

## Appendix 3 Bailrigg Garden Village Engagement Detailed

### Introduction

This report sets out the main elements of community engagement undertaken to date about South Lancaster growth and the Bailrigg Garden Village. It highlights key aspects of engagement, issues raised and considered including in work towards the Lancaster South Area Action Plan. *Appendix 1* to this report is a table summarising the engagement relating to specific areas of AAP work from 2017 onwards and includes a forward programme of engagement. *Appendix 2* adds presents the actions, consultation and engagements 2017 to the present chronologically.

Note this report does not cover the long standing and closely related streams of work engaged in by officers with the county council to assist the county to prepare the staged bids for housing Infrastructure (HIF) funding for major infrastructures.

### Engagement summary

Consultation and engagement activities by council officers on the Local Plan itself and early informal community engagement in late 2017 and the Spring of 2018 helped scope and understand issues the issues involved in bringing forward a development proposition of such significance within South Lancaster. The council commissioned JTP in the summer of 2019 to prepare a Vision Masterplan for the Bailrigg Garden Village. JTP are a leading architectural consultancy well practised in master-planning. The Vision Masterplan is to articulate the spatial vision and ambition for the garden village and so to significantly inform work to prepare the AAP.

### Background

The Lancaster District Local Plan adopted in May 2019 identifies South Lancaster as a Broad Location for Growth and the focus for development of a new settlement – Bailrigg Garden Village. Policy SG1 of the Strategic Policies and Land Allocations Document Development Plan Document (DPD) sets the headline spatial policy requirements and expectations for development of the garden village with these to be applied and articulated in much more detail in a further DPD the Lancaster South Area

Action Plan (AAP). This will set the detailed policy framework for development and allocate land for development.

## Preliminary community engagement autumn 2017

This was the initial round of the community engagement for the Lancaster South Area Action Plan (AAP) including for considering the location of the proposed Bailrigg Garden Village; it took place over three weeks in October 2017. It comprised of five public drop in events held by Lancaster City Council officers. The drop in events were held in the targeted areas linked to the village site and a lunchtime session held in Lancaster city centre. A press release advertising the events was issued, and event posters were located in and around the Lancaster south area.

The drop in events took place in the following locations.

Date	Time	Location
4th October	2pm - 7pm	Lancaster House Hotel
5th October	12pm - 5pm	Ellel Village Hall
9th October	12pm - 2pm	The Storey (Reading Room)
11th October	12pm - 5pm	Lancaster Methodist Church
12th October	12pm - 5pm	Ellel Village Hall
16th October	2pm - 7pm	Lancaster Methodist Church

*Bailrigg Garden Village drop-in events 2017*

## Key discussions and comments

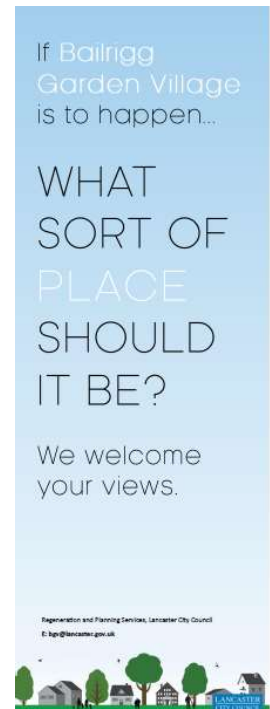
The community engagement was structured around the question 'If Bailrigg Garden Village is to happen...What sort of place should it be?' the intention was not to necessarily obtain written comments but rather give people the opportunity to ask questions and gain a further understanding of the Bailrigg Garden Village. Nevertheless, the written comments were helpful in understanding community wants for the village.

Key topics and areas of concern taken from conversations included:

- Transport
- M6 Junction 33
- Community facilities
- Jobs
- Lack of Health care provision
- Flood
- Ambition
- Need for the BGV not to be a 'standard' housing estate
- Concern that the University would take control
- As with previous local plan consultation exercises there remains concern with the validity and robustness of the objectively assessed housing need (OAN).

