network plays in the district in terms of its benefits to local people, businesses and economic growth. The Council will work with all key partners to ensure that the capacity and operation of the strategic road network is protected.

<sup>79</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- 16.3 As described in the Strategic Policies and Land Allocations DPD, there are key constraints in local transport movements, particularly in relation to local movements in the urban areas of the district. It is therefore important that new development proposals recognise these constraints and where applicable seek opportunities for mitigation. Furthermore, development proposals, in urban areas will be expected to assist in generating a modal shift away from the use of the private car towards more sustainable forms of travel, such as cycling, walking and public transport.
- 16.4 There is a clear direction in terms of the transport and highways improvements that are necessary through the plan period up to 2031. This direction comes from the Lancaster District Highways and Transport Masterplan<sup>80</sup> which has been prepared by Lancashire County Council and was published in October 2016.
- 16.5 A core element of the Masterplan is a switch to more sustainable forms of transport and reducing the need to travel, which are already well established in national and local planning policies. The Local Plan has a key role in helping that core element of the masterplan through the appropriate location of the development in sustainable locations and the provision of sufficient infrastructure to achieve that modal shift away from the private car.
- 16.6 It is therefore clear that local plan policies need to promote and encourage a greater role of transport methods such as cycling, walking and public transport, to reduce the need to use private cars. Planning also has a further function in ensuring that development proposals, particularly those which are likely to generate significant footfall, are located in accessible central locations reducing the need for people to travel, increasing the number of transport modes available, and reducing the reliance on the private car.

#### Enhancing Accessibility and Transport Linkages

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

The Council will ~~seek to~~ ensure that development proposals, particularly those that will generate significant footfall and motorised vehicle journeys, are located where sustainable travel patterns can be achieved. This will seek to ensure that higher density mixed-use developments are located in accessible centres or in close proximity to main public transport routes.

Proposals should minimise the need to travel, particularly by private car, and maximise the opportunities for the use of walking, cycling and public transport. Development proposals will be supported where they ~~seek to~~:

- I. Make the best use of existing public transport services and, where appropriate provide opportunities for improving and sustaining the viability of those services;

<sup>80</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

- II. Ensure that there is convenient access for walking, ~~and~~ cycling, **people living with disabilities, and adaptive mobility aid users (such as wheelchairs, mobility scooters, crutches)** to local amenities, including education, employment and community facilities;
- III. Create buildings and places that are easily accessible for the whole community, particularly those with disabilities;
- IV. Develop an innovative and flexible approach to the delivery of public transport in rural areas of the district;
- V. Include measures that address matters of highway safety to the satisfaction of the local highway authority;
- VI. Ensure that the proposal site can be accessed safely both during the construction and occupation phases of development;
- VII. Make appropriate provision for parking in accordance with Policy DM62 and the car parking standards set out in Appendix E of this document, in terms of both the number of spaces provided and their location in relation to the development, to encourage sustainable travel patterns and avoid congestion and adverse highway safety impacts caused by excessive on-street parking; and
- VIII. ~~Be~~ **Are** designed and located to ensure the provision of safe streets, **prioritise the safety of the most vulnerable road users (such as pedestrians, cyclists, those using adaptive mobility, and children)** and reduce as far as possible the negative impacts of vehicles in accordance with paragraph **108 32** of the National Planning Policy Framework. This should address issues such as highway efficiency and excessive volumes of traffic, fumes and noise and also where possible road infrastructure should seek to complement and enhance the landscape and townscape.

Where proposals are not able to achieve this, it must be clearly demonstrated that significant impacts can be addressed through the preparation of a Travel Plan in accordance with Policy DM63.

Development proposals should seek to maximise efficiency and capacity on the existing transport and highway network. Where such capacity is insufficient to accommodate the proposal, the provision of new transport and highway infrastructure will be sought as a priority. Depending on the scale, nature and location of development, new infrastructure, either in whole or in part, will be required to enable the properly phased implementation of the development. Where capacity is insufficient, and inadequate mitigation measures are proposed to remediate this issue, then planning permission is likely to be refused.

- 16.7 Development proposals should seek, through their design, construction and operation phases to address the issues of car parking and safe highway access. Appropriate design features should ensure that congestion around the site is minimised and that a safe highway environment is achieved.
- 16.8 Development proposals that generate significant footfall and traffic should, in accordance within Policy DM63 of this document, prepare a travel plan which sets out the potential implications on local transport networks and linkages, and how any negative impacts will be addressed through mitigation and compensatory measures. Development proposals that the

Council believe generate a significant highway impact but fail to address such issues through an appropriate travel plan will not be permitted.

16.9 Proposals that generate significant levels of development and which, as a consequence, generates significant levels of new traffic movement, including those greenfield sites which have been allocated through the Strategic Policies and Land Allocations DPD, will be expected to provide or contribute towards necessary improvements to the local transport network.

16.10 It is important that development proposals seek early engagement with the responsible highway authorities, including Lancashire County Council and Highways England. With relation to Highways England, proposals should have due regard to their most up to date guidance<sup>81</sup>.

### Walking and the Pedestrian Environment

## **POLICY DM61: PRIORITISING WALKING AND CYCLING**

### Walking

To protect, maintain and improve the pedestrian environment, the Council will ensure that development proposals:

- I. **Prioritise pedestrian, maintain, and where possible** improve the existing pedestrian infrastructure in accordance with Policy T2 of the Strategic Policies & Land Allocations DPD, including the Public Rights of Way (PROW) and **Green & Blue** infrastructure network;
- II. Ensure that no adverse impacts are created for the pedestrian environment, particularly in relation to pedestrian safety, and provide appropriate pedestrian access for all sections of the community;
- III. Improves the safety and security of the pedestrian environment through the use of appropriate design and lighting.
- IV. **Ensure that the pedestrian environment is accessible to all including people living with disabilities, those with impaired mobility, and users of adaptive mobility aids.**

Where development proposals affect a Public Right of Way, the Council will expect routes to be retained along existing alignments. Appropriate alternative diversion routes will be considered where it is not feasible or appropriate to retain the existing route, to the satisfaction of Lancashire County Council.

Development that will generate a significant level of footfall should be located within central or highly accessible locations, which provide good access for pedestrians and have due consideration to the criteria set out in (I) to (III) above and any other relevant guidance provided on this matter.

### Cycling

<sup>81</sup> Highways England 'The Strategic Road Network - Planning for the Future: A guide to working with Highways England on Planning Matters' (September 2015)

To build on the previous success of Lancaster’s designation as a ‘Cycling Demonstration Town’ the Council will ensure that development proposals do not adversely impact on the existing cycling network or cycle users. Development proposals should ~~also encourage~~ **prioritise cycling movements, (along with pedestrian and adaptive mobility movements), to provide** greater opportunities for cycle users through good design, and deliver appropriate cycle access. Proposals should also include appropriate linkages to the existing cycle network and secure and covered cycle parking and storage facilities. **Design of new infrastructure should be of high quality and in accordance with Local Transport Note 1/20 Cycle Infrastructure Design (Section 14).**

Cycling improvements should be **equitably** implemented across all communities **within the district** ~~on the social gradient, but with a particular focus on those lower down the gradient.~~

Non-residential development proposals **are expected to** ~~should also promote~~ **provide** shower changing facilities for staff.

The Council will, ~~where possible~~, support the growth of the local cycling network within the district (as defined in Policy T2 of the Strategic Policies and Land Allocations DPD) to encourage and maintain the growth of cycle usage as a viable and suitable form of transport, and recognise the value of such a network in creating a coherent network of green infrastructure. Support will be given to proposals that seek ~~to enhance and improve~~ **delivery or improvement of aspirational routes as well as** the existing network, in accordance with the County Council’s Cycling and Walking Strategy and Policy T2.

- 16.11 The pedestrian environment and the opportunities for people to access key services on foot are acknowledged to be very important. Civic spaces and public realm should be accessible and inclusive for all pedestrian users. A good pedestrian environment has been recognised to be beneficial to an individual’s well-being whilst also bringing economic benefits to town centre locations.
- 16.12 By encouraging a range of uses, particularly key services, within either town or local centres, this policy aims to allow residents and visitors the ability to reach the facilities they require without the need to travel long distances. This could be equally appropriate in areas of high accessibility with good linkages to a range of transport modes. For many this will involve walking for part of the journey so it is therefore important to ensure that the pedestrian environment is of a high standard.
- 16.13 The Council will seek to promote a safe pedestrian network within the district in accordance with Policy T2 of the Strategic Policies & Land Allocations DPD. A safe network means safety from other road users such as motor vehicles and cyclists. Management of other road users including speed restrictions, sufficient widths, segregation and, where appropriate, well designed crossing facilities which can reduce conflicts between users **will be required**. **The use of low traffic neighborhoods should be sought to help minimise through traffic and** proposals should also seek to create well designed pathways, natural surveillance, appropriate levels of lighting, CCTV and good levels of maintenance can improve actual and perceived security. Such



design features will be encouraged within new development.

16.14 The Council will seek to protect the established Public Rights of Way (PROW) within the district; this includes footpaths of local importance but also footpaths of national importance, including the English Coastal Path Route. Development proposals that affect recognised Public Rights of Way should, in the first instance, seek to incorporate existing routes satisfactorily within the proposal. Where this is demonstrated to not be possible the Council will expect proposals to provide adequate alternative arrangements through the appropriate diversion of existing routes.

16.15 The Council is not the highway authority for the district, this is the role of Lancashire County Council. *The Council is working closely with the County Council on the development of a Local Cycling and Walking Infrastructure Plan (LCWIP). The LCWIP sets out the Highways Authorities priorities for interventions over the short/medium term across the district. Its primary concern is to encourage modal shift and inevitably has a focus on the main urban areas of the district. ~~The Council will work in partnership with key stakeholders, particularly Lancashire County Council, to identify areas for improvement and to improve the pedestrian environment within the district.~~*

#### Cycling and Cycle Networks

16.16 There is a high level of cycle use within the district which has grown through the success of Lancaster as a 'Cycle Demonstration Town'. Cycling is seen by many as a sustainable and economic form of transport for local trips and leisure uses. There is further potential growth in cycle use as an alternative to the private car for shorter journeys in the district, particularly around the urban areas of Lancaster, Morecambe, Carnforth and Heysham.

16.17 There is already a strong network of cycle routes within the district, which is are used and provides sustainable linkages between urban centres. These are not just local linkages, but they also link in with the National Cycle network, which include the Way of the Roses and the Morecambe Bay cycle route. ~~Therefore, opportunities exist to encourage the growth of cycle use at a local level, but also as an opportunity to attract visitors into the district.~~ *The wider benefits of an attractive cycling/walking network is recognised and should be encouraged, most notably in terms of supporting the tourist economy as well as improving health and increasing biodiversity. The Council will look to support increased usage of cycling and walking through the implementation of ~~the Lancashire Cycling and Walking Strategy and~~ Policy T2 of the Strategic Policies & Land Allocations DPD and the emerging LCWIP.*

16.18 The Council will seek to ensure that development proposals protect and link in with the existing cycle network but also, where appropriate, contribute to the improvement and extension of these networks. The Council will work with relevant partners to ensure that the standard of cycle networks are improved, maintained and expanded where possible, including projects such as the Morecambe Bay Cycle Route and the Lune Valley Greenway.

16.19 *Facilities for cyclists are important as well as developing the network itself, in terms of encouraging higher levels of use. The provision of showers in non-residential development is important in encouraging commuting by cycle and this is expected on proposals where there are 5 staff or more.*

16.20 Cycle and footpath networks not only provide an important sustainable transport alternative,

but also provide an important component of the local green infrastructure network, providing green corridors through urban areas. Therefore, the Council will seek to protect their integrity and the benefits they provide to the natural environment.

16.21 Section 14 of the LTN1/20 sets out the basic principles and objectives for new infrastructure in development proposals. Infrastructure should be made up of the following elements:-

- Dedicated space for cycling
- Quiet mixed traffic streets
- Traffic free routes
- Junctions treatments and crossings
- Cycle parking

~~16.22 Development proposals should not only consider the linkages with the surrounding cycle network, but also through their design, encourage cycling through the layout and orientation of buildings, ensuring that facilities for cycling, such as parking and storage are fully considered as part of the proposal.~~

### Vehicle Parking Provision

## **POLICY DM62: VEHICLE PARKING PROVISION AND ELECTRIC VEHICLE CHARGING POINTS**

### Car Parking Provision

In relation to the provision of car parking, development proposals will be considered acceptable where:

- I. The design of the proposal incorporates provision of car and cycle parking that accords with the levels and layout requirements set out in Appendix E of this document;
- II. The minimum levels of car parking for people with impaired mobility as set out in Appendix E are achieved; and
- III. Parking facilities are shared where location and patterns of use permit.

Where garage provision is to be provided, these should be of a sufficient size to be genuinely used by a car and should include an internal space of at least 6 metres long by 3 metres wide **that can also accommodate cycle storage appropriate for the dwelling size (see Appendix E).**

Car free development, or development proposed which incorporates very limited car parking provision, will **only** be considered acceptable in appropriate locations where there is clear justification for the level of provision proposed. Proposals should give consideration to the current and proposed availability of alternative transport modes, highway safety, servicing requirements, the need of potential users and the amenity of occupiers of nearby properties and other parking facilities.

Acceptable locations include:

- **Lancaster City Centre;**

- Morecambe Town Centre; and
- Carnforth Town Centre.

#### Electric Vehicle Charging Points

All new development and changes of use with associated car parking shall provide, as a minimum:

1. One charging unit for each dwelling with an associated space.
2. 20% of communal parking spaces to be provided with standalone chargers. Ducting/cabling/supply capacity must also be provided/ensured for all parking spaces.

Further detail is provided within the Provision for Electric Vehicle Charging Points for Development Supplementary Planning Document.

#### Cycle and Mobility Scooter Parking Provision

Adequate and secure ~~vehicle and~~ cycle and mobility scooter parking facilities should be provided to serve the needs of the proposed development. Such facilities should be well designed and convenient to use. The level of provision should be in accordance with Appendix E and their design should be in accordance with the guidance set out in Local Transport Note 1/20 Cycle infrastructure and Design. Where applicable, mobility scooter parking should be provided as set out in Appendix E.

