LANCASTER
CITY COUNCIL

Promoting City, Coast & Countryside

COUNCIL MEETING

Wednesday, 20 December 2017 - 6.00 p.m.
Morecambe Town Hall

Susan Parsonage,
Chief Executive,
Town Hall,
Dalton Square,
LANCASTER,
LA1 1PJ

LANCASTER
CITY COUNCIL

Promoting City, Coast & Countryside

Sir/Madam,

You are hereby summoned to attend a meeting of the Lancaster City Council to be held in the Town Hall, Morecambe on Wednesday, 20 December 2017 commencing at 6.00 p.m. for the following purposes:

1. **APOLOGIES FOR ABSENCE**

2. **MINUTES**

   To receive as a correct record the Minutes of the Meeting of the City Council held on 15th November 2017 (previously circulated).

3. **DECLARATIONS OF INTEREST**

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

   Members 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, Members 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, Members 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.

4. **ITEMS OF URGENT BUSINESS**

5. **ANNOUNCEMENTS**

   To receive any announcements which may be submitted by the Mayor or Chief Executive.

6. **QUESTIONS FROM THE PUBLIC UNDER COUNCIL PROCEDURE RULE 11**

   To receive questions in accordance with the provisions of Council Procedure Rules 11.1 and 11.3 which require members of the public to give at least 3 days' notice in writing of questions to a Member of Cabinet or Committee Chairman.

7. **PETITIONS AND ADDRESSES**

1. To receive an Address from Ms Janet Taylor, notification of which has been received by the Chief Executive in accordance with the Council's Constitution. A copy of Ms Taylor's address was not available at the time of agenda publication but will be circulated to Members as soon as possible by email. Paper copies will be distributed at the meeting.

2. To receive an Address from Mr Mark Salisbury, notification of which has been received by the Chief Executive in accordance with the Council's Constitution. A copy of Mr Salisbury's address was not available at the time of agenda publication but will be circulated to Members as soon as possible by email. Paper copies will be distributed at the meeting.

3. To receive an Address from Mr Matthew Barnes, notification of which has been received by the Chief Executive in accordance with the Council's Constitution. A copy of Mr Barnes' address was not available at the time of agenda publication but will be circulated to Members as soon as possible by email. Paper copies will be distributed at the meeting.

4. To receive any such further Addresses, should notification be received by the Chief Executive in accordance with the Council's Constitution after publication of this Agenda.

8. **LEADER'S REPORT** (Pages 1 - 3)

To receive the Cabinet Leader's report on proceedings since the last meeting of Council.

MOTIONS ON NOTICE

9. **MOTION ON NOTICE - FLOOD RESPONSE** (Pages 4 - 7)

To consider the following motion submitted by Councillors Caroline Jackson and Tim Hamilton-Cox.

"*This council notes the response to recent flooding by city council officers was timely and effective. Issues arising from flooding in 2015 and earlier this year have been successfully used to create improved strategies to ensure the welfare and safety of residents. Communication and co-operation between services, agencies and voluntary and community groups was excellent. We wish to congratulate officers on this achievement.*

This council also notes that the flooding in Galgate, Hala and Halton was partially caused by surface water run-off during heavy rainfall.

This council notes that this also applies to smaller areas of repeated flooding such as Caton Road, Lower Church Street, Long Marsh Lane, Willow Lane and Brook Street and these floods are causing stress, economic hardship and lost business.

There is evidence that flooding events linked to run off were exacerbated by blocked gullies many of which had been repeatedly notified to the county council over a long period.

We note also that the effective response to flooding has taken and will take many hours

of officer time which means the other necessary work done to serve residents has been and will be delayed.

This council believes:

We now live in a city and district repeatedly subject to what is termed "unprecedented rainfall". By definition more intense rainfall is now precedented and equally intense effort needs to be directed to mitigating the impact. We cannot accept the delays in gully clearing that have been noted by many elected members in this chamber and indeed elected members who sit at county level.

We have a duty to respond to hardship among district residents in an effective way.

This council resolves to:

1. *Hire a gully clearing vehicle for the 6 months January – June 2018 or sooner if possible and deploy it with appropriate staff members;*

    a) *to clear all gullies already known to officers to create or add to known flood hazards.*
    b) *to clear all gullies reported by members, businesses and residents known to create or add to known flood hazards.*
    c) *to undertake a check of all gullies in sensitive areas of the district.*

2. *That the cost of this be taken in the first instance from the city council's general fund balance.*

3. *That steps be taken to recover costs as far as possible.*

4. *That urgent steps be taken by Cabinet and Lancaster City officers at the most senior level to recover the contract for gully cleaning from Lancashire County Council for financial year 2018-9 onwards.*

5. *That residents, councillors and officers work together to identify areas where street engineering is causing surface water run off to increase flood risk and by March 2018 prepare a report for County Highways on works needed.*

6. *That all interested parties Lancaster City council, United Utilities, Lancashire Lead Flood Authority and the Environment Agency are convened to consider urgently the problem of combined surface and foul water drains in flood prone areas and bring forward a plan to eliminate them as a risk to public health."*

An officer briefing note is attached.

OTHER BUSINESS

10. **ADVANCING THE LOCAL PLAN FOR LANCASTER DISTRICT** (Pages 8 - 381)

To consider the report of the Chief Officer (Regeneration and Planning)

Councillors please note: Appendices 1 and 2 of this report along with the policy maps are published electronically and can be found on the Council website at:

https://committeeadmin.lancaster.gov.uk/ieListDocuments.aspx?CId=305&MId=69

15&Ver=4

Paper copies will be available in the Members' Rooms at Morecambe and Lancaster Town Halls. If you require your own paper copy please contact Democratic Services on 582132.

11. **LOCALISED COUNCIL TAX SUPPORT SCHEME 2018/19** (Pages 382 - 394)

To consider the report of the Chief Officer (Resources)

12. **REVIEW OF COUNCIL TAX CHARGING POLICY FOR EMPTY HOMES** (Pages 395 - 410)

To consider the report of the Chief Officer (Resources).

13. **APPOINTMENTS TO OUTSIDE BODIES - BOARDS OF TRUSTEES OF THE LANCASTER CHARITY AND LANCASTER DISTRICT CVS** (Pages 411 - 412)

To consider the report of the Chief Executive.

14. **APPOINTMENTS AND CHANGES TO COMMITTEE MEMBERSHIP**

Group Administrators to report any changes to Committee Membership.

15. **QUESTIONS UNDER COUNCIL PROCEDURE RULE 12**

To receive questions in accordance with the provisions of Council Procedure Rules 12.2 and 12.4 which require a Member to give at least 3 working days' notice, in writing, of the question to the Chief Executive.

16. **MINUTES OF CABINET** (Pages 413 - 431)

To receive the Minutes of Meetings of Cabinet held 7th November and 5th December 2017.

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Chief Executive

Town Hall,
Dalton Square,
LANCASTER,
LA1 1PJ

Published on Tuesday 12th December 2017.

Agenda Item 8

COUNCIL

Leader's Report

20 December 2017

Report of the Leader of the Council

PURPOSE OF REPORT
To present the Leader's report to Council.
This report is public.

RECOMMENDATIONS

To receive the report of the Leader of Council.

REPORT

1.0 Cabinet

Information on Cabinet matters is provided in the minutes from the Cabinet meeting held on 7 November 2017 and 5 December 2017 later in this agenda.

2.0 Decisions required to be taken urgently

There are no decisions to report since the last Leader's Report on 15 November 2017.

3.0 Leader's Comments

Together with other Councillors of all parties, I was invited to the opening of a new Stroke Unit at the Royal Lancaster Infirmary on the 30th October. It is a much needed addition to stroke care as it is near to the emergency area and provides immediate accommodation for the vital first hours after a stroke.

The Social Media Briefing on the 9th November made me realise how important this is in spreading Council news. Well worth attending if it is repeated.

The Remembrance Service on the 12th November went as smoothly and movingly as always. I always wonder how it is timed so well that the wreaths are laid by 11:00.

The Star Chamber process has started. The first meeting was on Monday the 13th November looking at Health, Housing and Human Resources. Lots of good suggestions to save and invest to save.

The Chief Executive, Councillor Hanson and myself gave an interview with Ged Henderson of Lancashire Business View magazine on the 14th November. He asked to see us because he had been hearing great things about Lancaster and the work that is going on here. He took copious notes as the three of us bombarded him with good news stories and Council decisions. He promised to send us copies of the article.

Mark Smith, the Lancaster University Vice-Chancellor came to see us on the 21st November. We discussed the new proposals for the Council and Court of the University. The Innovation Park is at its third funding tier stage and it has caused some delays, but it should be going ahead soon.

The funeral of Councillor Roger Sherlock was very well attended on a very wet day. The family were pleased with the attendance and with the tribute to Roger, a well-liked and very hard-working Councillor.

On that very wet day and night our district saw an unprecedented amount of rainfall which led to flooding in many areas, including three areas of my own ward. The Chief Executive and myself were due to go to County Hall that day for the Shadow Combined Authority meeting. We decided to tour the flooding sites instead and speak to agencies and people who were flooded. It was heartbreaking to see elderly people leaving their homes for 6 months and to hear of others who have lost so much and are still not in new accommodation. Our job has been to work with others to clean up and provide assistance to residents. The staff worked day and night and over the weekend collecting and removing flood damaged goods and housing staff have been on hand to give help and advice, including providing temporary accommodation. Three meetings were planned. One has taken place in Halton and as I write one will be in Galgate and one in Bowerham. The Community Foundation for Lancashire has launched a Lancashire Flood Recovery Appeal and the Chief Executive is contacting the Local Government Association, the Department for Communities and Local Government, and others, appealing for help. She has also asked an Environment Agency representative to appeal to government for money for flood victims.

On a lighter note, I attended the Fashion Show arranged by the Mayoress on the 25th November. It was a really pleasant evening with a really wide choice of very attractive clothing. I did admire the Mayoress who had the courage to model some of the clothes. I really couldn't do that.

The workshop on the Heritage Strategy on the 27th November was very well attended. We think that we know our area but when shown pictures of some heritage buildings and monuments, we have to say "Where's that?" I look forward to further work on this. Some of the pictures were stunning, especially, for me, St Peter's Church at Heysham. Through the trees in sunshine with the sea beyond. We live in a beautiful area.

Other Matters

Cabinet minutes for 7 November 2017 and 5 December 2017 are attached at the end of this agenda.

4.0 Key Decisions

The following Key Decision was taken by Cabinet on 7 November 2017:

(1) Request for Approval to Proceed with Grant Application to the Clean Bus Technology Fund.

The following Key Decision was taken by Cabinet on 5 December 2017:

(1) Lancaster Caton Road (Phase 3) Flood Risk Management Scheme
(2) Budget & Policy Framework Update

The following Officer Delegated Key Decisions were taken during this period:

(1) Provision for Development Facilitator for Bailrigg Garden Village, Lancaster
(2) Lancaster Town Hall Phase 3

Background Papers

Cabinet agenda and minutes of the meetings held on 7 November and 5 December 2017.

To consider the following motion submitted by Councillors Caroline Jackson and Tim Hamilton-Cox.

"*This council notes the response to recent flooding by city council officers was timely and effective. Issues arising from flooding in 2015 and earlier this year have been successfully used to create improved strategies to ensure the welfare and safety of residents. Communication and co-operation between services, agencies and voluntary and community groups was excellent. We wish to congratulate officers on this achievement.*

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We have a duty to respond to hardship among district residents in an effective way.

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2. *That the cost of this be taken in the first instance from the city council's general fund balance.*

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5. *That residents, councillors and officers work together to identify areas where street engineering is causing surface water run off to increase flood risk and by March 2018 prepare a report for County Highways on works needed.*

6. *That all interested parties Lancaster City council, United Utilities, Lancashire Lead Flood Authority and the Environment Agency are convened to consider urgently the problem of combined surface and foul water drains in flood prone areas and bring forward a plan to eliminate them as a risk to public health."*

OFFICER BRIEFING NOTE

GENERAL POINTS

In the 24 hours from 09:00 GMT Wednesday 22nd Nov 2017 the station at Hazelrigg recorded 73.6mm of rain had fallen - the highest level in more than 50 years since the centre started weather observations.

The Council acknowledges the devastation that was caused to residents and businesses following this. Furthermore it acknowledges the lead role it has to play in helping our communities recover and then working with other parties to make improvements in the future.

How and where the impacts of any major rainfall event are manifested is complicated by many different factors. The different locations affected by the last rainfall event provide evidence of this.

Following any event of this nature the priority following the initial emergency is for residents, communities and businesses to get back to normal as soon as is possible.

What is also important is understanding fully what happened, why it happened and how the impact could be reduced in the future. This process involves analysis of the information held by the various agencies and accounts from those affected.

At this very early stage the focus of all agencies is still very much on recovery and gathering information on what happened.

An internal debriefing for the Council has taken place and a debriefing for all organisations involved (City Council, County Council, Environment Agency, Police, Fire Service, Voluntary organisations) is scheduled for January. For the City Council these debriefings will lead to recommendations being made that will help improve our response to future events.

As acknowledged in the motion following a similar debriefing process after Storm Desmond significant improvements in how the recovery operation took place have been made.

Three public meetings and a drop in event have taken place. These have allowed residents the opportunity to express their concerns to the relevant agencies and also provide information on the events of the night. Analysis of this information will allow agencies to understand what happened and establish what would be required to reduce the impacts in the future.

At this stage therefore Council would be advised to await the recommendations of the debriefing exercise.

GULLY EMPTYING

This motion highlights the maintenance of the surface water drainage system. Based on the information to date it is clear that there are many factors that need to be investigated before drawing any conclusions as to what caused flooding in different locations.

Gully maintenance is a function of the Highways Authority (Lancashire County Council).

From the gully cleaning and initial investigations that have been carried by the County Council since the event, it does not appear that blocked gullies were a significant contributory factor to the flooding. No underlying issues have been found and after the rain stopped and river levels dropped the water quickly drained from the highway.

Nevertheless the issue of gully cleaning is one that is understandably concerns residents.

As the responsible agency how they deliver this is for the County Council to decide. Up until April 2016 the work was 'sub-contracted' to the City Council. Work was undertaken to the schedule/ specification set by the County Council.

From April 2016 County Council took the decision to manage and deliver the function directly and therefore we have no continuing contractual arrangement with them. During the consultation process the City Council put forward reasons why we considered the model of City Council delivering was more effective (local knowledge, quick response etc). The County Council acknowledged this but took the view that on balance a rationalised service delivered from a base in the District (Caton) with staff who had been delivering the service transferring to them was the model that would provide best value for money.

Whilst all public sector organisations have their own defined responsibilities as far as the public are concerned their success and credibility is defined very much by how they cooperate and collaborate. Lancaster City Council very much recognises this.

From the meetings with flood affected residents the issues raised were about frequency and effectiveness rather than who delivers the gully emptying.

In this District joint working with the County Council on Public Realm initiatives already takes place successfully at strategic, tactical and operational levels. There are many good examples of this – Improvements to Lancaster City Centre/ Morecambe Town Centre, maintenance of roadside verges/ highway trees, car park improvements, cycle track network etc.

Building on this existing good relationship the Chief Officer would advise that the best way of progressing this issue is to seek to discuss this matter (at a Cabinet Member/ Chief Officer level) with the County Council and develop a plan that best meets the needs of our District. The local knowledge that Officers, Councillors and residents have could be fed into this process.

Already based on the information the County Council have gathered to date they are considering how best to schedule frequency of gully emptying in the areas affected by flooding.

An agreed approach could have other positive impacts. We already work jointly to improve the Public Realm in our District. Since the floods City Council and / County Council have been working in tandem on sweeping and gully emptying affected areas. Exploring how to extend this joined approach further to work in tandem throughout the year on sweeping / gully

maintenance would result in a more efficient and effective service. As an example we could also work with Parish councils / communities and devise a schedule that would allow notification of work in advance so residents move their cars.

The cost of the suggestion in the motion of a gully machine + team for 6 months is estimated at £80,000+ disposal costs. Council could pursue this option, (but would need to work with County to do so as they are County assets, and the ultimate responsibility would still rest with County) If Council wanted to pursue that option it would be better to contribute to County undertaking more gully emptying in the District.

However, for the reasons outlined, the Officer advice is to first of all understand the problem and then use our existing good relationship to pursue a collaborative approach that works for our District.

CONCLUSION

At this stage the Officer advice would be-

1. Consider the recommendations of the debrief once available

2. Cabinet member / Chief Officer meeting with County to request a collaborative approach to gully emptying / channel sweeping

Mark Davies – Chief Officer (Environment)

MONITORING OFFICER COMMENTS

The Monitoring Officer has been consulted and has no further comments

SECTION 151 OFFICER COMMENTS

The Section 151 Officer has been consulted and she reiterates the Officer advice provided above, in light of the Council's duty to secure value for money and its challenging financial circumstances.

Council

20 December 2017

Advancing the Local Plan for Lancaster District

Report of the Chief Officer (Regeneration and Planning)

PURPOSE OF REPORT

To seek a resolution from Council to formally publish the Local Plan for Lancaster District, obtain formal representations and then submit the document to the government for the process of Independent Examination. This will ensure that the relevant regulations are followed and will enable stakeholders, including residents, to have their view on the soundness of the plan and its preparation processes considered by an Inspector.

This report is public

RECOMMENDATIONS:

That the Council:

(1) Resolves to formally publish the Local Plan for Lancaster District, the background evidence, the reports on the Sustainability Appraisal and Habitats Regulations Assessment, then obtains formal representations and submits the documents to the government for Independent Examination. This will ensure that the relevant regulations are followed and will enable stakeholders, including residents, to have their view on the soundness of the plan and its preparation processes. The submitted documents will then be considered by a government appointed Inspector.

(2) Delegates to the Chief Officer (Regeneration and Planning) the authority to make minor changes to improve the clarity, consistency and appearance of the documents and policies maps, and, insert additional illustrative or factual material prior to formal publication and submission.

(3) That Council acknowledges the challenges and inherent risks in advancing a complex local plan which aims to establish a long-term development strategy designed to support and facilitate growth, realise significant economic opportunity and boost the supply of housing within a district that is characterised by its heritage assets, its protected landscapes and its international and local environmental designations, whilst presently constrained by the ability of its infrastructure to accommodate further growth.

(4) That Council acknowledges that the task of advancing the Local Plan through to adoption has resource implications that will evolve as challenges to the submitted plan emerge and evolve; the Chief Officer (Regeneration and Planning) will need both capacity and flexibility to ensure that resources are available and deployed, particularly in financial year 2018/19 to address this challenge.

1.0 Introduction

1.1 In its responsibility as a local planning authority the Council is required to prepare and maintain a Local Plan to ensure that sufficient opportunity is available to deliver the homes, employment, retailing, recreational, transport and education needs of the community whilst protecting and enhancing the district's environment and heritage.

1.2 The local development plan for Lancaster District currently comprises:

- Any residual saved policies of the Lancaster District Local Plan of 2004
- Still relevant policies of the Core Strategy of 2008
- The Development Management (Planning Policies) Document of December 2014
- The Morecambe Area Action Plan of December 2014, and,
- The Minerals and Waste Local Plan (prepared by Lancashire County Council).

1.3 Thus, the last time the Council adopted a Strategic Document to establish the quantity of development required in the district and the broad intentions for its distribution was nine years ago, in the Core Strategy of 2008. The last time that this council adopted a plan that allocated land for development was 13 years ago in the Lancaster District Local Plan of 2004.

1.4 The Council did publish and consult on a draft Land Allocations Development Plan Document (DPD) in October 2012, along with drafts of the Development Management (Planning Policies) DPD and Morecambe Area Action Plan DPD. However, preparation of these draft documents coincided with the major changes to national planning system made by the government through the publication of the National Planning Policy Framework (NPPF), the revocation of the Regional Plan and the abolition of both regional planning and county strategic planning functions. Progress on the draft Land Allocations document was delayed whilst account was taken of the new national guidance. The Development Management (Planning Policies) DPD and Morecambe Area Action Plan DPD were advanced to formal publication, submission, Examination and adoption in December 2014.

1.5 Additionally a separate DPD for the Arnside & Silverdale AONB has been jointly prepared by Lancaster City Council and South Lakeland District Council. This was formally published on 2 November 2017. Comments are invited by 5pm on 14 December 2017**.**

1.6 In order to provide stakeholders and the community with surety on the council's intentions on plan preparation the council is obliged to publish and maintain a local plan preparation project timetable, or Local Development Scheme (LDS). The most recent project timetable, as endorsed by Councillor Hanson, was published in September 2017 and is available on the Local Plan area of the website. The LDS commits the Council to progressing the Local Plan. The DCLG and Planning Inspectorate actively monitor progress on local authority plan preparation against the commitments made in the LDS.

Failure or delay in progressing in accordance with the published timetable is the mechanism that the DCLG uses to determine whether to intervene in plan preparation.

1.7 On 21 July 2015 the Government published a Written Ministerial Statement on the prospect of Local Plan intervention for authorities who were failing to progress their local plans. On 16 November 2017 The Rt Hon Sajid Javid MP, Secretary for Communities and Local Government, wrote to 15 local planning authorities; Basildon, Brentwood, Bolsover, Calderdale, Castle Point, Eastleigh, Liverpool, Mansfield, North East Derbyshire, Northumberland, Runnymede, St Albans, Thanet, Wirral, and York, stating;

> "Local planning authorities are required to publish a Local Development Scheme (LDS) which sets out when an authority expects to reach key milestones in the plan-making process, and the timetable for producing documents to maintain an up to date plan. In the 13 years that have passed since the 2004 Act was introduced your Council has failed to meet the deadlines set out in that timetable".

1.8 The Minister advised that he is presently considering intervention measures in the plan making processes of these authorities but has provided the authorities with an opportunity to outline any **exceptional circumstances**, by 31st January 2018, which, in the view of these councils justifies their failure to produce a Local Plan. Inclusion on this list of authorities who have not made progress on local plans, or subsequent lists, is unlikely to enhance the reputation of these authorities with stakeholders, communities, developers and funding bodies.

2.0 Establishing Key Objectives of the Local Plan

2.1 Members will recall that the NPPF directed local planning authorities to determine and then plan to deliver, in full, on the local economic opportunity and the housing needs of their communities. The council commissioned the independent external consultancy Turley Economics to advise on; firstly, the potential for economic growth in the district, and, secondly, the closely associated, the need for housing in the district. Turley's recommended that in the context of evidence of economic growth which could be realised, if the opportunity is made available through the local plan, the council should plan for the delivery of between 13,000 and 14,000 homes [the Objectively Assessed Need [OAN)], a figure equivalent to an average of 675 new homes per year (at the mid-point of the range), in the period 2011-2031.

2.2 Following prolonged discussion and debate about the robustness of Turley's recommendation it was resolved, on 3rd February 2016, "That Council accepts the Turley work as establishing the objectively assessed need for the evidence base, withdraws the most recent instructions [to re-visit the recommendation] and moves to complete a draft Local Plan for examination."

3.0 Progressing the Local Plan

3.1 The Chief Officer (Regeneration and Planning) moved swiftly on the Council's February 2016 resolution and, within that calendar year, on 14th December 2016, the council resolved to consult on a Draft Local Plan for Lancaster District that aimed to provide, through both policies and the identification of development sites, opportunities to best achieve Turley's recommendation on the OAN within the context of the constraint of adhering to the principles of sustainable development.

3.2 A major consultation was undertaken on the draft Local Plan between January and March 2017. The responses to the plan were reported to the

Cabinet Member and Portfolio Holder for Regeneration & Planning and published on the council's website. In the period since the close of the consultation much further work has been undertaken on the draft plan, and significantly, on the wider evidence base that supports the plan. The need to comply with national guidance and evolving planning practice means that a significant quantity of evidence must be complied, assessed and considered in order to satisfy expectations on plan soundness. All of this evidence including ecology, heritage assets, housing needs, retailing patterns, economic opportunity, open space provision, a Strategic Flood Risk Assessment (SFRA), and development viability testing is very time sensitive, thus, if the plan is not advanced to publication and submission to the proposed timetable the expensively obtained and considered evidence base would be at risk of becoming dated and less likely to support a local plan that will be considered soundly prepared at a point further in the future. It is likely that additional costs would arise from refreshing the evidence base.

The Challenge of Addressing the Turley OAN Recommendation

3.3 Paragraph 46 of the NPPF states that:

> To boost significantly the supply of housing, local planning authorities should:
>
> - use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period.

3.4 Thus, Council is advised that the OAN is a recommendation and that the local plan should establish a housing requirement that is informed by that recommendation with the expectation that it should be delivered in full, unless it is the case that achieving the recommendation would be inconsistent with other parts of the guidance. In short, the requirement should equate to the OAN and, if it can be delivered in full whilst maintaining conforming to the broader principles of sustainable development, then the local plan should indeed aim to meet it in full.

3.5 Members are reminded that the Turley's recommendation has been subject to much challenge and validation and officers have previously advised that it has been properly prepared. Thus, it properly sets the target which the local plan should aim to deliver. The local plan presented today acknowledges the validity of the OAN as one which has been prepared to reflect an economically ambitious, but none the less realistic assessment of economic opportunity in the district. Turley's have recently reviewed their Economic Prospects Report, this is published on the Local Plan pages of the Council's website. Thus, whilst the Local Plan should aim to identify a requirement that is sufficient to deliver the OAN in full, the intensive work that has been undertaken in the last four years to prepare the plan does not demonstrate that there is sufficient realistically achievable opportunity to deliver the OAN in full. These constraints are:

- The limitations imposed by the extent of designated landscapes (AONBs) in the district.
- The limitations imposed by the extent of current policy designations, particularly the North Lancashire Green Belt.
- The limitations imposed by the extent of constraints such as mineral protection areas and ecological designations.

- The limitations of highways and transport capacity.
- The availability of genuinely sustainable development sites in appropriate locations.
- The capacity of those sites which do represent sustainable development to deliver dwelling completions within the local plan period.

3.6 The process of preparing the local plan is finding solutions to address many of these constraints. In addition to many brownfield and smaller greenfield development allocations the local plan will propose four strategic locations, which comprise land that is presently largely undeveloped (greenfield) that can make a significant contribution towards meeting housing and employment needs. These are:

- **South Carnforth**: Land south of Windermere Road and Lundsfield Quarry
  - Land south of Windermere Road is presently in the Green Belt.
- **North Lancaster**: Beaumont Hall
  - Land is presently in the Green Belt.
- **North East Lancaster**: Ridge Farm/Cuckoo Farm
  - Land is presently allocated as Key Urban Landscape
- **Bailrigg Garden Village**
  - Extensive area of land including land that is presently allocated as Key Urban Landscape.

3.7 However, even when the supply of housing from these challenging significant allocations are added to the supply from the other proposed sites, there is still not sufficient supply to meet the whole OAN figure. The plan will therefore propose to supply just over 12,000 dwellings over a period which commences at the plan base date of 2011/12 and applies to a period that will run for 15 years following the anticipated plan adoption date of 2018/19. This means that the housing requirement and supply component of the local plan will cover a period of 23 years, from 2011/12 to 2033/34. Should this approach be successfully advanced it would set an annualised requirement figure of 522 dwellings per annum. The requirement for these additional three years is set by rolling forward the annual expectation on delivery from the formal plan period; thus, the requirement for the period 2031/32 to 2033/34 is also 522 homes per annum. It is anticipated that the Local Plan will be subject to review to take account of changing circumstances, progress on securing infrastructure, and in any event, in accordance with DCLG guidance on plan review.

3.8 Discussions will continue with the promoters of the strategic sites, most particularly the Bailrigg Garden Village, in the months between publication and examination to better understand developer delivery expectations. It is likely that the Local Plan will seek to establish the principle of the Bailrigg Garden Village with the detail advanced through an Area Action Plan. This will require a revision to the Council's Local Development Scheme.

3.9 It will be proposed that this approach is justified by the need to advance a local plan that best addresses the OAN and can support the realisation of the infrastructure needed to permit the future development of the district. Council officers are working closely with Lancashire County Council to prepare and national Housing Infrastructure Fund (HIF) application to the Department of

Communities and Local Government (DCLG) that will support the re-configuration of Junction 33, and other highways and transport infrastructure in the south Lancaster area. The realisation of this infrastructure will also facilitate the achievement of the wider benefits for movement that are proposed by the adopted Highways and Transport Master Plan.