Many people expressed support for the principle of the Garden Village and saw the need for housing, facilities and growth. Common themes emerging from the initial community engagement focused around if the Garden Village is to happen -

- We should get it right and be ambitious
- We must manage water and flood risk well
- We must not make traffic and its impacts worse
- It should be about making real communities with a real sense of place and facilities and services including health
- It should be differential from the existing urban areas of Lancaster and Galgate i.e. there should be a sense of separation.
- The locus of the University in the Village needs to be worked through and decided



There was undoubtedly a body of opposition to the principle of the Bailrigg Garden Village and key issues for those opposed were variously -

- That such large-scale development is not needed
- Loss of green and open land to development
- Concern at flood risk
- Concern at habitat loss
- Concern at traffic impacts.

## Bailrigg Garden Village Area Action Plan issues and options paper May 2018

Following the preliminary community engagement in 2017 an informal issues and options consultation into the AAP ran in the late spring and early summer of 2018 via a series of drop in sessions supplemented by direct engagement with landowners and developers. The lead document in this consultation was the Bailrigg Garden Village Issues and Options Paper May 2018.

Between the 25th May and 11th July 2018, Lancaster City Council ran a public engagement on an issues and options paper to inform preparation of the Bailrigg Garden Village Area Action Plan. The issues and options report built on baseline analysis, evidence base studies and earlier engagement.

Comments were invited on the following principal documents:

- *Bailrigg Garden Village AAP, Issues and Options Paper, Lancaster City Council, May 2018*

And supporting the Issues and Options Paper:

- *Draft BGV Sustainability Appraisal for Initial Spatial Options, Arcadis for Lancaster City Council*

The evidence base prepared for the Lancaster District Local Plan, was supplemented with more detailed and site-specific evidence relating to the Garden Village and South Lancaster. All evidence was available on the city council's website the BGV evidence page and the majority of the evidence was available in hard copies at all the drop in events.

Comments on issues and initial options were invited by the following ways:

- Online response form
- Download and complete the BGV Consultation Response Form (PDF, 76KB)
- Email: [bgv@lancaster.gov.uk](mailto:bgv@lancaster.gov.uk)
- Write: Bailrigg Garden Village AAP, Regeneration and Planning Service, Lancaster City Council, Town Hall, PO Box 4, Dalton square, Lancaster, LA1 1QR

Over the course of the 7-week Consultation period Lancaster City Council:

- Emailed or sent letters to all organisations or individuals on the Local Plan database to notify them about the consultation;
- Held 7 drop in events in venues in or close to the AAP area and in Lancaster City centre, exhibiting the issues and options paper, with the opportunity to talk to council officers and review the current evidence base;

Date	Time	Location
Wednesday 6 June	3pm – 7pm,	Lancaster House Hotel
Saturday 9 June	10am – 1pm	Ellel Village Hall
Tuesday 12 June	11.30am – 2pm	The Storey
Thursday 14 June	2pm – 6pm	Rowley Court
Monday 18 June	11.30am – 2pm	The Storey
Thursday 21 June	2pm – 5pm	Ellel Village Hall
Wednesday 27 June	9.30am – 2.30pm	Lancaster House Hotel

*Bailrigg Garden Village drop-in events 2018*

- Advertised the drop in engagement events on posters in and around the BGV area;
- Sent out a press release with consultation dates, times and locations.
- Advertised the engagement on the Council's website and via council's social media channels;
- Made copies of the issues and options paper available to view at Lancaster and Morecambe Town Halls.
- Ran two Landowner and resident briefings on the Area Action Plan process.

- Sent issues and options postcards to local residents whose homes are located in the BGV AAP area.

At the same time Lancashire County Council took the opportunity to consult informally on the opportunity to create Bus Rapid Transit (BRT) in Lancaster.

The events gave people the opportunity to discuss issues and options these mainly related to the Garden Village, with a view to putting together an Area Action Plan (AAP) for how it will be developed. The informal consultation undertaken earlier in 2017 provided a lot of very useful information which together with the further evidence gathering assisted the production of a set of initial options that were presented at the 2018 consultation.