- 16.23 Development should provide adequate car parking to ensure that excessive levels of on-street parking are avoided, which could reduce highway efficiency, highway safety and adversely affect local amenity. Standards for vehicle and cycle parking are set out in Appendix E of this document.
- 16.24 Car free development or proposals with limited parking provision will be considered appropriate where alternative transport modes can be shown to be available. Close proximity to transport hubs such as in urban centres may be considered appropriate locations, as would proposals within the South Lancaster Area Action Plan, where high levels of public transport are expected to come forward.
- 16.25 The level of car parking provision in non-residential development varies significantly according to the nature of the proposed use. Flexibility is required to reflect the availability of non-car alternatives that may influence the requirement of car parking spaces. In areas where alternative travel choices are available careful consideration of the availability of car parking spaces can help reduce car usage, particularly where this is combined with effective travel planning. However, it is important to ensure that adequate parking provision for people with impaired mobility is provided in convenient locations including those with mobility scooters.
- 16.26 For proposals that will generate visitor trips (this can be either residential or commercial uses), it should be demonstrated that an appropriate number of visitor spaces are provided over and above the standards set out in Appendix E.
- 16.27 Encouraging the shared use of car parking spaces, by taking advantage of activities where the peak demands do not coincide, can reduce the overall number of spaces required. This in turn

reduces the amount of land used. However, conflict between peoples demand for residential parking and town centre parking prohibits the reliance on using public car parks for residential parking, due to the potential adverse impact on the availability of town centre parking for town centre users.

- 16.28 The City Council seeks to support the use of sustainable forms of transport, which includes the use of electric vehicles. In order to support the use of such vehicles supporting infrastructure will need to be put in place to support their use. The City Council will support proposals which seek to deliver opportunities for the use of electric vehicles. To assist with the implementation of this, the Council has produced a Planning Advisory Note on 'The Provision of Electric Charging Points for Vehicles in New Development', which is available on the Council's website.
- 16.29 The need for modal shift and the recent Government guidance on cycling infrastructure (LTN 1/20) demonstrate that requirements for the level and quality of cycle parking in new development are increasing. Appendix E sets out minimum levels of provision for different development types and reflects the standards set out in LTN1/20 (Section 11). The design of cycle storage provision is important and should be well located and convenient to use for all users, including those with non-standard cycles, and adhere to the design guidance within LTN 1/20 (Section 11) or any subsequent Government guidance.

#### Transport Efficiency and Travel Plans

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

The Council will support proposals that maximise opportunities for the use of sustainable modes of travel. Development proposals should make appropriate contributions (having due regard to cost-effectiveness) to improve the transport network and transport infrastructure, particularly to facilitate walking, cycling and public transport (bus and rail) to encourage the use of alternative forms of transport from the private car **in order to assist in reducing carbon emissions and addressing the Climate Emergency declaration.**

Proposals that would generate a high number of trips or visits, or generate significant traffic movements on the local highway network should be located in a sustainable location which can be accessed through a variety of transport modes. Proposals should not give rise to traffic volumes that exceed the capacity of the local road network without mitigation measures being agreed, nor cause harm to the character of the surrounding area.

To demonstrate the likely impacts of a development proposal a 'Transport Assessment' or 'Transport Statement' may be required. This requirement will be dependent on the size, nature, scale, location and potential impact of the proposal. The requirement for such an assessment or statement is set out in the Council's Planning Application Validation Guide.

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

**Development proposals will be supported where a Travel Plan can demonstrate that modal shift is being prioritised, that appropriate mitigation measures can be achieved, and a clear approach is identified to deliver such measures.**

- 16.30 All development introduces a level of change to the surrounding environment, and new development will need to be integrated into the local transport network so that the district will be able to accommodate growth in a sustainable manner. For larger developments, both a transport statement and Travel Plan will be required so that the transport impacts of development proposals are identified and addressed.
- 16.31 Transport assessments are required to assess the impact of development proposals on transport infrastructure, including the capacity of roads, public transport, footfall at rail stations, walking and cycling infrastructure. They are required to present qualitative and quantitative information about the anticipated transport and related environmental impacts before, during and after the implementation of the proposed development. This should include details of accessibility of the site by all transport modes to all users, including those with specialist requirements.
- 16.32 For major development, applicants will be required to demonstrate that the transport assessment has informed the design of the proposed development and the accompanying travel plan. Effective transport management should be identified, including appropriate mitigation of the impacts. The mitigation identified may need to be addressed through a range of measures, including planning obligations, s278 works and/or a travel plan.
- 16.33 Travel Plans are a key management tool for implementing any transport solutions highlighted as a mitigation measure, and are one of the primary tools for mitigating the negative transport impacts of any development proposal. Travel Plans are required to detail the developer's response to any transport issues highlighted in the development proposal and to deliver sustainable transport objectives with a package of measures to promote sustainable transport. This includes measures to achieve a modal shift to the most sustainable forms of transport, such as walking and cycling, and improvements in air quality.
- 16.34 A Travel Plan will be a requirement for all large development proposals or proposals that are expected to have a significant impact on the local transport networks. Such a plan should be based on the Department for Transport's guidance on Transport Assessments and look at linkages with rail and bus services, pedestrian and cycling networks. The Travel Plan will be required to set out the ongoing management arrangements to deliver the outcomes of the Travel Plan, a monitoring schedule and an outline of the approach taken to monitoring and reviewing - which is an essential component of a travel plan.

#### **Lancaster District Highways and Transport Masterplan**

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

Lancashire County Council has published a Highways and Transport Masterplan for Lancaster District, which sets out a range of strategic transport interventions to address existing transport issues within the district and will seek to improve the network in light of strategic growth proposals within the district. Key issues that are addressed in the Masterplan include:

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

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

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

Schemes that seek to address the above issues will form important elements of the Infrastructure Delivery Plan (IDP) and will be critical to the delivery of major development sites. These are addressed in more detail within Policies SG3, SG8 and SG10 of this DPD.

16.35 Lancaster City Council define modal shift as the change in travel behaviour from journeys made by private motor car to sustainable modes of transport (public transport, walking and cycling) through the delivery of measures set out in the County Council's Lancaster Highways and Transport Masterplan.

16.36 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan<sup>82</sup> in October 2016, which sets out a range of strategic transport interventions that address existing transport issues within the district. These include improvements to both the road network and also to opportunities to access more sustainable forms of public transport, cycling and walking.

16.37 The Highways and Transport Masterplan not only identifies improvements to address existing issues but also seeks to plan forward for strategic growth arising out of the local development plan. The preparation of the Highways and Transport Masterplan has been closely aligned with the preparation of the local development plan, particularly in relation to the assessment of the suitability of strategic areas of growth.

<sup>82</sup> <http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx>

- 16.38 Lancaster City Council has been fully involved in the preparation of the Highways and Transport Masterplan with the final masterplan fully complimenting the proposals that are set out within this local development plan. The City and County Councils will continue to work together in order to investigate and implement the interventions identified in the Highways and Transport Masterplan. [A new, updated Highways and Transport Masterplan is anticipated to be published by Lancashire County Council within 2021, however, work on this has been delayed due to the Covid-19 pandemic.](#)

## 17. Planning Enforcement

- 17.1 Paragraph 207 of the National Planning Policy Framework<sup>83</sup> states that the effective enforcement of planning controls is important as a means of maintaining public confidence in the planning system. National planning guidance recommends that Council's should consider publishing a local enforcement plan to manage enforcement in a pro-active manner, in a way that is suitable to the local area.

### **POLICY DM65: THE ENFORCEMENT OF PLANNING CONTROLS**

**Where a breach of planning control has taken place, the Council will take enforcement action where necessary that is proportionate to the breach, in accordance with paragraph 207 of the National Planning Policy Framework.**

**Where a breach causes harm in planning terms and it is expedient to take enforcement action the Council will select the appropriate level of action to be taken to remedy the breach. In cases where the breach is severe and planning permission would not be retrospectively granted, action will seek to remove the breach. In other cases where a remedy can be achieved by corrective action, regulation through a retrospective planning application or under enforcement will be pursued.**

**Enforcement action will not be taken against trivial or technical breaches of planning control that cause no harm to the amenity or prejudice the aims and objectives of the Council.**

<sup>83</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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

- 17.2 The Council adopted its own local enforcement plan, the Planning Enforcement Charter<sup>84</sup> in December 2011, which provides information regarding the role of enforcement within the planning system and general advice relating to breaches in planning control, the issue of expediency and the penalties for failing to comply with formal notices issued by the Council. Procedures for making complaints about a possible breach of planning control are contained within the Charter. Complainants will be asked to provide specific details regarding the location, nature and reason for making their complaint.

## **POLICY DM66: ENFORCEMENT ACTION AGAINST UNTIDY SITES AND BUILDINGS**

The Council will continuously act to improve the amenities of its area. To compliment public sector improvements in urban areas and the management of the district's high quality rural areas the Council will take proactive action by the use of Section 215 Notices of the Town and Country Planning Act 1990. This will require the owners of untidy land or buildings to remedy the situation by setting out steps that need to be taken within a certain timescale, where it is considered that its condition adversely affects the amenity of the area.

The Council's adopted local enforcement plan, the '*Planning Enforcement Charter*' (2011) contains further information regarding proactive, targeted action within the district.

---

<sup>84</sup> <http://www.lancaster.gov.uk/planning/planning-enforcement>



## Appendix A: Glossary of Terms

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

| Term                                      | Definition   |
|---|--|
| <b>Adoption</b>                           | The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.  |
| <b>Affordable Housing</b>                 | Housing that is made available to households who cannot afford to access housing (either for rent or <b>intermediate</b> sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework <b>and First Homes as defined by the Planning Practice Guidance</b> .  |
| <b>Air Quality Management Area (AQMA)</b> | Areas that suffer from significant levels of air pollution, which are primarily found within town centre locations or industrial areas. To counter issues of poor air quality, management plans are prepared by the Council to address these issues and lower pollution levels. In Lancaster District there are three AQMAs in Lancaster City Centre, Galgate and Central Carnforth where the main sources of air pollution arise from high traffic levels and congestion. |
| <b>Amenity</b>                            | Are positive element(s) that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationships between them, or less tangible factors, such as tranquillity, can all be considered as an amenity asset.   |
| <b>Authority Monitoring Report (AMR)</b>  | Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and monitor how successful the implementation of policies has been.   |

| Term  | Definition  |
|---|---|
| <b>Appropriate Assessment</b>                       | Under the Habitats Directive (92/43/EEC) Appropriate Assessment is required for any plan or project which either alone or in combination with other plans or projects, would be likely to have a significant effect on a European Site, or is not directly connected with the management of the site for nature conservation.   |
| <b>Area Action Plan (AAP)</b>                       | Is a Development Plan Document that relates to a specific area or place. The Council has prepared an AAP that relates to the regeneration of Central Morecambe.   |
| <b>Area of Outstanding Natural Beauty (AONB)</b>    | Areas that which have been designated and protected because of their National landscape importance and environmental importance. There are two AONB's in the district at Arnside & Silverdale and the Forest of Bowland.  |
| <b>BRE Environmental Assessment Method (BREEAM)</b> | A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).   |
| <b>Biodiversity</b>                                 | The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.   |
| <b>Biodiversity Offsetting</b>                      | These are conservation activities that are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.   |
| <b>Biological Heritage Site (BHS)</b>               | A County-level designation that identifies valuable local habitats such as ancient woodland, species rich grassland and peat bogs. Many of these sites provide habitats for rare and threatened species of plants and animals.  |
| <b>Brownfield</b>                                   | See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the Framework.   |
| <b>Built Up Area</b>                                | Land/buildings within the named Regional Centre, Key Service Centres, Market Town and Sustainable Rural Settlements and Rural Villages as specified in the Strategic Policies & Land Allocations DPD Policy SP2 and the Local Service Centres and Small Villages within the Arnside and Silverdale AONB, as set out in Policy AS01 of the Arnside & Silverdale AONB DPD. The non-built up area is any land/buildings outside of the areas as defined above. |
| <b>Caravan Development</b>                          | The creation, extension or adaptation of land that is used for the purposes of accommodating both static and/or touring caravans. The legislative definition can also include chalets that are used for temporary periods for leisure uses. This can also include development that is ancillary to the purpose of using caravans, including toilet blocks, laundry and shower blocks and other associated infrastructure.                                   |
| <b>Catchment Flood Management Plan (CFMP)</b>       | Sets out an Action Plan and Strategy for the management of water along a river or wider catchment area. Such Management Plans are prepared by the Environment Agency.   |
| <b>Civic Space</b>                                  | Public spaces located in central accessible locations that can help shape a sense of place and be a focal point for the community.  |
| <b>Communities</b>                                  | A group of socially interacting people. This interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that have the same common interests or values.   |
| <b>Community Facilities</b>                         | Community facilities are defined as any use which provides a wider benefit to the community in economic, environmental and social terms. Such facilities could, for example, include Public Houses, Local Shops, Post Offices, Village Halls and Community Meeting Spaces.  |