3.10 The documents which will be brought to council are: the Strategic Policies & Land Allocations DPD, which establishes the quantity of development and how it will be distributed, and a review of the Development Management Policies DPD which contains the policies that are used to determine planning proposals.

4.0 Details of Consultation

4.1 The proposed Local Plan itself has been the subject of extensive consultation in various preparation stages; in the summer of 2014, the autumn of 2015 and in early 2017. If Council resolves to publish and submit the Local Plan reported today, officers will prepare the publication editions of the documents and make these available for a six-week period in which stakeholders and the wider community can comment on the soundness of the plan. The Local Plan documents, the comments received and the evidence which supports the documents would then be submitted to the government, potentially in May 2018. The government would then appoint an Inspector to consider the soundness of the Local Plan. The Inspector is likely to hold local hearing sessions in which other parties are invited to assist him or her in considering the soundness of the Local Plan.

5.0 Options and Options Analysis (including risk assessment)

	Option 1: Endorse the recommendations and formally publish the Local Plan for Lancaster District, then obtain formal representations and submit the plan to the government for independent Examination whilst acknowledging the challenge, risks and costs of advancing the emerging plan	**Option 2:** Do not endorse the recommendations and formally publish the Local Plan for Lancaster District, then obtain formal representations and submit the plan to the government for independent Examination whilst acknowledging the challenge, risks and costs of advancing the emerging plan
Advantages	Make progress towards the adoption of an up to date Local Plan as set out in the published Local Development Scheme and thus address the need to meet evidenced development requirements whilst protecting the environmental. The plan would be published at the time intended and be accompanied by a large time-sensitive evidence base that has been carefully commissioned, assessed and updated to support the submission of documents at	Further time could be spent on continuing to prepare policies before a further version of the Local Plan is brought to council.

	this point in time. An application for capital funding to the Housing and Infrastructure Fund (HIF), to be made by Lancashire County Council for transport infrastructure, required by early next year, will be supported by a Local Plan that has been formally published. Investment decisions that can realise opportunities for economic growth and job creation and much needed housing can be advanced with greater certainty. Progress can be made on adopting a plan that can establish a five-year housing land supply. Upon plan adoption there will be greater potential to resist proposals for development on sites that are not identified by the local plan, meaning that development may occur on sub-preferable locations where proposals will need to be determined in accordance with planning target dates and will not have had the benefit of prior discussion on matters such as infrastructure.	
Disadvantages	None apparent	Delayed progress on plan preparation will be observed by the DCLG and expose the council to the risk of government intervention, using the same evidence base, in plan preparation. The large time-sensitive evidence base that has been carefully commissioned, assessed and updated to support the submission of documents at this point in time will become quickly out of date and is likely to need to be re-commissioned. An application for capital funding to the Housing and Infrastructure Fund (HIF), to be made by Lancashire County Council for

		transport infrastructure, required by early next year, would not be supported by a Local Plan that has been formally published. Opportunities to realise economic growth and job creation and much needed housing will be delayed. Further delay on establishing a new five-year land housing supply will be introduced, exposing the council to a continuing inability to evidence a sufficient supply of housing. It will continue to be difficult to resist further proposals for development on sites that are not identified by the local plan, meaning that development may occur on sub-preferable locations where proposals will need to be determined in accordance with planning target dates and will not have had the benefit of prior discussion on matters such as infrastructure.
Risks	The independent Examination will find fault with a Local Plan that could have benefited from further work.	Delay exposes the council to the disadvantages described above. Reputational damage to the Council from not following through with the publication of its own Local Plan, prepared to address the evidence that it commissioned itself and resolved to advance in February 2016, in accordance with its own LDS timetable.

6.0 Officer Preferred Option (and comments)

6.1 Option 1. Officers recommend that the local plan is formally published and submitted.

7.0 Conclusion

7.1 The intended publication edition of the Local Plan, specifically the Strategic Policies & Land Allocations DPD, and a review of the Development Management Policies DPD, are now sufficiently advanced to be formally published and submitted. Whilst it is acknowledged that many issues are still to be resolved this must be balanced with an acknowledgement that further delay in advancing the local plan will mean that the current development plan

policies will become further out of date, exposing the council to an increasing risk of losing appeals on sites that do not represent sustainable development. Failure to advance the plan will also greatly undermine the opportunity to secure very significant financial contributions that can address the district's deficits in highway and transport infrastructure, through time-sensitive competitive fund-bidding processes.

RELATIONSHIP TO POLICY FRAMEWORK

Preparation of the Local Plan is a Corporate Priority. Planning Policy is decided by council.

National Planning Policy Framework Requires all Local Authorities to prepare a Local Development Plan for their area setting out how objectively assessed development needs will be met and clear planning policies on what or will not be permitted.
National Planning Practice Guide Provides guidance for Local Authorities and other interested parties on how the detail of the National Planning Policy Framework should be implemented in practice.

CONCLUSION OF IMPACT ASSESSMENT
(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing):

There are no adverse health and safety, human rights or community safety implications arising from this proposal. The Draft DPDs apply to both urban and rural areas, including the protected landscape of the Forest of Bowland. The DPDs contain policies that are designed to ensure that opportunity exists for development that will deliver new jobs in accordance with evidence on the district's economic prospects, and housing to meet to the needs of a community that will grow and change in the context of a developing economy.

The Equality Impact Assessment Form is attached. This concludes that there will be no adverse impacts on any protected groups, but that there are some potential but unavoidable adverse implications for sections of the rural communities, including people on low incomes, mostly as a result of the limited development opportunities identified in rural areas.

LEGAL IMPLICATIONS

There are no legal implications arising directly from this report.

FINANCIAL IMPLICATIONS

There are no direct implications arising from this report but members are reminded that Local Plan processes will continue to require resourcing, particularly in the coming financial year and the costs for, for example, additional evidence, Examination and specialist witnesses, and specialist inputs are not predictable, but provision has already been made within existing approved budgets as far as possible.

Ultimately, the adoption of any Local Plan will have bearing on any Council's future financial position, through changes to the demand for council services and its ability to generate local taxation and other income. One of the key aims of any local authority finance system (or future reforms) should be to address these in a fair and consistent manner, to ensure the financial sustainability of any local authority going forward.

OTHER RESOURCE IMPLICATIONS, such as Human Resources, Information Services, Property, Open Spaces:

Human Resources:
None directly arising from this report.
Information Services:
None directly arising from this report.
Property:
Whilst the council does own land is affected there are no directly implications arising from this report.
Open Spaces:
There are no directly implications arising from this report.

SECTION 151 OFFICER'S COMMENTS

The Section 151 Officer has been consulted and has no further comments.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no further comments

BACKGROUND PAPERS

Local Plan for Lancaster District: Publication Documents (December 2017 Drafts)

Appendix 1
Attached: **Part One:** Strategic Policies and Land Allocations DPD

Appendix 2
Attached: **Part Two:** Review of Development Management Policies

Appendix 3
Local Plan **Policies Map** (Very large file size – view-able via web-links)
1.District Wide
2.Main Urban Area
3.Town Centre and other settlement insets (includes Galgate)

Lancaster City Council Local Development Scheme (LDS)

http://www.lancaster.gov.uk/planning/planning-policy/about-the-local-plan

Key Evidence Reports are all available on the Council's website, including:

Lancaster District Economic Prospects: Update Report

http://www.lancaster.gov.uk/planning/planning-policy/employment-studies

Contact Officer: Maurice Brophy
(Planning and Housing Policy Manager)
Telephone: 01524 582330
E-mail: mbrophy@lancaster.gov.uk
Ref: LP 2017

Strategic Flood Risk Assessment Report from external consultants (dated October 2017) is available on the Council's website. **Sustainability Assessment and Habitats Regulation Assessment** interim reports are be available on the Council's website. (these are updated as the Local Plan advances)	

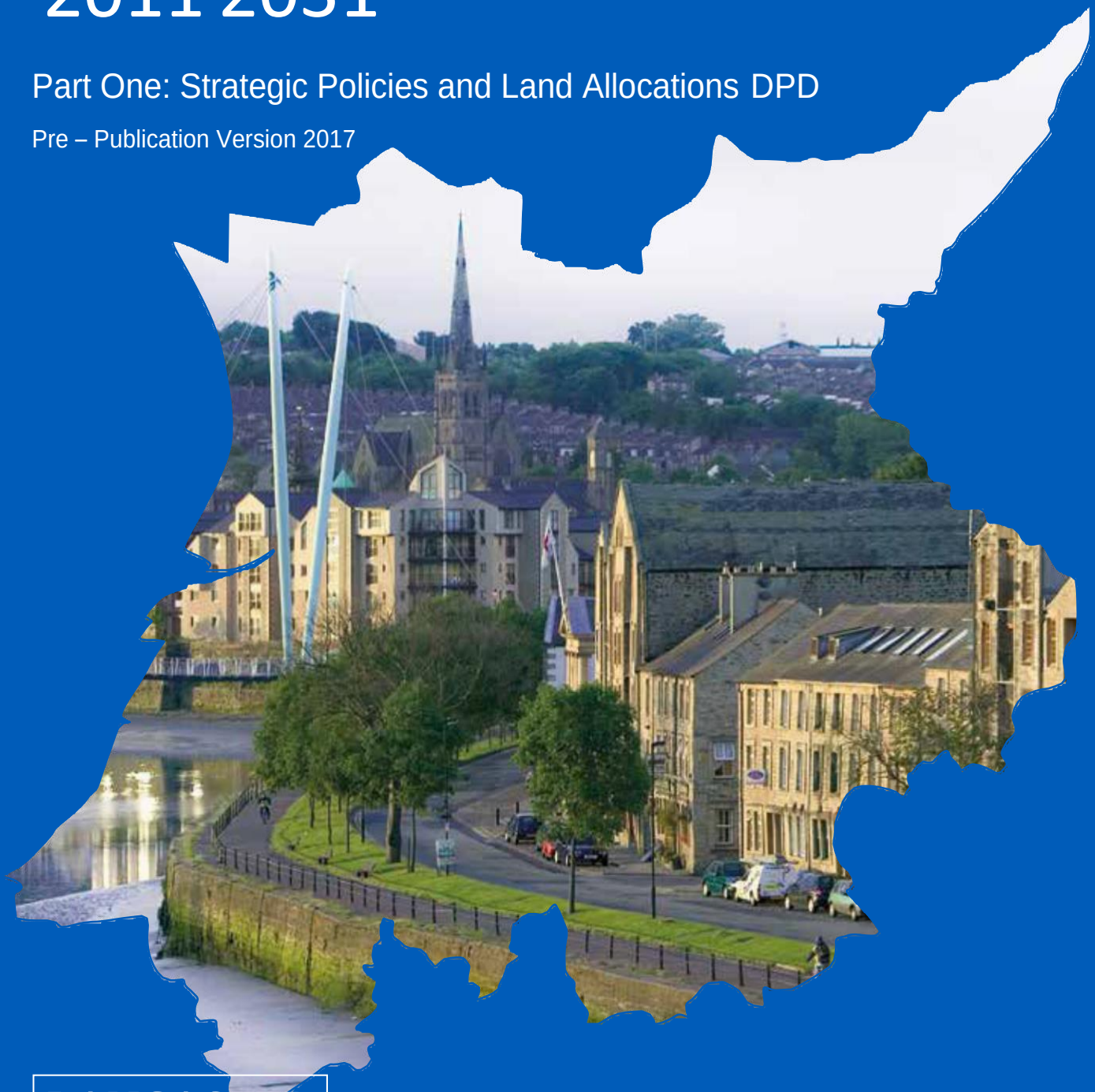
A Local Plan

for Lancaster District

2011-2031

Part One: Strategic Policies and Land Allocations DPD

Pre – Publication Version 2017



LANCASTER
CITY COUNCIL

FOREWORD

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

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

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

Councillor Janice Hanson
Portfolio Holder for Regeneration and Planning

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1. Introduction

1.1 The Strategic Policies and Land Allocations Development Plan Document (DPD) is a key document in the new local plan for Lancaster district. The document sets out the spatial vision and plan for the future of the district and how it will be delivered. It is also the document that identifies land to meet future development needs and land that should be protected for its environmental, social and economic importance.

1.2 Our district must rise to the challenges facing it and its communities over the next 20 years and beyond. The district requires new homes, jobs and infrastructure to support the needs and aspirations of people who live in this area, both now and in the future. The Local Plan describes and quantifies what those needs are and sets out how the Council plans to meet them.

1.3 In preparing the Local Plan the Council has worked proactively with the local community and key stakeholders to best address the needs of the district. As part of this process, the Council has drawn upon an extensive evidence base which is referenced throughout this document. This represents the final iteration of the plan which the Council believe represents a sound and legal compliant planning framework for the district. The Council will publish the DPD for a formal six week period to invite representations on its soundness and legal compliance. The representations made, the DPDs and the evidence which underpins them will then be submitted to the Secretary of State (via the Planning Inspectorate) to begin the period of public examination.

1.4 This Strategic Policies and Land Allocations DPD is accompanied by a number of other planning documents which together will form the new local plan for Lancaster district. These DPDs include the following:

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

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

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

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

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

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

1.5 It is important that the local plan, the policies it contains and the allocations it makes are read as a whole and not in isolation. Development proposals should have due regard to all relevant policies and allocations in the local plan.

1.6 The Council will continue to investigate the need for further development plan documents including the provision of an Infrastructure Charging Schedule making use of the most up to date and appropriate tariff method to ensure that mechanisms are put in place to deliver strategic infrastructure, work will be ongoing through 2018 on ensuring this matter is fully addressed.

1.7 Beyond the plans prepared locally, the Council consider the Lancashire Waste and Minerals Plan part of the statutory development plan for the district and the policy and direction of this plan should be given material consideration in both the plan-making and decision-taking process. Land to the east of Cowan Bridge and the A65 forms part of the Yorkshire Dales National Park, proposals for development within the National Park area should come forward in accordance with the Yorkshire Dales National Park Local Plan.

How has this Local Development Plan Document been Prepared?

1.8 Local planning authorities have a legal requirement prepare and maintain local plans for their areas. Local plans must be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics of their areas, and take full account of relevant market and economic signals (paragraph 158 of the National Planning Policy Framework (the 'Framework'[1]). The Housing White Paper, entitled 'Fixing our Broken Housing Market'[2] was published by the Government in February 2017 and set out a clear intention to boost housing construction across the country to achieve the delivery of between 225,000 and 275,000 new homes per year to keep up with population growth and start to tackle years of under-supply.

1.9 As the Key Diagram (Chapter 5) identifies, the strategic growth identified will have far reaching effects for this district. The decisions made on the location of development are based on a thorough assessment of all reasonable alternatives. The evidence to support this assessment and the choices made have been assisted through engagement and dialogue with key stakeholders, the local community, the sustainability appraisal process, cooperation with neighbouring local authorities and other statutory bodies and the analysis of information and additional research.

Engagement with the Local Community

1.10 To be effective the local plan policies must be based on a thorough understanding of needs, opportunities and constraints within the district. Previous consultation events that have assisted with the preparation of this Local Plan[3] 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.

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

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

[3] 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.

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

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

The Duty to Co-operate

1.12 The introduction of the Localism Act in 2011[4] placed the responsibility of 'Duty to Co-operate' on local authorities, where planning issues cross administrative boundaries they must jointly address areas of common interest. This requirement is reinforced by paragraph 178–181 of the Framework. Lancaster City Council has worked closely with neighbouring authorities, Lancashire County Council and other bodies, such as utility providers, to help prepare a Local Plan that ensures that any local or cross-boundary impacts have been fully considered.

1.13 As far as possible the Local Plan reflects a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any plans that have been made in neighbouring authorities. The Council have prepared a 'Duty to Co-operate Statement of Compliance' that sets out how the authority have discussed cross-boundary matters with their neighbours. Subject to the forthcoming amendments to the National Planning Policy Framework the Council will seek to update its understanding of strategic cross boundary issues though the preparation of Statements of Common Ground.

Evidence Base

1.14 An up-to-date evidence base, providing information on the key social, economic and environmental characteristics of the area is vital to the preparation of the Local Plan. In particular, projections for future growth are a major influence in determining development requirements for the district.

1.15 However, the evidence base should be proportionate to the role and context of the job being undertaken by the plan and relevant to the place in question. Given the strategic and complex nature of the issues addressed by this plan, the unique and constrained character of the district and its potential to affect areas beyond the district boundary, the supporting evidence that accompanies this plan is extensive and comprehensive.

1.16 To address our understanding via evidence, a significant level of study and assessment work has been undertaken by both officers of the Council and independent consultants to inform our understanding of the role of the Local Plan. Consultants can provide advice that is specialist,

[4] HM Government (2011) Localism Act (Section 21)

independent and objective.

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

Sustainability Appraisal

1.18 The Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development and that, to this end, economic, social and environment gains should be sought jointly and simultaneously through the planning system. It indicates that plans need to take local circumstances into account so that they respond to the different opportunities for achieving sustainable development in different areas.

1.19 It is a legal requirement that new plans must be subject to a process of Sustainability Appraisal and a Strategic Environmental Assessment (SEA)[5].

1.20 A Sustainability Appraisal (SA) has been prepared alongside this DPD by independent consultants Arcadis. It fulfils the SA and SEA requirements as set out above. The SA explains the methodology by which the evolving strategy and policies in the DPD have been subjected to sustainability appraisal from the outset. It demonstrates how the appraisal has informed the selection of sites in order to promote sustainable development in the district.

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

Habitats Regulation Assessment

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

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

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

[5] http://www.lancaster.gov.uk/planning/planning-policy/

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

1.26 A full Habitats Regulation Assessment Report incorporating the initial screening exercise and Appropriate Assessment is available alongside the Local Plan via the Council website.

Structure of this Document

1.27 This Strategic Policies and Land Allocations DPD sets out the strategic planning policies for the district, identifies the locations for development and sets out a range of land-use allocations that seek to identify sites for their environmental, economic or social importance.

1.28 The Strategic Policies and Land Allocations DPD is structured as follows:

- **Chapter 1:** Provides an introduction to the Local Plan process, the evidence base underpinning the proposals and set out within the document.
- **Chapter 2:** Provides a Spatial Portrait for the district, setting out some of the key economic, environmental and social information that defines Lancaster district.
- **Chapter 3:** Sets the Spatial Vision for the district, outlining the aspirations for the district through the plan period.
- **Chapters 4 & 5:** Provide the Strategic Objectives for which the Local Plan will be assessed on and illustrates the Key Diagram will illustrate the main aspects of the plan.
- **Chapters 6 to 11:** Provide a series of strategic policies on the locations of strategic development growth will be located to meet identified needs.
- **Chapters 12 to 24:** Set out a series of both strategic and land allocations policies relating to economic, environmental and social matters.

Publication Arrangements and Further Information

1.29 Strategic Policies and Land Allocations DPD will be published for a formal 6 week period from **XXXX** to **XXXXX**. Any representations to be made on the DPD should be submitted to the Council no later than 5pm on **XXXXXX**, given the formal nature of the Publication stage representations made after this date / time will not be accepted.

1.30 Representations should be made on the soundness of the plan (i.e. does it accord with national planning policy) and legal compliance (i.e. does it meet the legal requirements of the plan-making process). Representations which do not address matters of soundness and legal compliance cannot be accepted as valid.

1.31 Representations must be made using the representations forms provided which are available to fill out online interactively or as downloads. Hard-copies are available from both Lancaster and Morecambe Town Halls for collection. To ensure that representation are made accurately, the Council have prepared guidance on making representations which can be downloaded from the Council website.

1.32 Following the Publication period, the City Council will submit the DPD, the evidence which underpins it and all the valid representations received to the Secretary of State (via the Planning Inspectorate) to commence the period of Public Examination. Further information on the next steps in the plan-making process can be found via the 'Frequently Asked Questions' document available on the Council website.

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

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

2. A Spatial Portrait of Lancaster District

2.1 Lancaster is the most northerly district in Lancashire and covers an area of approximately 565 square kilometres. It contains the coastal towns of Morecambe and Heysham, the historic City of Lancaster, the railway-heritage town of Carnforth and an extensive rural area including two Areas of Outstanding Natural Beauty (AONB) – the Forest of Bowland AONB and the Arnside & 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 (Section 5). The district has very strong transport linkages with the North West Region and nationally. The West Coastline Mainline provides services north, towards Cumbria and Scotland, and south towards Preston, Manchester and London. Additionally there are rail services from Lancaster, Carnforth and Morecambe to Leeds and Barrow and the Lancaster Canal runs through the district.

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

Morecambe and Heysham with Lancaster University.

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

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

Positive Economic Potential

2.8 The district has one of the most self-contained labour markets areas in Lancashire; approximately 83% of its residents live and work in the area. Employment is focused on a number of key economic sectors that are well-related to the key economic drivers of the district – Lancaster University, Lancaster Royal Infirmary, the University of Cumbria, Heysham Nuclear Power Station and the Port of Heysham. The recent completion of the Bay Gateway also presents opportunities for economic growth based on the increasing accessibility to a range of transport nodes.

2.9 Economic forecasts for the forthcoming plan period predict significant opportunities for economic growth in a range of knowledge-based industries, the energy and environmental sectors the visitor economy and port related employment. Positive growth in a wide range of economic sectors could see the growth in the region of 9,500 full-time equivalent jobs over the course of the plan period[6].

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[7] as a major location for economic and housing growth.

Strong and Diverse Communities

2.11 At 143,500[8] 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.

[6] Review of the Employment Land Position for Lancaster District (January 2015)
[7] http://www.lancashirelep.co.uk/about-us/what-we-do/lancashire-strategic-economic-plan.aspx
[8] 2016 Mid-year Estimates https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland

2.13 The district also has an above average proportion of people in the 65+ age range[9], reflecting both the district's ageing population and its attractiveness as a retirement destination for many. The future challenges for the district will be to maintain the high degree of economic self-containment and sustainability in order to create a robust and skilled workforce to meet its economic needs.

2.14 Population projections for the district suggest that there will be growth in the population through the plan period, particularly in the older population. Consequently, achieving this economic potential requires intervention to address the challenges of an ageing workforce, poor graduate retention and low inward migration.

2.15 The 2015 Indices of Multiple Deprivation identifies 10 lower super output areas within the district that fall within the most deprived in the country. This includes areas in north Lancaster, Lancaster City Centre, Morecambe and Heysham. As a result these areas remain a key focus for regeneration and renewal. Central Morecambe is identified as the foremost Regeneration Priority Area in the district and an Action Plan to regenerate this important town is currently being implemented[10].

2.16 The district has approximately 62,000 houses, 69% of which are owner occupied. The census reveals that the district contains a mixture of household types and property sizes. The district has a less than average number of 1 bedroom and 4+ bedroom properties. Housing affordability is an issue; many areas, most notably Silverdale and Slyne-with-Hest, have above average house prices when compared to the rest of Lancashire.

Natural Environment

2.17 The district is renowned for both the quality and diversity of its natural environment with many of its assets protected by local, national and international designations. These include parts of two Areas of Outstanding Natural Beauty and the largest wetland area in the UK at Morecambe Bay, which is internationally protected due to its wetland habitat and birdlife. In total environmental designations cover 74% of the district (a total of 42,064 hectares). It is this environmental quality that distinguishes the district from the more urbanised local authorities within Lancashire and provides residents and visitors to the district with a strong sense of place and a good quality of life.

2.18 In addition to these designations the district is also home to a network of local green spaces and corridors, including Lancaster canal which runs through the district. Together these enable people and wildlife to move freely between areas, enhancing recreation opportunities and wildlife migration. These include local nature reserves, biological heritage sites and geological heritage sites that provide further protection to local environment assets in the district.

2.19 With a significant number of watercourses in the district, including the River Lune, Keer and Conder and their tributaries, large areas of the district are at risk from both river and coastal flooding which was highlighted in the recent floods in the winters 2015 and 2017. The risks from flooding will remain a key challenge into the future with approximately 23% of the district being located in Flood Zone 3 (areas that are identified to be at the greatest risk from flooding)[11].

Built Heritage

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

[9] Lancaster District Independent Housing Requirements Study (October 2015)
[10] http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan
[11] Environment Agency Flood Mapping http://apps.environment-agency.gov.uk/wiyby/37837.aspx

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

Lancaster

2.21 Lancaster's location beside the River Lune was a strategic one, sited to control the main western route between England and Scotland. A Roman fort was built here in the first century AD to guard the river crossing, and in the Middle Ages a royal castle was built on the site for the same reason. Its position along the Lune enabled Lancaster to become a significant trading port by the late 18th 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 19th Century such as oil cloth and linoleum using imported materials like linseed, oil and cork. This industry resulted in a real variety of buildings from factories and warehouses, to the large homes of the Williamson and Storey families, and the public buildings and parks financed by them.

2.23 The terrain of the city makes Lancaster a place of views, over the city itself or out of it towards the estuary, the Bay and the mountains of Cumbria. The response to the city's gradient can be seen from the famous view of the Castle and Priory overlooking the river crossing, to the steep slopes covered in terraced housing, and the towering grade I listed Ashton Memorial which dominates views of the city from the east and west.

2.25 Since Lancaster's grade I listed Castle ceased to be a prison in 2012, it has undergone several years of conservation and renovation work carried out by the Duchy to bring the fabric into good repair. This work is ongoing, as well as finding users for many of the buildings, but throughout, the Castle has been open to the public and has become a popular visitor attraction. The archaeology potential in and around the Castle is great, and will continue to be understood.

2.26 Two of the district's grade II* listed buildings at risk and on the national HAR Register are in Lancaster. One of which is St John's Church. This building sits within an area identified for a future Heritage Action Zone (HAZ).

Morecambe

2.27 Morecambe was a popular Victorian seaside resort famed for its unrivalled views from the Promenade across the Bay, to the Lakeland hills. The resort grew in a short time, as a result of the coming of the railway in 1850. It boomed in the 1880s and 90s, catering especially for the mill workers from Yorkshire.

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

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

Carnforth

2.30 Carnforth has special historic and architectural interest as a small market town which owes its present form to rapid expansion in the second half of the 19th century. It has been designated as a conservation area. On North Road, some earlier houses have survived, reflecting the town's origins as a farming community.

2.31 The town centre has a strong and consistent character resulting from the extensive survival of late nineteenth century architecture. The Carnforth Ironworks and the railway prompted the building of terraced housing for working people. The railway heritage of Carnforth is nationally important and eight of the railway structures are listed, three of which are grade II* listed. However, there is no public access to them and there are concerns about the poor condition of these structures.

2.32 For this reason Carnforth Conservation Area has been placed on Historic England's Heritage at Risk (HAR) Register. Non-designated buildings such as the railway station also contribute strongly to the character of the conservation area. The public realm is dominated by the A6 which brings heavy traffic.

Rural District

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

3. A Spatial Vision for Lancaster District

3.1 The delivery of strong and vibrant communities must be balanced with the protection and enhancement of the natural and built environment. This is one of the main challenges for any Local Plan to address. This is no more evident than in Lancaster district where the diverse, unique and high quality urban and rural environment distinguishes it from many other areas of both the county and the wider region.

3.2 Whilst the Local Plan must seek to maintain this balance it must also ensure that the people who live, work and visit, both current and future generations, also have their needs and aspirations met. This means providing opportunities for growth that are ambitious, but realistic, in accordance with national planning policy, to ensure that future growth can be sustainably directed and takes place at the right location at the right time.