The initial options for how land in Lancaster south area might be developed and what land should be reserved for other functions, including greenspace was developed based on four main conclusions for earlier consultation, stakeholder meeting and the growing evidence base:

- The Garden Village should be located largely on land between the main line railway and the Lancaster Canal
- A village centre should be located just west and across the A6 from the university campus
- Generous green space needs to be provided for the village
- The village should be structured around new Bus Rapid Transit (BRT) routes

An 'Issues and Options Paper' was available covering the options in more detail and available to review at the drop-in sessions or via the city council's website alongside further supporting/ evidence gathering information.

### [Key discussions and comments from the issues and options consultation](#)

The views and comments came from local residents, businesses, local community and interest groups, local landowners, developers and their representatives and local and national statutory bodies.

Over 250 people visited the drop in events and over 100 people and organisations provided detailed feedback on the issues and options paper. The purpose of this consultation was to give Lancaster City Council an opportunity to better understand the community priorities, to help shape the Area

Action Plan and future masterplans of the proposed Garden Village and help prepare the most appropriate plan to manage the growth of South Lancaster over the next decade.

A consultation report was produced summarising the extensive comments received as part of the engagement process and outlines how officers consider those comments should inform plan preparation.

### Issues and options paper spatial objectives

As part of the Issues and Options Paper the council consulted on core spatial objectives for growth in South Lancaster. These objectives drew variously from -

- The key principles for development set in the Publication Draft Policy SG1
- The draft local vision for the Garden Village
- The Government prospectus for garden villages
- The Town and Country Planning Association's advised key principles for planning a Garden Village
- Lancaster University Masterplan 2017-2027

The draft spatial objectives were –

- A Garden Village with a distinct sense of place
- Clear separation between the Garden Village and existing settlements
- Network of green corridors
- Local landscape and heritage conserved
- Good local accessibility by walking and cycling
- Ready access by sustainable transport (buses and cycling) to and from the city centre
- Wide range of jobs within a ready travel distance
- Scope for campus growth
- Resilience to climate change
- Effective drainage and flood risk to communities downstream mitigated
- No harm to designated wildlife sites
- Net biodiversity gains
- Facilities and services to meet needs in a strong local centre
- Sociable neighbourhoods
- Housing to meet needs
- Low carbon development

- Good digital connectivity

Informed by the consultation and further consideration and evidence gathering officers suggested the following revised objectives for the LSAAP:

- A Garden Village with a distinct sense of place and an identity separate to that of existing settlements
- To retain the distinct identity of the University campus in relation to existing settlements
- To secure a network of green space for leisure and recreation
- To protect significant local landscape
- To conserve and enhance heritage assets
- Good local accessibility by walking and cycling
- Sustainable travel (buses and cycling) advantaged between new settlement and the city centre
- Local air quality improved
- To facilitate business activity and employment opportunities within a ready travel distance
- To afford sufficient scope for campus growth
- To minimise contribution to man-made climate change
- Sustainable drainage with flood risk to new communities, buildings and dwellings within acceptable thresholds
- Net reduction in flood risk to communities downstream
- No harm to designated wildlife sites
- Net gains for wildlife and biodiversity
- Facilities and services to meet needs in a strong local centre for the Garden Village
- Sociable, safe neighbourhoods
- Housing to meet needs
- Low carbon development
- Adaptable housing
- Comfortable housing (temperature, noise etc)
- Opportunities for healthy living (activity, food etc)
- Topsoil conserved or reused
- Good digital connectivity

These objectives distil to main themes or drivers for the Plan.



- Ensuring resilience to risks
- Environmental stewardship
- Infrastructure provision
- Housing and community
- Economic growth, business, jobs and learning
- Sustainable travel and securing modal shift