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

| Term                                       | Definition   |
|--|--|
| <b>Community Infrastructure Levy (CIL)</b> | A method where developers contribute financially towards the improvement of physical infrastructure. This levy supplements the financial sums, that maybe requested via s.106 and which make development proposals achievable and deliverable. The levy will include an action plan that will set out priorities and a charging schedule on how money will be collected. |
| <b>Comparison Retailing</b>                | Relates to items that are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.   |
| <b>Concealed Households</b>                | Family units or single adults living within 'host' households e.g. a family living in a multi-family household in addition to the primary family, such as a young couple living with parents.  |
| <b>Conservation Areas</b>                  | Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.   |
| <b>Convenience Retailing</b>               | Relates to the purchase of everyday essential items, including confectionary, food and drink.  |
| <b>Core Strategy</b>                       | This is a document which sets out strategic policies within the Local Plan process, providing guidance on future development requirements and policy issues. Lancaster City Council adopted their Core Strategy in 2008.   |
| <b>Cultural Asset</b>                      | Can be defined as uses such as museums, theatres, live music venues, cinemas, community halls and other public meeting places.   |
| <b>Designated Heritage Asset</b>           | A World Heritage Site, Scheduled Ancient Monument, Listed Building, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.  |
| <b>Development Plan Documents (DPD)</b>    | These are key planning documents prepared by the Council. They are subject to public consultation and public examination. The Strategic Policies & Land Allocations, Development Management, Arnsdale & Silverdale AONB DPD and Morecambe Area Action Plan are all classed as Development Plan Documents.  |
| <b>Enabling Development</b>                | Development that may be unacceptable in planning terms but provides an exceptional opportunity for public benefit that justifies it being permitted. Such an example could relate to securing the longer term future of a listed building or other important heritage asset.   |
| <b>Equalities Impact Assessment (EqIA)</b> | An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.  |
| <b>Essential Upland Worker</b>             | Workers that play an essential part in maintaining the vitality of upland areas. For example this could include employees of upland estates, doctors, nurses, teachers, bus drivers, and postal workers.   |
| <b>Extra Care Housing</b>                  | Housing designed with the needs of older people in mind with varying levels of care and support available on-site. People who live in extra care housing have their own self-contained homes and benefit from communal facilities being available. Properties can be rented, owned or part owned / rented.   |
| <b>Flood Risk Assessment (FRA)</b>         | Assessments that identify the risks to a site or premises from flooding. These assessments are required for development proposals of a certain size or particular location.  |

| Term  | Definition  |
|---|---|
| <b>Fuel Poverty</b>                         | Fuel poverty is determined when a home cannot be heated to a comfortable level by utilising 10% or less of the household's income. This means that choices must be made between warmth and other essentials. Fuel poverty can contribute to excess winter deaths, cold related illnesses, high health care costs and deteriorating housing conditions.  |
| <b>Geological Heritage Site (GHS)</b>       | A Lancashire wide designation that identifies valuable local geological and geomorphological sites. GHS are also known as Local Geodiversity Sites (LGS) and formally as Regionally Important Geological Sites (RIGs). Further information can be found at <a href="http://www.geolancashire.org.uk">www.geolancashire.org.uk</a> .   |
| <b>Green Belt</b>                           | Land that has been protected from development which could constitute urban sprawl by keeping land permanently open. There is one area of Green Belt in the district, separating the urban conurbations of Lancaster and Morecambe to the South and Carnforth to the North.  |
| <b>Greenfield</b>                           | Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.  |
| <b>Green and Blue Infrastructure</b>        | Green and blue infrastructure is a strategically planned network of natural and semi-natural areas with other environmental features designed and managed to deliver a wide range of ecosystem services such as water purification, air quality, space for recreation and climate mitigation and adaptation. This network of green (land) and blue (water) spaces can improve environmental conditions and therefore citizens' health and quality of life. It also supports a green economy, creates job opportunities and enhances biodiversity.   |
| <b>Gypsies and Travellers</b>               | Persons of a nomadic habit of life whatever their race, origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily but excluding members of an organised group of travelling showpeople or circus people travelling together as such.  |
| <b>Habitats Regulation Assessment (HRA)</b> | Assesses the impacts of plans or projects on Natura 2000 sites (these are Special Areas of Conservation (SAC) and Special Protection Areas (SPA)). National guidance recommends that Ramsar sites and candidate SPAs and SACs are also afforded the same protection through the Habitats Regulation Assessment process.   |
| <b>Health Impact Assessment (HIA)</b>       | An assessment that understands the implications on health arising from the preparation of a development plan policy or allocation.  |
| <b>Heritage Asset</b>                       | Is defined within Annex 2 of the National Planning Policy Framework and refers to features within the historic environment. Heritage assets can be described as 'designated heritage assets' or 'non-designated heritage assets' (which are defined separately within this glossary).   |
| <b>Houses in Multiple Occupation (HMO)</b>  | A property is a HMO if it is let as a main or only home to at least three tenants, who form more than one household and who share a kitchen, bathroom or toilet. A household consists of either a single person or members of the same family who live together, including people who are married or living together, people in same-sex relationships, relatives who are living together and certain live-in domestic staff. An HMO can be an entire house, flat or converted building or a bedsit, shared houses, a household with a lodger, a purpose built HMOs, a hostel, guesthouses, bed and breakfast accommodation for homeless people or types of self-contained flats converted from houses. |

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

| Term  | Definition  |
|---|---|
| <b>Infrastructure</b>                           | In planning terms the physical structures that are required for a community to operate and be sustainable in the long term. Infrastructure typically refers to matters such as roads, water supply, sewers, electricity and other social elements such as education or health.  |
| <b>Isolated Development</b>                     | For the purposes of clarity, isolated development is considered to be new development which is poorly related to existing settlement patterns.  |
| <b>Key Services</b>                             | In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.  |
| <b>Key Workers</b>                              | Essential public sector workers such as nurses, teachers and social workers.  |
| <b>Landscape Capacity</b>                       | An approach to planning in the AONBs that allocates and permits development only where it will not harm the primary purpose of the designation, which is to conserve and enhance the natural beauty, wildlife and cultural heritage of the area. This requires an objective assessment of the landscape and visual impact from potential development. |
| <b>Landscape Character Assessment</b>           | An assessment to identify different landscape areas that have a distinct character based on recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land-use and human settlement.  |
| <b>Large House in Multiple Occupation (HMO)</b> | <p>A large HMO is similar to a HMO but all of the following criteria also apply:</p> <ul style="list-style-type: none"> <li>• It's rented to 5 or more people who form more than 1 household</li> <li>• It's at least 3 storeys high</li> <li>• Tenants share toilet, bathroom or kitchen facilities</li> </ul>                                       |
| <b>Lead Local Flood Authority (LLFA)</b>        | The local authority responsible for taking the lead on local flood risk management including surface water management. In Lancaster District this is Lancashire County Council.   |
| <b>Legally Protected Species</b>                | European Protected Species that receive protection under the Conservation of Habitats and Species Regulation 2010, in addition to the Wildlife and Countryside Act 1981 (as amended).   |
| <b>Leisure Facilities</b>                       | Attractions and places that can encourage people from both within and outside the district to visit for recreational purposes. Such attractions can take a variety of forms for example the history of the district and the local natural environment.  |
| <b>Local Housing Need</b>                       | The housing requirements of existing and concealed households living within Lancaster District as evidenced in the 2017 Strategic Housing Market Assessment (Part II) and other appropriate evidence based documents such as a Local Housing Needs Survey undertaken by a Parish Council.   |
| <b>Localism</b>                                 | A term used by the Government to encourage local people and communities to take more ownership in local issues. In terms of planning this means providing the opportunity to shape their local area through the preparation of Neighbourhood Plans.   |
| <b>Local Development Document</b>               | This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.  |

| <b>Term</b>   | <b>Definition</b>   |
|---|---|
| <b>Local Development Scheme (LDS)</b>                     | A document that sets out the Council's programme and timescale for the preparation of Local Development Documents and Supplementary Planning Documents.   |
| <b>Local Plan Policy Map (Proposals Map)</b>              | This accompanies the Strategic Policies & Land Allocations DPD and will provide a visual aid to identify where land has been allocated for development, or where land has been protected because of its environmental, social or economic value.  |
| <b>Local Services</b>                                     | These are the range of services that help to enhance the sustainability of an area. In a rural context local services are those other than key services and might include access to healthcare facilities (GP, pharmacy or prescription service) access to education (nursery / crèche or secondary school), local businesses (post office, grocer, butcher, baker, restaurant, café), access to mobility support, community facilities (village hall, meeting house, church hall, public house) and access to recreational facilities. |
| <b>Local Sources of Flooding</b>                          | Refers to flooding from sources other than main rivers or coastal flooding. Specifically it refers to flooding from surface water and groundwater, and flooding from ordinary watercourses.   |
| <b>Local Highways and Transport Masterplan</b>            | Prepared by the relevant highways authority for the area, in Lancaster District's case this is Lancashire County Council. The Highways and Transport Masterplan sets out how the district transport network will be improved up to 2031.  |
| <b>Local and Neighbourhood Centres</b>                    | These include a range of small shops serving a small catchment area. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include hot-food takeaway and a laundrette. In rural areas, large villages may perform the role of a local centre.   |
| <b>(Open) Market Housing</b>                              | Private housing for rent or for sale, where the price is set in the open market.  |
| <b>National Planning Policy Framework (the Framework)</b> | A document that has been prepared by the Government to direct the decision-making and plan-making process in achieving sustainable development and meeting future development needs.  |
| <b>National Planning Practice Guidance (PPG)</b>          | A document providing guidance that supplements the content of the National Planning Policy Framework.   |
| <b>Natura 2000 Sites</b>                                  | Are areas that have been specifically protected at a European level for their environmental value.  |
| <b>Neighbourhood Planning</b>                             | In light of the Localism Agenda, neighbourhood plans can be prepared by local communities, in particular Parish Councils, which can promote development and have a greater say on where development should be located in their communities.   |
| <b>Night-Time Economy</b>                                 | Activities that happen within town centre locations after 5pm (or at the end of the normal working day), such activities will predominantly be leisure orientated and may involve uses such as restaurant, the arts, bars and cafés.  |
| <b>Non-Designated Heritage Asset</b>                      | These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of historic significance that merits consideration in planning decisions but which are not formally designated heritage assets.  |
| <b>Primary Bus Routes</b>                                 | Bus routes that provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.  |

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

| Term  | Definition   |
|---|--|
| <b>Priority Species</b>                             | Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.  |
| <b>Public Realm</b>                                 | Areas of public space that can contribute to the visual amenity of a locality and can form a meeting space for the community. This can be in urban or rural locations.   |
| <b>Regionally Important Geological Sites (RIGS)</b> | These are locally designated sites that are of importance for their geo-diversity (geology and geomorphology).   |
| <b>Registered Provider of Social Housing</b>        | Previously known as Registered Social Landlords. This is the technical name for social landlords that are registered with the Tenant Services Authority. Most are housing associations, but some are trusts, co-operatives and companies that own or manage affordable housing. Also referred to as Registered Providers.  |
| <b>Residential Amenity</b>                          | Note the general definition of amenity within this Glossary. In relation to residential amenity this can relate to the enjoyment of a residential property and the impacts that development proposals can have on that enjoyment.  |
| <b>Responsible retrofit</b>                         | <a href="#">Responsible Retrofit delivers reductions in energy use while maintaining or improving the traditional built environment and making a positive contribution to human health. It adopts a Whole-Building approach.</a>   |
| <b>River Basin Management Plan (RBMP)</b>           | Prepared by the Environment Agency, originally published in December 2009 and updated in 2015. These plans describe the river basin and the pressures that the water environment faces. The Management Plan shows what this means for the current state of the water environment in the river basin and what actions will be taken to address these pressures. It sets out what improvements will be possible by 2021 (the end of the management period) or 2027, where more appropriate, and how those actions will make a difference to the local environment. |
| <b>Rural Enterprise</b>                             | Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.   |
| <b>Rural Enterprise Worker</b>                      | Workers employed full-time or primarily in a rural enterprise.   |
| <b>Rural Exception Site</b>                         | Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed e.g. where essential to enable the delivery of affordable dwellings without grant funding.   |
| <b>Sequential Test</b>                              | A planning principle that seeks to identify, allocate or even develop certain types and locations of land before others. For example the development of those sites at least risk of flooding, brownfield sites before greenfield sites, or town centre locations before out-of-centre locations.  |
| <b>Settlement Hierarchy</b>                         | This is set out in Policy SP2 of the Strategic Policies & Land Allocation DPD. These are settlements that have been categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement.  |

| Term  | Definition   |
|---|--|
| <b>Sheltered Housing</b>  | Housing specifically for older and / or people with special accessibility requirements. Includes a block or group of houses with a resident or visiting warden, and individual houses, bungalows and flats that receive support from a mobile warden or pendent (emergency) alarm service.   |
| <b>Sites of Special Scientific Interest (SSSIs)</b>                           | These are sites that have been recognised for the importance either for their biological, geological or landscape value.   |
| <b>Spatial Planning</b>   | A concept that goes beyond traditional land-use planning. It brings together and integrates policies for the development and use of land with other policies and programmes that influence the nature of places and how they function. This will include policies that can impact on land-use. For example, by influencing the demands on or needs for development, but which are not capable of being delivered or achieved solely or mainly through the granting of planning permission and may be delivered through other means.  |
| <b>Stakeholders</b>   | Groups, individuals or organisations that may be affected by or have a key interest in a development proposal or planning policy. They may often be experts in their field or represent the view of many people.   |
| <b>Static Caravans</b>  | Caravan units that are sited on land either permanently or semi-permanently, whilst such units are movable and have fixed axles, static units are of sufficient size to ensure that transportation between place to place is problematic and challenging and cannot be undertaken with a private car. The legal definition of a caravan can be found in the Caravan Sites & Control of Development Act 1960 and the Caravan Act 1968 (as amended).   |
| <b>Strategic Housing and Employment Land Availability Assessment (SHELAA)</b> | Previously known as a Strategic Housing Land Availability Assessment, the assessment for Lancaster District was produced in 2009 and last reviewed in 2015. The assessment now also incorporates employment land and has been renamed the Strategic Housing and Employment Land Availability Assessment. The study intended to assess the overall potential for housing and employment development in the area. It identifies and assesses (looking at their suitability, availability and deliverability) specific sites with a development potential over the next 15 years. |
| <b>Strategic Housing Market Assessment (SHMA)</b>                             | A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The SHMA for Lancaster District has been produced in two parts, Part I which concerns the overall housing number was produced in 2015 by Turley Associates and Part II which concerns affordable housing and the needs of specific groups which was produced in 2017 by arc4.   |
| <b>Strategic Flood Risk Assessment (SFRA)</b>                                 | An assessment that sets out the risks from flooding within the district, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals that are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster District was undertaken in 2017 by JBA.   |
| <b>Street Furniture</b>   | A collective term for objects or pieces of equipment installed on streets and roads for various purposes. Examples of street furniture include benches, bollards, post boxes and litter bins.  |