The Spatial Vision for Lancaster District 2031

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

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

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

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

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

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

4. Strategic Objectives for the Local Plan

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

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

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

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

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

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

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

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

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

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

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

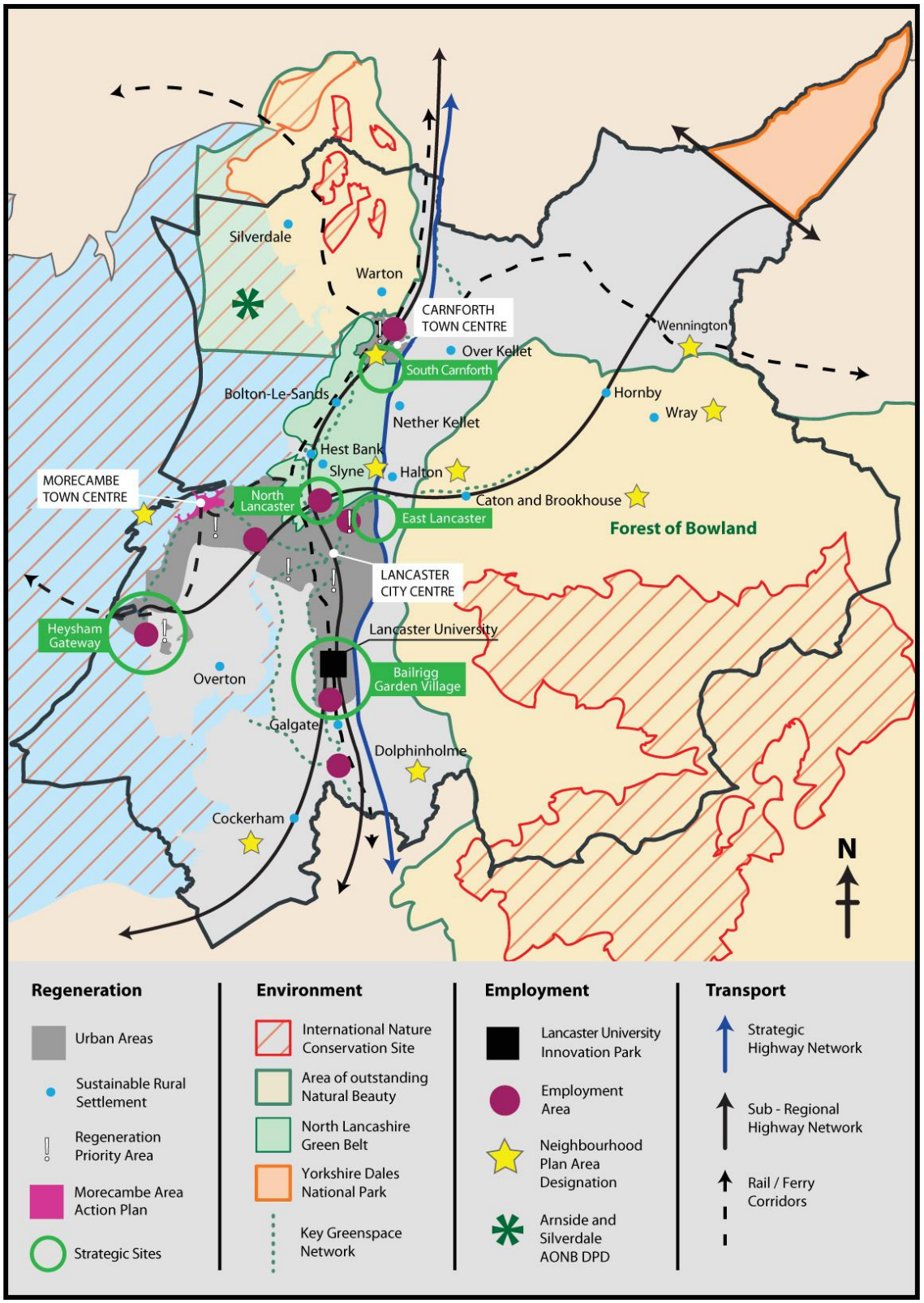
SO4: **The provision of necessary infrastructure required to support both new and existing development and the creation of sustainable communities. This will be delivered by:**

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

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

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

5. Key Diagram for Lancaster District



6. Presumption in Favour of Sustainable Development

6.1 In accordance with paragraph 14 of the National Planning Policy Framework (the Framework) all documents that form part the Local Plan have been prepared with a presumption in favour of sustainable development.

6.2 To confirm the Council's commitment towards the delivery of sustainable development this Strategic Policies and Land Allocations DPD includes a policy in regard to the presumption in favour of sustainable development (Policy SP1) as set out below.

Policy SP1: Presumption in Favour of Sustainable Development

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

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

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

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

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

6.3 The delivery of sustainable development within the district can only be achieved through a partnership approach between the Local Planning Authority, applicants / developers and other relevant private and public stakeholders.

6.4 The preparation of this Local Plan has benefitted from the co-operation, input, support and advice from the general public, neighbouring authorities, the development industry and other stakeholders in reaching its content and aims. A commitment to continuing co-operation will remain throughout the plan period to make sure that sustainable development and growth is achieved both within the district and within the wider sub-region.

7. The Role and Function of our Towns and Villages

7.1 Lancaster district is one of 14 local authorities in Lancashire and is the most northerly within the county. The district shares its borders with both Cumbria and Yorkshire. When looking at the growth and development of Lancaster district consideration must be given to the impact it will have on these surrounding areas.

7.2 Policies SP2 and SP3 set out the locational priorities and development principles to help achieve sustainable growth in Lancaster district. The existing provision of services and facilities in the towns and villages, and the capacity and potential for them to provide additional services has been carefully considered to establish the settlement hierarchy for Lancaster district.

Settlement Hierarchy

7.3 The settlement hierarchy provides the basis for the growth strategy in Lancaster district. The strategic policies of this DPD look in more detail at the spatial distribution of housing, employment and retail development in Lancaster district. The key to sustainable growth is to ensure that these different types of development are located as closely as possible to places where they are needed.

7.4 These distributions have had regard to the general location principles set out in Policy SP2 and have been considered in relation to each other (i.e. the location of new housing has taken account of where new employment and services are to be developed and vice versa). Proposals for new infrastructure will also be expected to have regard to the locational priorities, particularly in terms of the scale of development.

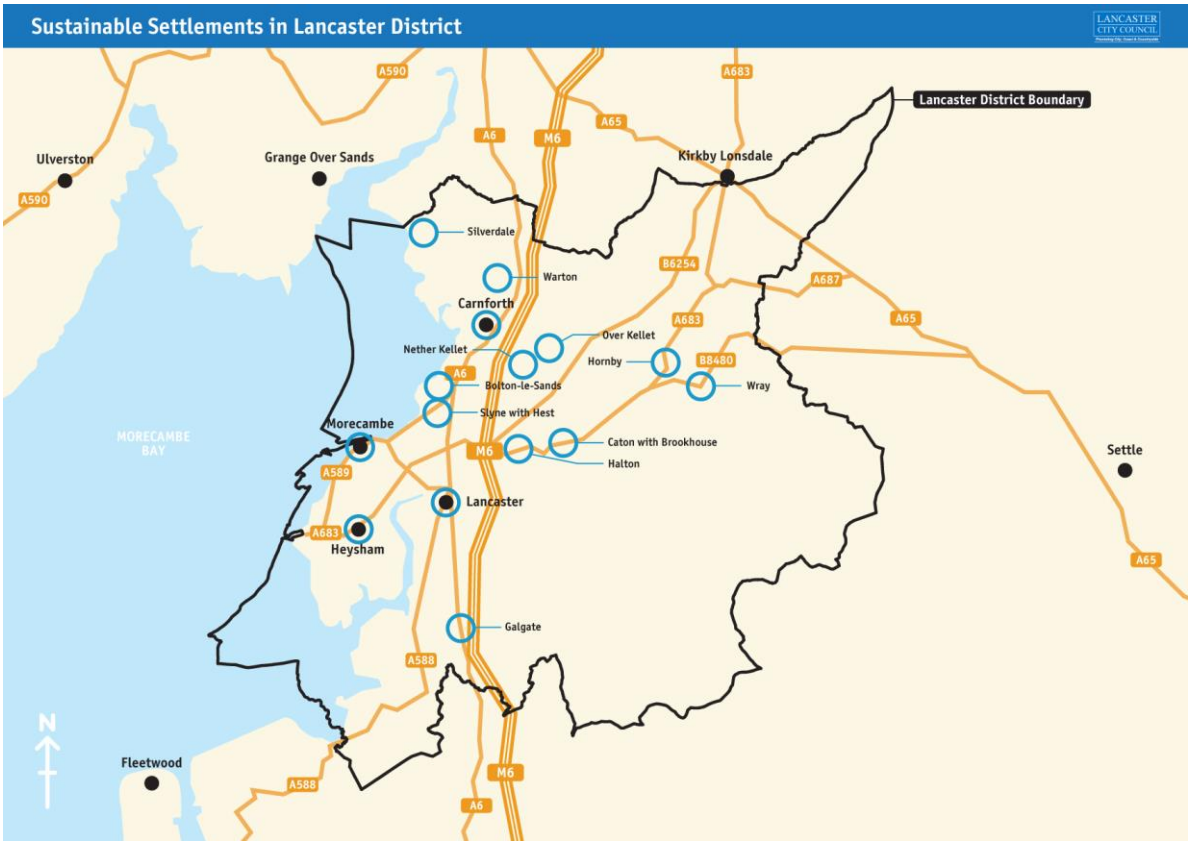


Figure 7.1: *Sustainable Settlements in Lancaster District*

7.5 The core principles in the National Planning Policy Framework (paragraph 17) indicate that planning should recognise the intrinsic character and beauty of the countryside and contribute to conserving and enhancing the natural environment. As a consequence development should relate well to the existing urban forms of settlements to help protect the open countryside and the landscapes contained within it.

7.6 To inform this hierarchy, the Council have prepared a 'Sustainable Settlement Review'[12] which sought to consider the future role of all settlements in the district (excluding the main urban areas of Lancaster, Morecambe, Heysham and Carnforth). The Review looked at matters such as service provision (either the settlement itself or its accessibility to provision in other settlements), settlement form and environmental constraints to come to conclusions on which rural settlements should be considered 'sustainable' and capable of growth within this plan period.

Policy SP2: Lancaster District Settlement Hierarchy

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

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

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

7.7 The settlement hierarchy sets out that the main urban area in the district is Lancaster, which has regional importance particularly economically and commercially. Morecambe / Heysham is a key

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

service centre for the district, providing a significant range of important services to the district and Carnforth represents the northern hub of the district as a market town, serving a large rural hinterland.

7.8 The settlement hierarchy also sets out a range of sustainable settlements that offer more limited service provision in relation to the regional, key service centre and market town (either within the settlement itself or within close proximity). These settlements are considered to represent the areas where sustainable levels of rural growth would be supported. The Council have made a distinction between sustainable settlements which are located within the two Areas of Outstanding Natural Beauty (AONB) where development will be supported through a landscape-capacity based approach. This will ensure that the protected landscape designation in these areas will be given significant consideration in accordance with national planning guidance.

7.9 The remaining villages are not considered to be sustainable locations for future development and should only support small-scale development where there is an evidenced local need to do so.

Development Strategy

7.10 New development and the allocation of sites will be encouraged to make effective use of land via the re-use of vacant buildings and previously developed land, provided they are not of high environmental value, in order to help recycle land and make a positive contribution to regeneration within the district. Whilst the Council is clear that all significant existing brownfield sites have been identified as part of this Local Plan, a brownfield register will be published in 2017 which will identify all remaining brownfield sites (allocated or otherwise) that may have development opportunity.

7.11 Consideration will be given to the viability of developing such sites in terms of the levels of obligations required. Where appropriate to do so, the Council will look to identify opportunities for funding and other mechanisms to bring back previously developed land back into use.

7.12 It is recognised that in order to not unduly restrict development, to ensure that the levels of growth that are proposed within this Local Plan are delivered and to take account of prevailing market conditions, a range of greenfield sites will be needed for future development needs. The Local Plan seeks to identify locations to meet such strategic needs that are well related to existing settlements.

7.13 In order to establish the development strategy for the district the Council have undertaken a number of consultation exercises to develop and investigate reasonable alternatives to deliver the development needs of the district.

7.14 In 2014 the Council consulted on a series of '*Strategic Options*'[13]. This consultation set out five strategic options for meeting future growth needs, these included urban extensions, reviewing the Green Belt, distribution of development throughout the district, the significant expansion of a limited number of village, and the creation of a new settlement.

7.15 These options were refined through the consideration of available land and physical constraints that may impact on the potential distribution of development and consideration of the responses received from the consultation.

7.16 In 2015 the Council undertook the '*People, Homes and Jobs'* consultation[14]. This identified a three-

[13] Strategic Options (2014) http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd
[14] People Homes Jobs (2015) http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd

part hybrid option for meeting development needs using elements of the approaches from the previous consultation: urban expansion of the main settlement of Lancaster, a review of the Green Belt and the potential significant expansion of the village at Dolphinholme, to the south of the District. The other potential approaches, the delivery of strategic development by distributing development throughout the district and the creation of a new settlement were not further advanced.

7.17 In preparing this Local Plan this approach has been refined again further, looking at the potential constraints to development (particularly in terms of environmental constraint and infrastructure delivery), how such constraints may be overcome, the availability of land to meet development needs in the context of such constraints, and the response from the community and stakeholders on matters of suitability, availability and deliverability. This has led to an approach that continues to promote an urban focussed approach to future development needs but equally acknowledges that in meeting future needs that strategic greenfield sites will be required alongside the delivery of smaller sites.

7.18 The development strategy, as proposed in Policy SP3, relies on a diverse approach to meeting future development needs. The main focus for development will be Lancaster with urban extensions to the east, north and substantially to the south. These sites can deliver significant levels of new housing and economic growth, enhancing the status of Lancaster's sub-regional importance to both Lancashire and Cumbria. The extent to which Sustainable Settlements and Rural Villages within Areas of Outstanding Natural Beauty (AONBs) can support development needs will vary according to opportunities and constraints of the specific locality, including the ability to complement the local landscape and settlement character of the protected landscapes of the AONBs.

7.19 To supplement an understanding of sites that may be appropriate to meet development needs, the Council has undertaken a review of the North Lancashire Green Belt[15]. The reasons for undertaking such a review included the length of time since its original designation (no review had been undertaken since its original designation 25 years ago) and the scale of evidenced development needs that has been identified.

7.20 The completed Green Belt Review, which was prepared by the Council with its approach verified by independent consultants, ARUP[16], highlights the relative value of the land and boundaries in the North Lancashire Green Belt in relation to the five purposes of the designation as defined by paragraph 80 of the Framework. The outcomes of the Green Belt Review inform the designation of contemporary boundaries which, through openly taking account of changes in circumstances, can justify, where it continues to be appropriate, that permanence of presumption against most forms of development that Green Belts are designed to achieve.

7.21 The Review has highlighted a number of areas that no longer perform their Green Belt functional roles as originally intended in 1991. This is particularly the case in North Lancaster where the Bay Gateway, between Junction 34 of the M6 and the Heysham peninsula, has had a significant effect on the openness of the land to north Lancaster.

[15] http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information
[16] http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information

Policy SP3: Development Strategy for Lancaster District

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

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

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

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

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

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

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

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

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

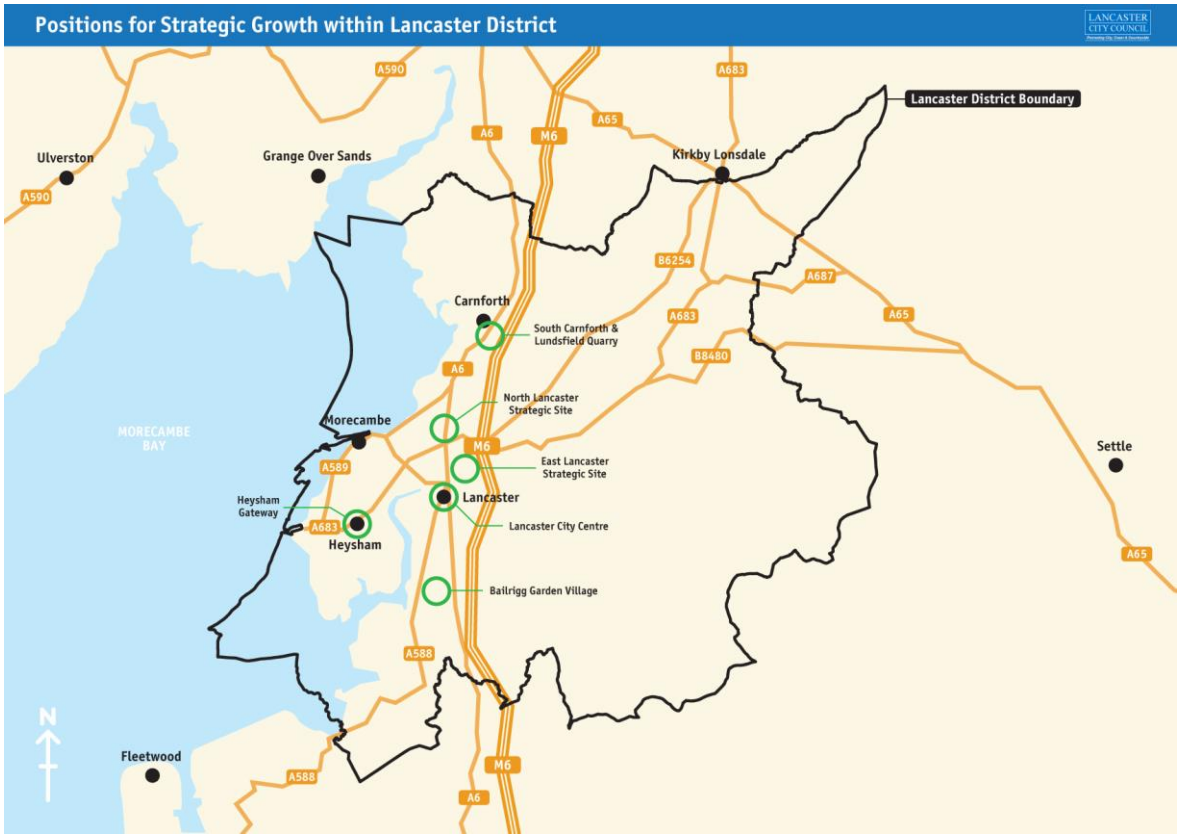


Figure 7.2: *Areas of Strategic Growth in Lancaster District*

7.23 In the context of the above paragraph such a judgement has been made in Carnforth. There are significant constraints to growth here due to flood risk, quarry operations, motorway infrastructure, the proximity of the Morecambe Bay Special Protection Area and the Arnside Silverdale Area of Outstanding Natural Beauty. With the only options for growth to the south of Carnforth, the Local Plan revises the Green Belt boundaries in this location, although the Green Belt Review has concluded that the Green Belt in this area does continue to serve the function of maintaining openness. The Council has decided that, on balance, the importance of providing opportunities in Carnforth for future growth outweighs the need and benefit of maintaining this specific area as part of the Green Belt.

7.24 The levels of growth anticipated through the plan period remain a significant challenge with environmental and infrastructure constraints both serving to limit opportunities for further expansion. While new opportunities may be limited the Council acknowledge that society is evolving with evidence indicating a move back to more central based living and higher density developments supporting a less car orientated society. Work undertaken at Lancaster University via the Future of Cities project explores this in more detail noting the growing importance of our cities in meeting future society needs, forming important transport and resource hubs. Higher density developments supported by new technologies and innovative design are key to this and are, where appropriate, supported by the Council. An expectation for high density development is therefore anticipated and supported in the later years of the Plan. This will be kept under review.

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

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

8. Economic Growth

8.1 Stimulating economic growth is a national[18], regional[19] and local[20] priority. Lancaster district is well placed to take advantage of opportunities of economic growth over the course of the plan period, with a range of established and significant economic drivers already established in the district (for example the Port of Heysham and Lancaster University) and recent investment in the Bay Gateway designed to open up access to the Heysham Peninsula and stimulate economic growth.

8.2 The Government, Local Enterprise Partnerships (LEPs) and local authorities all play an important role in establishing the conditions for economic growth in a range of different ways. Within Local Government, it is Lancashire Local Economic Partnership's role to develop a sub-regional approach to economic growth (via the preparation of a Strategic Economic Plan – SEP) and with the assistance of the local authority who set out locally important economic priorities via an Economic Strategy.

8.3 The Council have identified economic growth as one of its corporate priorities within their Corporate Plan. The existing economic base, emerging opportunities for growth and the availability of a comprehensive evidence base that identifies growth opportunities in specific economic sectors provide an ideal opportunity to determine how the Council can prioritise economic development and regeneration via the Local Plan process to achieve a positive and lasting economic impact for the district.

8.4 The rationale for local authorities taking an active role in encouraging economic growth is clear. Economic growth leads directly to better standards of living and quality of life arising from more and better jobs, higher and more secure incomes, better access to good housing, education and training, leisure, health and strong public services in a quality environment.

8.5 Whilst the district is well placed to realise the benefits from economic growth potential, there are key challenges to securing such opportunities. The district, like many areas of the country, has an increasingly aging population and, at the same time, a reducing working-age population (i.e. those between 16 and 64 years old). Such a reduction in the working age population reduces the supply of skilled workers for the existing jobs in the district. To ensure there are people to fill the current jobs within the district then the Council must be positive in seeking to attract people to migrate into the district. Ultimately, merely for the district to stand still in economic terms there still must be growth and the Council must provide opportunities to increase the working-age population.

8.6 However, this is not the full story. The district has a range of economic assets which are locationally tied to this area, whether this be the Port of Heysham, the Nuclear Power Station or the centres for Higher Education. Many of these facilities are recognised to have the opportunity for growth and expansion over the course of this plan period and therefore placing even greater

[17] Reasonable Alternatives Background Paper http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd
[18] Industrial Strategy 2017
[19] Lancashire Strategic Economic Plan 2017
[20] Lancaster District Economic Strategy 2017

demands of the local workforce. As a result planning for economic stand-still is not sufficient.

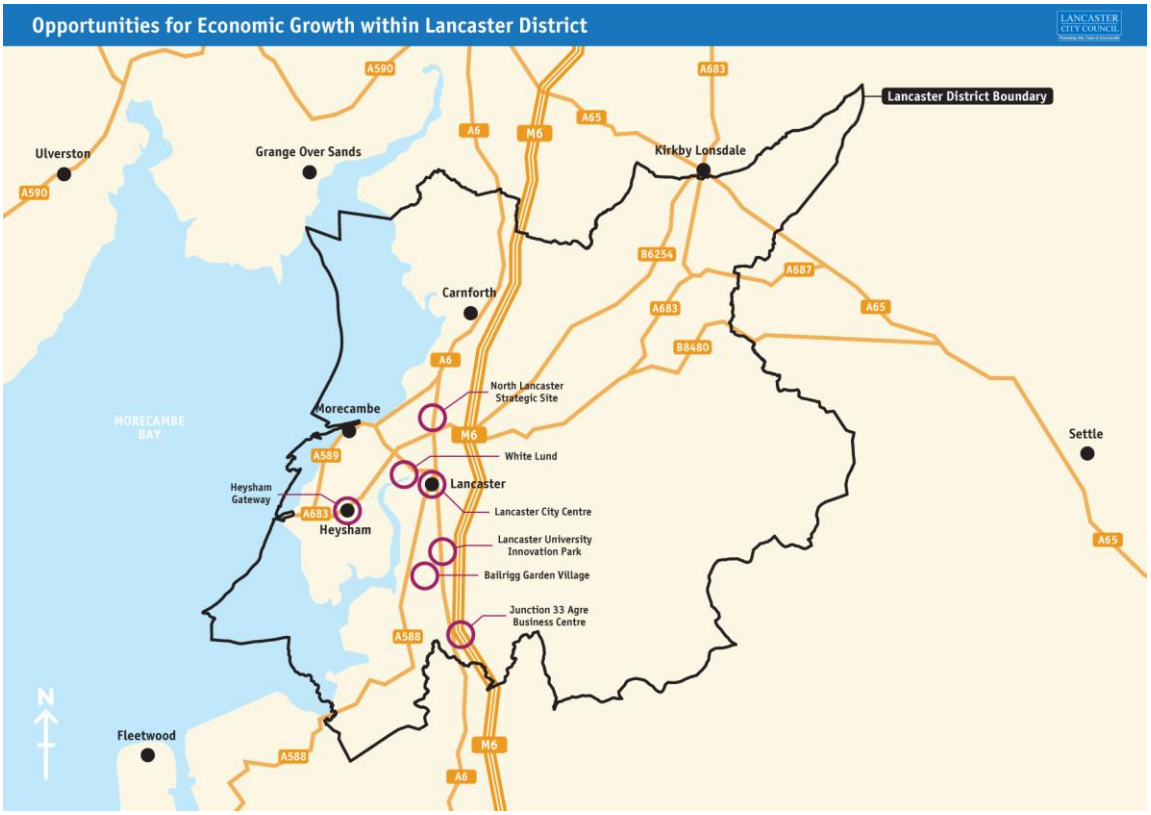


Figure 7.3: *Opportunities for Economic Growth in Lancaster District*

8.7 To ensure that opportunities for economic growth are secured, it is vital for a robust and sound Local Plan secures greater opportunities for the retention of young people in the district, whether this be the retention of young people leaving secondary education who have been born and bred in the district or the retention of graduates from both Lancaster University and the University of Cumbria. To enable this retention, and to attract other skilled workers into the district, the Council must seek to plan positively in terms of delivering sufficient housing to meet future economic demands and improving the cultural, retail and leisure offer available within the district.

8.8 That is the context to which this Local Plan has been prepared for, to directly facilitate the economic growth of key sectors through the allocation of land to provide a flexible portfolio of employment sites and in-directly, through the delivery of opportunities for greater levels of housing and improvements to the services provided in the district.

Economic Growth Priorities

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

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

STRENGTHS	WEAKNESSES
• A Strategic Location, regarded as a centre for commerce, education and culture. • Well connected to the strategic road and rail network and Irish Sea ferry services. • The district has a high employment rate, highlighting a skilled working age population. • 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. • The district is a centre of academic excellence with Lancaster University, University of Cumbria and Lancaster and Morecambe College. • The construction of the Bay Gateway improving accessibility between the Port and Power Station and the M6.	• 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. • There are a lack of opportunities for small businesses and local start-ups reflecting in the number of new businesses operating in the district. • Demographical challenges from an increasingly aging population and reducing working-age population. • A low level of marketing and tourism resulting in a low level of visitor numbers despite the tourist assets in the district.
OPPORTUNITIES	**THREATS**
• The opportunity to develop and grow a wide range of high value sectors, including energy generation, advanced manufacturing, health innovation and digital. • Growth at the Port in connection with the expansion of service and the completion of the Bay Gateway. • Opportunities of greater retention of young people from the university through delivering an improved housing offer and cultural and leisure assets in the main urban centres of the district. • Addressing key regeneration initiatives to deliver strategic economic improvements, for example Heysham Gateway. • Enhancing the visitor and cultural offer within the district to benefit local people and increase visitor numbers.	• The uncertainties which arise from the UKs withdrawal from the EU. • The lack of diversity within the local employment market lead the district vulnerable to changes in the economy. • The resilience of critical infrastructure in extreme events, such as at times of flooding.

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

Policy SP4: Priorities for Sustainable Economic Growth

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

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

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

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

The Delivery of New Jobs

8.12 In order to achieve the economic growth priorities identified in Policy SP4 the Local Plan will have to ensure that appropriate opportunities are identified through the allocation of land and appropriate policy provision to support growth.

8.13 The Council prepared an Employment Land Review (ELR) in 2015 which sought to identify potential future job growth within the district during the course of the plan period. Making use of Experian

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

Construction	**Accommodation and Food Services**
Civil Engineering	**Professional Services**
Wholesale	**Administration and Support Services**
Retail	**Education**
Land, Transport, Storage and Post	

8.14 The presence of the Port of Heysham, Lancaster University and the University of Cumbria proposals for regeneration and expansion of offer for both Lancaster City Centre and Central Morecambe mean that the Council consider that the opportunities for expansion and growth in these economic sectors represent a reasonable and genuine expectation through the course of the plan period.

8.15 Through the course of the plan period, the Council will continue to monitor whether the economic expectations projected remain realistic in light of any changes to the national or local economy and where necessary will act accordingly to deliver economic growth opportunities.

8.16 Within this Local Plan, there are a number of locations where economic growth will be focused. Firstly the Local Plan will seek to maintain a healthy and robust portfolio of employment sites throughout the district that will permit a range of employment uses and are fully identified in Policy EC1 of this DPD. Secondly a number of new employment sites have been identified that provide greater opportunity for economic growth, investment and job creation. These allocations will be focused on the delivery of a wide range of jobs that will appeal to all levels of educational attainment.

8.17 Policy SP5 sets out the areas of specific growth in the economy that will be promoted in this Local Plan, the delivery of these sites are set out in more detail within site specific policies elsewhere within this DPD, specifically Section 18 which relates to employment, the economy and regeneration.

8.18 Further information on the economic evidence which has underpinned the preparation of the Local Plan can be found in a supplementary background paper entitled '*Delivering Economic Growth and Jobs in Lancaster District*'[21].