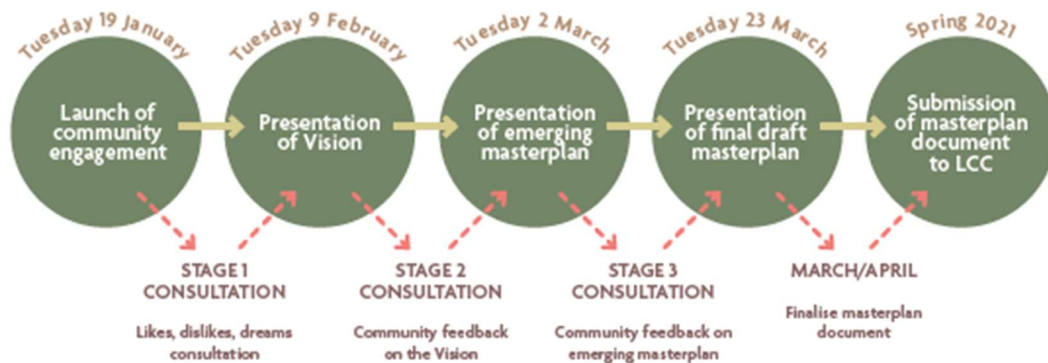
To be clear these objectives and main themes for the Plan were intended for the whole area of the Lancaster South. It was always intended that a bespoke vision and likely objectives for development of the Garden Village itself would be brought forward fitting to those established for Lancaster south area action plan.

## Garden Village Vision

Effective masterplanning works to reconcile the needs of stakeholders across public, private and community interests. As the Masterplan will directly inform regulatory policy planning still to come it is the key element in shaping the Garden Village. Therefore, Lancaster City Council (LCC) procured the services of JTP Architects, the renowned place makers to commence work on a masterplan and spatial vision for the Bailrigg Garden Village. The work included the initiation of a full public and stakeholder consultation and engagement process that was launched publicly on 19th January 2021. The launch event included a zoom introduction presentation from JTP, launch of the specific BGV website, exhibition material and the presentation itself available for reading on the website after the presentation, the distribution of a newsletter, press release and invite to all those registered on the planning policy database.

Following extensive community and public engagements, the first public community consultation feedback was held on 9th February, the second on 2nd March and the third and final session held on 23rd March. A staged process of community engagement provided a variety of ways for the community to feed into the preparation of the masterplan (see the engagement timeline below).

## COMMUNITY & STAKEHOLDER ENGAGEMENT TIMELINE, JAN - APR 2021



*JTP engagement timeline*

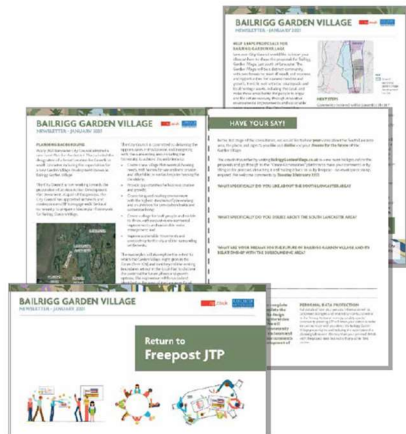
Despite the global pandemic holding back the original planned timetable and proposed community based co design events, the architects and urban designers at JTP together with the consultant team consisting of the landscape architects Farrer Huxley and the engineering and sustainability consultancy Expedition and officers of LCC have reached out by using a variety of media tools. Connecting with significant numbers of the public, community groups, community organisations and stakeholders to obtain feedback and listen to their concerns over development in South Lancaster and Bailrigg Garden Village.

### Stage 1 Engagement

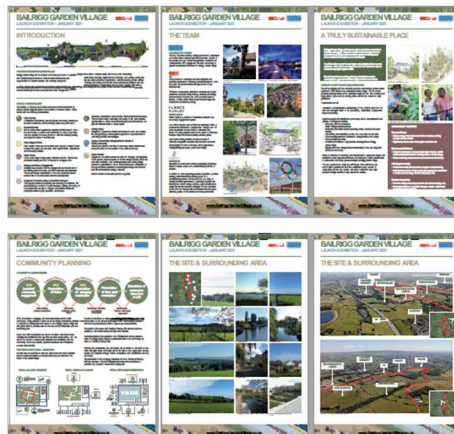
As a first step, the community was asked for views of the South Lancaster area, the places and aspects people like and dislike and their dreams for the future of the Garden Village. The first phase allowed for comments to be submitted using a variety of methods the Create Communities platform by clicking the box on the BGV website, by filling in the freepost postcard on the newsletter, emailing or calling the freephone to discuss with a member of the project team.

JTP presented the stage 1 findings via a zoom presentation on the 9<sup>th</sup> February 2021. The presentation video and presentation slides were uploaded to the website and the summary vision newsletter was distributed to the community.