| Term                                       | Definition   |
|--|--|
| <b>Sustainable Development</b>             | In broad terms this means development that meets the needs of the present without compromising the ability of future generation to meet their own needs. The Government have set out five guiding principles for sustainable development in its strategy “Securing the Future – UK Government Strategy for Sustainable Development”. The five guiding principles include living within environmental limits, ensuring a strong / healthy and just society, achieving a sustainable economy, promoting good governance and using sound science responsibly.               |
| <b>Sustainable Drainage Systems (SuDS)</b> | Drainage systems that are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDS system, subject to the approval of the Environment Agency and/or the Lead Local Flood Authority and dependent on site-specific constraints, applies to a broad range of drainage solutions which manage rainfall close to where it falls. SuDS systems can be designed to transport, attenuate, evaporate and cleanse water.  |
| <b>Sustainable Settlement</b>              | A settlement which having assessed the population characteristics, townscape and landscape of the environment within which it is located, and the availability and accessibility of key services, facilities and employment opportunities is considered to be sustainable and therefore will provide the focus of growth within the district outside the main urban areas (subject in Areas of Outstanding Natural Beauty to the constraints of protected landscapes where a landscape-capacity approach will be taken), contributing to the vitality of the settlement. |
| <b>Sustainability Appraisal (SA)</b>       | The Planning and Compulsory Purchase Act 2004 requires Local Development Plans to be prepared with a view to contributing to the achievement of sustainable development. A Sustainability Appraisal is a systematic appraisal process used to assess the social, environmental and economic effects of strategies and policies from the outset of the Local Plan preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.   |
| <b>Sustainable Growth</b>                  | This refers to strategic growth that can be either accommodated with the capacity of existing infrastructure, or includes proposals that will meet any potential gaps in infrastructure capacity. It also refers to growth of settlements that is in proportion to the settlements size and character.   |
| <b>Touring Caravans</b>                    | A touring caravan unit is a unit that can be towed behind a vehicle and is capable of being unhitched prior to its use for holiday accommodation purposes. Touring caravans also have a purpose in providing facilities for agricultural uses such as ‘brew huts’.   |
| <b>Transport Infrastructure</b>            | Includes pavements, walking and cycling routes and other walking and cycling infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.  |
| <b>Travelling Show people</b>              | Members of a group organised for the purposes of holding fairs, circuses or show (whether or not travelling together as such). This includes such persons who, on the grounds of their own family’s dependents’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers who are defined separately within this glossary.  |

| Term                                   | Definition   |
|--|--|
| <b>Tree Preservation Orders (TPOs)</b> | Designated to protect trees of importance and/or value - whether this importance or value relates to their historical importance, landscape importance or species type. Whilst this designation protects some trees of importance, many other trees that do not have a TPO status remain important features within the landscape or townscape.       |
| <b>Upland</b>                          | There are significant upland areas which form part of the Forest of Bowland AONB. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster District these are the Kay Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale. |
| <b>Visitor Accommodation</b>           | Refers to the range of accommodation available to visitors to the district, including hotels, guest houses, bed & breakfast, hostels, self-catering accommodation and the range of static / touring / camping sites within the district.   |
| <b>Water Framework Directive</b>       | A European Union Directive that seeks to improve the water quality of both inland and coastal waters.  |
| <b>Whole-Building Approach</b>         | The Whole-Building approach means integration and balance of fabric measures such as insulation, draught proofing, glazing, rainwater protection; services such as ventilation, heating, thermostatic controls, renewable energy; and people in regard to how occupants understand, use and maintain their buildings.                                |

# Appendix B: Background Documents for the **Climate Emergency** Review of the Development Management DPD

## General Reference

|   |
|---|
| The National Planning Policy Framework (DCLG 2012 <a href="#">and 2019</a> )                        |
| The National Planning Practice Guidance (DCLG 2014 <a href="#">and 2021</a> )                       |
| The Planning System: General Principles (DCLG 2005)   |
| Local Plan for Lancaster District 2011 – 2031: Strategic Policies and Land Allocations DPD          |
| Local Plan for Lancaster District 2011 – 2031: Development Management DPD (2014)                    |
| Local Plan for Lancaster District 2011 – 2031: Morecambe Area Action Plan DPD (2014)                |
| Local Plan for Lancaster District 2011 – 2031: Arnsdale and Silverdale AONB DPD: Publication (2017) |
| Lancashire County Council Minerals and Waste Local Plan (Lancashire County Council 2013)            |
| Yorkshire Dales National Park Local Plan 2015 – 2030 (National Park Authority 2016)                 |
| Local Plan for Lancaster District – Sustainability Appraisal (Arcadis 2017)                         |
| Local Plan for Lancaster District – Habitats Regulation Assessment Screening Report (Arcadis 2017)  |

## Chapter 6 – Housing

|  |
|--|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MHCLG 2019</a> )                 |
| <a href="#">National Planning Practice Guidance (MHCLG 2021)</a>                               |
| Housing White Paper: Fixing Our Broken Housing Market (DCLG 2017)                              |
| Technical Standards – Nationally Described Space Standards (DCLG 2017)                         |
| Lancaster Strategic Housing Market Assessment (Part II) (Arc4 2017)                            |
| Strategic Housing and Employment Land Availability Report (Lancaster City Council 2018)        |
| Lancaster District Independent Housing Requirements Study (Turley Associates 2015)             |
| Lancaster Local Plan Viability Study including affordable housing (Lambert Smith Hampton 2017) |
| Sustainable Settlements Review (Lancaster City Council 2017)                                   |
| Ministerial Statement on Affordable Housing (DCLG 2014)  |
| <a href="#">Ministerial Statement – Update on Affordable Homes (MHCLG 24 May 2021)</a>         |
| Housing Land Monitoring Report (Lancaster City Council 2017)                                   |
| Lancaster District Housing Action Plan 2012 – 2017 (Lancaster City Council 2012)               |
| Managing Housing Needs Supplementary Planning Document (Lancaster City Council 2013)           |
| Lancaster Gypsy and Traveller and Travelling Show people Accommodation Assessment (arc4 2017)  |

## Chapter 7 – Employment and Economic Growth

|   |
|---|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MHCLG 2019</a> )                |
| National Planning Practice Guidance (DCLG 2014 <a href="#">and MHCLG 2021</a> )               |
| Industrial Strategy (Department for Business, Energy & Industrial Strategy (2017)             |
| Strategic Economic Plan (Lancashire Local Economic Partnership 2014)                          |
| Review of Employment Land Position for Lancaster District (Turley Economics 2015)             |
| Prospects & Recommendations for Achieving Economic Potential - Update (Turley Economics 2017) |

**Chapter 8 – Town Centre and Retailing**

|   |
|---|
| National Planning Policy Framework (DCLG 2012 and MCHLG 2019)                                 |
| National Planning Practice Guidance (DCLG 2012 and MCHLG 2021)                                |
| Planning for Town Centres: A Practice Guide (DCLG 2009)                                       |
| Lancaster District Retail Review (White Young Green 2016)                                     |
| Lancaster District Local Centres Review and Retail Impact Assessment (White Young Green 2017) |
| Town Centre Health-Checks for Lancaster, Morecambe and Carnforth (White Young Green 2014)     |
| Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016)      |
| Shopfronts and Advertisements Supplementary Planning Document (Lancaster City Council 2016)   |
| Lancaster Cultural Heritage Strategy (SQW / Lancaster City Council 2011)                      |

**Chapter 9 – Leisure and Culture**

|  |
|--|
| National Planning Policy Framework (DCLG 2012 and MCHLG 2019)                            |
| Tourism Strategy Update (Lancaster City Council 2008)                                    |
| Lancaster Cultural Heritage Strategy (SQW / Lancaster City Council 2011)                 |
| Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016) |

**Chapter 10 – Employment and Skills**

|   |
|---|
| Employment and Skills Plans – Supplementary Planning Document (Lancaster City Council 2016) |
|---|

**Chapter 11 – Design of Development**

|  |
|--|
| National Planning Policy Framework (DCLG 2012 and MCHLG 2019)                              |
| National Planning Practice Guidance (DCLG 2014 and MCHLG 2021)                             |
| River Basin Management Plan for the North West (Environment Agency 2009)                   |
| Catchment Flood Management Strategy for the River Lune (Environment Agency 2009)           |
| Catchment Flood Management Strategy for the River Wyre (Environment Agency 2009)           |
| Shoreline Management Plan 2 (North West and North Wales Coastal Group 2011)                |
| Marine Management Strategy for the North West - Marine Management Organisation (2017)      |
| <a href="#">Draft North West Inshore and North West Offshore Marine Plan (2020)</a>        |
| Flood and Water Management Act 2010  |
| Land Drainage Act 2010   |
| The SuDS Manual  |
| Lancashire & Blackpool Local Flood Risk Management Strategy (2014)                         |
| <a href="#">Draft Local Flood Risk Management Strategy for Lancashire 2021-2027</a>        |
| Lancaster Strategic Flood Risk Assessment (Level 1) (JBA 2017)                             |
| Surface Water Drainage and Flood Risk Planning Advisory Note (Lancaster City Council 2015) |
| Edibles in the Landscape Planning Advisory Note (Lancaster City Council 2015)              |
| Waste and Recycling Planning Advisory Note (Lancaster City Council 2015)                   |
| Residential Design Guide Planning Advisory Note (Lancaster City Council 2015)              |
| Electric Charging Points for Vehicles Planning Advisory Note (Lancaster City Council 2015) |

**Chapter 12 – The Historic Environment**

|  |
|--|
| National Planning Policy Framework (DCLG 2012 and MCHLG 2019)  |
| National Planning Practice Guidance (DCLG 2014 and MCHLG 2021) |
| The Setting of Heritage Assets (English Heritage 2011)         |

|   |
|---|
| Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment (Historic England 2008) |
| Historic England’s Advice Note 2: Making Changes to Heritage Assets (2017)  |
| Historic England’s Advice Note 3: The Setting of Heritage Assets (2015)   |
| Historic England’s Advice Note 4: Tall Buildings (2015)   |
| Historic Environmental Record (Lancashire Archaeology Advisory Service)   |
| Historic Towns and Cities in England’s Northwest (English Heritage / NWDA 2007)   |
| Lancaster District Cultural Heritage Strategy (SQW / Lancaster City Council 2011)   |
| Lancaster District Local Listing Register (Lancaster City Council)  |
| Conservation Area Appraisals (Various) (Lancaster City Council)   |
| Heritage Assessments (Various) (Lancaster City Council 2017)  |
| <a href="#">Heritage and Carbon Zero (Lancaster City Council 2020)</a>  |

**Chapter 13 – The Natural Environment**

|  |
|--|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MCHLG 2019</a> )                                     |
| National Planning Practice Guidance (DCLG 2014 <a href="#">and MCHLG 2021</a> )                                    |
| The Natural Choice: Securing the Value of Nature (DEFRA 2011)  |
| Lancashire Biodiversity Action Plan  |
| Biodiversity 2020: A Strategy for England’s Wildlife and Ecosystem Services (DEFRA 2011)                           |
| Arnsdale & Silverdale AONB Statutory Management Plan (AONB Management Board 2009)                                  |
| Forest of Bowland AONB Statutory Management Plan (AONB Management Board 2009)                                      |
| Forest of Bowland AONB Landscape Character Assessment (2009)   |
| Lancaster City Council Tree Policy (2010)  |
| Landscape Strategy for Lancaster – Character Assessment (Lancashire County Council 2000)                           |
| Landscape Character Assessment Work for Lancaster District (Woolerton Dodwell 2011)                                |
| Refresh to the Open Space, Sport and Recreation Facilities Study (Lancaster City Council 2010)                     |
| <a href="#">Green &amp; Blue Infrastructure Strategy (Lancaster City Council 2021)</a>                             |
| <a href="#">Lancaster District Open Space Assessment (KKP, April 2018)</a>   |
| <a href="#">Lancaster District Open Space Standards Paper (KKP, November 2018)</a>                                 |
| <a href="#">Lancaster District Playing Pitch and Outdoor Sports Strategy Assessment Report (KKP, October 2018)</a> |
| <a href="#">Lancaster District Playing Pitch and Outdoor Sports Strategy Action Plan (KKP, December 2018)</a>      |

**Chapter 14 – Development in Rural Areas**

|   |
|---|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MCHLG 2019</a> )  |
| National Planning Practice Guidance (DCLG 2014 <a href="#">and MCHLG 2021</a> ) |

**Chapter 15 – Energy Generation**

|  |
|--|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MCHLG 2019</a> )   |
| National Planning Practice Guidance (DCLG 2014 <a href="#">and MCHLG 2021</a> )  |
| Taking forward the Deployment of Renewable Energy (Lancashire County Council / SQW 2011)   |
| Planning Guidance for Renewable Energy (Lancashire County Council / SQW 2011)  |
| Development of New Renewable Energy and Recycling Industries for Lancaster and Morecambe (Lancaster & Morecambe Vision Board 2006) |
| Energy Generation & Energy Efficiency Technical Paper (Lancaster City Council 2013)  |
| Forest of Bowland AONB Renewable Energy Position Statement (2011)  |
| <a href="#">Low Carbon Study (Lancaster City Council 2021)</a>   |
| <a href="#">Investigation into the promotion of macro and micro renewable energy generation (Lancaster City Council 2021)</a>      |

|  |
|--|
| <a href="#">District Heating Opportunity study (Lancaster City Council 2021)</a> |
| <a href="#">Energy Efficiency Paper (Lancaster City Council 2021)</a>            |

**Chapter 16 – Sustainable Communities**

|   |
|---|
| The National Planning Policy Framework (DCLG 2012 <a href="#">and MCHLG 2019</a> )  |
| The National Planning Practice Guidance (DCLG 2014 <a href="#">and MCHLG 2021</a> ) |
| Neighbourhood Plans Roadmap Guide (Locality 2014)                                   |
| Active Design Guidance (Sport England 2007)   |

**Chapter 17 – Infrastructure Delivery**

|   |
|---|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MCHLG 2019</a> )  |
| National Planning Practice Guidance (DCLG 2014 <a href="#">and MCHLG 2021</a> ) |
| Community Infrastructure Levy: An Overview (DCLG 2011)                          |
| Community Infrastructure Levy Review (DCLG 2017)                                |
| Infrastructure Delivery Plan (Lancaster City Council 2017)                      |
| Infrastructure Delivery Schedule (Lancaster City Council 2017)                  |