Policy SP5: The Delivery of New Jobs

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

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

LANCASTER UNIVERSITY HEALTH INNOVATION CAMPUS	**This site will seek to boost opportunities for knowledge-based industries on land adjacent to Lancaster University.**
HEYSHAM GATEWAY, SOUTH HEYSHAM	**Building on the strong linkages to the M6 via the Bay Gateway and access to the Port of Heysham, the Heysham Gateway will seek to regenerate and expand existing employment areas in South Heysham to create more modern and fit-for-purpose employment areas.**
LANCASTER CANAL CORRIDOR	**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.**
NORTH & SOUTH LANCASTER BUSINESS PARKS	**As part of the strategic allocations of land at North of Lancaster, the plan will allocate areas of land for the creation of high-quality B1 uses to meet evidence need for further office space. The Bailrigg Garden Village Area Action Plan DPD will also investigate employment opportunities in wider Garden Village.**
JUNCTION 33 AGRI-BUSINESS CENTRE, GALGATE	**To boost opportunities for growth within the rural economy, the plan will allocate an Agri-Business Centre, focussed around the relocation of the Farmers Auction Mart. Such an allocation will be for businesses that are ancillary to agriculture and forestry uses.**

The development of these sites will seek to deliver approximately 48.9 hectares of new employment land and will provide opportunities for the creation of new jobs in a variety and range of economic sectors as identified both within the Employment Land Review and the Lancashire Economic Partnerships' Strategic Economic Plan (SEP) [22].

9. Housing Delivery and Distribution

9.1 Everyone has the right to a safe, decent and affordable home that meets their needs, in a community where they need to live. This is at the heart of delivering a special vision for Lancaster district. Housing is the most extensive land use and, its relationship with jobs, services and transport networks is a key ingredient in helping achieve sustainable communities.

9.2 The number of new homes provided, together with their location and their affordability are key issues for the Local Plan to address in order to provide high quality homes that reflect local people's needs and aspirations.

9.3 On average people are living longer, marrying later, having fewer children per family, and there are more divorces than in previous generations. This means household sizes are decreasing overall, thus the number of new separate homes needed to house the same population is increasing. In Lancaster district the average household size is projected to be 2.13 by 2032 (Office of National Statistics) which is lower than the national average.

9.4 The significant increases in the number of people aged 65 or over also has major implications for the type of housing required. New housing is needed to meet the need of residents within the

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

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

9.5 The Council's evidence shows that a number of underlying problems will emerge in the future which, if not addressed, will begin to impact on how the self-contained nature of the district has an ability to support the local economy and deliver economic growth. Evidence suggests that although the population will continue to increase through the plan period the working age population (i.e. those aged between 16 and 64) will decline. There are significant levels of young people who expect to leave the area, and they are not currently being counterbalanced by new families and workers moving into the area. Equally despite being home to two universities (one of which is recognised to be one of the top 10 universities in the country) the rate of graduates who are choosing to stay in the district has reduced. It is important that the Local Plan recognises these problems and puts in place positive approaches to deal with them.

9.6 The positive contributions that new housing makes is sometimes overlooked. The provision of good quality housing contributes to a stronger economy, providing opportunities for economies to expand, investment to take place and jobs to be created. It also provides important choice in the housing market ensuring that people can better meet their changing housing needs, for example opportunities for older people to downsize if they choose to. New affordable housing also provides an opportunity for younger members of the community to have the opportunity to live in a place where they have grown up instead of being forced to move away from friends and family.

Assessment of Housing Need

9.7 Paragraph 49 of the Framework places a responsibility on every local planning authority to plan for their full objectively assessed housing need. This is achieved by identifying an Objectively Assessed Need figure (OAN) for housing and then exploring opportunities available to deliver it through planning policy. The OAN is determined using nationally applicable guidance to consider a wide range of evidence on demographics, economic potential and local housing market circumstances to arrive at a recommended level that would allow the needs arising from both demographic change and a growing economy to be realised. The recommendation informs the basis of a specific housing requirement which is established within the Local Plan.

9.8 Housing land comes forward on sites that have been specifically allocated in a Local Plan and on sites that were not known about at the time of plan preparation. In both cases planning applications must be approved before development can commence. Applications are assessed in accordance with policies in the Development Management document.

9.9 In early 2013 the Council commissioned Turley Associates to provide an OAN for Lancaster district. An initial report was published in January 2014; the emerging recommendation informed the "*Strategic Options*" Consultation in summer 2014. In early 2015 the Council re-commissioned Turley Associates to reconsider their recommendation in light of newly released demographic information (household projections from the CLG)[23]. 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[24].

9.10 In February 2016 after a period of much challenge and reflection on the correctness or otherwise

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

[24] http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd

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

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

Determining a Housing Requirement

9.12 As described in the background paper 'Assessing the Reasonable Alternatives' the Council describe in detail the range of consultation stages which have been undertaken in order to establish how development needs can be met. This has included a Scoping Exercise with regard to broad concepts of housing delivery (undertaken in the summer of 2014) and a more site specific approach within the 'People, Homes and Jobs' consultation (undertaken in the autumn of 2015). These consultations have been supplemented by a thorough and robust site assessment process, including a number of 'Call for Sites' exercises which have established a comprehensive understanding of land availability across the district, and consequently, the deliverability of this land for new development via the preparation of a Strategic Housing and Employment Land Availability Assessment (SHELAA).

9.13 In considering how housing needs can be met (as with any type of development), it must be considered in the context of the wider environment and the genuine ability to deliver sustainable development in accordance with national planning policy. In this context the evidence base and wider consultation responses confirm that Lancaster District is a highly constrained housing market area which makes the identification of land for development exceptionally challenging. These constraints are summarised below.

9.14 Firstly, the diverse range of environmental designations across the district which either directly or indirectly can be detrimentally impacted by new development. These designations include the protected landscapes of the Arnside and Silverdale AONB and Forest of Bowland AONB and the protected habitats found in Morecambe Bay and along the Lune Valley. Further to these extensive environmental designations, the location of the district on the coast and estuary of the River Lune mean that large areas of the district are at significant risk from either coastal or fluvial flooding. The district also includes areas of Green Belt.

9.15 Secondly, the constrained nature of local infrastructure presents significant challenges in delivering new development without major investment. For example the district has long suffered with a poor and inefficient highway network, particularly with and between its main urban areas. These deficiencies are now beginning to be resolved through the opening of the new Heysham – M6 Link Road (the Bay Gateway) but this has not in itself sufficiently addressed the constrained local highway network across the district, particularly within Lancaster itself.

9.16 As the Local Plan (and accompanying background papers) describes, the Council has been proactive and comprehensive in seeking potential opportunities to meet the evidenced requirements for housing. The Council's Brownfield Register provides an up-to-date and clear understanding of the brownfield resource within the district, with the remaining significant brownfield sites identified for development purposes and regeneration within this Local Plan.

9.17 The Council has rigorously assessed all opportunities to deliver its full objectively assessed need for housing. Strategic allocations have been made in South Lancaster, East Lancaster, North Lancaster and South Carnforth. All four are expected to deliver significant levels of growth on what are

largely undeveloped greenfield sites. These will be supplemented by a number of smaller greenfield allocations across the district.

9.18 Despite having maximised the opportunities for delivery in consideration of the identified infrastructure and physical constraints there is still not sufficient supply to meet the Objectively Assessed Housing Need figure in full. Having considered all options for growth the Local Plan concludes that in the context of the constraints described the Local Plan is unable to deliver the level of growth envisaged in the Housing Requirement Study (Strategic Housing Market Assessment).

9.19 Policy SP6 establishes what the Council consider to be a deliverable and realistic housing requirement for the district. Through Policy SP6 the Local Plan sets out how the Council will seek to deliver just over **12,000** new dwellings over the period 2011/12 to 2033/34, 3 years post the official plan period of 2031/32 and equivalent to an annual requirement of **522 dwellings per annum**. An additional 3 years has been included post adoption to ensure that the Plan meets the requirements to plan for a full 15 years following adoption. This means that in housing delivery terms the plan will cover a period of 23 years.

9.20 The Local Plan identifies what it considers to be a realistic housing requirement for the district, delivering the full element of demographic need identified in the Housing Requirement Study as well as a level of uplift sufficient to secure economic opportunities across the district. It is important to note that this is a net minimum figure for new homes in the district and where opportunities existing for additional sustainable development these will be supported in consideration against other policies within this Local Plan.

9.21 Whilst mindful of past delivery the Local Plan must look forward and can no longer be hampered by past infrastructure constraints nor by placing a reliance on piecemeal development which effectively make the constraints worse without offering any strategic solutions to these problems. The plan must instead move to a position whereby it supports and brings forward much needed housing, economic growth and infrastructure at the same time. Policy SP6 allows the Council the opportunity to achieve this.

Housing Delivery

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

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

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

9.23 The Council are comfortable that the allocation of land within the Local Plan will lead to a wide

range of opportunities for development which will more than sufficiently provide for housing delivery within the first five years of the plan with further opportunities for growth identified in the latter periods of the plan as new infrastructure facilitates the release of further potential across the district.

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

9.25 Further information on the calculation of the five year supply can be found in a supplementary background paper entitled '*The Council's Approach to Meeting Housing Needs in Lancaster District'*[25].

Policy SP6: The Delivery of New Homes

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

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

POLICY REF	SITE NAME	NO OF DWELLINGS	NO OF DWELLINGS ANTICIPATED IN THE PLAN PERIOD
STRATEGIC DEVELOPMENT SITES			
SG1	BAILRIGG GARDEN VILLAGE	3,500	1,655
SG8	EAST LANCASTER STRATEGIC SITE	900	900
SG10	NORTH LANCASTER STRATEGIC SITE	700	700
SG13	LAND AT LUNDSFIELD QUARRY	200	200
SG14	LAND SOUTH OF WINDERMERE ROAD, CARNFORTH	500	500
TOTAL STRATEGIC SITE CONTRIBUTION THROUGH THE PLAN PERIOD			3,955
H1 – H9	NON-STRATEGIC SITE DELIVERY	1,281	
DOS1 – DOS11	DEVELOPMENT OPPORTUNITIES	925	
-	NON-ALLOCATED SITES WITH PERMISSIONS	1,679	
-	STUDENT ACCOMMODATION	1,407	
SITES IDENTIFIED VIA ARNSIDE AND SILVERDALE AONB DPD		22	
ADDITIONAL SUPPLY INCLUDING NEIGHBOURHOOD PLAN DELIVERY EXPECTATIONS		1,385	
COMPLETIONS 2011/12-2015/16		1,442	
TOTAL		12,096	

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

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

Gypsy and Traveller Provision

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

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

Gypsy and Traveller Provision

9.26 In 2017 the City Council as part of the evidence base for the Local Plan published a Gypsy and Traveller, and Travelling Show People's Accommodation Assessment (GTTA). The study identified a need for the full Local Plan period (2011/12 to 2030/31) of 24 pitches to meet cultural needs, of which 8 of these pitches are for the purposes of those meet the Planning Policy for Traveller Sites (PPTS) definition. By definition, the PPTS identifies that of the total need there is unmet over the first five years of the plan to 2021/2022 of 16 pitches for cultural needs, of which 6 are required for those meeting the PPTS need.

9.27 The GTAA 2017 has not evidenced any need for Travelling Showpersons plots during the plan period. The GTAA 2017 has not evidenced any need for the provision of transit pitches during the plan period. The Council acknowledges the unmet need over the first five years and policy DM9 of the Development Management DPD provides a positively worded criteria based policy for the provision of new gypsy and traveller accommodation where windfall sites may come forward. In order to meet the full need including the cultural needs that exist within the district the Council is committed to bringing forward a separate Allocation Sites DPD for the purposes of Gypsy and traveller sites at the earliest opportunity with work beginning on a 'call for sites' process during the early part of 2018.

10. The Natural and Historic Environment

10.1 As identified within the Spatial Portrait, Lancaster district is a unique place with a variety of townscapes and landscapes that define it as an area. Many of the most important townscapes and landscapes have been protected specifically for their importance, through designations such as Conservation Areas or as Areas of Outstanding Natural Beauty.

10.2 The district contains varied landscapes, from the coastlines of Morecambe Bay to the rural uplands of the Forest of Bowland, which define the district and in many cases are recognised for their regional, if not national, importance. The Local Plan will seek to protect the value of all important landscapes. Development proposals, through their design and scale should be sympathetic to their locality and complement the setting of the landscapes that surround them.

10.3 The character of the district is shaped by both the local landscape and townscape. The district has

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

Policy SP7: Maintaining Lancaster District's Unique Heritage

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

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

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

10.4 The Local Plan identifies a number of areas that would benefit from regeneration and renewal, including a number of historical areas in the Centre of Lancaster and Morecambe. At the very heart of regeneration in these areas should be the protection and conservation of the historic fabric of the area to ensure that they can be utilised and enjoyed by current and future generations.

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

10.6 Lancaster district has a unique range of environmental designations, from European importance (such as Morecambe Bay) down to sites that have local value – such as Biological Heritage Sites. The Lancaster District is also home to two Areas of Outstanding Natural Beauty (AONB's); Arnside and Silverdale and the Forest of Bowland.

10.7 The Local Plan has the responsibility to ensure that important landscapes, species and habitats are protected from development that would be harmful and inappropriate. A range of international, national and locally designated sites have been identified within the plan that are protected from future development. Taken together, the Local Plan will identify all historic, landscape and natural features of value, considering each through detailed and specific policies, to explain their significance and the reasons to protect and conserve them.

10.8 In identifying future growth areas, in particular the release of strategic greenfield sites, the Council have been mindful of the balance that is needed between the competing needs of protecting the environment against the need to deliver sufficient growth to meet the district's housing and economic needs.

Policy SP8: Protecting the Natural Environment

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

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

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

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

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

10.9 In order to achieve this a range of ecological and landscape work has been undertaken, along with Sustainability Appraisal and Habitats Regulation Assessment[26]. Together these provide a clear understanding of the potential environment effects of new development. These have been critical in influencing both the allocation of land and, most importantly, the detail of the policy contained within the plan.

10.10 Climate change remains a key issue for the Local Plan to address. This can be achieved through supporting schemes that seek to promote more sustainable forms of transport, sustainable construction methods, the delivery of low carbon and renewable energy, increases and enhancements to green infrastructure, and ensuring that development is adequately protected from flood risk.

10.11 The district has suffered from extreme weather events and from flooding – December 2015 saw significant flooding occur along the River Lune especially to property in Lancaster and Halton and further events in the South of Lancaster and Halton in November 2017. The Local Plan has been prepared with these risks in mind, with allocations made on land that is not vulnerable to future flooding and with an expectation that development should be designed in such a way as to not create new flooding issues in future or exacerbate current problems.

[26] http://www.lancaster.gov.uk/planning/planning-policy/about-the-local-plan

11. Delivering Infrastructure

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

11.2 Previous consultation on strategic development options have highlighted the importance that existing residents place on the capacity for infrastructure to cope with current and future demands, particularly in relation to health, education, flooding, transport and utility provision. As a result the Local Plan has been prepared following close dialogue with infrastructure providers such as Lancashire County Council, the North Lancashire Clinical Commissioning Group and United Utilities to assess current capacity issues and ensure that the necessary improvements required to facilitate future growth are factored into future development proposals and its phasing.

Policy SP9: Maintaining Strong and Vibrant Communities

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

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

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

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

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

11.3 The Council is confident that the proposals outlined in this plan can deliver the infrastructure necessary to facilitate growth. Further information on the infrastructure necessary can be viewed in the Infrastructure Delivery Plan (IDP) and accompanying Infrastructure Delivery Schedule (IDS)[27].

[27] Infrastructure Delivery Plan and Schedule (2018) http://www.lancaster.gov.uk/planning/planning-policy/viability-studies

11.4 The Council recognises that there are many existing facilities serving the districts communities value, such as public houses, churches, village halls, community gardens, community centres and local shops. The Local Plan will seek to protect such facilities from loss particularly where it is demonstrated that they retain community value. The Local Plan will also seek to identify areas of recreational open space, which are valued by the community, and ensure that such land is protected for use for the health and well-being of the community.

11.5 The aim of the Local Plan is to provide opportunities for all sections of the community across the social gradient to achieve their aspirations. In accordance with national planning policy, the plan seeks to maximise opportunities for economic growth and to meet the housing needs of the local area. Ensuring opportunities for communities to maintain a strong social mix is critical to secure strong and vibrant communities into the future.

Transport and Connectivity

11.6 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan[28] in October 2016. This sets out a range of strategic transport interventions to address existing transport issues within the district. These include improvements to both the road network and improving opportunities to access more sustainable forms of public transport, cycling and walking.

11.7 A key element of infrastructure delivery is to improve highway capacity on key corridors (for example the A6 Corridor between Junction 33 and Lancaster City Centre) to address community concerns on this matter. It is important that new infrastructure seeks to improve traffic movements at key locations on transport corridors and, importantly provide realistic alternatives to the private car through projects such as the Bus Rapid Transit Service and Cycling / Walking Superhighway.

11.8 The Transport Masterplan not only identifies improvements to address existing issues but also seeks to plan forward for strategic growth arising out of the Local Plan. The preparation of the Transport Masterplan has been closely aligned with the preparation of the Local Plan, particularly in relation to the assessment of the suitability of strategic areas of growth.

Policy SP10: Improving Transport Connectivity

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

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

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

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

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

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

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

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

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

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

11.13 With regard to wider improvements in the cycling and walking network, the Council will work towards increasing the use of sustainable modes of transport and increase useage of cycling and walking as a means of accessing the workplace, services and as a form of recreation. The Council will work with Lancashire County Council to implement the findings of the Lancashire Cycling and Walking Strategy 2016 – 2026[29].

12. Bailrigg Garden Village

12.1 The National Planning Policy Framework (paragraph 47) states that in order to deliver a wide choice of high quality homes and to boost significantly the supply of housing, local planning authorities should *'identify a supply of specific, developable sites or broad locations for growth, for years 6 – 10 and, where possible, for years 11 – 15.'*

12.2 The Framework also states that the supply of new homes can be sometimes best achieved through planning for a larger scale development, such as new settlements or extensions to existing villages and towns that follow the principle of Garden Cities. For instance paragraph 52 states that *'Working with the support of local communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining such new development.'*

12.3 Responding to the Department of Communities and Local Government's call for locally led Garden Village proposals in March 2016[30], the Council concluded that the best approach to the delivery of sustainable growth in South Lancaster would be through the development of a self-contained Garden Village which focuses on the delivery of high quality development that has a strong link with a series of open spaces and the wider countryside. As a result the proposals for residential and commercial development in South Lancaster will be expected to have the development principles of the Garden Village, as described in Policy SG1, at their core.

12.4 The Local Plan Policies Map has identified a Broad Area of Growth under Policy SG1 in which the Council will prepare a Spatial Development Framework (which will come forward as a specific Development Plan Document entitled 'Bailrigg Garden Village Area Action Plan') which will form part of the wider Local Plan for the district.

12.5 The Garden Village will facilitate both significant residential and economic growth to meet long term residential and economic needs within the district. Including the delivery of at least 3,500 new homes in this location, 1,655 new homes during this plan period and the remainder to follow through future plan periods.

12.6 Furthermore the Garden Village proposes a range of commercial and business opportunities to attract business, investment and jobs into the district. This includes the realisation of the Lancaster University Health Innovation Campus which is considered to be of regional economic importance

[29] Lancashire Cycling and Walking Strategy
http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323
[30] https://www.gov.uk/government/publications/locally-led-garden-villages-towns-and-cities

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

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

Development Principles for the Garden Village

12.8 In accordance with national guidance[31] the Council have identified a range of broad principles by which new development and the forthcoming Spatial Development Framework will be underpinned. It is important that the principles described in Policy SG1 are seen as the golden thread which runs through the preparation of the Framework and successfully delivered through new development.

12.9 Given the status of the Garden Village, the Council will expect that new development for both residential and commercial uses seek to achieve higher standards of construction and design. Whilst achieving positive design and construction is a basic expectation of all new development regardless of location, in the case of the Garden Village the Council have greater expectations given the opportunities to create a new, self-contained, settlement. The Council will require a very high standard of urban design is required to deliver new development in a holistic and comprehensive manner, creating an attractive environment and a distinct sense of place which defines Bailrigg Garden Village's sense of identity.

12.10 Design of development within the Garden Village should be innovative in its manner, using positive urban design it should seek to deliver distinctive layouts, making use of natural features and topography, applying a variety of densities in the appropriate locations and seeking to use design and construction methods which seeks to futureproof buildings. The Garden Village should explore opportunities for car-free development in some area which can make the best use of significant investments to be made into a Bus Rapid Transit System linking the Garden Village to Lancaster City Centre and employment areas beyond and the proposed Cycling and Walking Superhighway network. This should also include investigating energy delivery through the role of district heating systems and the opportunities to encourage a greater role for electric vehicles via the provision of infrastructure for electric vehicles.

12.11 Transport and the movement of vehicles and people are key to development within the Garden Village and beyond. There are key interlinkages and interdependencies in the transport network, particularly between Lancaster City Centre and the Garden Village which require improvements to ensure that modal shifts toward more sustainable forms of transport can be achieved. This means that the Bailrigg Garden Village Area Action Plan DPD will need to address transport in a holistic manner looking at interlinkages within the wider urban area.

12.12 The delivery of new housing is a significant element of the Garden Village with at least 3,500 new homes being developed within the Garden Village (1,655 of which are anticipated within this plan period). It is important that the Garden Village provides opportunities for people from all sections of the community to live and work there, accordingly new development must provide for the widest range of housing. This should include appropriate mix of market and affordable housing. Affordable housing should be properly integrated within the Garden Village and delivery for a full range of housing products allowing people to rent and buy affordable properties.

12.13 The creation of new housing should also ensure that it provides a well-balanced variety of homes

[31] Locally-Led Garden Villages, Towns and Cities DCLG March 2016)

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

12.14 New commercial and residential development should be delivered by volume national developers, smaller local and regional construction companies and the provision on-site for individuals to construct their own homes or business by custom build programmes. Such a diversity in construction partners will ensure that year-on-year delivery can be boosted.

12.15 A key principle of the Garden Village is to provide a 'garden environment' in which new development is set within. To achieve this the Spatial Development Framework will identify a wide range of green and ecological networks which can provide a wide range of benefits. Key networks can provide opportunities for sustainable transport movements (particularly cycling and walking), recreational uses and wider benefits to the natural environment and people's quality of life.

12.16 Part of the green network will be the creation of Areas of Separation which will ensure visual separation between the new development and the existing boundaries of South Lancaster and ensure that self-contained settlements, such as Galgate, do not merge with the wider urban areas of the district.

12.17 The delivery of green networks will be a fundamental principle as a sustainable approach toward the management of water, reducing flood risk issues associated with the River Conder, Ou Beck and Burrow Beck. A critical element Garden Village should seek to set aside land which can be used for water management which can include the creation of wetland and balancing ponds to address drainage and benefit the local environment. Water management proposals for the Garden Village should be at the very heart of new development and deliver water quality improvements on the local catchment to encourage improvement in habitat and species and reduce flood risk for both existing and new residents.

12.18 At the core of the Garden Village will be the delivery of new strategic infrastructure to facilitate new growth, this is described in Policy SG4 of this DPD and will be addressed in more detail via the preparation of the Bailrigg Garden Village Action Plan DPD. It is important that necessary infrastructure which is both local and strategic in nature is delivered in the right place, at the right time, to ensure that development can be achieved in a sustainable manner for the benefit of new and existing residents and local businesses. Planning for necessary infrastructure should start during the preparation of the Bailrigg Garden Village Action Plan DPD.

12.19 The most significant element of infrastructure will be the delivery of a range of transport improvements, for example the re-configuration of Junction 33 of the M6, the creation of a Bus Rapid Transit System and the creation of a Cycling and Walking Superhighway. The Garden Village is expected to act as a catalyst to begin a modal shift from the over-use of private cars towards more sustainable form of transport which should deliver a reduction in the number of vehicle movements and start to address issues such as air quality in areas such as Lancaster City Centre and Galgate, both of which are designated as Air Quality Management Areas (AQMAs).

12.20 In preparing a Spatial Development Framework it is important that the key principles which are described in Policy SG1 are fully addressed and form the cornerstones of future detailed policy and planning guidance contained with the future Spatial Development Framework / DPD and further masterplanning.

Policy SG1: Broad Location for Growth – Bailrigg Garden Village

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

Key Principles of the Garden Village

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

- **Involving local communities in the creation of new development where high-quality urban design promotes sustainable, attractive places to live, defines a sense of place and creates a sense of community for its new residents.**
- **Seeking a modal shift in local transport movements between the Garden Village, including Lancaster University Campus, Lancaster City Centre and beyond into the employment areas of Morecambe / Heysham through the delivery of a Bus Rapid Transit System and Cycling and Walking Superhighway network.**
- **Delivering a wide range of market and affordable housing, in terms of type and tenure to ensure that opportunities to live in the Garden Village are available to all sections of the community and contribute significantly to the district meeting its evidenced housing needs particularly in the medium to long term phases of the Local Plan period.**
- **Ensuring that the necessary infrastructure to deliver sustainable growth is delivered in the right place, at the right time, to address strategic constraints to the delivery of future development.**
- **The creation of sufficient areas of high quality open spaces to provide a distinct sense of place and deliver a network of green corridors across the Garden Village to the benefit of the local environment and residents. The delivery of such spaces should include distinct areas of separation between the Garden Village and South Lancaster and also Galgate and investigate the opportunities for a new country park.**
- **The creation of healthy and cohesive communities through the delivery of high quality development and the correct levels of services and infrastructure which is provided in safe and accessible locations.**
- **The sympathetic masterplanning of new facilities and growth within the campus of Lancaster University for a range of educational facilities and student accommodation.**
- **Taking proper account of the need to reduce the impacts of Climate Change in the design of new development. This should assure that new development is resilient to the effects of Climate Change.**
- **Managing water and run-off to safeguard development, assuring public safety and amenity and take active measures to reduce flood risk within the area and downstream for both existing and new residents and businesses.**
- **Offering opportunities for national housebuilders to work alongside local construction firms and encourage training opportunities for local people, particularly through the construction phases of the Garden Village. The Garden Village should also include opportunity for the provision of self-build and custom-build properties.**
- **To assure innovative urban design both in terms of the layout and density of new development and the specific design of new buildings. This should include the application of new technologies for buildings and transport where possible.**
- **Addressing longstanding constraints and capacity issues in the strategic and local road network through the improvements to traffic management and physical interventions to increase capacity. This will involve the re-configuration of Junction 33 of the M6 to allow**

direct motorway access into the Garden Village and remove motorway traffic from Galgate which is currently designated as an Air Quality Management Area (AQMA).

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

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

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

Mechanism for Delivery of the Garden Village

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

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

The purpose of the forthcoming DPD will be as follows:

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

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

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

Mechanisms for Delivery of the Bailrigg Garden Village

12.21 Policy SP6 of this DPD sets out the overall housing target and identifies a wide range of development sites which will be required to meet that Local Housing Need. The allocation at Bailrigg Garden Village has identified opportunities to deliver in the region of 3,500 new homes, 1,655 of which the Council believe can be realistically delivered during the course of this plan period up to 2034 due to the strategic infrastructure required to facilitate growth.

12.22 However, the sheer scale of the proposal at Bailrigg Garden Village, the constrained context to which it is being delivered in and the need for public sector invention in the delivery of strategic infrastructure means that significant work still needs to be undertaken on the Garden Village proposal. Beyond the matters of infrastructure, the complex nature of land ownership with the broad area of growth requires detailed discussion and exploration with key stakeholders. Such discussion will ensure that matters such as landowner expectations are understood and acceptable agreements across all parties are achieved.

12.23 To facilitate this the Council have begun work on a specific Development Plan Document, entitled 'Bailrigg Garden Village Area Action Plan DPD' which will set a framework for future development within the Garden Village. The DPD will set out a Spatial Development Framework which will focus on achieving delivery within the middle five year period of the plan and will seek to direct opportunities for delivery way beyond the conclusion of this plan period.

12.24 The Council have already begun to prepare this DPD, with early scoping work on the Spatial Development Framework being undertaken in October 2017 with further work anticipated through the course of 2018. It is anticipated that work will be completed on the DPD by early 2020 and ready for implementation from that point forward. This is anticipated to tie in with the concurrent funding bids to Government in order to deliver the strategic infrastructure necessary.

12.25 As a result the Council anticipate that the delivery of housing will begin contributing to meeting the district's housing needs by the middle of the plan period (i.e. no development prior to year 6 of the plan period), continuing on into the latter stages of the period and beyond into the next plan period, given this the Council will identify the period for this DPD stretches beyond the timescales of this plan period. The Council believe it is reasonable that levels of growth could be accelerated in the Garden Village to match future demands within the latter stages of the plan period once strategic infrastructure needs have begun to be addressed.