## NEWSLETTER AND FREEPOST POST CARD



## LAUNCH EXHIBITION JANUARY 2021



### Summary of engagement

- Total number of public engagements Stage 1 - 880 comments
- Method of feedback – e-mail, letter, telephone
- 60 comments made at Launch Presentation
- 657 comments made on Create Communities Platform
- 91 Freepost postcards completed with likes, dislikes and dreams
- 29 comments via website form
- 6 Freephone calls to JTP
- 40 emails received

Following the first newsletter distribution (3k+) it was requested that the distribution area was expanded into south Lancaster (adding another 3k+) for the second and subsequent newsletters. Although the full website address was clearly publicised there was a complaint that the website did not come up on the first page of Google when you entered Bailrigg Garden Village. All the technical settings had all been correctly set and without paying for an advertisement the way to gain pre-eminence is through usage over time. The website now comes up first when Bailrigg Garden Village is entered in Google.

Create Communities website – there was an external internet issue which meant that people were prevented from commenting for two or three hours on one day. Otherwise, the platform successfully provided a huge amount of feedback.

## Stage 2 Engagement

During the Stage 2 engagement the community was invited to comment on the Vision and these comments were fed back to the design team as they developed the proposals. The community presentation of the emerging masterplan took place on Tuesday 2 March 2021, 6pm via Zoom.

### Stage 2 Summary of engagement

- 95 emailed/website responses to the Vision
- 3 telephone calls

### Parish Councils / Wards engaged with:

- Scotforth Parish Council (during Stage 1)
- Ellel Parish Council
- Aldcliffe with Stodday Parish Council
- Thurnham & Glasson Parish Council
- Scotforth West Ward

### Local / community groups engaged with:

- Bailrigg Village Residents Association
- CLOUD members
- Lower Burrow Management Co Residents
- Tarnwater Lane Residents
- Burrow Heights Residents
- Green Lancaster (Uni staff and students group)
- Galgate Flood Action Group

### Stakeholders engaged with:

- Lancaster Civic Society
- Lancaster University
- Lancashire Nature Partnership
- Landscape assets workshop (inc. three residents - from Burrow Heights, Galgate,
- Tarnwater Lane, ecologist / lecturer lives Scotforth; reps from Woodland Trust,
- Lancashire Wildlife Trust, Canal & Rivers Trust, Land Use Consultants)
- Lancaster District Bus Users' Group Exec
- St Johns Congregation
- Canal and Rivers Trust

Written responses from:

- Canal & Rivers Trust
- Lancaster Canal Trust
- Woodland Trust
- Environment Agency
- Lancaster Flood Group
- Galgate Flood Group
- Lancaster & District Cycle Campaign
- Vicar of St John's Ellel (Craig Abbott)
- NHS
- Lancashire County - Education dept

The following key themes emerged from the community consultation process and fed into the design process to help shape the emerging proposals for Bailrigg Garden Village. Further consultation continued and the role of the community remained to be key in shaping and delivering the new garden village

- Principle and size of development: create a distinct, high quality and sustainable new settlement of appropriate scale
- Landscape, views & heritage: minimise the loss of green fields, ancient woodlands, access to wild spaces and much-loved areas of local landscape
- Flooding and drainage: design-in sustainable water management and drainage solutions
- Lancaster canal: retain its character and setting

- Traffic & movement: develop a sustainable approach to movement and transport and limit the potential impact of the garden village; avoid putting more strain on village roads and bridges and the more major road network
- Community services: offer high quality community amenities and well managed and accessible public realm
- Building design & character: respond to the nature and character of the rural environment, taking their cues from historic homes and farmsteads, and local building materials.
- Existing communities: visual separation and a green buffer between the Garden Village and all existing settlements
- Community Participation: make the consultation process not just a “tick box exercise”

Further to engagement with Lancaster University, partners from Lancaster City Council, Cornwall Council, Farrer Huxley, JTP and academic researchers became members of Lancaster University’s Soils in Planning and Construction Task Force. The task force aims to change the way we consider and manage soils throughout the planning and construction process to prevent soil degradation and promote functioning soils in development.