**Chapter 18 – Transport, Accessibility and Connectivity**

|  |
|--|
| National Planning Policy Framework (DCLG 2012 <a href="#">and MCHLG 2019</a> )   |
| National Planning Practice Guidance (DCLG 2014 <a href="#">and MCHLG 2021</a> )  |
| Lancaster District Highways and Transport Masterplan (Lancashire County Council 2016)                                  |
| Lancaster & Morecambe Vision Transport Strategy (Faber Maunsell 2008)  |
| Lancashire Walking and Cycling Strategy (Lancashire County Council / Jacobs 2016)                                      |
| HGV Movement Strategy for Lancaster (Lancashire County Council 2016)   |
| The Strategic Road Network - Planning for the Future (Highways England 2015)   |
| <a href="#">Local Transport Note 1/20 – Cycle Infrastructure design (Department for Transport 2020)</a>                |
| <a href="#">Lancaster District Transport Assessment -critique of existing assessment (Lancaster City Council 2021)</a> |
| <a href="#">Walking &amp; Cycling Planning Advisory Note (Lancaster City Council 2019)</a>                             |

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

| Development Management DPD (2014)   | Climate Change Review of the Development Management DPD ( <del>2020</del> ) (2021) |
|---|--|
| Policy DM1: Town Centre Development   | Policy DM16: Town Centre Development   |
| Policy DM2: Retail Frontages  | Policy DM17: Retail Frontages  |
| Policy DM3: Public Realm & Civic Spaces   | Policy DM26: Public Realm and Civic Spaces   |
| Policy DM4: The Protection of Cultural Assets                                       | Policy DM24: The Creation and Protection of Cultural Assets                        |
| Policy DM5: The Evening & Night-time Economy  | Policy DM25: The Evening and Night-time Economy                                    |
| Policy DM6: Advertisements  | Policy DM21: Advertisements and Shopfronts   |
| Policy DM7: Economic Development in Rural Areas                                     | Policy DM47: Economic Development in Rural Areas                                   |
| Policy DM8: The Re-use & Conversion of Rural Buildings                              | Policy DM49: The Re-use and Conversion of Rural Buildings                          |
| Policy DM9: Diversification of the Rural Economy                                    | Policy DM48: Diversification of Agricultural Premises                              |
| Policy DM10: Equine Related Development   | Policy DM51: Equine Related Development  |
| Policy DM11: Development in the Green Belt  | Policy DM50: Development in the Green Belt   |
| Policy DM12: Leisure Facilities & Attractions                                       | Policy DM22: Leisure Facilities and Attractions                                    |
| Policy DM13: Visitor Accommodation  | Policy DM23: Visitor Accommodation   |
| Policy DM14: Caravan Sites, Chalets & Log Cabins                                    | Policy DM52: Holiday Caravans, Chalets, Camping Pods and Log Cabins                |
| Policy DM15: Proposals involving Employment Land & Premises                         | Policy DM14: Proposals involving Employment Land and Premises                      |
| Policy DM16: Small Business Generation  | Policy DM15: Small Business Generation   |
| Policy DM17: Renewable Energy Generation  | Policy DM53: Renewable and Low Carbon Energy Generation                            |
| Policy DM18: Wind Turbines  | DELETED  |
| Policy DM19: Upgrades to the National Grid  | Policy DM54: Upgrades to the National Grid   |
| Policy DM20: Enhancing Accessibility & Transport Links                              | Policy DM60: Enhancing Accessibility and Transport Linkages                        |
| Policy DM21: Walking & Cycling  | Policy DM61: Walking and Cycling   |
| Policy DM22: Vehicle Parking Provision  | Policy DM62: Vehicle Parking Provision   |
| Policy DM23: Transport Efficiency and Travel Plans                                  | Policy DM63: Transport Efficiency and Travel Plans                                 |
| Policy DM24: Telecommunications & Broadband   | Policy DM59: Telecommunications and Broadband Improvements                         |
| Policy DM25: Green Spaces & Green Corridors   | Policy DM43: Green and Blue Infrastructure   |
| Policy DM26: Open Space, Sports & Recreation Facilities                             | Policy DM27: Open Space, Sports and Recreation Facilities                          |
| Policy DM27: Protection & Enhancement of Biodiversity                               | Policy DM44: Protection and Enhancement of Biodiversity                            |
| Policy DM28: Development & Landscape Impact   | Policy DM46: Development and Landscape Impact                                      |
| Policy DM29: Protection of Trees, Hedgerows & Woodland                              | Policy DM45: The Protection of Trees, Hedgerows and Woodland                       |
| Policy DM30: Development affecting Listed Buildings                                 | Policy DM37: Development affecting Listed Buildings                                |
| Policy DM31: Development affecting Conservation Areas                               | Policy DM38: Development affecting Conservation Areas                              |
| Policy DM32: The Setting of Designated Heritage Assets                              | Policy DM39: The Setting of Designated Heritage Assets                             |
| Policy DM33: Development affecting Non-Designated Heritage Assets or their settings | Policy DM41: Development affecting Non-Heritage Assets or their settings           |
| Policy DM34: Archaeology  | Policy DM42: Archaeology   |

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

| Development Management DPD (2014)  | Climate Change Review of the Development Management DPD ( <del>2020</del> ) (2021) |
|--|--|
| Policy DM35: Key Design Principles   | Policy DM29: Key Design Principles   |
| Policy DM36: Sustainable Design  | Policy DM30a, DM30b, DM30c: Sustainable Design & Construction                      |
| Policy DM37: Air Quality Management & Pollution                            | Policy DM31: Air Quality Management and Pollution                                  |
| Policy DM38: Development & Flood Risk                                      | Policy DM33: Development and Flood Risk  |
| Policy DM39: Surface Water Runoff & Sustainable Drainage                   | Policy DM34: Surface Water Runoff and Sustainable Drainage                         |
| Policy DM40: Protecting Water Resources and Infrastructure                 | Policy DM36: Protecting Water Resources and Infrastructure                         |
| Policy DM41: New Residential Dwellings                                     | Policy DM1: New Residential Development and Meeting Housing Needs                  |
|  | Policy DM2: Housing Standards  |
|  | Policy DM3: The Delivery of Affordable Housing                                     |
| Policy DM42: Managing Rural Housing Growth                                 | Policy DM4: Residential Development outside Main Urban Areas                       |
| Policy DM43: Accommodation for Agricultural /Forestry Workers              | Policy DM10: Accommodation for Agricultural and Forestry Workers                   |
| Policy DM44: Residential Conversions                                       | Policy DM13: Residential Conversions   |
| Policy DM45: Accommodation for Vulnerable Communities                      | Policy DM8: Accommodation for Older People and Vulnerable Communities              |
| Policy DM46: Accommodation for Students                                    | Policy DM7: Purpose Built Accommodation for Students                               |
| Policy DM47: Accommodation for Gypsies, Travellers & Travelling Showpeople | Policy DM9: Accommodation for Gypsies and Travellers and Travelling Showpeople     |
| Policy DM48: Community Infrastructure                                      | Policy DM58: Infrastructure Delivery and Funding                                   |
| Policy DM49: Local Services  | Policy DM56: Protection of Local Services and Community Facilities                 |
| Policy DM50: The Enforcement of Planning Controls                          | Policy DM65: The Enforcement of Planning Controls                                  |
| Policy DM51: Enforcement Against Untidy Sites & Buildings                  | Policy DM66: Enforcement Against Untidy Sites and Buildings                        |

| Development Management DPD (2020)   | Development Management DPD (2014)  |
|---|--|
| Policy DM1: New Residential Development and Meeting Housing Needs           | Policy DM41: New Residential Dwellings                                       |
| Policy DM2: Housing Standards   |  |
| Policy DM3 The Delivery of Affordable Housing                               |  |
| Policy DM4: Residential Development outside Main Urban Areas                | Policy DM42: Managing Rural Housing Growth                                   |
| Policy DM5: Rural Exception Sites   | NEW POLICY   |
| Policy DM6: Housing Provision in the Forest of Bowland AONB                 | NEW POLICY   |
| Policy DM7: Purpose Built Accommodation for Students                        | Policy DM46: Accommodation for Students                                      |
| Policy DM8: Accommodation for Older People and Vulnerable Communities       | Policy DM45: Accommodation for Vulnerable Communities                        |
| Policy DM9: Accommodation for Gypsies, Travellers and Travelling Showpeople | Policy DM47: Accommodation for Gypsies, Travellers and Travelling Showpeople |
| Policy DM10: Accommodation for Agricultural and Forestry Workers            | Policy DM43: Accommodation for Agricultural /Forestry Workers                |
| Policy DM11: Residential Moorings on Lancaster Canal                        | NEW POLICY   |
| Policy DM12: Self build, Custom Build or Community Led Housing              | NEW POLICY   |
| Policy DM13: Residential Conversions  | Policy DM44: Residential Conversions   |
| Policy DM14: Proposals involving Employment Land and Premises               | Policy DM15: Proposals involving Employment Land & Premises                  |
| Policy DM15: Small Business Generation                                      | Policy DM16: Small Business Generation                                       |
| Policy DM16: Town Centre Development  | Policy DM1: Town Centre Development  |
| Policy DM17: Retail Frontages   | Policy DM2: Retail Frontages   |
| Policy DM18: Local Centres  | NEW POLICY   |



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

| Development Management DPD (2020)  | Development Management DPD (2014)  |
|--|--|
| Policy DM19: Retail Development outside Defined Centres                  | NEW POLICY   |
| Policy DM20: Hot Food Takeaways and Betting Shops                        | NEW POLICY   |
| Policy DM21: Advertisements and Shopfronts                               | Policy DM6: Advertisements   |
| Policy DM22: Leisure Facilities and Attractions                          | Policy DM12: Leisure Facilities & Attractions                            |
| Policy DM23: Visitor Accommodation                                       | Policy DM13: Visitor Accommodation                                       |
| Policy DM24: The Creation and Protection of Cultural Assets              | Policy DM4: The Protection of Cultural Assets                            |
| Policy DM25: The Evening and Night-time Economy                          | Policy DM5: The Evening & Night-time Economy                             |
| Policy DM26: Public Realm and Civic Spaces                               | Policy DM3: Public Realm & Civic Spaces                                  |
| Policy DM27: Open Space, Sports and Recreation Facilities                | Policy DM26: Open Space, Sports & Recreational Facilities                |
| Policy DM28: Employment and Skills Plans                                 | NEW POLICY   |
| Policy DM29: Key Design Principles                                       | Policy DM35: Key Design Principles                                       |
| Policy DM30: Sustainable Design  | Policy DM36: Sustainable Design  |
| Policy DM31: Air Quality Management and Pollution                        | Policy DM37: Air Quality Management and Pollution                        |
| Policy DM32: Contaminated Land   | NEW POLICY   |
| Policy DM33: Development and Flood Risk                                  | Policy DM38: Development & Flood Risk                                    |
| Policy DM34: Surface Water Runoff and Sustainable Drainage               | Policy DM39: Surface Water Runoff & Sustainable Drainage                 |
| Policy DM35: Water Supply and Waste Water                                | NEW POLICY   |
| Policy DM36: Protecting Water Resources and Infrastructure               | Policy DM40: Protecting Water Resources and Infrastructure               |
| Policy DM37: Development affecting Listed Buildings                      | Policy DM30: Development affecting Listed Buildings                      |
| Policy DM38: Development affecting Conservation Areas                    | Policy DM31: Development affecting Conservation Areas                    |
| Policy DM39: The Setting of Designated Heritage Assets                   | Policy DM32: The Setting of Designated Heritage Assets                   |
| Policy DM40: Registered Parks and Gardens                                | NEW POLICY   |
| Policy DM41: Development Affecting Non-Heritage Assets or their settings | Policy DM33: Development Affecting Non-Heritage Assets or their settings |
| Policy DM42: Archaeology   | Policy DM34: Archaeology   |
| Policy DM43: Green and Blue Infrastructure                               | Policy DM26: Green Spaces and Green Corridors                            |
| Policy DM44: The Protection and Enhancement of Biodiversity              | Policy DM27: The Protection & Enhancement of Biodiversity                |
| Policy DM45: Protection of Trees, Hedgerows and Woodland                 | Policy DM29: Protection of Trees, Hedgerows & Woodland                   |
| Policy DM46: Development and Landscape Impact                            | Policy DM28: Development & Landscape Impact                              |
| Policy DM47: Economic Development in Rural Areas                         | Policy DM7: Economic Development in Rural Areas                          |
| Policy DM48: Diversification of the Rural Economy                        | Policy DM9: Diversification of the Rural Economy                         |
| Policy DM49: The Re-Use and Conversion of Rural Buildings                | Policy DM8: Re-Use & Conversion of Rural Buildings                       |
| Policy DM50: Development in the Green Belt                               | Policy DM11: Development in the Green Belt                               |
| Policy DM51: Equine Related Development                                  | Policy DM10: Equine Related Development                                  |
| Policy DM52: Holiday Caravans, Chalets, Camping Pods and Log Cabins      | Policy DM14: Caravan Sites, Chalets & Log Cabins                         |
| Policy DM53: Renewable and Low Carbon Energy Generation                  | Policy DM17: Renewable Energy Generation                                 |
| Policy DM54: Upgrades to the National Grid                               | Policy DM19: Upgrades to the National Grid                               |
| Policy DM55: Neighbourhood Planning                                      | NEW POLICY   |
| Policy DM56: Protection of Local Services and Community Facilities       | Policy DM49: Local Services  |
| Policy DM57: Health and Wellbeing  | NEW POLICY   |
| Policy DM58: Infrastructure Delivery and Funding                         | Policy DM48: Community Infrastructure                                    |
| Policy DM59: Telecommunications and Broadband Improvements               | Policy DM24: Telecommunications & Broadband                              |
| Policy DM60: Enhancing Accessibility and Transport Linkages              | Policy DM20: Enhancing Accessibility & Transport Linkages                |
| Policy DM61: Walking and Cycling   | Policy DM21: Walking & Cycling   |
| Policy DM62: Vehicle Parking Provision                                   | Policy DM22: Vehicle Parking Provision                                   |
| Policy DM63: Transport Efficiency and Travel Plans                       | Policy DM23: Transport Efficiency and Travel Plans                       |

| Development Management DPD (2020)                                 | Development Management DPD (2014)                         |
|---|---|
| Policy DM64: Lancaster District Transport and Highways Masterplan | NEW POLICY  |
| Policy DM65: The Enforcement of Planning Controls                 | Policy DM50: The Enforcement of Planning Controls         |
| Policy DM66: Enforcement Against Untidy Sites and Buildings       | Policy DM51: Enforcement Against Untidy Sites & Buildings |