Lancaster University Health Innovation Campus

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

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

12.28 Planning permission was granted for the first phase of the Innovation Campus in 2016. Given its current planning status the Council anticipate that the delivery of the Campus can begin in advance of the DPD for Bailrigg Garden Village and that the impacts of new development in this location can be satisfactorily accommodated with improvement to local infrastructure.

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

Policy SG2: Lancaster University Health Innovation Campus

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

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

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

I. The submission of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including the retention of woodland, copse, ponds and hedgerows which reflect the undulating topography of this location. The landscaping scheme should seek to create landscape buffers between the development site and the A6 which also has due regard to local residential amenity and the historic assets in the locality;

II. The creation of an attractive entrance point into the Innovation Campus from the A6 with appropriate landscaping to the site's frontage with the A6. This should include the setting back of development by approximately 30 metres from the A6;

III. The incorporation of cycling and pedestrian access with positive linkages to the existing network, including improvements to cycling and walking links from this site into Bailrigg Garden Village, Lancaster University Campus and Lancaster City Centre, proposals should seek to connect with the Cycling and Walking Superhighway proposed in this area. Proposals for cycling and walking should include the retention of Bailrigg Lane as a pedestrian and cycle route;

IV. The submission of a detailed design statement, recognising the site's location within the Bailrigg Garden Village area and its location on a key transport corridor (the A6). The design, layout and material used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its occupants;

V. The avoidance of large areas of hard-standing and car parking. Proposals should seek to screen areas of car parking when viewed from off-site locations;

VI. Contribute to the delivery of a green corridor network which will run through the Bailrigg Garden Village area. Opportunities for enhancing biodiversity, recreation and leisure uses should be investigated via any application;

VII. The protection and enhancement of Burrow Beck , a designated Biological Heritage Site (BHS), as a wildlife corridor with new planting and habitat creation provided as part of any scheme;

VIII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development, proposals will deal with the matter of flood risk, particularly in relation to the Burrow Beck watercourse. This should include

suitable and appropriate mitigation measures which can be delivered to the satisfaction of both the Environment Agency and the Lead Local Flood Authority;

IX. The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy which is set out in Policy DM34 of the DM DPD;

X. Proposals should include a detailed Travel Plan, in accordance with Policy DM62 to ensure opportunities to reduce transport movements by private vehicles are minimised and the opportunities to access the site via the Bus Rapid Transit service and Cycling and Walking Superhighway are maximised;

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

12.30 The Health Innovation Campus is a significant element of future economic growth within the Garden Village and occupies a prominent position alongside the A6, a key southern gateway into Lancaster City Centre. As a result development proposals will be expected to be of a high standard which reflect a high quality Innovation Park, this should be reflected in the design, layout and materials used.

12.31 The site's position alongside the A6 provides a great opportunity to maximise benefits and access to sustainable transport networks and should provide strong pedestrian linkages towards the A6 corridor in order to access the proposed Bus Rapid Transit system and improve cycling and walking linkages, connecting into the Cycling and Walking Superhighway which will link the Garden Village with Lancaster City Centre. Where appropriate, proposals should be accompanied by a Travel Plan which highlights how private vehicle movements should be minimised and how access to more sustainable forms of transport will be maximised.

12.32 Given the site's proximity to Burrow Beck and Ou Beck, proposals will be expected to address any residual matters of flood risk and address matters of drainage in a comprehensive and sustainable manner, making use of the Surface Water Drainage Hierarchy in accordance with Policy DM34 of the Development Management DPD.

Infrastructure Requirement and Delivery in South Lancaster

12.33 There are a number of infrastructure requirements that must be addressed in order to deliver Bailrigg Garden Village and must be integral to the preparation of the Spatial Development Framework. Without the delivery of necessary strategic and local infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.

12.34 It will be for the preparation of the separate DPD to explore in more detail the matters of infrastructure (both in a strategic and local sense) in terms of location, design and detailed delivery. However, the Council have a clear understanding over the scale of infrastructure which is required and these requirements are already reflected within the Infrastructure Delivery Plan and specifically within the accompanying Infrastructure Delivery Schedule. These documents set out the infrastructure necessary to make development acceptable in planning terms. The IDP has begun to set out the projects required, their indicative costs, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.

12.35 A key challenge for Bailrigg Garden Village is the improvement to highway capacity on the A6 corridor between Galgate and Lancaster City Centre and providing direct access from the urban extension area to the M6 motorway.

12.36 In order to improve accessibility to the motorway network, the City and County Council are working with Highways England to create a reconfiguration of Junction 33 of the M6. Such a reconfiguration will include shifting part of the junction northwards towards Lancaster University to create a staggered junction that provides both direct access into the Garden Village and a bypass of Galgate for traffic accessing the M6. Information on this project is set out in more detail via the Highways and Transport Masterplan. It is important to note that access to the M6 will be retained for traffic to the south of the district and into areas of Wyre district.

12.37 To improve highway capacity on the A6 corridor, the City Council and Lancashire County Council propose a range of infrastructure schemes beyond Junction 33 improvements, which cumulatively will result in improved highway capacity along the A6 corridor. Other key infrastructure improvements will include the following:

- Supporting the route of a new Bus Rapid Transit service, as set out in the Lancaster District Transport Masterplan that will provide regular public transport services between Lancaster University, South Lancaster, Lancaster City Centre, Morecambe, Heysham and Junction 34.
- Improving linkages into the local cycling and walking network and promoting the use of cycle and pedestrian routes to access Lancaster City Centre and the implementation of a Cycling and Walking Superhighway.
- The creation of a distributor roads within the Garden Village to provide appropriate and safe access into the local highway network, specifically Scotforth Road / Lancaster Road (the A6) and Ashton Road (the A588). It is anticipated that highway improvements will be required on both the A6 and A588 in relation to highway management and highway capacity.
- Facilitating the use of low-emission vehicles. In particular the provision of electric charging points within new development.
- Supporting the implementation of a HGV movement strategy to limit HGV access through Carnforth, Lancaster, Morecambe and Heysham with the aim to encourage HGV drivers to utilise the Bay Gateway.

12.38 The creation of a reconfigured Junction 33 will require significant funding. Approximately £16 million has been secured from the Lancashire Local Economic Partnership, via Growth Deal 3, to begin investigation on the reconfiguration of the junction.

12.39 However, the wider funding mechanisms for these improvements will be primarily sourced from other public sector intervention, in particular anticipated funding via the Housing Infrastructure Fund (HIF). A bid to secure £150 million has been made to the HIF process, seeking to secure funding for road infrastructure, public transport infrastructure and other infrastructure elements (such as education facilities) which will facilitate the delivery of new housing and economic growth within the Garden Village. Public sector funding will be supplemented by funding from the private sector through the delivery of new development which will seek to address funding gaps in the creation of new infrastructure. Funding from the development industry will be secured through an appropriate charging mechanism which will address infrastructure delivery in a fair and equal manner.

12.40 Whilst highway and transport improvements represent the greatest challenge to delivery, development of this size and scale at this location requires a further range of infrastructure that is needed to make this area a genuinely sustainable Garden Village.

12.41 There is an identified need for further education facilities to be provided within the Garden Village, this includes the need for further primary and secondary school provision. New primary school provision will be delivered directly as part of the development of the Garden Village and in partnership with Lancashire County Council. The delivery of a secondary school meets a wider

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

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

Policy SG3: Infrastructure Delivery for Growth in South Lancaster

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

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

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

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

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

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

- **The delivery of sufficient education places at both a primary and secondary school level to the satisfaction of the local education authority.**
- **The delivery of new local centre(s) provision which will include a range of local services and community facilities in an accessible location for both new residents to the Garden Village and existing residents in South Lancaster. The new centre(s) provision should seek to meet the basic needs of residents in 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 have prepared an Infrastructure Delivery Plan (IDP) which accompanies the Local Plan. The IDP has already sought to set out projects which will be necessary for the delivery of the Garden Village and will continue to be updated via the preparation of the specific DPD relating to Bailrigg Garden Village.

13. Central Lancaster

13.1 Lancaster City Centre is unique and exceptional in many ways but is still to fully realise its status and potential as one of England's twelve heritage cities. The city needs to articulate its vision more clearly, achieve significant investment to enhance its uniqueness and raise its profile at a national level.

13.2 Lancaster has a long and fascinating history that dates back to Roman times. The city has an outstanding historic environment that includes Lancaster Castle. Lancaster is a quirky, vibrant and friendly centre with a compact, safe, pedestrianised shopping centre containing a mix of main high street and independent shops with a diverse food and drink offer. A wide range of arts and cultural attractions including theatres and performance venues, festivals, museums, parks and open spaces are on offer. The city is located on the edge of outstanding countryside and close to two national parks and Morecambe Bay.

13.3 Lancaster City Centre benefits from a mainline railway station with direct and speedy access to London, Scotland and Manchester and lies on the strategically important M6 corridor. It also has strong and improving links with a number of establishments of higher education, most notably Lancaster University.

Policy SG4: Lancaster City Centre

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

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

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

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

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

Car Parking in Lancaster City Centre

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

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

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

Lancaster City Centre Movement Strategy

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

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

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

13.5 The city is very much at the crossroads. Plans are evolving for strategic elements of the centre,

including projects at Lancaster Castle and Lancaster Canal Corridor that are starting to have an impact. Evidence of Roman occupation is being unveiled that could be of international importance. Meanwhile, Lancashire County Council is developing measures to reduce the impacts of traffic on the one-way system via the adoption of a new Highways and Transport Masterplan.

13.6 The new Visitor Economy Strategy[32] for Lancashire recognises Lancaster as one of the county's biggest opportunities for growth. Visitor numbers for Lancashire in 2014 were just over 62 million with £3.4billion economic impact. As the heritage centre of the county, it is a place that provides a quality environment for people interested in history, independent shopping and a range of cultural experiences. However, its future growth potential is limited due to a number of challenges, in particular a lack of accommodation options and a dispersed heritage offer in need of interpretation.

13.7 It is imperative that all those with a stake in the City Centre come together and support key strategic interventions that will maximise the benefits of major investment in the city centre. In the era of internet and out-of-town shopping, the centres that will succeed in the future will be those that provide a range of attractions and a visitor experience that extends beyond simply shopping. It is important that the future role of Lancaster City Centre seeks to maximise opportunities for people to live in the city centre (via the creation of new residential opportunities for all sectors of the community), work in the city centre via the creation of new employment opportunities and play in the city centre via protecting and enhancing the cultural and commercial leisure offers in Lancaster.

13.8 The Council will encourage and support proposals that provide a more diverse retail offer for the wider city centre area, boosting the number of retailers operating with 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 term drawing back some of the retail market share that has been lost over recent years.

13.9 Whilst improving the retail offer for the wider city centre is a key aspiration, proposals should seek to improve the diversity of town centre uses, seeking to expand the cultural offer of the city centre in both quantitative and qualitative terms and also improve the opportunities for commercial leisure, specifically expanding the role of the food and drink economy. The Council will also be supporting opportunities for Lancaster University to increase its presence and role within the City Centre with regard to educational, cultural and residential offer recognising the wider benefits for the university and the City as whole from such a partnership.

13.10 These improvements should be supported across the whole city centre area. It is important that significant proposals for the City Centre consider the potential impacts on the wider City Centre, via the preparation of a retail impact assessment, to ensure that such schemes demonstrate wider benefits to the City Centre as a whole. The Council will work with all key partners in order to improve the role and function of the City Centre, this includes key business stakeholders such at the Lancaster Business Improvement District (BID) team, transport and heritage stakeholders in order to ensure that sustainable expansion of the City Centre is achieved.

13.11 A key element to future role of the city centre will be the approach to car parking. The Council are 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

[32] http://www.marketinglancashire.com/news/2014/6/10/a-new-visitor-economy-strategy-for-lancashire-a2747

provided in accessible locations which can be managed efficiently and contributes to reducing the flow of traffic on the city centre gyratory.

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

Canal Corridor North Site, Central Lancaster

13.13 The Council will continue to support proposals for main town centre uses on land at Canal Corridor North in Central Lancaster, encouraging the expansion of the retail, leisure and cultural offer for the City Centre and taking the opportunity to enhance Lancaster's role as a sub-regional centre, regaining market share and retaining its provision as the main centre within the district in accordance with Policy TC1 of this DPD.. This growth is considered essential to enable the district to retain and attract the workforce, students and visitors it needs to sustain economic growth[33].

13.14 The principles of redevelopment and regeneration at the Canal Corridor site have been widely accepted via previous planning decisions and appeals. Importantly, during the 2009 Public Inquiry into regeneration of the Canal Corridor the Secretary of State acknowledged that there was no available and sequentially preferable site (or combination of sites) which could accommodate town centre growth of the scale proposed, even if disaggregated (paragraph 16 of the Secretary of State's decision). Whilst the composition of any future scheme may be different (in terms of the uses proposed) the scale of the regeneration project will remain the same and therefore the Council is comfortable that the Canal Corridor remains the sequentially preferable location to deliver opportunities for comprehensive regeneration and improvements to the city centre.

13.15 Development at Canal Corridor North will result in the regeneration of significant areas of derelict sites and buildings and would in due course expand the boundaries of Lancaster City Centre. Any proposals must ensure that it integrates positively with the existing city centre in order to attract users of the City Centre to the Canal Corridor site and vice versa. The Council will therefore expect good linkages for pedestrians, in particular appropriate crossing of the Lancaster City Centre one-way system and contribute to fulfilling the objectives of the Lancashire County Council's Highways and Transport Masterplan in relation to the Central Lancaster area.

13.16 The regeneration of the Canal Corridor area also provides the opportunity to provide a great presence for Lancaster University and improve the linkages between the university campus and Lancaster City Centre through the creation of new student facilities and student accommodation, the Council will work with in partnership with Lancaster University to investigate opportunities for student accommodation with the Canal Corridor scheme.

Policy SG5: Canal Corridor North, Central Lancaster

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

[33] http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-implementation-plan.aspx

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

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

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

I. Providing a positive integration between the proposal and the existing city centre in relation to the urban form and connectivity for all users. Key areas for integration will be along the Southbound leg of the City Centre's gyratory system and the improvement of links towards the east of the City along Bulk Road and Lancaster Canal;

II. Ensuring sensitive integration of new buildings with old, seeking where possible to incorporate the existing historic fabric and retaining buildings that are of historic importance. Proposals should make use of the 'Lancaster Canal Corridor North: Assessment of Heritage Values and Significance' produced in 2012. Any loss of historical assets should be clearly justified against the relevant tests in national planning guidance;

III. Development proposals must be of a high standard of design that is sympathetic and appropriate to the local area and makes use of local design styles, local materials and where possible the re-use of stone and architectural features from cleared buildings. The implications of the roofscape should also be considered having regard to impacts on key views in to, out of and through the proposal;

IV. That any convenience retail element of the scheme is only an ancillary to the wider regeneration of the scheme;

V. Sufficient and appropriate provision is made for vehicle parking in accordance with the strategy highlighted in Policy SG4 of this DPD and Policy DM61 of the Development Management DPD;

VI. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

VII. Development should complement the proposals within the Lancaster District Highways and Transport Masterplan and incorporate suitable linkages to the existing highway network and help mitigate the issues of potential traffic congestion on the city centre one-way system and approaching routes, supporting the principles of Policy SG4 of this DPD;

VIII. Development proposals should utilise its frontage with the Lancaster Canal to provide opportunities for innovative design and improved public realm; and

IX. Development proposals should ensure that biodiversity is protected, especially the biological features for which the Lancaster Canal BHS is identified, and where possible measures to deliver enhancement to key local habitats and species populations and improved connectivity to the district's ecological network should be secured.

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

13.17 The Canal Corridor North site involves the regeneration of land and buildings to the east of the City Centre. This includes a number of historic local buildings which, where it is appropriate and possible to do so, should be retained through the regeneration of this site. The Council has undertaken a heritage assessment of the historical assets found within the Canal Corridor North site. The findings and recommendations of this assessment work should underpin the masterplanning for this site and be reflected in future development proposals.

13.18 Developers and agents for this site will be expected to work with both the City Council and Historic England to consider the most important aspects of the historic environment to be retained as part of their planning application. With regard to the historic environment, any development proposals will be expected to have due regard to Policies DM37 – DM41 of the Development Management DPD.

13.19 The regeneration of the Canal Corridor North site provides an excellent opportunity to address some of the accessibility issues within Lancaster City Centre. It is important that the regeneration of the site recognises the opportunities set out in the Lancaster District Highways and Transport Masterplan, particularly in relation to traffic improvements in Lancaster City Centre and the wider improvements to the cycling and walking network, and assist in implementing these improvements via the masterplan via a partnership approach with the Council and Lancashire County Council.

13.20 The regeneration of the Canal Corridor presents a significant opportunity for a generational change to Lancaster City Centre, however it is important that regeneration of this area benefits the whole of the city centre to ensure that businesses and operators also benefit from the significant growth that this regeneration offers. The Council will seek to promote improvement throughout the City Centre via the preparation of a Town Centre Strategy. The strategy will set out a positive and proactive approach towards regeneration, improvement and renewal, ensuring that the benefits (in terms of investment and footfall) arising from the Canal Corridor are shared over the wider city centre.

Lancaster Castle and Lancaster Quay

13.21 Lancaster is widely recognised as a city with exceptional cultural heritage with its historic buildings and streetscape attracting large numbers of visitors each year. The Castle, Priory and the surrounding quay area are at the heart of this heritage, providing a focus for visitors and residents keen to explore the historic past of the city.

13.22 Until recently these assets were under-appreciated, with the castle in use as a prison and closed off to the public. Indeed the surrounding quay area is poorly integrated with the rest of the city offering little to the visitor economy. The Council is keen to address this, encouraging proposals that seek to rejuvenate the historic core of the city and strengthen its position as a quality destination for both visitors and residents of the district.

13.23 The Council have sought to understand how the potential for Lancaster, in terms of enhancing its cultural offer and visitor experience, can be realised. In 2011 the Council prepared a Cultural Heritage Strategy which sought to consider how the cultural offer of Lancaster, in terms of its historic buildings, historical legacy and existing cultural offer could be enhanced to maximise economic potential in the city centre. Following on from this Strategy, the Council undertook a number of interventions in the city centre to improve pedestrian movements and enhance the public spaces in the centre via the 'Square Routes' project. This work has seen significant

improvements in the visual amenity and attractiveness of the city centre.

13.24 Whilst this has provided a good starting point for the city centre in realising its potential there is further work to be done. The council have been working with Lancaster Business Improvement District (BID) in order to market Lancaster more effectively in order to increase visitor numbers and the Council continues to prepare a wider review of its cultural assets in the city centre, particularly in terms of its museums, to ensure best use are made of these assets for the benefits of local people and visitors.

13.25 In terms of 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 has a whole.

13.26 With the castle vacant there are now opportunities to pursue proposals for a heritage-led regeneration of the wider area. The owners of the castle, the Duchy of Lancaster, have already invested significant sums in order to start restoring the historic fabric of the building and make better use of the space within the castle, creating improvements to the visitor experience. It remains the long term aspiration both of the Duchy and Lancaster City Council to sensitively restore the castle to make it a key visitor destination.

13.27 In taking forward future opportunities the Council will look to secure proposals in line with Policy SG6 of this DPD and the recommendations of its Cultural Heritage Strategy. Whilst the strategy was published in 2011 its calls for the expansion of the visitor experience at Lancaster Castle remains as valid today as at the time of its publication and is reflected in more recent documentation[34].

13.28 Any future development proposals should be taken forward through a conservation led approach that focuses on the historical importance of the castle and its strategic location within the urban fabric of the city. Opportunities to support the range of heritage-led and public realm regeneration proposals, including the Council's 'Square Routes' and 'Beyond the Castle' projects[35] should be investigated. These projects both seek to improve public realm and accessibility both within this area and the wider city centre.

Policy SG6: Lancaster Castle and Lancaster Quay

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

Lancaster Castle

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

[34] http://www.lancaster.gov.uk/news/2016/jun/new-report-makes-recommendation-on-future-museum-provision

[35] http://www.lancaster.gov.uk/business/regeneration

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

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

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

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

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

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

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

13.30 In developing proposals of this area the Council has identified New Quay Meadows and Vicarage Field for its potential to accommodate new and improved recreational / amenity space for the city centre. Proposals should look to retain and maintain this area of open space with opportunities for

enhancement supported. Future proposals will need to be consistent with the designation, and potential future expansion of Vicarage Field as a Scheduled Ancient Monument with disturbance in this area kept to a minimum including the provision of new paths and tree planting.

14. East Lancaster Strategic Site

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

East Lancaster Strategic Site

14.2 Land surrounding Ridge Farm to the east of Lancaster has been identified for both residential development as part of a sustainable urban extension to Lancaster. The site covers an area of approximately 120 hectares and has been identified as having an indicative capacity for approximately 900 dwellings.

14.3 This site mainly consists of undulating, open farmland that occupies a raised position above the River Lune which is located to the north. The site includes a number of drumlins and glacial valleys that traverse the site north - south. The site is bounded by the M6 motorway to the east, Caton Road to the north, residential development on the Ridge Estate to the west and Ridge Lane to the south. The site also includes Lansil Golf Course, which remains active and well used by the local community.

14.4 There is significant potential for growth in East Lancaster, which creates new housing to meet identified needs. Land has already been allocated for employment purposes at Caton Road and Lancaster Business Park. Further residential growth is also identified directly south of this site at Grab Lane (Policy H4), Ridge Lea Hospital (Policy H3) and Lancaster Leisure Park and Auction Mart (Policy H5). Such growth compliments recent developments at Lancaster Moor Hospital and Nightingale Hall Farm. The Council will expect all new development proposals in East Lancaster to address the cumulative infrastructure issues of development (outlined in more detail via Policy SG8) and provide cumulative benefit to the wider East Lancaster area.

14.5 In allocating this site for development purposes the Council recognises the significant potential that it provides in helping to meet the district's long-term housing needs through a well-planned, comprehensive development of the site. To this end the Council will be preparing a Development Brief to supplement the content of Policy SG7 and provide detail on a range of issues that should be addressed through a Masterplan. The Council will welcome a collaborative approach with landowner and developers to the preparation of a masterplan prior to any planning application being submitted for determination.

14.6 The Council will expect proposals to come forward for the entire site, recognising the interlinked issues that need to be addressed for the site to come forward. In particular the masterplan needs to set out how the Lansil Golf Club will be satisfactorily relocated in order for the development to achieve a primary access onto Caton Road. The Council will expect prospective developers of the site to continue to positively engage with the Golf Club to secure the optimum result for both the golf course and the delivery of a sustainable development.

14.7 The main point for vehicular access will be from Caton Road. The provision of an access point should be delivered to the satisfaction of the Lancashire County Council and should not seek to prejudice Caton Road's role as a key gateway into Lancaster City Centre, as defined by the Lancaster District Highways and Transport Masterplan. An important secondary access point must also be achieved to the south, linking the site to Quernmore Road. Whilst linkages into the existing

Ridge Estate will be encouraged, these improvements should be limited to cycling, walking and public transport links only.

14.8 Given the site's close proximity to Lancaster City Centre, the Council will support the improvement of strong cycling and walking links to promote sustainable travel patterns. In particular improvements should seek to improve linkages along the towpath of the Lancaster Canal to make this route a safe and convenient route for cyclists and walkers accessing the city centre.

14.9 Proposals should identify how it will address the delivery of infrastructure that is necessary to make the development acceptable in planning terms. Details of necessary infrastructure is set out in Policy SG8 of this DPD. The Council will support the logical long-term phasing of the site. However, the Council will not support the piecemeal development of the site that does not address wider issues for the East Lancaster area.

Policy SG7: East Lancaster Strategic Site

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

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

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

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

General Requirements and Infrastructure Delivery

I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG8 of this DPD in relation to wider strategic infrastructure needs in the East Lancaster area;

II. The relocation of Lansil Golf Club (and associated facilities) to a satisfactory and appropriate location to secure their long-term future;

III. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality to supplement the strategic improvements identified in Policy SG8 of this DPD. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD

IV. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and

V. **Approximately 40% of the residential units will be defined as 'affordable' which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.**

Design Considerations

VI. **The submission of a detailed design statement, recognising the sites prominent location on the eastern edge of Lancaster, its relationship with the Urban Setting Landscape to the east of the site (as identified under Policy EN7 of this DPD) and its position within the setting for Ashton Memorial which is a Grade I Listed Building. The design, layout and materials used should be sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;**

VII. **Support will be given to development which seeks to adopt sustainable construction and design aimed at minimising energy use, reducing emissions and maximising energy efficiency. This should investigate opportunities to deliver district heating systems, the appropriate provision of electric charging points and other associated infrastructure for electric vehicles;**

VIII. **Proposals should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS); and**

Environmental Considerations

IX. **The submission of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including the retention of woodland, copse, trees, ponds and hedgerows and make the best use of the topography of the site. Landscaping should seek to enhance the sites prominent location on the edge of Lancaster;**

X. **The protection in perpetuity of the allocated Urban Setting Landscape runs through the eastern section of the site, as defined by Policy EN7 of this DPD. Any future proposals for the site should seek positive inter-relationship with this area of local landscape importance;**

XI. **Proposals should contribute to the delivery of a green corridor and ecological network in the East of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;**

XII. **No net loss in the value of the Biological Heritage Sites (BHS) and ancient woodland at Long Bank Wood, Lancaster Canal and Newton Beck Valley, with evidence of how identified BHS will be protected and enhanced with new planting and habitat creation. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological networks;**

XIII. **The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;**

XIV. **The submission of a comprehensive drainage plan that set out how surface water will be managed on the site. Proposals should have regard to the Sustainable Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD.**

XV. **Proposals should ensure that the residential amenity of new residents is mitigated from surrounding uses, in particular the noise and air impacts from the adjacent M6 motorway; and**

XVI. The potential impact upon the setting and significance of the Ashton Memorial as a result of new development should be investigated, and where potential concerns may arise, mitigation measures should be put in place;

Transport Considerations

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

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

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

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

14.10 Given the potential for strong linkages with Lancaster City Centre from East Lancaster area, the Local Plan does not seek to propose anything more than the provision of a local centre that can meet the basic service needs of residents in the locality. The Council will expect, through the masterplan and accompanying planning application that provision is made for the delivery of local services and community facilities on the site via a small parade of shops and services.

14.11 The site occupies a prominent location on the entrance to Lancaster and so the Council will look to secure development that positively adds to this area of Lancaster through high quality designed proposals that relate sensitively to the landscape quality of this area. This is particularly the case in relation to the areas of Urban Setting Landscape that occupy land to the east of the site. Development proposals will be expected to address the requirements of Policy DM45 in relation to development affecting Urban Setting Landscapes. Particular regard and attention will also need to be given to the potential impact upon the historic setting and significance of Ashton Memorial, in accordance with Policy DM39, and also the landscape and visual impacts upon the Forest of Bowland AONB.

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

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

landscape; this includes leaving the tops of the drumlins free from development. Particular regard and attention will also need to be given to the potential impact upon the historic setting and significance of Ashton Memorial, in accordance with Policy DM36.

Infrastructure Requirements in East Lancaster

14.14 There are a number of infrastructure requirements that must be addressed in order for development in East Lancaster to be achieved. Without the delivery of necessary infrastructure, it cannot be demonstrated that, both individually and cumulatively, the scale of growth proposed in this area is acceptable in planning terms.

14.15 In order to address matters of infrastructure within the Local Plan, the Council has prepared an Infrastructure Delivery Plan (IDP)[36] 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[37]. In relation to public transport, the Council will continue dialogue with transport providers to ascertain whether opportunities exist for the creation of new services (or the diversion of existing services) to provide a regular bus link to the city centre. Improvements to these networks will be secured by a mixture of both Section 106 agreements and an appropriate charging schedule.

14.18 In relation to the East Lancaster Strategic Site, a key consideration is the delivery of suitable access provision onto Caton Road, which is the primary gateway into Lancaster City Centre from the M6 motorway. The Council will not support proposals that place a restraint or restriction on the free movement of traffic along the Caton Road Gateway. The Council has, through discussions with Lancashire County Council, identified that a primary access onto Caton Road can be achieved without compromising the free flow of traffic, however the detailed design of any future junction needs to be agreed with the local highways authority. It will be for the development to provide the funding required to deliver such improvements through the Section 106 process.