### Stage 3 Engagement

Stage 3 of the consultation was an opportunity to comment on the emerging proposals. The Emerging Masterplan Zoom presentation video and presentation slides (PDF) were uploaded to this website and the summary Vision newsletter distributed to over 6000 letterboxes in the community.

The community was invited to comment on the emerging masterplan by completing the postcard enclosed with the newsletter and via the form on this website. All comments received were fed back to the design team as they continued to develop the proposals for the draft masterplan presentation.

JTP continued to engage extensively with local organisations and local communities in a collaborative process to shape and design the Garden Village.

## STAKEHOLDER MEETINGS

### Parish Councils and Wards

- Scotforth Parish Council (during Stage 1)
- Ellel Parish Council (during Stage 2)
- Aldcliffe with Stodday Parish Council (during Stage 2)
- Thurnham & Glasson Parish Council (during Stage 2)
- Scotforth West Ward (during Stage 2)

### Local Community Groups

- Bailrigg Village Residents Association
- CLOUD members
- Lower Burrow Residents
- Tarnwater Lane Residents
- Burrow Heights Residents
- Green Lancaster (University staff and students group)
- Galgate Flood Action Group

### Stakeholders engaged with:

- Lancaster Civic Society
- Lancaster University
- Lancashire Nature Partnership

### Stakeholders engaged with (cont):

- Landscape assets workshop (incl. 3 residents from Burrow Heights, Galgate, Tarnwater Lane; ecologist/lecture lives in Scotforth; reps from Woodland Trust, Lancashire Wildlife Trust, Canal & Rivers Trust, Land Use Consultants)
- Lancaster District Bus Users' Group Exec (Friday 5th March)
- St Johns Congregation (Wednesday 10th March)
- Canal and Rivers Trust

### Written responses from:

- Canal & Rivers Trust
- Lancaster Canal Trust
- Woodland Trust
- Environment Agency
- Lancaster Flood Group
- Galgate Flood Group
- Lancaster & District Cycle Campaign
- Vicar of St John's Ellel (Craig Abbott)
- NHS
- Lancashire County - Education department

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### *Stakeholder meetings*

The draft masterplan was presented to the community on Tuesday 23 March 2021. This again was added to the BGV website and can be viewed as a video with commentary and as pdf slides.

### Stage 3 Summary of engagement

Stage 3 summary includes key considerations for the final masterplan and modifications requested to the draft masterplan to include

- How to enforce GV concept
- Sensitivity to existing settlements
- Support for green / sustainable initiatives e.g. materials, energy, etc
  
- Concern about flooding, and need for specific info of how SUDs will work
  
- Support for protection and enhancement of varied green infrastructure

- Gardens should connect to countryside e.g. hedgehog highways
- Need for cycle paths
- Bridleways, mountain biking trails
- Maintain key views
- Avoid polytunnels or planting with elephant grass close to residential areas
- Support for canal marina/moorings
- Support for waterfront living and recreation
- Note route of Roman road near Lower Burrow
- Community venue with skate park, cafe and playground (like the one at Halton)
- Flexible buildings including multi-faith, community space, work hub
- Management and maintenance of landscape
- Phasing, timescale, management of construction

## Final masterplan

## Further Consultation stages

The JTP vision masterplan will represent a significant evidence document that will inform decisions about the shape, layout, design, phasing, appearance, and infrastructure expectations of development in the Garden Village. Much other evidence will also inform the preparation of the AAP. Other evidence anticipated includes a transport assessment, air quality strategy, landscape assessment and a blue & green infrastructure strategy. Preparation of the AAP provides further opportunities for community engagement. As the AAP will be a formal Development Plan Document it must be prepared in accordance with the guidance in the National Planning Policy Framework, national legislation and regulations on development plan making, and, in compliance with the Council's own Statement of Community Involvement (SCI). Consultation is a requirement of Development Plan preparation and it is anticipated that a draft AAP will be the subject of consultation later in 2022. Once account is taken of consultation responses the Council will revise



and publish the AAP, invite formal representations, and then submit the document, all the evidence that informs it, and all the formal representations received, to the Government. The Government will appoint a planning inspector to determine if the AAP has been properly prepared and subject to the Inspector's conclusions, the Council will then be able to adopt the AAP as a part of the formal local development plan.