## Appendix D: Open Space Standards and Requirements

- D.1 In ~~2015~~ 2019 the Council ~~updated the prepared a~~ Planning Advisory Note<sup>1</sup> (PAN) which ~~encourages encouraged~~ development proposals to have a due regard to a series of standards for the provision of public open space within new development. ~~The PAN was revised to reflect the findings of the District-wide Open Space Assessment and subsequent Open Space Standards Paper produced by KKP in 2018.~~ The standards set out were applicable to all proposals for residential development where there was a net increase of 5 or more residential dwellings. Conversions from other uses to residential premises, where development involves a net increase of 5 or more residential dwellings are also asked to give due consideration to the provisions of the advisory note.
- D.2 The Council have now sought to formalise this advice note into formal requirements within this DPD via Policy DM27 to ensure that sufficient and appropriate levels of open space are provided within new residential development which meets the definitions set out above.
- D.3 It is recognised that the viability of development is a material consideration in determining planning applications. Consequently, the Council will allow for negotiation where viability unduly restricts development. Whilst Policies DM27 and DM43 fully support the need for flexibility, development proposals that seek to argue that no open space contribution should be sought due to viability will not be accepted by the Council.
- D.4 ~~The Council will allow exceptions from the above. The Council is keen to see the delivery of both affordable homes and starter homes in the district and so to assist with their delivery, the Council will support a 50% discount on open space standards set out below. This discount relates to both the provision of either on-site or off-site open space requirements.~~

### On-Site Provision of Public Open Space

- D.5 Open space provides many functions ranging from amenity spaces, outdoor sports facilities and natural green spaces which increase biodiversity and create wildlife corridors. On large development sites, on-site provision is normally expected to mitigate the pressure on existing facilities from the additional population.
- D.6 The thresholds for on-site provision of each type of open space are based on the future population of a development that will generate a sufficient area for a particular type of open space to be provided on-site. In the case of large-scale residential developments it is expected that open space requirements are provided on-site and it is important that this is considered within the preparation of a planning application. Large residential sites will have a critical mass of population and should provide all required types of open space on-site. Where on-site sports

itches are being provided they should be accompanied by appropriate changing rooms and car parking facilities. In the case of large sites, only in exceptional circumstances will off-site provision be considered as an appropriate means of providing open space and therefore any proposals for off-site provision must be robustly justified.

| TYPE OF OPEN SPACE                         | DWELLING NUMBER THRESHOLDS FOR ON-SITE PROVISION |
|--|--|
| Parks and Gardens                          | <del>350</del> 300 DWELLINGS                     |
| Accessible Natural Green Space             | <del>200</del> 100 DWELLINGS                     |
| Equipped Play Areas (Children up to 12yrs) | <del>35</del> 40 DWELLINGS                       |
| Young Persons Provision                    | <del>150</del> 80 DWELLINGS                      |
| Amenity Green Space                        | <del>40</del> 25 DWELLINGS                       |
| <del>Outdoor Sports Facilities</del>       | <del>250</del> DWELLINGS                         |
| Allotments                                 | <del>500</del> 400 DWELLINGS                     |

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

- D.7 Table D.1 identifies thresholds where residential development will trigger the need for consideration of on-site open space provision. If the development is below the thresholds identified in Table D.1 then a financial contribution in lieu of on-site provision may be the most appropriate method of delivering open space (details of which are provided in Table D.2). [To determine the level of need for playing pitch and outdoor sport provision generated by a proposed development, which could be required either onsite and/or offsite, early engagement with the Council's Public Realm Team should be sought to discuss the requirements to meet the level of demand. The Lancaster District Playing Pitch and Outdoor Sports Strategy and accompanying Action Plan should also be referred to.](#)
- D.8 To help in the design of on-site open spaces, the Council will refresh its Planning Advisory Note to review and up-date its existing guidance on core design principles that developers should give consideration to at the outset when providing open space.

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

- D.9 There may be circumstances where open space cannot and should not be provided on-site. Such circumstances may be that the development proposal does not exceed the thresholds in table 1 or that the open space cannot be provided on-site due to site constraints but could be provided off-site within a reasonable distance of the development site (off-site provision means land not included within the planning application red-line boundary).
- D.10 Developers will be expected to evaluate the need to include different types of open spaces when designing the layout of their development which should be based on the standards set out within Policy DM27 and this appendix. Where the development involves dwelling numbers below the thresholds set out in Table D.1, but the development comprises 5 or more dwellings then a financial contribution in lieu of on-site provision will normally be the best method of delivering open space.
- D.11 There may be exceptional cases where it would be preferable to focus on the enhancement of an existing area instead of providing new open space on-site. This would be discussed at the pre-application stage with the Council on a case-by-case basis, based on the particular circumstances of the site and the character of the development proposal. Financial contributions will be used to provide or enhance facilities that are within an acceptable distance

of the application site. The required thresholds for contributions in lieu of on-site provision are set out in Table D.2.

| TYPE OF OPEN SPACE                         | DWELLING NUMBER THRESHOLDS FOR OFF-SITE PROVISION  |
|--|--|
| Parks and Gardens                          | <b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 299 499 DWELLINGS<br><b>URBAN LOCATIONS:</b> <10 DWELLINGS TO 299 499 DWELLINGS  |
| Natural and Semi-Natural Green Space       | <del>NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED</del><br><b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 99 DWELLINGS<br><b>URBAN LOCATIONS:</b> <10 DWELLINGS TO 99 DWELLINGS  |
| Equipped Play Areas (Children up to 12yrs) | <b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 39 34 DWELLINGS<br><b>URBAN LOCATIONS:</b> <10 DWELLINGS TO 39 499 DWELLINGS   |
| Young Persons Play Provision               | <b>RURAL LOCATIONS:</b> <5 10 DWELLINGS TO 79 149 DWELLINGS<br><b>URBAN LOCATIONS:</b> <5 DWELLINGS TO 79 499 DWELLINGS  |
| Amenity Green space                        | <del>NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION IS REQUIRED AS THIS SPACE SHOULD BE PROVIDED ON-SITE</del><br><b>RURAL LOCATIONS:</b> <5 DWELLINGS TO 24 DWELLINGS<br><b>URBAN LOCATIONS:</b> <5 DWELLINGS TO 24 DWELLINGS |
| <del>Outdoor Sports Facilities</del>       | <del><b>RURAL LOCATIONS:</b> &lt;5 DWELLINGS TO 249 DWELLINGS<br/><b>URBAN LOCATIONS:</b> &lt;10 DWELLINGS TO 249 DWELLINGS</del>  |
| Allotments and community gardens           | <del>NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED</del><br><b>RURAL LOCATIONS:</b> <50 DWELLINGS TO 399 DWELLINGS<br><b>URBAN LOCATIONS:</b> <40 DWELLINGS TO 399 DWELLINGS   |

**Table D.2:** Thresholds for the Provision of Financial Contributions in Lieu of On-Site Provision

### **Financial Contributions in Lieu of On-Site Provision of Open Space**

The various financial contributions in lieu of on-site provision are based on the number of dwellings and the occupancy levels of the proposed dwellings as defined below from the 2011 Census figures:

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

D.12 The financial sums that are set out in Table D.3 are based on national costings and will be regularly reviewed with the most up-to-date information made available on the Council website. Contributions will be indexed in accordance with the Retail Price Index (RPI) and will be delivered by means of an undertaking or agreement either via the Section 106 process or via the Community Infrastructure Levy process, if applicable.

D.13 The financial costs provided in Table D.3 are based on the **costings set out in Appendix Four of the Open Space Standards Paper produced by KKP following assumptions:**

- ~~• Outdoor Sport Facilities; costs based on the Sport England ‘Inspired Facilities’ 2014 guidelines<sup>85</sup>. One adult pitch to the ‘Inspired Facilities’ standard estimated at £141,500.~~
- ~~• Equipped play areas for children; the current costs to meet specified guidelines estimated at £75k.~~
- ~~• Young Persons Play Provision; the current costs to meet specified guidelines estimated at £50k.~~

<sup>85</sup> <https://www.sportengland.org/funding/inspired-facilities/>

- ◆ Parks and Gardens; based on the cost to purchase and install a signal bench at £600.

| TYPE OF FACILITY             | 1-BED-DWELLING-COST (£) | 2-BED-DWELLING-COST (£) | 3-BED-DWELLING-COST (£) | 4-BED-DWELLING-COST (£) | 5+BED-DWELLING-COST (£) |
|------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| OUTDOOR SPORTS FACILITIES    | £551.85                 | £806.55                 | £1,103.70               | £1,258.40               | £1,528.20               |
| EQUIPPED PLAY AREAS          | N/A                     | £950                    | £1,300                  | £1,600                  | £1,800                  |
| YOUNG PERSONS PLAY PROVISION | N/A                     | £380                    | £520                    | £640                    | £720                    |
| PARKS AND GARDENS            | £156                    | £228                    | £312                    | £384                    | £432                    |

| TYPE OF FACILITY                     | 1 BED DWELLING COST (£) | 2 BED DWELLING COST (£) | 3 BED DWELLING COST (£) | 4 BED DWELLING COST (£) | 5+ BED DWELLING COST (£) |
|--------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|
| PARKS AND GARDENS                    | 121.68                  | 177.84                  | 243.36                  | 299.52                  | 336.96                   |
| NATURAL AND SEMI-NATURAL GREEN SPACE | 720.72                  | 1,053.36                | 1,441.44                | 1,774.08                | 1,995.84                 |
| AMENITY GREEN SPACE                  | 88.66                   | 129.58                  | 177.32                  | 218.24                  | 245.52                   |
| ALLOTMENT AND COMMUNITY GARDENS      | 27.30                   | 39.90                   | 54.60                   | 67.20                   | 75.60                    |
| CHILDREN'S PLAY                      | N/A                     | 153.52                  | 210.10                  | 258.56                  | 290.88                   |
| YOUNG PEOPLE (DEDICATED)             | N/A                     | 58.52                   | 80.08                   | 98.56                   | 110.88                   |

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

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

- D.14 There are a number of approaches to maintenance that that Council will support and encourage applicants to consider when delivering on-site open space provision.
- D.15 The Council will seek to encourage developers to consider the transfer of responsibility for the maintenance of an area of open space to a private management entity that will be responsible for the long term maintenance, as well as maintaining public access to the open space facility, provided that the Council are satisfied that the entity is sufficiently well-funded or will be. This is to ensure that the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.
- D.16 Unless the Council or a Parish Council adopts an open space facility, a management plan must be submitted and agreed in writing by the Council to ensure that appropriate maintenance and safety inspection regimes are carried out so the facility remains safe for members of the public to use. **This should be set out as part of the Green and Blue Infrastructure Management and Maintenance Plan, as detailed in policy DM43.** Devolved management and community ownership will be encouraged by the Council in appropriate circumstances for community groups, allotment associations or residents groups to take over the management of the open space facility from the developer.
- D.17 Developers will be encouraged, with the assistance of the Council, if required, to engage with the local community groups to investigate their willingness to take up ownership and maintenance of the open space in question. Should there be a willingness from a community organisation to take up ownership then support will be required to set up a fund management

plan that will address the issues of management and maintenance to ensure that the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.

# Appendix E: ~~Car~~ Vehicle Parking Standards

The following standards provide a number of spaces required as a maximum **for car parking and as a minimum for other vehicle types.**

| CLASS | BROAD LAND USE                   | SPECIFIC LAND USE                                       | A*  | B                                | C                                | DISABLED PARKING   |                                 | MOBILITY SCOOTER SPACES**    | BICYCLE SPACES**<br>*                  | NON-STANDARD CYCLES (adapted cycles, trailers, tricycles, tandem bikes, cargo bikes etc.) | MOTORCYCLE SPACES            | COACHES                            |                                    |
|-------|----------------------------------|---|---|----------------------------------|----------------------------------|--|---------------------------------|------------------------------|--|---|------------------------------|------------------------------------|------------------------------------|
|       |                                  |   | SPACE CAR PARKING PER GROSS FLOOR AREA (UNLESS OTHERWISE INDICATED) |                                  |                                  | UP TO 200 BAYS   | OVER 200 BAYS                   |                              |  |   |                              | MINIMUM PARKING                    | MINIMUM DROP-OFF                   |
| A1    | Shops                            | Food Retail   | 1 per 16sqm   | 1 per 15sqm                      | 1 per 14sqm                      | 3 bays or 6% of total                                    | 4 bays plus 4% of total         | 1 per 350sqm (min. 2 spaces) | 1 per <del>140-</del> 100 sqm (min. 2) | 10% of total cycle parking (min. 2)   | 1 per 350sqm (min. 2 spaces) | -                                  | -                                  |
|       |                                  | Non-Food Retail   | 1 per 22sqm   | 1 per 21 sqm                     | 1 per 20sqm                      | 3 bays or 6% of total                                    | 4 bays plus 4% of total         | 1 per 500sqm (min. 2 spaces) | 1 per <del>200-</del> 100 sqm (min. 2) | 10% of total cycle parking (min. 2)   | 1 per 500sqm (min. 2 spaces) | -                                  | -                                  |
|       |                                  | Retail Warehouse  | 1 per 60sqm   | 1 per 45 sqm                     | 1 per 40sqm                      | 3 bays or 6% of total                                    | 4 bays plus 4% of total         | 1 per 500sqm (min. 2 spaces) | 1 per 200sqm (min.2)                   | 10% of total cycle parking (min. 2)   | 1 per 500sqm (min. 2 spaces) | -                                  | -                                  |
| A2    | Financial & Profession. Services | Banks, estate agents, Building Societies.               | 1 per 35sqm   | 1 per 32sqm                      | 1 per 30sqm                      | 3 bays or 6% of total                                    | 4 bays plus 4% of total         | 1 per 500sqm (min. 2 spaces) | 1 per 200sqm (min.2)                   | 10% of total cycle parking (min. 2)   | 1 per 500sqm (min. 2 spaces) | -                                  | -                                  |
| A3    | Restaurants Bars & Cafes         | Restaurants cafes, snack bars, fast food takeaways      | 1 per 8sqm of public floor space                                    | 1 per 6sqm of public floor space | 1 per 5sqm of public floor space | 3 bays or 6% of total                                    | 4 bays plus 4% of total         | 1 per 125sqm (min. 2 spaces) | 1 space per 50sqm (min.2)              | 10% of total cycle parking (min. 2)   | 1 per 125sqm (min. 2 spaces) | Negotiated on a case-by case basis | Negotiated on a case-by case basis |
| A4    |                                  | Public Houses, wine bars, other drinking Establishments | 1 per 8sqm of public floor space                                    | 1 per 6sqm of public floor space | 1 per 5sqm of public floor space | 3 bays or 6% of total                                    | 4 bays plus 4% of total         | 1 per 125sqm (min. 2 spaces) | 1 space per 50sqm (min.2)              | 10% of total cycle parking (min. 2)   | 1 per 125sqm (min. 2 spaces) | Negotiated on a case-by case basis | Negotiated on a case-by case basis |
| B1    | Business                         | Office, Business Parks, Research & Development          | 1 per 40sqm   | 1 per 32sqm                      | 1 per 30sqm                      | 1 per disabled employee plus 2 spaces or 5% of the total | 6 plus 2% of the total capacity | 1 per 750sqm (min. 2 spaces) | 1 per 300sqm (min. 2)                  | 10% of total cycle parking (min. 2)   | 1 per 750sqm (min. 2 spaces) | -                                  | -                                  |