14.19 There is an identified need for further education facilities to be provided in East Lancaster. This includes the need for further primary school provision to be provided on Site SG7. New primary school provision will be delivered directly as part of the development of SG7 in partnership with Lancashire County Council. The delivery of a secondary school meets a wider strategic need for Lancaster and therefore should be funded through an appropriate charging schedule. Whilst funding will be generated from the levy it is expected that a site for a new secondary school is identified and safeguarded with a masterplan for Site SG1 located in Bailrigg Garden Village.

[36] http://www.lancaster.gov.uk/planning/planning-policy

[37] http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323

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

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

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

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

bus operators. Consideration should be given to the integration of the proposed bus rapid transit scheme to demonstrate how new development in East Lancaster will be better connected to wider areas through the provision of more frequent, sustainable public transport services.

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

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

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

15. North Lancaster

15.1 Following the North Lancashire Green Belt Review[38] the land between the urban edge of North Lancaster and the new Bay Gateway is no longer considered to provide the level of openness and permanence necessary for a continuing Green Belt designation. As a result the boundaries of the Green Belt have been amended, shifting the defined Green Belt boundary north making use of the Bay Gateway as a feature of permanence that can provide a robust and long-term boundary between the urban area of Lancaster and the open countryside to the north.

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

North Lancaster Strategic Site

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

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

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

[38] http://www.lancaster.gov.uk/planning/planning-policy

accompanied by a heritage impact assessment which looks at any potential impacts, particularly the setting, of these locally and nationally important heritage assets. The Council have prepared a series of heritage assessments which will form the basis for future impact assessments.

15.7 There are a range of residential and commercial uses which currently occupy the site and will continue to do so during and after development. The Council will expect that through the masterplanning and application process these interested parties have the opportunity to engage in its preparation to address any localised concerns that they may have, particularly relating to matters of residential amenity.

Policy SG9: North Lancaster Strategic Site

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

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

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

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

I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG10 of this DPD in relation to wider strategic infrastructure needs in the North Lancashire area;

II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;

III. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment

IV. Approximately 40% of the residential units provided will be defined as 'affordable', which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

Design Considerations

V. The submission of a detailed design statement, recognising the prominent and sensitive location of the Beaumont Hall area as a northern gateway into Lancaster and its proximity to the Bay Gateway which is to the north. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents;

VI. Support will be given to development that seeks to adopt sustainable construction and design methods aimed at minimising energy use, reducing emissions and maximising energy efficiency, this should include investigating opportunities to deliver district heating systems and provision for electric charging points and infrastructure for electric vehicles;

VII. Proposals should seek to provide positive inter-relationships with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD, providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS);

VIII. Appropriate safeguarding to the satisfaction of National Grid / Electricity Northwest from the overhead powerlines which run across the site;

Environmental Considerations

IX. The submission of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including the retention of woodland, copse, ponds and hedgerows which makes the best use of the topography of the site. The landscaping scheme should seek to create landscape buffers between the development site and the Bay Gateway Link Road to the north, the A6 which runs through the centre of the site, the West Coast Mainline to the west and the residential areas to the south;

X. The creation of significant green buffers between any development proposals and the sites of St Johns Hospice and Hammerton Hall to protect the general amenity of these areas through both the construction and occupation phases of development;

XI. Provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas for recreation, such as public open space within the development;

XII. Proposals will be expected to fully assess the potential impact upon the setting and significance of Beaumont Hall, Hammerton Hall, Carus Lodge, Carus Lodge Cottage, the curtilage listed wall on Halton Road, Hammerton Hall Bridge, Folly Bridge, Beaumont Hall Bridge, Halton Road Bridge and the Lune Aqueduct as a result of new development should be investigated, and where potential concerns may arise, mitigation measures should be put in place. Proposals should make use of the Heritage Assessments which have been prepared by the City Council in relation to this site;

XIII. The provision of sensitive landscape buffers to be provided around existing residential properties within and directly adjacent to the proposal site;

XIV. Proposals should fully and satisfactorily address amenity issues, including noise and air quality issues that arise from the proximity of the Bay Gateway Link Road, the A6 and the West Coast Mainline, which adjoin this site;

XV. Proposals will be required to demonstrate how they will contribute to the delivery of green network corridors and ecological networks, identifying opportunities for enhancing biodiversity, recreation and leisure uses and integrating the delivery of the site with improved functionality of both the district's ecological and green infrastructure networks;

XVI. No net loss in the value of the Biological Heritage Sites (BHS) at Lancaster Canal, with evidence of how the BHS will be protected and enhanced. The Council will expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create function ecological networks;

XVII. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development the matters of flood risk will be dealt with. This should, where necessary, include suitable and appropriate mitigation

measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority; and

XVIII. The submission of a comprehensive drainage plan which sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy which is set out in Policy DM34 of the DM DPD.

Transport Considerations

XIX. The delivery of a highways scheme which provides a safe, suitable and appropriate access onto Slyne Road (A6) to the satisfaction of the local highway authority. Further access points should be investigated to the site to increase permeability into the Skerton area however these should be restricted to access for cycling, walking, public transport and emergency services only;

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

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

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.

15.8 In allocating this site for development the Council recognises the significant potential that it provides in helping to meet the district's long-term development needs (contributing to both housing and employment needs) through a well-planned, comprehensive development of the site. Once completed the site will form a sustainable urban extension to the north of the City.

15.9 Situated in a highly sustainable location the site offers strong linkages to Lancaster City Centre as well as services and facilities to the south in Skerton. Opportunity to strengthen these linkages will be sought with increased permeability and legibility encouraged both within and into adjacent areas.

15.10 The Council will expect all new development proposals in the North Lancaster area to address the cumulative issues of development and provide cumulative benefits to the wider area in relation to improvements to community facilities and wider environmental quality.

15.11 To this end the Council will be preparing a Development Brief to support this policy, providing detail on a range of issues that should be addressed though any future proposals. The Council will welcome a collaborative approach with landowners and developers in the preparation of any planning application being submitted for determination.

15.12 The Council will expect Masterplan proposals to come forward for the entire site, recognising the interlinked issues that need to be addressed for this strategic site. This is particularly in relation to the range of necessary infrastructure that is required to make development in this location acceptable. Whilst the Council will support the logical long-term phasing of the site, the Council will not support the piecemeal development of the site which does not address wider issues for the North Lancaster area.

15.13 The site occupies a prominent gateway location on the northern entrance to Lancaster. As a result the Council will expect development to positively add to the locality and the setting of the wider area. Development proposals should be of a high standard of design and construction and be

sensitive to the edge of settlement location of this proposed site. The site incorporates a number of landholdings that should be protected and sensitively treated, including St John's Hospice and Hammerton Hall. Any submitted masterplan should provide a significant green buffer between any proposed development and these properties to protect both general amenity and visual amenity for users of the hospice.

15.14 The site includes the Grade II Listed building at Beaumont Hall. The building and its wider setting must be preserved as part of any proposed development. Any submitted masterplan should provide significant green buffers between any proposed development and this property to protect both the general and visual amenity in this locality.

15.15 The Council will expect any masterplan submitted to be accompanied by a detailed landscaping plan setting out how landscaping issues will be addressed and managed, both within the site and through the creation of appropriate buffer zones around the edge of the site. Development proposals should make the best use of the topography of the site, locating development in the areas that generate the least impact on the local landscape.

15.16 The masterplan and accompanying planning application must address the delivery of sufficient infrastructure to make the development acceptable in planning terms; in particular the provision of appropriate highway improvements in the North Lancaster area and the provision of new and improved education provision.

15.17 Proposals should include a primary access onto A6 (at a safe and appropriate point to be agreed with the Lancashire County Council) and secondary access points provided at Barley Cop Lane, Kellet Lane and Halton Road. All access points should be incorporated to the satisfaction of Lancashire County Council. Increased traffic levels on local roads will necessitate minor improvements to the existing road network.

15.18 The allocation should deliver a sustainable urban extension from the existing settlement area. Proposals should demonstrate how the development will integrate with the existing urban fabric of Lancaster, encouraging permeability for walking into Skerton, the city centre and to other adjacent development sites. Any masterplan should also include the provision of a new local centre identified under Policy TC1.12, which provides commercial opportunities to meet local service provision for new residents and existing residents in the North Lancaster area only.

15.19 The masterplan will be expected to address the recognised infrastructure requirements for the North Lancaster area, as defined within the most-up-to-date Infrastructure Delivery Plan (IDP) and Policy SG10 of this DPD.

Infrastructure Requirement and Delivery in North Lancaster

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

15.21 In order to address matters of infrastructure within the Local Plan, the Council has prepared an Infrastructure Delivery Plan (IDP)[39] 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.

[39] http://www.lancaster.gov.uk/planning/planning-policy

15.22 A key challenge will be to ensure that new development in the North Lancaster area facilitates sufficient expansion to the capacity of the local highway network to ensure the free flow of traffic and a safe and efficient highway network. Whilst strategic improvements have already been made in the North Lancaster area, through the construction of the new Bay Gateway Link Road, this provides more strategic access between the M6 and Heysham. New development proposals will have to address the impacts of increased traffic on the local road network and particularly the A6, Halton Road, Kellet Lane and Barley Cop Lane. As a result the following improvements will be expected to be delivered directly through the development of Site SG9:

- Appropriate access arrangements are achieved onto the A6 (the primarily vehicular access into the sites) to ensure there are no severe impacts on highway capacity and that the proposal does not impact on highway safety;
- Improvements to ensure that there are a range of opportunities to access Lancaster City Centre by means of sustainable transport, this should include access to public transport and cycling and walking linkages; and
- Appropriate access arrangements to the local road network to provide opportunities for filtration into the network, for instance onto Kellet Road, Halton Road and Barley Cop Lane.

15.23 The above proposals will be funded via legal agreements to ensure the delivery of sustainable development in North Lancaster and ensure that the impacts on the local highway network are not severe.

15.24 Improvements to the local highway network should be supplemented by the promotion of more sustainable forms of travel to access local services in accordance with the Lancashire County Council Highways and Transport Masterplan. This should include contributions towards new and improved cycling and walking linkages between North Lancaster and Lancaster City Centre. Improvements to public transport are also required, particularly providing access to the business park which forms part of this urban extension and it will be expected that applicants for the site enter into constructive discussions with local public transport operators to deliver and secure direct bus access.

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

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

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

I. The provision of additional school places at a primary level. To achieve this it is expected that new development funds the creation of a new primary school within the site in an appropriate, convenient and accessible location to the east of the A6 to be agreed with the education authority. The new primary school should be Single form

Entry in size however should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivered of the new school should be commissioned and delivery in partnership with the education authority;

II. The provision of additional school places at a secondary level. To achieve this it is expected that contribution will be made towards the delivery of a new secondary school at Bailrigg Garden Village (as identified via Policy SG1 of this DPD) which will increase the range of secondary school places in the district to meet projected future needs;

III. The delivery of a new local centre within the Strategic Site SG9 (identified as TC1.12 on the Local Plan Policies Map) in a convenient and accessible location. The local centre should include a range of local services and community facilities that can be accessed by both new and existing residents in the North Lancaster area. The scale of the local centre should deliver in the region of 400sqm of convenience retailing floorspace and in the region of 200sqm of comparison retailing floorspace. Consideration should be given to the provision of healthcare facilities as part of this centre via discussions with the Morecambe Bay Clinical Commissioning Group;

IV. The creation of improved cycling and walking linkages between the proposed growth in North Lancaster, Ryelands Park and beyond to Lancaster City Centre. Opportunities for improvements along the Lancaster Canal should be explored. Proposals should come forward with appropriate mechanisms for future maintenance of new routes;

V. Contributions should be made towards public transport, with a particular emphasis on how bus services can be linked with the site provision 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; and

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), recreation spaces. The delivery of open space should have due regard to the local needs for open space in the North Lancaster area; and

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

15.25 The funding mechanisms for these will vary, the delivery of new highway improvements will be secured via legal agreements from all landowners ensuring that improvements are made at a time appropriate in the phasing of development. Contributions towards wider infrastructure improvements, such as improvements to the wider cycling and walking linkages will be secured through an appropriate charging tariff / planning obligation to support the implementation of Lancashire County Council's Cycling and Walking Strategy[40].

15.26 There is an identified need for further education facilities to be provided in North Lancaster, this includes the need for further primary school provision. The delivery of a new primary school will be directly funded by the development of the whole site with all land parties required to contribute to

[40] http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323

its delivery. The delivery of a secondary school is also necessary. However, this is to meet wider strategic needs within Lancaster and is to be located in South Lancaster on Site SG1. There will be a requirement for development in the north of Lancaster to contribute to meet this strategic need via contributions through an appropriate charging tariff / planning obligation.

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

16. South Carnforth

16.1 Carnforth is the third largest settlement within the district, identified as a Market Town within the settlement hierarchy, and is considered to be the northern hub of the district, providing key services to the rural communities in the north of the district. It also has strong public transport links that may be further enhanced via the delivery of the Lancaster District Transport and Highways Masterplan[41]. As a result Carnforth is considered to be a highly sustainable location for future development growth, which can build on its strong and improving transport links within the wider region.

16.2 Carnforth has seen very low levels of development growth over recent decades with very little new housing being delivered in the town. Much of the reason behind this is the constrained nature of Carnforth's surroundings. To the north and west is the Arnside and Silverdale AONB, the positioning of the M6 to the east is a significant barrier to growth and to the south and west is the North Lancashire Green Belt. Land to the north and west, and to a lesser extent to the east, also lies within flood risk zones 2 and 3. In order to achieve development growth that maintains and improves the service provision within the town it will be important that the Local Plan seeks to provide opportunities for expansion within the town. The most suitable and logical approach to achieving this is for a relaxation of the Green Belt to the south of the town.

16.3 Such an expansion will not only provide opportunities for growth on greenfield sites but also assist in the delivery of the extensive brownfield site at Lundsfield Quarry. Whilst permission for residential development has been granted on this site, development has stalled for a number of reasons, primarily due to the current single access onto Kellet Road that obscures the site from the main highway network. This permission has now lapsed. The allocation of land for further growth in South Carnforth will allow the Lundsfield Quarry site to be accessed via multiple routes that should improve the deliverability of the site for residential purposes.

Land at Lundsfield Quarry, South Carnforth

16.4 The former Lundsfield Quarry site has been allocated for residential development. The site was previously home to a concrete works and a marina for the canal. The concrete works is now redundant, and the marina has also closed. Redevelopment of this site is supported by the Council as it offers the opportunity to regenerate and bring back into use a large brownfield site and the marina, providing much needed housing, securing wider environmental and amenity

[41] http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx

improvements and delivering enhanced connectivity across Carnforth.

16.5 The regeneration of this site, and the delivery of housing on land South of Windermere Road (Policy SG12), results in significant growth being identified in this area. The Council will expect a comprehensive approach to be taken towards new development across these two sites, utilising a masterplan approach to address the cumulative impacts of development and deliver cumulative benefits to the wider area.

16.6 The development of the Lundsfield Quarry site for housing has been supported by the Council for a number of years having been previously identified for housing within previous Local Plans and, more recently, through the planning application process. A planning application for approximately 200 dwellings was approved by the Council in 2012 and, whilst this permission has now lapsed, the Council believes that wider growth in the South Carnforth area provides the opportunity to kick-start regeneration of the Lundsfield Quarry site, particularly by offering improved opportunities to access the road network. In 2017 the Homes and Communities Agency purchased the Lundsfield Quarry site and are now actively working to regenerate the site.

16.7 In continuing support for the delivery of this site the Council will look to secure development that utilises the site's central location, providing increased connectivity between the site, the town centre and adjacent residential areas. Whilst centrally located, the site suffers from poor accessibility with limited connectivity between the site and the town centre due to the Lancaster Canal which presents a barrier to movements. The Council has in the past sought to address this through a requirement for a new crossing of the canal for pedestrians and cyclists. The delivery of such a link between the South Carnforth area and the town centre remains a key priority for any future regeneration plans for this site.

16.8 The allocation includes the Lundsfield Quarry Biological Heritage Site (BHS). Whilst the Council looks to protect and enhance existing BHS resources, it is recognised, that redevelopment of the site offers the opportunity to secure wider environmental improvement to the wider BHS area, resulting in a net gain to the biodiversity asset. In delivering this, future development proposals will need to clearly demonstrate how the BHS and other nearby areas will be enhanced and managed. This should ensure that there is no net loss in biodiversity value and that appropriate safeguards are included to secure the future protection of this resource.

16.9 In allocating this site for development purposes the Council recognises the potential that it provides in helping to meet the district's long-term housing needs through a well-planned, comprehensive development of the site. To this end the Council will be preparing a Development Brief that provides more detail on the content of Policies SG11 and SG12. The Council will welcome a collaborative approach with the landowner and developer prior to any planning application being submitted for determination.

16.10 The Council will expect proposals to come forward with due consideration for the entire South Carnforth area, recognising the interlinked issues that need to be addressed for the sites to come forward. In particular the masterplan needs to set out how the issues of access will be addressed, particularly access into the existing road network at Kellet Road and Back Lane, and how improvements to pedestrian / cycle access will be delivered between the site and the town centre.

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

Policy SG11: Land at Lundsfield Quarry, South Carnforth

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

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

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

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

General Requirements

I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG13 of this DPD in relation to wider strategic infrastructure needs in the South Carnforth area;

II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality to supplement the strategic improvements identified in Policy SG13 of this DPD. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;

III. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment;

IV. Approximately 40% of the residential units will be defined as 'affordable' which include the delivery of a full range of affordable products through dialogue with the Local Planning Authority;

Design Considerations

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

VI. Support will be given to development which seeks to adopt sustainable construction and design aimed at minimising energy use, reducing emissions and maximising energy efficiency. This should include investigating opportunities to deliver district heating systems, the appropriate provision of electric charging points and other associated infrastructure for electric vehicles;

VII. Proposals should seek to provide a positive inter-relationship with the adjacent Lancaster Canal in accordance with Policy T3 of this DPD providing a sufficient buffer between new development and the Canal, which is designated as a Biological Heritage Site (BHS);
VIII. Proposals should seek to maximise the waterside setting of this location and the opportunities this provides in terms of providing an attractive waterside frontage. Proposals should also seek to delivery infrastructure improvements relating to Canal Infrastructure, particularly in relation to the Canal Towpath and also investigating opportunities for the re-opening of the Marina.

Environmental Considerations

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

Transport Considerations

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

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

Land to the South of Windermere Road, South Carnforth

16.12 Land to the South of Windermere Road, Carnforth, has been identified as a site for residential development. The site covers an area of 25 hectares and has been identified as having an indicative capacity of approximately 500 dwellings.

16.13 This allocation site is located to the south of Carnforth, approximately 1km from Carnforth town centre. The land is undulating in character, is relatively open (particularly to the east of the site) and is primarily used for agricultural (pastoral) purposes. The site includes a series of electricity pylons, which traverse the site north to south, and a number of open quarries from historical sand and gravel workings that have taken place on the site.

16.14 This land has previously been identified within the North Lancashire Green Belt, which was designated in 1991 with the purpose of ensuring that the settlements of Carnforth, Lancaster and Morecambe do not coalesce together. The 2016 Green Belt Review[42] has concluded that this area continues to retain Green Belt importance however, for the reasoning set out below, the Council has decided through the preparation of a Local Plan that the release of this land from the Green Belt is necessary in this location.

16.15 Opportunities for growth in the Carnforth area are limited. To the north and west is the Arnside and Silverdale AONB, which is protected for its landscape value. To the east the M6 motorway provides a robust boundary from the urban fabric and the open countryside beyond, the opportunities for growth to the north and west are restricted due to flood risk, and accessibility from the road network. These constraints result in the only opportunities for long-term growth, on a strategic scale, being located in the south of the town.

16.16 As a result, the Council has decided that an amendment to the Green Belt is necessary to the South Carnforth area to facilitate opportunities for residential growth, which is reflective of Carnforth's status in the district's settlement hierarchy.

16.17 In allocating this site for development purposes the Council recognises the potential that it provides in helping to meet the district's long-term housing needs through a well-planned, comprehensive development of the site. To this end the Council will be preparing a development brief that provides more detail the content of Policies SG11 and SG12. The Council will welcome a collaborative approach with landowners and developers prior to any planning application being submitted for determination.

16.18 A key issue to address is the connectivity of the site into the local road network and into Carnforth town centre. The main access points into sites SG11 and SG12 will be achieved from Back Lane and Kellet Road (via development at Lundsfield Quarry). In creating an access point onto Back Lane, improvements will be necessary to the existing road network, particularly in relation to the junction of Back Lane / Kellet Road to ensure that increases in traffic movement does not detrimentally effect the movement of HGV vehicles to quarrying operations within the Carnforth area.

16.19 This site, whilst on the edge of Carnforth, provides good opportunities for walking and cycling links into Carnforth town centre, via the Lundsfield Quarry site to the north-west. The Council will expect future proposals to demonstrate how such connectivity will be delivered and that development of SG12 contributes to the delivery of such infrastructure, including the delivery of a crossing of the Lancaster Canal.

[42] http://www.lancaster.gov.uk/planning/planning-policy

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

Policy SG12: Land South of Windermere Road, South Carnforth

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

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

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

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

General Requirements & Infrastructure Delivery

I. The delivery of infrastructure to make the development acceptable in planning terms, including addressing the requirements of Policy SG13 of this DPD in relation to wider strategic infrastructure needs in the South Carnforth area;

II. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality to supplement the strategic improvements identified in Policy SG13 of this DPD. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;

III. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment;

IV. Approximately 40% of the residential units will be defined as 'affordable' which include the delivery of a full range of affordable products through dialogue with the Local Planning Authority;

Design Considerations

V. The submission of a detailed design statement, recognising the sites prominent location on the southern edge of Carnforth and its relationship with the North Lancashire Green Belt which is directly to the South. The design, layout and materials used should be

sympathetic to the locality to create a strong sense of place, providing a well-designed and high-quality environment for its residents;

VI. Support will be given to development which seeks to adopt sustainable construction and design aimed at minimising energy use, reducing emissions and maximising energy efficiency, this should investigate opportunities to deliver district heating systems, the appropriate provision of electric charging points and other associated infrastructure for electric vehicles;

VII. Proposals should seek to provide a positive inter-relationship with the adjacent North Lancashire Green Belt providing a sufficient buffer between new development and the Green Belt to the south;

Environment Considerations

VIII. The submission of a suitable and appropriate landscaping plan that seeks to retain existing natural features, including the retention of trees and hedgerows and makes the best use of the topography of the site. Landscaping should seek to enhance the sites position adjacent to Lancaster Canal;

IX. To provide new home owners with 'Home Owner Packs'. This will include details of the sensitivities of the land adjacent to the development (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas for recreation, such as public open space within the development;

X. Proposals should contribute to the delivery of a green corridor and ecological network within South Carnforth with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;

XI. Proposals will be expected to address the issues surrounding Lundsfield Quarry Central Biological Heritage Sites (BHS) with evidence of how the BHS will be protected and enhanced and how any residual impacts can be off-set via new planting and habitat creation. The Council will also expect development proposals to deliver positive benefits to biodiversity through the restoration, enhancement and creation of appropriate semi-natural habitats within and through the site to maintain, restore and create functional ecological frameworks;

XII. The preparation of a Flood Risk Assessment that details how, through the design, construction and occupation phases of development the matters of flood risk will be dealt with, particularly in relation to the Back Lane Watercourse to the East of the site. This should include, where necessary, suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

XIII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD.

Transport Considerations

XIV. The delivery of a highways scheme which provides safe suitable and appropriate access onto Back Lane and into the Lundsfield Quarry site to the north, as identified under Policy SG11 of this DPD. Further access points should be investigated into the Highfield estate for cycling, walking, public transport and emergency vehicles only;

XV. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Carnforth Town Centre via the Lundsfield Quarry site.

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

Infrastructure Requirements for South Carnforth

16.21 There are a number of infrastructure requirements that must be addressed in order for growth in South Carnforth to be achieved. Without the delivery of the necessary infrastructure it cannot be demonstrated that growth to the scale proposed is acceptable in planning terms.

16.22 In order to address matters of infrastructure within the Local Plan, the Council has prepared an Infrastructure Delivery Plan (IDP)[43] that sets out the infrastructure necessary to make development acceptable in planning terms. The IDP sets out the projects required, their indicative costs where known, the methods of funding that will be used for delivery and the timescale in the plan period where infrastructure must be delivered.

16.23 A key challenge to the delivery of growth in South Carnforth is its integration into the existing highway network. The primary access points for both Sites SG11 and SG12 will be achieved from Kellet Road and Back Lane. It is recognised that the route of Back Lane is a strategic route for HGV vehicles travelling between quarry operations in Nether Kellet to junction 35 of the M6. Accordingly any increases in traffic on this route will have to be accompanied by improvements to the route to maintain sufficient and appropriate capacity and traffic flows to the satisfaction of Lancashire County Council. In particular this will require appropriate improvement works to the existing junction at Back Lane / Kellet Road.

16.24 In promoting improved linkages to Carnforth town centre, opportunities to enhance the local cycling and walking networks through both sites would be explored. Of particular importance to the sustainability of this area is the delivery of a strong link between South Carnforth and Carnforth town centre, which includes a pedestrian / cycle crossing of the Lancaster Canal at an appropriate and logical location.

16.25 There is an identified need for further education facilities to be provided in South Carnforth that includes the provision of a new primary school which will facilitate the growth of family housing in this area. The delivery of new primary provision will be funded by both sites SG11 and SG12 with the site of the school to be identified and secured within Site SG12.

16.26 There are significant opportunities for improvement to local recreation facilities, particularly in terms of addressing the deficiencies in outdoor sports provision for Carnforth. Growth proposed in South Carnforth provides the opportunity for both qualitative and quantitative improvements to be made to such provision through the creation of a new recreational hub for the town including the delivery of new sports and training pitches along with associated infrastructure. These opportunities should be investigated as part of the preparation of proposals for both sites SG11 and SG12 in partnership between the developer, the Council, local sports groups and the wider community.

16.27 To achieve this the Local Plan has identified land under Policy SC5 for such provision to be delivered. It is important to note that the majority of the site identified is contained within the North Lancashire Green Belt. Whilst outdoor sports is a permitted use under national Green Belt policy it is important that all structures / buildings, such as pavilions, changing rooms and flood lit areas are sited on land which is outside of the Green Belt.

16.28 The Council will continue to work with landowners, developers and local sports groups to ensure that the right levels of provision can be achieved with more detailed guidance provided in the future Development Brief for the South Carnforth area.

[43] http://www.lancaster.gov.uk/planning/planning-policy

16.29 The funding mechanisms for the above will be delivered primarily through Section 106 and other legal agreements given they directly relate to making development acceptable in planning terms. Contributions via an appropriate charging tariff / planning obligation will still be required to deliver more strategic infrastructure as set out in the Infrastructure Delivery Plan (IDP)

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

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

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

I. The provision of additional school places at a primary level. To achieve this it is expected that new development funds the creation of a new school, to be provided within Strategic Site SG12 in an appropriate, convenient and accessible location to be agreed with the education authority. The new primary should be Single Form Entry in size however should be provided on a plot which could be expanded in the future to create a two-form entry school. The delivery of the new school should be commissioned and delivered in partnership with the education authority.

II. The provision of additional school places at a secondary level. To achieve this it is expected that contributions will be made from both sites towards the delivery of a new secondary school on Bailrigg Garden Village (as identified via Policy SG1 of this DPD) which will increase the range of secondary school places in the district to meet projected future needs.

III. The delivery of improvements to the existing highway network, particularly relating to any necessary improvements to both Kellet Road and Back Lane to the satisfaction of the local highways authority and which maintains existing capacity levels and does not restrict HGV movements to nearby quarry operations.

IV. The creation of improved cycling and walking linkages between the proposed growth in South Carnforth and Carnforth Town Centre. This should include the creation of a new bridge over the Lancaster Canal for both pedestrians and cyclists at an appropriate and logical point. Improvements should also be made to the Canal Towpath to encourage greater levels of accessibility along the Canal both northwards and southwards towards Bolton-le-Sands. Proposals should come forward with appropriate mechanisms for future maintenance of the bridge and wider route.

V. Contributions should be made towards improvements to public transport, with a particular emphasis on how bus services can be linked with the site providing a local service between this area of growth and Carnforth Town Centre. The Council will expect such improvements to be investigated jointly with Lancashire County Council and local bus operators.

VI. The creation of a new recreational hub for the wider Carnforth area, as identified under Policy SC5 of this DPD. The proposals should seek to deliver a high quality set of facilities for a range of outdoor sports. The facility should be appropriately managed (preferably

via local sporting groups) and provide access to local teams and the wider general public. The facilities should be delivered in accordance with relevant Sport England guidance and include training facilities, a changing room / pavilion and a series of sport pitches. The facility should be design in the context of its positioning within the North Lancashire Green Belt, accordingly the Council will expect elements of this facility (such as floodlit areas and built structures) to be provided outside of the Green Belt designation.

VII. The provision of sufficient utility infrastructure for both Sites SG11 and SG12 working with the relevant infrastructure providers to ensure that such provision is achieved in a timely manner.

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

17. South Heysham

17.1 South Heysham was first identified as a priority area within the 2008 Core Strategy. Although exhibiting scars from its previous industrial uses, the area contains extensive parcels of land, much of which is in public ownership that could be redeveloped to capitalise on the demand generated by the new Bay Gateway.

17.2 The land around South Heysham and Middleton village is one of the district's key regeneration priority areas, known as 'Heysham Gateway', it contains large areas of vacant land (much of which is publicly owned) that is suitable for redevelopment. The Heysham Gateway area contains infrastructure of national importance, namely the Port of Heysham, Heysham Nuclear Power Station and a range of extensive energy installations. It also suffers from the physical after effects of large scale industrial processes that came to an end in the 1980s. Paradoxically, it also contains important wildlife habitats and provides many recreational opportunities for local residents.

17.3 Given the importance of the area, and the challenges faced in realising its potential, agreeing a clear vision for the future of Heysham Gateway and a strategic, comprehensive approach to its regeneration is absolutely critical. This is required to inform a range of decisions including planning, marketing and utilising land assets.

17.4 In recent years, a great deal of work has taken place to gain a better understanding of the area. This has included site investigations, gauging levels of demand, quality infrastructure requirements and determining the best mix if 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 have undertaken extensive survey work to better understand possible constraints to development. Such investigation have 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 have agreed that priority should be given to the delivery of economic growth which is locally generated and creating jobs in areas such as manufacturing, power generation, research and development. That said, there is a realisation that the Port of Heysham of an asset of national importance. Therefore development which supports its operation and growth also needs to be accommodated even if the direct jobs created by storage, servicing and logistical uses may be relatively low.

17.7 The opportunity exists to radically improve the local environment to benefit local residents and the ecological importance of the area. Addressing existing problems, principally local access (particularly via Imperial Road), land drainage, flood risk and the remaining land contamination must all be included in future plans for the area.

17.8 To fully realise the ambitions for the Heysham Gateway area, everyone with an interest in the area need to be on-board and address the development principles set out in the Local Plan. Investment decisions need to be co-ordinated to maximise their impact as should future promotion and marketing activities.

17.9 As a result the following development principles are proposed aimed at transforming the Heysham Gateway area into a high quality, sustainable employment area which can fully realise the Port of Heysham's role as one of the UK's main ports for trade with the Irish Republic, Northern Ireland and the Isle of Main and capitalise on other key growth sectors. The development principles for the Heysham Gateway are to:

(a) Provide a range of sites to meet the needs of key growth sectors with priority given to job creation, energy generation, environmental technology and port related uses;
(b) To support this growth, development land will be made available, existing areas improved, infrastructure deficiencies addressed and a co-ordinated approach to redevelopment taken; and
(c) Undergo a radical transformation by removing dereliction and contamination and improving the local environment.

The Port of Heysham and Heysham Gateway

17.10 The Port of Heysham is of national, regional and local importance in economic terms. The facility is a key economic driver which generates jobs and investment into the area. It is responsible for freight and passenger services to the Republic of Ireland, Northern Ireland and the Isle of Man. Both the Lancashire Economic Partnership and the City Council recognises 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[44].

17.11 The Council acknowledges that opportunities for further physical growth and expansion of the port facility are limited, particularly due to the close proximity of other employment uses and Heysham Nuclear Power Station. There are also localised issues relating to lorry parking which can result in problems relating to local amenity and highway safety.

17.12 To assist with growth of freight and passenger business, further opportunities for expansion are required and, due to the constrained nature of its surrounding this will require significant remodelling work in the local area. To assist with an expansion of future operations at the Port and to address issues relating to lorry parking, the Local Plan has identified a site adjacent to the Bay Gateway and Imperial Road under Policy SG14.

17.13 The allocation of land at Imperial Road is anticipated to provide improved opportunities to increase the level of services operating out of the Port of Heysham, by providing land to enable a more efficient use of land with the port area for a greater range of uses and to provide land improved services and logistical provision connected to the port.

17.14 The Council also acknowledges the potential need for the diversification of uses at the Port to

[44] 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.

17.15 Land at the Port of Heysham and the wider Heysham Gateway area has been identified in the Waste and Minerals Local Plan, prepared by Lancashire County Council and adopted in 2013. Land at the Port of Heysham has been safeguarded under Policy M3 for the importation of aggregate. Land at Lancaster West Business Park has been identified under Policy WM2 for the delivery of large scale built waste management facilities and land at Heysham Industrial Estate identified under Policy WM3 for local built waste management facilities. Development proposals at the Port and within the wider gateway area should have due regard to the content and direction of the Waste and Minerals Local Plan and where necessary seek dialogue with Lancashire County Council Waste and Minerals team.

Policy SG14: Port of Heysham and Future Expansion Opportunities

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

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

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

- **I. The preparation of a suitable and appropriate landscaping plan that should seek to retain existing natural features, including making the best use of the topography of the site and the provision of landscaping buffers where necessary;**
- **II. Proposals through the design and construction should seek to address and mitigate against flood risk on the site. Proposals will be expect 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 due regard to the SuDs hierarchy that is set out in Policy DM34 of the Development Management DPD;**
- **IV. Appropriate safeguarding to the satisfaction of the National Grid from the overhead power lines which run across the site;**
- **V. The delivery of a highways scheme to the satisfaction of Lancashire County Council which provides a primary vehicle access point onto Imperial Road which appropriately addresses matters of highway capacity and highway safety; and**
- **VI. The creation improved linkages to Heysham and the wider urban areas of Lancaster and Morecambe through improvements to cycling and walking linkages.**

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

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

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

Policy SG15: Heysham Gateway, South Heysham

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

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

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

I. Development proposals should be complementary to the wider uses of the South Heysham and Middleton addressing amenity issues appropriately;
II. Proposals should include improvements to the local transport network, this should include seeking improvements to the local road network including Imperial Road and Carr Lane and improvements to sustainable transport linkages to the surrounding areas of Heysham, Middleton and White Lund;
III. Proposals should seek to protect areas that have important biodiversity value, in particular Middleton Nature Reserve – a part of Middleton Former Refinery Biological Heritage Site and where possible provide improvements to the nature reserve in terms of future management arrangement, security and access;
IV. That proposals should contribute to improvements to the green network in the Heysham Gateway area, as defined on the Local Plan Policies Map. This should include contributions towards the improvement of this land to enhance both amenity and biodiversity value in this area;
V. Proposals will be sympathetic to their surroundings, particularly in the context of sensitive landscapes, seascapes and environments of the Lune Estuary and Morecambe Bay;

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

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

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

17.16 The Council have safeguarded land for the nationally significant infrastructure project – the National Grid Coast Connections Project[45] – that seeks to improve transmission capacity between Western Cumbria and the existing route of the Nation Grid along the M6 corridor. Land South of Heysham Moss has been safeguarded for future proposals relation to the potential engineering works associated with the creation of a tunnel under Morecambe Bay for power cables.

Heysham Nuclear Power Station

17.17 The Government has confirmed in publishing National Planning Policy Statements[46] 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. Decision on the potential locations of any new nuclear power stations will be taken at a national level and the various regulators would assure safety, security and radiological issues of design proposals.

17.18 Heysham is one of the locations that has been safeguarded as a potential site for new nuclear provision and will be considered as part of the national strategic assessment. If an application for an additional nuclear station were to be made, it would be submitted to the Planning Inspectorate (or its successor body) under the Planning Act 2008, with any decision on this matter being taken by the Secretary of State. The Council would be a statutory consultee.

17.19 The Council recognises the economic benefits that a further nuclear reactor could provide to the 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:

[45] http://northwestcoastconnections.com/
[46] https://www.gov.uk/government/publications/national-policy-statements-for-energy-infrastructure

- 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 recognise the uncertainties of the proposal it also recognises the nationally strategic importance that a new power station would bring. Therefore the Council will seek to safeguard the extent of the nominated site to ensure that inappropriate development does not result in constraint to the delivery of a future power station at the Heysham site.

Policy SG16: Heysham Nuclear Power Station

Managing Nuclear New Build

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

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

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

Safeguarding Existing Nuclear Facilities

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

17.22 There are no clear timescales over when any application would be made for any potential new nuclear power stations, however it is unlikely that such a facility will be operational within this plan

period. However, it would be expected that the planning phase could well take place within that time. Should the Government's position become clearer on this matter the Council will look at the preparation of a supplementary planning document (SPD) on this issue that will provide greater detail on how the Council will deal with the implications of any nuclear new build at Heysham

17.23 The Council also recognises that if there is a significant acceleration of the new build programme at Heysham that this may trigger the need for a review of the Local Plan, in particular the need to review the housing need requirements for the district. Development proposals on sites that are either within, or directly adjacent to, the nominated site area will be considered against the implications on both the delivery of the nuclear new build and on the appropriateness of the use in that specific location.

Safeguarding Existing Nuclear Facilities from Inappropriate Development

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

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

18. The Economy, Employment and Regeneration

Maintaining a Balanced Employment Land Portfolio

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

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

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

Policy EC1: Established Employment Areas

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

General Employment Areas

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

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

Office Development

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

EC1.14	White Cross Business Park, Lancaster	EC1.15	Lancaster Business Park, Caton Rd

Rural Employment Sites

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

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

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

The Loss of Former Employment Areas

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

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

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

18.4 The business park at Carnforth is located in a highly accessible location just off junction 35 of the M6 and provides opportunities for high quality employment premises. With good access to the strategic road network and no major constraints surrounding the site this provides significant opportunities for further employment growth within the north of the district. The site is approximately 7.8 hectares in size and, as of 2015 there remains approximately 4 hectares of land still available for development, which is identified for further growth via Policy EC2.24.

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

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

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

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

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

18.7 This has been a historical employment allocation, situated on Warton Road between Carnforth and the village of Warton. Historically, the largest element of this site has been situated on the eastern side of Warton Road and used for storage and distribution purposes. However, this is largely vacant and has been identified for mix-used purposes (which should include employment purposes) under Policy DOS10 of the Land Allocations DPD. The remaining portion of land, situated to the west of Warton Road, is approximately 1.2 hectares in size, is primarily used for general industrial purposes.

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

18.8 This site is situated adjacent to the larger Carnforth Business Park on Kellet Road and has an area of 1.8 hectares. It consists of a number of small business premises that are generally within B2 light industrial use.

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

18.9 The Port of Heysham Industrial Estate is 12.4 hectares in size and located directly adjacent to the Port of Heysham with strong accessibility to the Port itself and the wider strategic road network via the Bay Gateway Link Road. The site is occupied by a range of employment uses including B1 (office), B2 (light industrial) and B8 (storage and distribution). Proposals for this area will be expected to have due regard to Policy SG19 which relates to the wider Heysham Gateway area.

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

18.11 Heysham Industrial Estate is approximately 19.7 hectares in size and accommodates a range of B2 general industrial uses, although it should be noted that significant portions of this site are vacant.

The general appearance and quality of the buildings is poor and the estate is in significant need of regeneration and improvement. The Council will seek to support the regeneration of the estate in order to deliver more appropriate, fit-for-purpose employment units and improve the overall environmental quality of the area. It is anticipated that improved accessibility from the Bay Gateway Link Road will increase opportunities for regeneration in this area. Proposals in this area should come forward in line with the requirements of Policy SG16 relating to Heysham Gateway.

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

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

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

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

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

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

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

18.15 This is a long, linear allocation of employment land that is located along Caton Road, a major gateway into Lancaster from the east and M6. The estate is located on land adjoining the River Lune, and large parts of it are within areas of identified flood risk. There are a range of B1 (office), B2 (general industrial) and B8 (storage and distribution). The area is approximately 39.9 hectares in size.

18.16 The site comprises areas of the former Standfast Works which are historic but poor in quality. There are also significant areas of modern employment development, particularly around the Lansil estate. As with the quality of premises on the estate, the sizes of the premises are also variable with large units located on the Lansil estate with smaller industrial units located on the estate closer to the city centre.

18.17 With the proposed loss of Lune Industrial Estate from the district's employment land portfolio the site at Caton Road provides the greatest provision for B2 general employment uses within Lancaster. For this reason the Council will strongly resist the loss of land within this allocation for non-employment generating uses and will particularly encourage the location of B2 general industrial uses in this area.

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

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

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

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

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

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

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

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

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

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

Rural Employment Areas

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

Establishing Areas of Future Economic Growth

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

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

Policy EC2: Future Employment Growth

The Council anticipates that a further 46.2 hectares of employment land for B1 (Office), B2 (General Industrial) and B8 (Storage and Distribution) will be required to meet employment and economic needs through the plan period up to 2031. The following sites have been identified to meet these requirements:

POLICY NO.	SITE LOCATION	DESCRIPTION	SITE SIZE
SG2	Lancaster University Innovation Park	Allocation made to deliver opportunities for technology and research based industries that provide close linkages to the adjacent university campus.	9.7ha
SG14	Expansion of Facilities for the Port of Heysham	Land adjacent to Imperial Road has been identified to provide for port-related development and services which are connected to the operation of the Port of Heysham	7.5ha
SG15	Heysham Gateway, South Heysham	Allocation made for the expansion of existing employment areas at Lancaster West Business Park, Major Industrial Estate and Heysham Industrial Estate that allow opportunities for general employment growth. The Heysham Gateway also seeks to facilitate growth at the Port of Heysham.	18ha
SG9	North Lancaster Business Park	Allocation made within the strategic allocation of Beaumont Hall for a mixed-use development of residential and high-quality employment uses, which takes advantage of the linkages with the new Bay Gateway Link Road.	2ha
EC3	Junction 33 Agri-Business Centre	Allocation made for rural employment of land south of Galgate that is restricted to agricultural business uses clustered around a new Auction Mart and taking advantage of improved connectivity at junction 33 of the M6.	9ha

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

Lancaster University Innovation Park, South Lancaster

18.27 The Lancaster University Innovation Park is a regionally important proposal that is recognised as a key priority by the Lancashire Local Economic Partnership[47] to deliver significant economic growth in a wide range of knowledge based industries with a particular focus on the healthcare advancements for the elderly. If the innovation park is fully realised it is anticipated that it may generate in the region of 2,000 new jobs in the South Lancaster area.

18.28 The Innovation Park will have strong linkages to Lancaster University, which is sited directly adjacent to this development site. The University will be a key promoter of this site and it is expected that the site will provide opportunities for a range of knowledge-based industries that have links to the academic functions of the university.

18.29 The specialist nature of this allocation means that the proposals for heavy industry and storage &

[47] http://www.lancashirelep.co.uk/lep-priorities/growth-deal/growth-deal-projects.aspx

distribution uses will not be supported by the Council. Further detail policy on development and delivery of this site can be found via Policy SG2 of this DPD.

North Lancaster Business Parks

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

Expansion of Facilities at the Port of Heysham

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

Heysham Gateway, South Heysham

18.32 The Heysham Gateway, South Heysham is a key area of regeneration within this Local Plan. There are a wider number of employment sites in the South Heysham area, which are in various states of use and are of varying quality. It is the intention of the Council to work with relevant stakeholders and land owners to improve the quality of the employment land / premises offer in this area to take advantage of the improved accessibility arising from the Bay Gateway and the close proximity of the Port of Heysham.

18.33 The regeneration of this area, set out in more detail in Policy SG15, has sought to identify three expansion areas at Lancaster West Business Park, Major Industrial Estate (Walkers Industrial Estate) and Heysham Industrial Estate. These expansions will create approximately 18 hectares of new general employment land that can be used for general employment uses.

18.34 Beyond the expansion of existing employment areas, the Council will promote the regeneration of existing employment areas to provide more modern, fit-for-purpose employment premises that are more adaptable for changes to the local economy.

Junction 33 Agri-Business Centre, South Galgate

18.35 The rural economy and agriculture still plays a major role in a district that is highly rural east of the M6. A key focus for the agricultural sector is the existing Lancaster Auction Mart on Wyresdale Road in East Lancaster. The existing Auction Mart site has been in this location for many, many years and suffers from poor accessibility and is in close proximity to residential properties in East Lancaster. Opportunities to relocate this use to a more sustainable and accessible site should be investigated.

18.36 To facilitate a relocation of the existing Lancaster Auction Mart at Wyresdale Road, the Council has identified a site at junction 33, South of Galgate, for development as an Agri-Business Centre. It is expected that whilst the site should be focused on the relocation of the Auction Mart it should also provide opportunities for a wider range of businesses that are based around and support the agricultural industry. Any other businesses on this site will therefore be ancillary to the Farmers Auction Mart. Further details on this allocation can be found in Policy EC3 of this DPD.

Junction 33 Agricultural Business Centre

18.37 The location of the existing Auction Mart site in the eastern area of Lancaster is seen to be highly constrained with very poor accessibility to the strategic road network. The facilities at the Auction

Mart site are also considered to be outdated and its ongoing use in such close proximity to substantial areas of residential development is thought to be incompatible.

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

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

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

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

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

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

18.38 As a consequence, the opportunity to move the existing site to a more suitable and accessible location is supported by the Council and land adjacent to junction 33, south of Galgate has been identified for its relocation. The proposed site will provide direct access to junction 33 of the M6 both to the north and south and reduce the level of HGV movements travelling through the city centre and residential areas.

18.39 The new facility will not only provide a relocation of the existing Auction Mart site, it will also permit the development of new employment facilities in the south of the district. The allocation will permit the development of range of B1, B2 and B8 employment uses on the site. Employment uses on the site must be connected to rural businesses and the agricultural industry and be ancillary to the primary role of the site as the new Auction Mart.

18.40 Proposals for the site should be brought forward through a comprehensive masterplan for the site which sets out how the whole allocation will be brought forward – either through its full development or by a phased approach. The Council will not support any planning application that results in the piecemeal development of the site. Any masterplan should seek the creation of a new Auction Mart as part of the first phase of development.

18.41 Access to the site will be taken from Preston / Lancaster Road (A6) and any masterplan should satisfactorily address a wide range of transport implications including provision of safe access into and out of the site, sufficient and appropriate vehicle parking on-site and address any highway capacity matters.

18.42 The site is in a greenfield location on the south edge of Galgate. Whilst the site is well shielded from the wider landscape to the south and east, the land is more prominent to the north and west. It will be essential that any masterplan includes a detailed landscaping plan that sets out how any visual impacts will be mitigated through the provision of natural features such as bunding and the creation of natural buffers using trees and vegetation.

18.43 The site is located adjacent to the Lancaster Canal, which is identified as a Biological Heritage Site (BHS). The Council will expect any proposals for this site to take account its relationship with the adjacent BHS and ensure that there are no detrimental impacts on its value.

White Lund Employment Area

18.44 White Lund Employment area is the largest allocated employment site within the district, measuring approximately 100 hectares in size. The employment area is strategically placed as it is equidistant between Morecambe and Lancaster with its location enhanced further by the Bay Gateway Link road, which runs through the allocation.

18.45 The role of White Lund as a key employment area has been significantly enhanced by the opening of the new Bay Gateway Link Road. This provides even stronger accessibility to the road network as well as the key urban areas of the district. The role of the employment area will be monitored to ensure that it continues to fulfil its core role of supporting employment needs for the local economy.

Policy EC4: White Lund Employment Area

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

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

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

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

18.46 The employment area, whilst supporting a significant level of employment generating uses has seen over recent years an infiltration of quasi-retail uses, in particular the development of trade-counter uses and car showrooms. The Council recognise this to be a potential threat to the ongoing viability of and continuity of the estate for employment generating purposes that should be primarily uses for B1 (office), B2 (General Industrial) and B8 (Storage and Distribution).

18.47 As a result of this potential threat, Policy EC4 seeks to restrict the opportunities for retail development (and other non-employment generating uses) within the White Lund Employment Area, only permitting proposals where it has been demonstrated by the applicant that no alternative locations are available for the proposal outside the allocated employment area and the proposed alternative uses would be ancillary to the primary employment use.

Approach to Regeneration

18.48 The Council has a positive and proactive record of instigating and delivering significant regeneration projects that seek to deliver economic, environmental and social improvements across the district and will continue to pursue a range of regeneration activities that are highlighted in more detail at www.lancaster.gov.uk/business/regeneration.

18.49 The Council will continue to work with both Morecambe and Lancaster Business Improvement Districts (BID) to ensure that improvements are made to the centres in order to improve the environment and economic performance of the local area.

Morecambe

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

18.51 The Centre of Morecambe has been identified as a Regeneration Priority Area under Policy EC5.1

of this DPD and a detailed Area Action Plan[48] (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 21st Century. Current interventions include the second THI ('A View for Eric') and also actions under planning enforcement to encourage improvements to the built environment, providing better connections between the seafront and town centre for pedestrians and investment in upgrading the main streets in order to manage traffic better.

18.52 The West End of Morecambe is an area of major housing renewal and environmental intervention is being taken forward under the West End Masterplan[49] which aims to reduce and control the over-supply of poor quality houses in multiple occupation.

Lancaster

18.53 Key projects involve enhancing the rich heritage of the city, which builds on its cultural assets, and exploiting opportunities in developing a creative and knowledge economy. A programme of investment in the city centre's public realm and open spaces (Lancaster Square Routes[50]) is underway that links the key anchor regeneration opportunities of Lancaster Castle and the Canal Corridor Site. This has also been extended to improve the urban spaces around Lancaster Castle and down to St Georges Quay through the 'Beyond the Castle' project[51].

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

18.55 Following a lengthy land assembly process, works are now in place on the Luneside East site as land reclamation and new development is taken forward on this derelict and heavily contaminated area. The implementation phase at Luneside East is the culmination of over 10 years of preparatory work to secure a new mixed-use area on the edge of the city centre[52].

Countryside

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

18.57 The Council works in partnership with other Morecambe Bay authorities and other key partners to manage and maintain the Arnside and Silverdale Area of Outstanding Beauty (AONB) and its distinctive landscape. This has cumulated in the preparation of a Development Plan Document for this AONB prepared jointly with South Lakeland District Council[53]. The work of the AONB unit for both the Arnside and Silverdale area, as with the Forest of Bowland AONB, includes a range of activities from producing and implementing a management plan for the area, leading volunteers in maintaining the landscape and promoting it to all sectors of the community. The AONB unit also

[48] Morecambe Area Action Plan DPD (2014) http://www.lancaster.gov.uk/business/regeneration
[49] Morecambe West End Masterplan http://www.lancaster.gov.uk/business/regeneration
[50] Lancaster Square Routes http://www.lancaster.gov.uk/business/regeneration
[51] Lancaster Beyond the Castle Project http://www.lancaster.gov.uk/business/regeneration
[52] Luneside East Regeneration Project http://www.lancaster.gov.uk/business/regeneration
[53] Arnside and Silverdale AONB http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd

work to promote the area as a sustainable tourism destination and work with the local authority, national bodies and the land management / business community to deliver projects which benefit these special areas.

Regeneration Priority Areas

18.58 Whilst one key element of achieving economic growth is the availability of new land to meet future needs, the other key element is the efficient and effective use of existing employment land and existing town centres. Through the 2008 Core Strategy the Council identified a series of Regeneration Priority Areas that were to be seen as the focus for future regeneration efforts. Over the intervening time the Council has worked on delivering these priorities. However, in some locations there remains work to be done.

18.59 As a result the Council, via this plan, has continued to identify a series of regeneration priority areas that will remain a focus for improvement over the course of this plan period. The identification of these priority areas has been considered against the areas of potential economic growth within the district.

Central Morecambe

18.60 The Council has prepared an Area Action Plan for Central Morecambe that was formally adopted for planning purposes in 2014[54] and will be considered for review in 2020. The key aim of the Action Plan was to set out a series of strategic interventions that would seek to improve the role and function of the existing centre, particularly focusing on a better utilisation of the land within the centre and improved management of the pedestrian routes within the town centre and between the centre and the promenade. The Action Plan remains an effective and relevant element of the wider Local Plan, with this document seeking to supplement, not succeed, the Action Plan.

18.61 Whilst positive progress has been made on some elements of regeneration within Morecambe, work to improve its role and function needs to continue. A key focus for regeneration will be its rejuvenation as a year-round destination that is primarily based on the cultural heritage of the town as a seaside town and the surrounding natural environment of Morecambe Bay. Regeneration proposals will also be focused on the reinvention of Morecambe town centre to make it a pleasant environment for both local residents and visitors through improvement to the public realm.

Central Lancaster

18.62 Lancaster is the commercial and administrative centre for the district, with significant opportunities for improvement of both the retail and cultural offer via regeneration of the Lancaster Canal Corridor and Lancaster Castle. The regeneration of these two key areas and their surroundings will offer significant economic opportunities for the town in terms of job growth and economic investment. Further detail in the delivery of these sites can be found in Policies SG5 and SG6 of this DPD.

18.63 A number of action plans and strategies have been prepared for Central Lancaster that will shape its future regeneration. This includes the Lancaster District Highways and Transport Masterplan, prepared by Lancashire County Council[55], which sets a key aspiration of reducing traffic movements through the city centre through altering traffic management on the gyratory and other supplementary measures. When this is realised it will provide a more pleasant and safer

[54] http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

[55] http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx

environment for users of the city centre.

18.64 The Council is in the process of preparing a City Centre Masterplan that seeks to establish a management strategy for the town centre to address long standing issues within the public realm and to enhance the visual, historic and cultural environment within the town centre. Beyond the City Centre Masterplan the Council continues to pursue the implementation of a range of other projects such as 'Lancaster Square Routes' and 'Beyond the Castle', which seeks improvements to the public realm[56].

Caton Road Gateway, Lancaster

18.65 Changes to traffic movements in the Lancaster area, in light of the opening of the Bay Gateway Link Road have placed a greater level importance on Caton Road as being the key gateway into Lancaster city centre. With the opening of a new Park and Ride facility at junction 34 of the M6 Caton Road will also be one of the primary access points into the city centre for people visiting Lancaster to take advantage of the enhanced commercial and cultural offer.

18.66 Whilst Caton Road is a key gateway into the city centre, it is also an important and valuable source of employment land for Lancaster, providing important spaces for a range of general industrial uses that are critical to the local economy. As a result the Council will encourage proposals that seek to improve the economic offer of the Caton Road Gateway and support proposals that seek to both improve the visual amenity of the gateway whilst also providing more modern, fit for purpose, employment accommodation.

18.67 Another key focus of regeneration proposals for this area will be improvements to the flood defences on the River Lune following the flooding associated with Storm Desmond in 2015. This will involve the creation of new flood defences along the River Lune between the Bay Gateway Bridge and Skerton Weir.

Policy EC5: Regeneration Priority Areas

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

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

EC5.1	**CENTRAL MORECAMBE: Has been identified as a Priority Area that is of sub-regional importance, which will be addressed through the delivery of the Morecambe Area Action Plan DPD. Through tourism, housing renewal and heritage led regeneration, Central Morecambe will be re-invented as a visitor destination that draws on its natural & built heritage and its coastal location. The re-designed town centre will provide a range of facilities that will serve local and district-wide needs and provide opportunities for commerce, leisure and residential uses.**
EC5.2	**CENTRAL LANCASTER: Lancaster city centre will be strengthened as a sub-regional centre with improved retailing opportunities and enhancing the City's role as a visitor destination for its cultural heritage and historic environment via regeneration of Lancaster Canal Corridor, enhancements to Lancaster Castle and wider improvements to the public realm.**

[56] http://www.lancaster.gov.uk/business/regeneration

EC5.3	**CATON ROAD GATEWAY, LANCASTER: 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	**LUNESIDE, LANCASTER: 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 polices in the Local Plan.**
EC5.5	**HEYSHAM GATEWAY, SOUTH HEYSHAM: Regeneration of the employment sites in the South Heysham area will be supported to provide modern, fit for purpose, employment units that can benefit from the strong linkages to the Power Station, Port of Heysham and access to the strategic road network. Economic regeneration in this area should take place hand-in-hand with habitat creation and improvements to the natural environment of the area.**
EC5.6	**CENTRAL CARNFORTH: 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	**MORECAMBE WEST END: The Council will continue to work on the renewal and regeneration of residential properties in the West End and will seek to work with local businesses to strengthen the local centre to ensure it meets the basic services for local residents.**

Luneside, Lancaster

18.68 Significant progress has already been made with the regeneration of Luneside with development of Luneside West already underway and delivering a significant number of new homes on a former brownfield site.