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

| CLASS | BROAD LAND USE         | SPECIFIC LAND USE                     | A*  | B                                       | C                                       | DISABLED PARKING   |                                    | MOBILITY SCOOTER SPACES**      | BICYCLE SPACES**<br>*                           | NON-STANDARD CYCLES (adapted cycles, trailers, tricycles, tandem bikes, cargo bikes etc.) | MOTORCYCLE SPACES              | COACHES                            |                  |
|-------|------------------------|---------------------------------------|---|---|---|--|------------------------------------|--------------------------------|---|---|--------------------------------|------------------------------------|------------------|
|       |                        |                                       | SPACE CAR PARKING PER GROSS FLOOR AREA (UNLESS OTHERWISE INDICATED) |   |   | UP TO 200 BAYS   | OVER 200 BAYS                      |                                |   |   |                                | MINIMUM PARKING                    | MINIMUM DROP-OFF |
|       |                        | Call Centres                          | 1 per 40sqm (starting point to discuss)                             | 1 per 32sqm (starting point to discuss) | 1 per 30sqm (starting point to discuss) | 1 per disabled employee plus 2 spaces or 5% of the total | 6 plus 2% of the total capacity    | 1 per 750sqm (min. 2 spaces)   | 1 per 300sqm (min. 2)                           | 10% of total cycle parking (min. 2)   | 1 per 750sqm (min. 2 spaces)   | -                                  | -                |
| B2    | General Industry       | General Industry                      | 1 per 60sqm   | 1 per 48sqm                             | 1 per 45sqm                             | 1 per disabled employee plus 2 spaces or 5% of the total | 6 plus 2% of the total capacity    | 1 per 750sqm (min. 2 spaces)   | 1 per 300sqm (min. 2)                           | 10% of total cycle parking (min. 2)   | 1 per 750sqm (min. 2 spaces)   | -                                  | -                |
| B8    | Storage & Distribution | Storage and Distribution              | 1 per 100sqm  | 1 per 100sqm                            | 1 per 100sqm                            | 1 per disabled employee plus 2 spaces or 5% of the total | 6 plus 2% of the total capacity    | 1 per 2000sqm (min.2 spaces)   | 1 per 850sqm (min.2)                            | 10% of total cycle parking (min. 2)   | 1 per 2000sqm (min.2 spaces)   | -                                  | -                |
| C1    | Hotels                 | Hotels, Boarding & Guest-houses       | 1 per bedroom plus staff parking                                    | 1 per bedroom plus staff parking        | 1 per bedroom plus staff parking        | 3 bays or 6% of total                                    | 4 bays plus 4% of total            | 1 per 25 guest rooms (min.2)   | 1 per <del>40</del> 5 guest rooms (min.2)       | 10% of total cycle parking (min. 2)   | 1 per 25 guest rooms (min.2)   | Negotiated on a case-by-case basis | 1 (Hotels Only)  |
| C2    | Resident Institutions  | Residential Care Homes, Nursing Homes | 1 per 4 beds  | 1 per 5 beds                            | 1 per 5 beds                            | 3 bays or 6% of total                                    | 4 bays plus 4% of total            | 1 in 10 beds (min. 2 spaces)   | 1 per <del>40</del> 20 beds (min.2)             | 10% of total cycle parking (min. 2)   | 1 per 100 beds (min. 2 spaces) | -                                  | -                |
|       |                        | Sheltered Accommodation               | 1 per 2 beds  | 1 per 3 beds                            | 1 per 3 beds                            | 3 bays or 6% of total                                    | 4 bays plus 4% of total            | 1 per 10 beds (min. 2 spaces)  | 1 per <del>20</del> 10 beds (min.2)             | 10% of total cycle parking (min. 2)   | 1 per 50 beds (min. 2 spaces)  | -                                  | -                |
|       |                        | Student Accommodation                 | 1 per resident staff and 1 per 10 beds                              | 1 per resident staff and 1 per 5 beds   | 1 per resident staff and 1 per 5 beds   | 3 bays or 6% of total                                    | 2 bays or 4% of total              | 1 per 200 beds (min. 2 spaces) | 1 per <del>3</del> bedroom                      | 10% of total cycle parking (min. 2)   | 1 per 100 beds (min. 2 spaces) | -                                  | -                |
| C3    | Dwelling Houses        | 1 Bedroom                             | 1 space   | 1 space                                 | 1 space                                 | Negotiated on a case-by-case basis                       | Negotiated on a case-by-case basis | Case-by-case                   | <del>Case-by-Case</del> 1 per Dwelling (min. 1) | Case-by-case  | -                              | -                                  | -                |
|       |                        | 2/3 Bedrooms                          | 2 spaces  | 2 spaces                                | 2 spaces                                | Negotiated on a case-by-case basis                       | Negotiated on a case-by-case basis | Case-by-case                   | <del>Case-by-Case</del> 2 per Dwelling (min. 2) | -   | -                              | -                                  | -                |
|       |                        | 4+ Bedrooms                           | 3 spaces  | 3 spaces                                | 3 spaces                                | Negotiated on a case-by-case basis                       | Negotiated on a case-by-case basis | Case-by-case                   | <del>Case-by-Case</del> 3 per dwelling          | Case-by-case  | -                              | -                                  | -                |



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

| CLASS | BROAD LAND USE               | SPECIFIC LAND USE   | A*  | B   | C   | DISABLED PARKING                      |                                       | MOBILITY SCOOTER SPACES**         | BICYCLE SPACES**<br>*  | NON-STANDARD CYCLES (adapted cycles, trailers, tricycles, tandem bikes, cargo bikes etc.) | MOTORCYCLE SPACES                     | COACHES   |                  |
|-------|------------------------------|---|---|---|---|---------------------------------------|---------------------------------------|-----------------------------------|--|---|---------------------------------------|---|------------------|
|       |                              |   | SPACE CAR PARKING PER GROSS FLOOR AREA (UNLESS OTHERWISE INDICATED) |   |   | UP TO 200 BAYS                        | OVER 200 BAYS                         |                                   |  |   |                                       | MINIMUM PARKING   | MINIMUM DROP-OFF |
|       |                              |   |   |   |   |                                       |                                       |                                   | (min. 3)   |   |                                       |   |                  |
|       |                              | Flatted Development   | Case-by-Case  | Case-by-Case  | Case-by-Case  |                                       |                                       | 5% of number of flats (min. 2)    | Case-by-Case<br>1 per 1 bedroom flat, 2 per 2-4+ bedroom flat (min. 2) | 15% of total cycle parking (min. 2)   | -                                     | -   | -                |
| D1    | Non-Residential Institutions | Clinics and Health Centres  | 1 per 2 staff plus 4 per consulting room                            | 1 per 2 staff plus 4 per consulting room                    | 1 per 2 staff plus 4 per consulting room                    | 3 bays or 6% of total                 | 4 bays plus 4% of total               | 1 per 2 consulting rooms (min. 1) | 2 per consulting room (min)  | 10% of total cycle parking (min. 2)   | 1 per 2 consulting rooms (min)        | -   | -                |
|       |                              | Crèches, Day Nursery, Day Centre                                  | 1 per member of staff plus 1 drop off space per 10 children         | 1 per member of staff plus 1 drop off space per 10 children | 1 per member of staff plus 1 drop off space per 10 children | 3 bays or 6% of total                 | 4 bays plus 4% of total               | Case-by-case (min. 1)             | 1 per 5 staff plus 1 per 3 students                                    | 25% of total cycle parking (min. 2)   | 1 per 10 staff (min. 2 spaces)        | Case-by-Case<br>Case-by-case based on demand for school buses | -                |
|       |                              | Schools (Primary & Secondary)                                     | 2 per classroom   | 2 per classroom   | 2 per classroom   | Case-by-Case<br>Case-by-case          | Case-by-Case<br>Case-by-case          | Case-by-case (min. 1)             | 1 per 5 staff plus 1 per 3 students                                    | 15% of total cycle parking (min. 2)   | 1 per 10 staff                        | Case-by-Case<br>Case-by-case                                  | 1                |
|       |                              | Art Galleries Libraries Museum                                    | 1 per 40sqm   | 1 per 25sqm   | 1 per 20sqm   | 3 bays or 6% of total                 | 4 bays plus 4% of total               | 1 per 500sqm (min.2)              | 1 per 200 50sqm (min.2)  | 10% of total cycle parking (min. 2)   | 1 per 500sqm (min.2)                  | Case-by-Case<br>Case-by-case                                  | 1                |
|       |                              | Halls & Places of Worship   | 1 per 10sqm   | 1 per 6sqm  | 1 per 5sqm  | 3 bays or 6% of total                 | 4 bays plus 4% of total               | 1 per 125sqm (min.2)              | 1 per 50sqm (min.2)  | 10% of total cycle parking (min. 2)   | 1 per 125sqm (min.2)                  | -   | -                |
|       |                              | Higher & Further Education  | 1 per 2 staff   | 1 per 2 staff plus 1 per 15 students                        | 1 per 2 staff plus 1 per 10 students                        | Case-by-Case<br>Case-by-case (min. 1) | Case-by-Case<br>Case-by-case (min. 1) | Case-by-case (min. 1)             | 1 per 5 staff plus 1 per 3 students                                    | 10% of total cycle parking (min. 2)   | 1 per 10 staff plus 1 per 10 students | Case-by-Case<br>Case-by-case                                  | 1                |
| D2    | Assembly & Leisure           | Cinemas, bingo, casino, conference centres, music & concert halls | 1 per 10 seats  | 1 per 6 seats   | 1 per 5 seats   | 3 bays or 6% of total                 | 4 bays plus 4% of total               | 1 per 50 seats (min.2 spaces)     | 1 per 20 seats (min.2)   | 10% of total cycle parking (min. 2)   | 1 per 50 seats (min.2 spaces)         | Case-by-Case<br>Case-by-case                                  | 1                |

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

| CLASS | BROAD LAND USE | SPECIFIC LAND USE   | A*  | B                          | C                          | DISABLED PARKING      |                         | MOBILITY SCOOTER SPACES**     | BICYCLE SPACES**<br>*  | NON-STANDARD CYCLES (adapted cycles, trailers, tricycles, tandem bikes, cargo bikes etc.) | MOTORCYCLE SPACES             | COACHES                      |                  |
|-------|----------------|---|---|----------------------------|----------------------------|-----------------------|-------------------------|-------------------------------|------------------------|---|-------------------------------|------------------------------|------------------|
|       |                |   | SPACE CAR PARKING PER GROSS FLOOR AREA (UNLESS OTHERWISE INDICATED) |                            |                            | UP TO 200 BAYS        | OVER 200 BAYS           |                               |                        |   |                               | MINIMUM PARKING              | MINIMUM DROP-OFF |
|       |                | General leisure, dance halls (not nightclubs, swimming baths, skating rinks and gyms) | 1 per 25sqm   | 1 per 23sqm                | 1 per 22sqm                | 3 bays or 6% of total | 4 bays plus 4% of total | 1 per 50 seats (min.2 spaces) | 1 per 20 seats (min.2) | 10% of total cycle parking (min. 2)   | 1 per 50 seats (min.2 spaces) | Case-by-Case<br>Case-by-case | 1                |
|       |                | Theatres  | 1 per 10 seats  | 1 per 6 seats              | 1 per 5 seats              | 3 bays or 6% of total | 4 bays plus 4% of total | 1 per 50 seats (min.2 spaces) | 1 per 20 seats (min.2) | 10% of total cycle parking (min. 2)   | 1 per 50 seats (min.2 spaces) | -                            | 1                |
|       |                | Motor car showrooms   | 1 per 60sqm internal space  | 1 per 52sqm internal space | 1 per 50sqm internal space | 3 bays or 6% of total | 4 bays plus 4% of total | Minimum of 2 spaces           | 1 per 5 staff          | 10% of total cycle parking (min. 2)   | Minimum of 2 spaces           | -                            | -                |
|       |                | Petrol Filling Stations   | 1 space per pump  | 1 space per pump           | 1 space per pump           | 1 space minimum       | -                       | Minimum of 1 spaces           | 1 per 5 staff          | 10% of total cycle parking (min. 2)   | Minimum of 2 spaces           | -                            | -                |

Key: Area A = Town Centre Locations, Area B = Local or Neighbourhood Centres and Area C = All other Areas.

**Notes:-**

\*In low car developments greater provision for cycle and mobility scooter should be made. This should be done on a case-by-case basis.

\*\*Mobility scooter parking should be co-located with disabled parking or in close proximity to the entrance. Provision falling under C3 should be covered and secure. Where mobility scooter parking falling under C3 cannot be provided at an individual dwelling then a communal facility should be provided which is covered and secure, for example flatted or terraced properties.

\*\*\*Provision for residential cycle parking should be covered and secure. Where cycle parking falling under C3 cannot be provided at an individual dwelling then a communal facility should be provided which is covered and secure, for example flatted or terraced properties. For non-residential cycle parking, provision should include long term facilities for staff that is covered and secure. Guidance on cycle parking design can be found in LTN 1/20 Section 11. [Cycle Infrastructure Design \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/424242/cycle_infrastructure_design.pdf)

# Appendix F: Criteria for Housing Development for Rural Workers

## Background

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

## Introduction

- F.2 This appendix provides guidance to applicants on Policy DM10 relating to proposals involving residential accommodation for rural land-based workers, in particular agricultural and forestry workers.
- F.3 The majority of residential planning applications received by the Council propose new homes in locations identified as suitable for housing by the adopted development plan. However, with rural enterprises, any dwelling likely to be sought for use in connection with such an enterprise is likely to be in a rural setting, therefore outside areas allocated for housing. The National Planning Policy Framework seeks to promote sustainable development in rural areas, however requires Council's to avoid new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside.
- F.4 The Council acknowledges the needs of rural-based enterprises and will be supportive of those enterprises that have genuine requirements. In order for the Council to establish whether the requirement is genuine, then a rigorous process is applied to proposals for occupational dwellings. This is required to ensure that only necessary development takes place and is concentrated on appropriate enterprises that meet the established criteria.

## Occupational Dwellings

- F.5 In most cases occupational dwellings will be for occupation by workers in rural-based employment. However in some instances there may be justification for dwellings to be occupied by forestry workers where the enterprise requires the intensive nursery production of trees.
- F.6 In addition, there may also be other rural enterprises where occupational dwellings are required and the Council will consider proposals on a case by case basis. In such cases, the enterprise, including any development necessary for its operation, must be considered against the same rigorous policy tests set out within Policy DM10 and satisfy all other relevant Local Plan policy.
- F.7 The Council will not support proposals for occupational dwellings that are unusually large in relation to the needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long term. It is the functional need rather than the requirements of the owner or occupier that are relevant in determining the size of dwelling and its curtilage.

## Policy Test: Establishing a Functional Need

- F.8 A functional test is necessary to establish whether it is essential for the proper functioning of the rural-based enterprise for one or more rural workers to be readily available at most times. Such a requirement might arise, for example, if workers are needed to be on hand day and night:
- (i) In case animals or agricultural processes require essential care at short notice; and
  - (ii) To deal quickly with emergencies that could otherwise cause serious loss of crops and products, for example by frost damage or the failure of automatic systems.
- F.9 In cases where the Council is particularly concerned about possible abuse, it should investigate the history of the holding to establish the recent pattern of use of land and buildings and whether, for example, any dwellings or buildings suitable of conversion to dwellings have recently been sold separately from the land concerned. Such a sale could constitute evidence of a lack of need.
- F.10 The protection of livestock from theft or injury by intruders may contribute to animal welfare grounds for the need for an agricultural dwelling, although it will not by itself be sufficient to justify one. Requirements arising from food processing and food production, as opposed to agriculture, cannot be used to justify an agricultural dwelling. Nor can agricultural needs justify the provision of isolated new dwellings as retirement homes for farmers.

Occupancy Conditions

- F.14 Where planning permission is granted, residential accommodation for agricultural / forestry / rural-based workers will be subject to the following planning conditions:
- 1. Occupancy will be limited to agricultural / forestry / rural based workers only;
  - 2. The removal of specific permitted development rights for development within the curtilage of the dwelling under Part 1 of the Town and Country Planning (General Permitted Development) Order 1995.
- F.15 Occupancy conditions relating to a main farm building or equivalent will not be removed to allow the occupants to relocate to a new agricultural workers dwelling or equivalent.
- F.16 The Council recognises that changes in the scale and character of agricultural / forestry practices over time may affect the longer-term requirement for occupational dwellings for which permission has been granted subject to an occupancy condition. Therefore such dwellings with occupancy conditions attached should not be kept vacant, nor should their present occupants be unnecessarily obliged to remain in occupation simply by virtue of planning conditions restricting occupancy which have outlived their usefulness. However, where there remains a local demand for agricultural / rural dwellings the Council would seek to retain the occupational dwelling.
- F.17 The removal of an occupancy condition will only be permitted in exceptional circumstances providing that:
- 1. The applicant can demonstrate there is no longer a long-term need for the occupational dwelling on the particular enterprise on which the dwelling is located; and

2. The applicant can demonstrate that the occupational dwelling has been marketed at a realistic price that takes account of planning conditions, has been marketed within the appropriate media over a period of at least 12 months and that no reasonable offer has been refused, so to demonstrate that there is no demand for the dwelling in the area.

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

DRAFT

# Appendix G: Purpose Built Student Accommodation

- G.1 These criteria have been prepared to ensure that appropriate standards are adopted for all purpose built student accommodation.
- G.2 The minimum space standards set out below will be applied as appropriate, with some areas excluded from the calculations (e.g. areas with limited headroom under 1.5m from the finished floor level, alcoves etc).
- G.3 Each unit of accommodation shall normally compromise no more than six bedrooms.

## **Bedrooms:**

**Bedrooms must be a minimum of 9sqm without an en-suite, or minimum of 11sqm with an en-suite.**

**All bedrooms must demonstrate on plan that the following can be accommodated:**

- **Bed (minimum size 2m by 0.9m);**
- **Desk and chair;**
- **Wardrobe;**
- **Chest of drawers (minimum 0.8m wide); and**
- **Adequate circulation space.**

**Bedrooms should accommodate no more than one resident. If the proposal is for accommodation to serve a couple (i.e. postgraduate couple) the minimum space standards for a single bedroom would not apply as additional space would be required. Such bedrooms must demonstrate on plan that the following can be accommodated:**

- **Double bed (minimum size of 2m by 1.5m);**
- **En-suite (minimum 2sqm);**
- **2 desks with a chair each;**
- **2 Wardrobes;**
- **2 Chests of drawers (each with a minimum width of 0.8m);**
- **Small sitting area for 2 people incorporating 2 'easy' chairs; and**
- **Adequate circulation space.**

## **Kitchens:**

**Kitchens and kitchen / diners must not serve more than six residents. A kitchen and dining area must be provided in each unit of accommodation. If the kitchen and dining areas are to be provided in separate rooms, they should be situated on the same floor as each other (i.e. not separated by changes in levels).**

**All kitchens must demonstrate on plan that the following can be accommodated:**

- Sink;
- Cooker with oven, grill, four hobs and extractor;
- Full height fridge/freezer – one for every three residents;
- Two cupboards per resident (minimum 0.6m wide);
- Adequate work surface for the number of residents; and
- Adequate circulation space.

All dining areas must demonstrate on plan that the following can be accommodated:

- Dining table of an adequate size to accommodate all residents at one sitting; and
- Chairs (one per resident).

If a separate living room is to be provided in addition to the kitchen and dining areas, or as part of these areas, then appropriate space standards should be applied (i.e. if separate, it should be demonstrated that appropriate levels of comfortable seating can be provided to accommodate all residents at one time, if combined then the minimum standards set out above should be increased accordingly). Living rooms should be designed to accommodate no more than 6 people to prevent their size becoming unmanageable in terms of attracting anti-social behaviour.

#### Bathrooms:

Bathrooms must be a minimum of 3.7sqm.

All bathrooms must demonstrate on plan that the following can be accommodated:

- Bath and/or shower;
- WC;
- Wash hand basin (should be of an adequate size for personal hygiene purposes including personal washing, cleaning of teeth and shaving);
- Circulation space to allow for changing; and
- Hanging / temporary storage facilities for towels, clothes and toiletries.

There must be at least one bathroom for every three bedrooms. Where possible, a bathroom should be provided on each floor where a bedroom is proposed /exists. Each bathroom must be accessible from a common area (i.e. corridor or hall) and if served by a window the glazing should be obscured.

#### Amenity:

All living spaces (kitchens, kitchen/diners, dining rooms, living rooms and bedrooms) must have an adequate level of natural light and adequate outlook (i.e. clear glazed windows with the lowest part of the glazing set at a height no greater than 1.5m from the finished floor level with a separation distance of at least 12m between the window and any wall or structure opposite (or at least 21m if facing windows serving a habitable room)).

Therefore it is very unlikely that living spaces within basements or lower ground floors will be supported.

**Other Issues:**

***Cycle Storage***

Cycle storage should be easily accessible from the street (i.e. if steps/stairs form part of the access they should be easy to negotiate) and ideally should be an integral part of the building. If no rooms are available within the building that meets these requirements then a secured and fully covered storage facility must be provided within a secured external area within the curtilage of the building without having an adverse impact on the street scene). One cycle space should be provided per resident.

***Refuse Storage***

Provision must be made for refuse storage containers to be located on an area of external hard standing with suitable access from the internal space and to the street, without having an adverse impact on the street scene (i.e. discreetly screened). Where no external space is available within the building's curtilage the provision should be made within the building, subject to meeting fire and building regulations and again easy access can be provided to the street for refuse collections (i.e. if steps/stairs form part of the access they should be easy to negotiate).

***Access and Security***

Future residents should feel safe accessing the building and feel safe when residing within it. Therefore access to each self-contained unit should be via a single front door into a common area (i.e. a corridor or hall). All main access points from the street must be secured with appropriate levels of security including lighting, natural surveillance, locks and potentially CCTV.

**Studio Accommodation**

- G.4 Proposals for studio accommodation must be a minimum of 19sqm with an en-suite (for single person occupancy).
- G.5 All studios must demonstrate on plan that the following can be accommodated:
- Bed (minimum size of 2m by 0.9m)
  - Desk and Chair
  - Wardrobe
  - Chest of Drawers (minimum of 0.8m wide)
  - Kitchenette, incorporating an oven, hob, sink, 2 cupboards (or equivalent) and adequate work surface space;
  - Dining surface with seat / stall
  - Adequate circulation space
  - En-suite with a toilet, adequately sized wash basin, shower, circulation space for changing and hanging space for clothes, towels etc.



- G.6 The minimum space standards set out below will be applied as appropriate, with some areas excluded from the calculations (e.g. areas with limited headroom under 1.5m from the finished floor level, alcoves etc).
- G.7 Studios designed for two people sharing must demonstrate on plan that the following can be accommodated:
- Double bed (minimum size of 2m by 1.5m)
  - 2 desks with a chair each
  - 2 wardrobes
  - 2 chests of drawers (minimum width of 0.8m)
  - Kitchenette, incorporating an oven, hob, sink, fridge, 4 cupboards (or equivalent) and adequate work surface space
  - Dining surface for 2 people with seats/stalls
  - Seating area incorporating 2 'easy' chairs
  - Adequate circulation space
  - En-suite with toilet, adequately sized wash basin, shower, circulation space for changing and hanging space for clothes, towels etc.
- G.8 Studios should be set out in such a manner that the space has separate 'zones'. This is to prevent living and sleeping arrangements being inappropriately combined to the detriment of the occupier (for example beds should not be placed in close proximity to kitchenettes).
- G.9 The principal rooms of each flat should have an acceptable outlook. The provision of flats with living rooms whose only outlook is over rear yards or with no view at all is unlikely to be acceptable due to the lack of amenity to future residents.
- G.10 The conversion of any property must be designed to achieve the minimum loss of privacy and amenity for neighbouring residents.

## Appendix H: Flat Conversions

- H.1 The Council will resist the conversion of flats or smaller detached or semi-detached suburban properties that are suitable for single-family occupation. The following standards will be applied to proposals for the conversion of larger properties to residential flats.

### Internal Standards

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

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

- H.4 Where living rooms and kitchens are combined, the room size required will be the total of the sizes set out above for each room. Combined bedrooms and kitchen / living rooms will not be acceptable. Natural daylight is required to kitchen areas.
- H.5 Internal circulation within flats must provide a maximum degree of convenience and safety for occupiers. The inability of property to provide a suitably convenient form of conversion may constitute a reason for refusal of planning permission. To provide adequate living conditions in terms of noise transmission the internal layouts of the proposed flat(s) need to be carefully considered, including their vertical and horizontal arrangements with adjoining residential units.
- H.6 The principal rooms of each flat should have an acceptable outlook. The provision of flats with living rooms whose only outlook is over rear yards or with no view at all is unlikely to be acceptable due to the lack of amenity to future residents.
- H.7 The conversion of any property must be designed to achieve the minimum loss of privacy and amenity for neighbouring residents.

### External Standards

- H.8 In general it is preferable that conversions should be carried out within the existing shell of a building. However, small extensions and alterations will be permitted where these can integrate with the character of the existing building and its surroundings, where the amenities of the adjoining residents are not impaired.
- H.9 A minimum external amenity / drying area of 9.3sqm (100sqft) should be provided for all

conversions. The proposed area should be functional in shape and reasonably accessible for the occupant of all units. A condition will be imposed requiring these facilities to be available for all occupants at all times. In mid-terrace situations, developers should consider the use of basements for rear access, additional storage space, laundry etc.

- H.10 Bin storage areas shall be provided for the occupants of all units. In exceptional circumstances provision may be made at the front of the premises subject to adequate space being available and the provision of satisfactorily designed containers.

#### Basement Flats

- H.11 Basements are generally considered to be unacceptable for the creation of flats for permanent residential occupation as they have a poor outlook, inadequate natural daylight and can be subject to flooding. There may of course be exceptions where the levels and amount of ground around the property make a basement suitable for conversion and these cases will be dealt with on their merits. The attention of developers is drawn to the comments above regarding the alternative uses of basements in flat conversion proposals.

#### Car Parking

- H.12 Car parking will be required in accordance with the Council's current standards contained within Policy DM62 and Appendix E of this DPD.
- H.13 Where all other factors are favorable, the lack of car parking will not itself constitute a justification for the refusal of planning permission. There may, however, be areas where the existing problem of on-street car parking and resultant congestion may lead to the refusal of planning permission.
- H.14 A condition will be imposed which requires the car parking spaces to be available for all occupants at all times.

#### Fire Escapes

- H.15 External fire escapes can be unsightly and often interfere with the outlook and privacy of residents. Whilst it is important that all flat conversions meet appropriate fire precautions, wherever possible the Council will encourage alternative means of escape such as internal lobby doors or emergency doors in party walls.

Document is Restricted

Document is Restricted

Document is Restricted

Document is Restricted