18.69 There are two remaining sites in the Luneside area that would benefit from regeneration. This includes the land at Luneside East that has permission for residential development and student accommodation and the Lune Industrial Estate. The Council will support the comprehensive redevelopment of these sites in accordance with the relevant policies in the Local Plan, in particular for Lune Industrial Estate the site specific policy DOS3.

Heysham Gateway, South Heysham

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

Carnforth Town Centre

18.71 The Local Plan seeks to retain Carnforth town centre's role within the north of the district as a key service centre / market town. This is particularly necessary with the significant growth planned for the south of the town.

18.72 Further residential growth within the town should be secured at the same time as regeneration of the brownfield sites adjacent to the town, such as the former TDG Site and Lundsfield Quarry, and improvements to the existing transport linkages. Such improvements should seek to enhance the level of rail service provision operating out of Carnforth Rail Station and establish strong connectivity as the southern gateway into the Arnside and Silverdale AONB.

Morecambe's West End

18.73 The Local Plan seeks to continue to the positive work on housing renewal and regeneration within the West End Masterplan Area[57] in order to deliver modern, fit-for-purpose residential units. The delivery of housing in this area should ensure that it meets local housing needs and does not seek to create residential accommodation that is inappropriate for the area. The Council is looking for housing proposals in the West End to be brought forward that meets the following objectives:

- Increase the attractiveness of the West End to families and long-term residents.
- Create a more balanced community.
- Help address negative perceptions of the West End as a place to live.
- Increase the proportion of owner occupiers and reduce the number of poor quality private rented properties.
- Diversify the housing offer and create high quality housing choices appropriate to the area as informed by the Housing Needs Assessment.
- Increase the amount of open space and improve the quality in the built environment.

18.74 There has been a historic over-supply of HMO's and poor quality one bedroom units of accommodation in Morecambe's West End. This has given rise to significant public investment being used to balance housing markets and underpin private investment in removing the most problematic properties and restoring them into high-quality family housing and alternative forms of tenure – particularly quality rental accommodation underpinned by long term private institutional investment.

18.75 Building on the success of earlier regeneration schemes the Council will continue to combine public and private investment to secure development and remodelling options for key sites such as West End Two (the second phase of the Chatsworth Gardens Scheme), Bold Street and Co-op Building. In support of major public and private investments the Council will prioritise the West End for the application of the range of statutory powers available to public authorities aimed at securing an improved built environment, increased residential amenity and improvements in private sector property and housing management.

18.76 It is critical that any housing proposals within Morecambe's West End will complement the existing housing stock and continue to balance housing markets. For this reason, the Council will not, under any circumstances, support proposals that seek to create more HMO's (beyond any permitted development rights that may apply).

18.77 Similarly, the Council will not support proposals that would provide large numbers of one bedroom accommodation in Morecambe's West End. Any proposals to provide new build dwellings or to convert existing buildings should be provided in the form of family accommodation wherever possible, unless in limited circumstances, large buildings that cannot be provided as one dwelling are subdivided into self-contained units and provide a mix of dwellings that may include limited provision of one bedroom apartments (other than in exceptional circumstances any Council led initiatives that would ensure that appropriate robust management arrangements will be in place). In all instances, any proposals should be providing self- contained units of a high standard

[57] http://www.lancaster.gov.uk/business/regeneration/west-end-masterplan

incorporating suitable layouts with adequate provision and access to bin storage, incorporating fire safety measures and taking account of any other community safety considerations.

18.78 Projects for vulnerable groups (other than older people's accommodation) will not normally be supported in Morecambe's West End given the disproportionate number of vulnerable and marginalised groups that have occupied HMO's or poor quality private rented accommodation, and to avoid compounding the negative impact of this trend, projects and supported housing schemes for vulnerable groups should be provided in more appropriate and sustainable locations in Lancaster district and outside of Morecambe's West End Masterplan Area, as defined by Policy EC5.7.

18.79 Beyond housing, the Council are keen to ensure that the sporadic nature of the existing centre of the West End should be reshaped to provide a more effective and efficient centre, which meets the basic service needs of local residents.

Establishments of Higher Education

18.80 Higher education establishments, including Lancaster University, University of Cumbria and Lancaster & Morecambe College are important economic assets with the District and their continued sustainable growth is important for both the District and the wider North-West region.

18.81 Over recent years there has been significant growth in higher and further educational facilities, particularly at Lancaster University where new research, engineering and technology centres have improved the educational offer at the University and provided opportunities for new business and investment in the district. Future development such as the Lancaster University Innovation Park will reinforce the development of a nucleus for knowledge based industries in South Lancaster.

18.82 Whilst Lancaster University is recognised as the largest education facility in the district there are a number of other key facilities, which cumulatively provide a wide variety of education and training opportunities.

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

University of Cumbria, Lancaster

18.84 The University of Cumbria was established in 2007 following the merger of St Martin's College, the Cumbria Institute of Arts and the Cumbrian campus of the University of Central Lancashire. The university is based on a 'distributing learning network' with teaching taking place at a number of facilities across the country. In Lancaster the main campus buildings are located on the former St Martin's College site on Bowerham Road, south of Lancaster city centre. This was established in the 1960s on the former army barracks.

18.85 Like Lancaster University, the University of Cumbria campus in Lancaster plays a major role in providing employment and investment into the local economy. Its importance to the local economy is recognised in the recent employment land review which suggested that, overall within the district, approximately 10,000[58] people were employed within the educational sector.

18.86 Since its establishment the University of Cumbria has continued to grow with significant investment in new campus buildings and facilities over recent years. Further development of the site is constrained by its site boundaries and its location within a residential area and area of Key

[58] NOMIS (2016) http://www.nomisweb.co.uk/reports/lmp/la/1946157095/report.aspx?town=lancaster#tabempocc

Urban Landscape. This landscape provides a visual setting for the college and provides recreational facilities for the students and staff. It also makes an important contribution to the appearance of what is a densely developed part of Lancaster.

Policy EC6: University of Cumbria Campus, Lancaster

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

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

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

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

18.87 The Council will support development within the built-up campus boundary identified on the Local Plan Policies Map. In exceptional circumstances the Council may allow development outside of this area for outdoor sports facilities and small-scale ancillary development where a proven need is evidenced, where it is shown that this cannot be met within the existing built-up area, where residential amenity is protected and where it does not encourage off-campus parking.

18.88 In considering future proposals for growth, it may be that alternative locations outside of the campus may be considered appropriate, including locations in central Lancaster and Morecambe. In considering such proposals the Council will give consideration as to whether the benefits of growth outside of the campus outweigh the extent to which the use would be more appropriately located on-campus.

Lancaster and Morecambe College, Morecambe Road

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

Policy EC7: Lancaster and Morecambe College

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

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

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

18.90 Like Lancaster University and the University of Cumbria, the importance of Lancaster and Morecambe College to the local economy is recognised by the Council and therefore the sustainable growth of the college will be supported by the Council.

18.91 In taking forward future proposals for the college, the Council will expect that future growth will be delivered through the preparation of a masterplan that is prepared via consultation with both the Council and the local community.

18.92 Whilst support will be given to sustainable growth at the college, the Council will seek to protect areas of greenspace within the college campus, in particular the existing playing fields that provide an important recreational resource for the local area.

19. Town Centres and Retailing

19.1 The district's town centres are places to shop, visit, work and live. They are key economic assets that attract a significant level of economic activity with people working both in Central Lancaster and Morecambe in the retail and leisure economy.

19.2 Town centres have undergone significant changes in recent years, which have been significantly affected by the wider economic conditions that prevail nationally. This led to the decline of town centres particularly though the economic recession and exacerbated by suppressed disposable incomes and a growth in online retailing. However, over more recent years there are clear signs that such declines are now beginning to be reversed and town centres are beginning to grow and diversify.

19.3 The traditional roles of the town centre as merely a retail centre are beginning to disappear with a greater diversification of uses in town centres, particularly an increasing role of town centres for a wide range of leisure activities.

19.4 There are three key town centres in the district serving differing roles and functions (as set out in the Retail Hierarchy in Policy TC1) which the Council, through the preparation of this plan, will seek to maintain and enhance their ongoing roles within the district and beyond into the wider region.

The Retail Hierarchy for Lancaster District

19.5 Lancaster district has a range of centres that fulfil different roles in terms of their size, scale and functionality. Many centres provide only a local need to the residents of that specific community

or neighbourhood whereas the larger centres, such as Lancaster, have much greater roles within the district and beyond in the wider region of North Lancashire and South Cumbria.

19.6 This plan sets out the retail hierarchy for the district that has evolved from the previous hierarchy set out in the 2008 Lancaster District Core Strategy. This hierarchy, including the roles for each centre, are set out in Policy TC1.

Lancaster City Centre

19.7 Lancaster is the main commercial and administrative centre for the district. It has the largest retail centre and has a wide range of leisure and cultural uses which particularly capitalise on the wealth of history found in the town. Lancaster city centres catchment covers the wider district and stretches into adjoining parts of Lancashire, Yorkshire and Cumbria. Despite economic challenges over recent years Lancaster city centre at this present time remains a strong and successful commercial centre.

19.8 Given the historic nature of Lancaster city centre the key challenge through the plan period will be to manage growth and change in the town centre that maintains and enhances its town centre role whilst protecting and enhancing the fabric of the built environment.

Policy TC1: The Retail Hierarchy for Lancaster District

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

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

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

**The scale, size and location of the centre to be provided is still yet to be determined and will be considered in greater detail via the preparation the Bailrigg Garden Village Area Action Plan DPD*
+Represents the creation of new local centre as part of strategic growth plans for South, North and East Lancaster

Out-of-Centre Locations

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

New Local Centres

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

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

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

19.9 Whilst Lancaster remains the district's most important and successful centre, there have been retail challenges and have been declines in key comparison retail sectors, in particular the clothing sector, due to the lack of modern and fit-for-purpose retail units within the town centre. There is a clear demand for such units and the impacts that new retailers can have on expenditure and visitor numbers is well demonstrated by the positive impacts that the opening of the Primark store has had on the wider town centre.

19.10 Paragraph 23 of the Framework[59] suggests that planning policies should be positive and promote competitive town centres. In order to build on recent successes in the town centre and ensure that the city centre remains competitive, strong and successful it is important that this plan sets out a positive planning approach to promote a strong and diverse town centre and promote good customer choice via a diverse retail offer.

19.11 In terms of retail growth, there are limited opportunities for expansion due to the significant constraints of the historic environment and the local highway network. However, there may be significant changes to the highway network via the Highways and Transport Masterplan, which should reduce the levels of through traffic to the benefit of pedestrians, cyclists and the overall environment of the town centre.

19.12 Due to the limited opportunities for expansion, and the desire of the Council to promote enhanced opportunities for a strong and diverse town centre, this plan will seek to allocate a proposed extension to the Primary Shopping Area via the regeneration of the Lancaster Canal Corridor site. Further details on this can be found in Policy SG5 of this DPD. It is envisaged that this expansion will provide of a range of uses that include not only comparison and convenience retail, but leisure, cultural, business and residential uses.

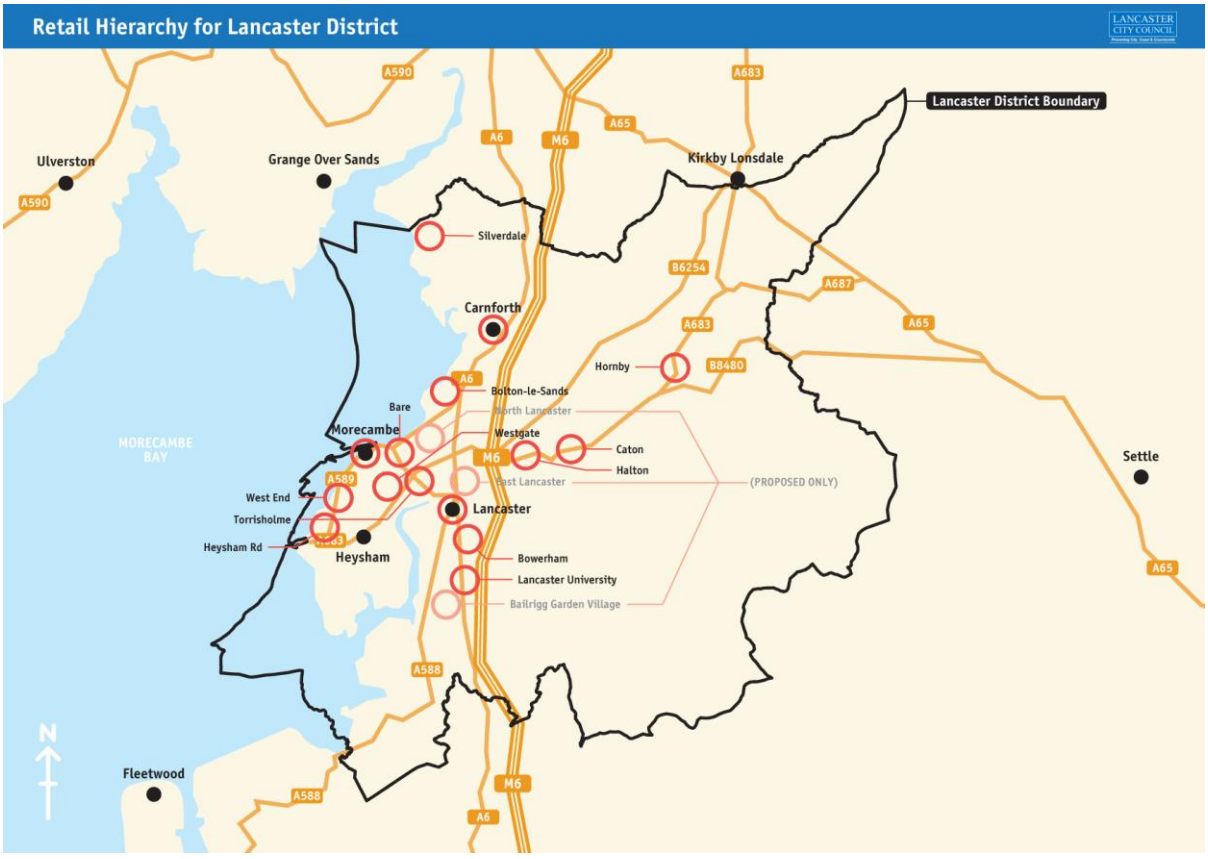


Figure 19.1: *Lancaster District Retail Hierarchy*

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

[59] https://www.gov.uk/government/publications/national-planning-policy-framework--2

Morecambe Town Centre

19.14 Morecambe is a coastal town has faced significant challenges and decline over recent decades. This is not unusual for many coastal towns around the country. Whilst Morecambe has faced significant challenges over recent years there are signs of recovery and opportunities to re-instate its importance within the retail hierarchy.

19.15 Morecambe remains a significant destination for visitors, predominantly day trippers visiting Morecambe Bay is used as a base for people seeking to spend longer amounts of time exploring the local area. Morecambe's role as a visitor destination is expected to be enhanced further by the opening of the Bay Gateway, which significantly improves the town's access to the strategic road network (M6).

19.16 The Council has prepared and published a Morecambe Area Action Plan[60], which was adopted in 2014, already forms part of the wider Local Plan. The Action Plan sets out a series of interventions that seek to improve the role and function of the town centre and its inter-relationship with the Promenade. The Council continue to see Central Morecambe as a key regeneration area and will continue to work on a range of projects to ensure that Morecambe town centre continues to regenerate through the plan period.

19.17 There are also a range of retail projects and opportunities for retail growth within town, this includes the planning permission granted for a retail part 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 outline communities. Carnforth has a strong provision for convenience retailing with three foodstores trading in edge-of-centre locations, which identifies it as key service centre in that area.

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 strategic growth that will assist in securing its role as a key service centre and ensuring that the existing services are maintained. There are no proposals to seek expansions to the town centre however opportunities for town centre development on the former TDG site, Warton Road, could be investigated where they enhance the existing town centre area.

Urban and Rural Local Centres

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

19.22 Due to the strategic allocations in the plan there are a number of new local centres that should be developed to cater for the basic services of both existing and particularly new residents. These new centres will be located in Bailrigg Garden Village, the scale and location of which will be dealt with

[60] https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

in greater detail via the Bailrigg Garden Village Area Action Plan DPD), Skerton (North Lancaster as part of the strategic growth advocated by Policy SG9) and Ridge (East Lancaster as part of the strategic growth advocated by SG7).

19.23 In relation to the centre at Scotforth, it is proposed that a local centre (or centres) will be sufficient to meet the needs for the new residents of this development. However, the Council will continue to investigate whether a district centre is more appropriate in this area.

19.24 To supplement the urban centre, there are a range of local centres within a number of the sustainable settlements that again provide for the basic local needs of the communities they serve.

Town Centre Designations

19.25 In accordance with paragraph 23 of the Framework[61], the Local Plan Policies Map identifies a series of town centre designations that define the boundary of the Primary Shopping Area, the wider town centre and retail frontages with the town centre.

19.26 The designations identified will ensure that main town centre uses, as defined by the National Planning Policy Framework, are directed to the correct town centre locations.

Policy TC2: Town Centre Designations

Lancaster City Centre

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

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

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

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

Morecambe Town Centre

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

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

[61] https://www.gov.uk/government/publications/national-planning-policy-framework--2

designate retail frontages. Proposals for main town centre uses (as defined by the National Planning Policy Framework) that are appropriate scale, role and function for Carnforth will be expected to be located within the town centre boundary and in accordance with Policy DM16 of the Development Management DPD.

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

Future Retail Growth

19.27 The Framework[62] is clear where it states that planning policies should promote competitive town centres that provide customer choice and a diverse retail offer and that reflect the individuality of town centres. The Framework also states that Local Plans should retain and enhance existing [retail and leisure] markets and, where appropriate, re-introduce or create new ones, ensuring that [retail and leisure] markets remain attractive and competitive.

19.28 Evidence from the retail study shows opportunity for Lancaster district to increase the levels of expenditure in its town centres and increase its overall market share. In accordance with the Framework it is the expectation of this plan to be positive and promote competitive town centre environments in its key centres by offering opportunities for expansion where appropriate.

Comparison Retailing

19.29 The district's key comparison retail opportunity is the Canal Corridor North site in Central Lancaster. There is an importance to ensure that new development on this site seeks to enhance, maintain and protect the vitality and viability of the existing town centre as defined in the Local Plan Policies Map. The regeneration of the Canal Corridor site offers the opportunity to combine its current role as a cultural centre with an extension to the Primary Shopping Area (PSA) creating new comparison and convenience retail floorspace, leisure activities, workspaces, cultural facilities, improved public realm and residential accommodation.

19.30 Whilst the Canal Corridor Site offers an opportunity to secure Lancaster's position as a sub-regional centre through the plan period, improvements to the retail offer for Central Morecambe should not be ignored. Growth of retailing in Morecambe, namely the implementable planning permission on the former Frontierland site on Marine Drive will deliver a greater range and choice in comparison shopping and enhance Morecambe's local role in this regard and will supplement the objectives of the Morecambe Area Action Plan DPD,[63] which will assist in the regeneration of Central Morecambe.

19.31 The delivery of the Canal Corridor Site, along with the regeneration of the former Frontierland site at Morecambe provides sufficient opportunity for positive growth in comparison retailing through the plan-period. Positive growth in Lancaster and Morecambe – both in their retail and leisure offer – will help to protect and enhance their status as important regional and district destinations respectively. It will also ensure that the Local Plan is in accordance with paragraph 23 of the National Planning Policy Framework, which states that:

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

19.32 Retail growth in Carnforth and any other local centre within the district should be commensurate

[62] https://www.gov.uk/government/publications/national-planning-policy-framework--2
[63] https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

with the role and function of the existing centre. Proposals should seek to maintain the vitality and viability of the existing centre but not seek to expand the role and function of the centre.

Convenience Retailing

19.33 Levels of future convenience retail growth are expected to be low, with the district well catered for in terms of foodstores north of the River Lune. No further convenience growth will be planned for in either Morecambe or Carnforth. However, whilst the quantitative arguments for future convenience growth are at this time limited, there are clear qualitative arguments to be considered, particularly in relation to convenience provision south of the River Lune.

19.34 The River Lune is a serious physical barrier towards promoting sustainable convenience shopping patterns. To the north of the River Lune there are 6 medium to large foodstores at Ovangle Road (Asda), Lancaster Road (Aldi), Westgate (Lidl), Lancaster Road (Sainsburys) and Marine Drive (Aldi and Morrison's). To the south of the River Lune there are just two: Sainsburys (Cable Street) and Booths (Hala Road).

Policy TC3: Future Retail Growth

Comparison Retail Growth

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

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

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

Convenience Retail Growth

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

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

Bulky Goods Retail Growth

The Council have identified a 4.2 hectare expansion to the 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 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.

19.35 Given the significant proportion of people that are forced to travel through Lancaster city centre (primarily by car) to seek a competitive choice of convenience retailing, the Council believes there is a clear case for improving the convenience retail offer in Lancaster, south of the River Lune.

19.36 This plan identifies two areas for further growth in retailing. This includes the provision of new convenience retailing in the heart of the City Centre, within the Canal Corridor scheme and with the new local centre in the South Lancaster area, as part of the strategic allocation made in Policy SG1 of this DPD. It is felt that the creation of two foodstores in these locations, supplemented by the existing planning permission for a Booths foodstore at Lawson's Bridge (and the potential re-use of the existing Booths store at Hala) will provide sufficient range of customer choice for convenience retailing in the South and Central Lancaster areas.

Central Morecambe

19.37 In 2014 the Council adopted the Central Morecambe Area Action Plan DPD,[64] which set out a series of allocations and policies to direct future investment and regeneration projection to improve the role and function of Morecambe town centre. The document remains valid and runs through to 2021.

19.38 It is anticipated that in due course the Action Plan DPD will be updated and reviewed, however to ensure that consistency is retained the DPD will reaffirm the key aims and objectives of the Action Plan, which are set out within Policy TC4 of this DPD.

Policy TC4: Central Morecambe

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

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

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

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

20. Housing

[64] https://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

20.1 As per the development strategy in Policy SP3 of this DPD, the Local Plan has sought to identify the majority of development growth within (or adjacent to) the main urban areas of the district – Lancaster, Morecambe, Heysham and Carnforth. These urban areas have significant service provision and have greater access to a wide range of cycling, walking and public transport networks.

20.2 Whilst a range of strategic growth areas have been identified in South Lancaster, East Lancaster, North Lancaster and South Carnforth there is a need to identify further, smaller-scale sites that will contribute towards meeting development needs and that there is a flexible portfolio of housing sites that can be delivered throughout the plan period.

20.3 Policy H1 sets out a range of residential development sites that will all contribute towards meeting the housing needs of the district. Where appropriate sites identified in Policy H1 have been supplied with specific policy approaches to ensure site-specific issues arising from development are clearly understood and addressed.

Policy H1: Residential Development in Urban Areas

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

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

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

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

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

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

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

Residential Development in Rural Areas

20.4 Moving forward towards the submission of the Local Plan, the Council will consider the need to prepare specific development briefs for the sites identified in H1 in a similar way that briefs have already been drafted for the strategic sites identified in the DPD.

20.5 Whilst there is a strong focus for growth within urban areas of the district, this should not deflect from the important and critical role that housing in rural areas can make in meeting housing needs.

20.6 The identification of rural sites within Policy H2 will be supplemented by a range of other smaller sites that have been identified as being 'deliverable' within the Council's Strategic Housing and Employment Land Availability Assessment[65]. The Council will in principle support residential proposals on these sites subject to the satisfaction of all relevant national and local planning policy.

20.7 There are a number of designations made for Neighbourhood Plans in rural villages of the district, including the villages of Arkholme, Cockerham, Caton & Brookhouse, Dolphinholme, Halton, Slyne-with-Hest, Wennington and Wray. For those neighbourhood plans that are seeking to address the supply of housing, the Council will expect groups to proactively and positively plan for housing growth in their areas and in accordance with national guidance on neighbourhood planning[66].

Policy H2: Housing Delivery in Rural Areas of the District

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

POLICY REF	SITE LOCATION	DWELLING NUMBERS*	PLANNING STATUS
H2.1	ROYAL OAK MEADOW, HORNBY	23	PP GRANTED
H2.2	LANCASTER ROAD, OVERTON	32	PP GRANTED
H2.3	YENHAM LANE, OVERTON **	21	ALLOCATION
H2.4	ST MICHAELS LANE, BOLTON-LE-SANDS	20	PP GRANTED
H2.5	BRIAR LEA ROAD, NETHER KELLET	10	PP GRANTED
H2.6	LAND NORTH OF OLD HALL FARM, OVER KELLET **	55	ALLOCATION
H2.7	MONKSWELL AVENUE, BOLTON-LE-SANDS **	15	ALLOCATION
H2.8	HALTON MILLS, HALTON	20	PP GRANTED
H2.9	LAND SOUTH OF LOW ROAD, HALTON	60	PP GRANTED
H2.10	LAND BETWEEN LOW ROAD AND FORGE LANE, HALTON	90	PP GRANTED
H2.11	LAND TO THE REAR OF POINTER GROVE AND ADJACENT TO HIGH ROAD, HALTON	66	PP GRANTED

[65] http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan
[66] https://www.gov.uk/government/publications/neighbourhood-planning

H2.12	LAND SOUTH OF MARSH LANE, COCKERHAM	36	PP GRANTED
DOS8	MIDDLETON TOWERS, CARR LANE, MIDDLETON	576	PP GRANTED
TOTAL ALLOCATIONS (RURAL AREA)		1,024 DWELLINGS	

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

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

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

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

Local Heritage Led Housing

20.9 Lancaster district benefits from a high quality built environment and cultural heritage. Whilst many of its assets are listed there are also many other buildings and structures which whilst not formally listed contribute to the local built character, settlement formation and sense of place of the district. Such assets make an important contribution to the built fabric of the district and its historic past. Recognising the value of these assets the Council has prepared a list of local heritage assets across the district.

20.10 Ridge Lea Hospital and the military barrack buildings at the University of Cumbria are included within the Council's local heritage list and as such are identified as buildings which the Council consider desirable for retention and protection. Whilst supporting development proposals at these locations this must be in the context of the retention and protection of these assets. The Council will not support proposals that involve the loss of these assets or damage to their setting.

Policy H3: Heritage Led Housing Development

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

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

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

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

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

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

Land at Ridge Lea Hospital

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

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

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

University of Cumbria Campus

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

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

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

Ridge Lea Hospital

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

20.12 The hospital consists of a mix of single, two and three story blocks and is constructed of traditional stone construction with slate pitched roof. The building forms a T-shaped structure with short projecting wings and shaped gables. Unusually the building was constructed in the First World

War.

20.13 The existing hospital occupies an elevated position though it is well screened by extensive tree belts.

20.14 In planning for the wider housing needs of the district and in order to secure the long term protection of this historic asset the Council, may where appropriate, support the evidenced provision of additional enabling development on the site. Any additional development will need to be in keeping with the character and setting of the identified historic asset.

University of Cumbria

20.15 The University of Cumbria Campus displays evidence of the development of a late-19th century military barracks which is juxtaposed with the infill of 20th 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-20th century and the complex became St Martin's College in the 1960s which then became part of the University of Cumbria in 2008.

20.16 The non-designated heritage assets, including the Keep, Officers' Quarters, Separate Married Quarters, Officers' Mess, have been added to the Council's 'List of Local Heritage Assets' as they make a significant contribution to Lancaster's military history. In addition, they are one of the few examples nationally of a late-19th century military barracks.

20.17 In the interests of conserving this important heritage asset and its setting the Council acknowledge that some form of enabling development is required. Such proposals should be brought forward in dialogue with the Council's Conservation Team with the continued retention and protection of the barrack buildings central to any future proposal.

Land at Grab Lane, East Lancaster

20.18 Land at Grab Lane in East Lancaster has been identified as a site for residential development. The site covers an area of 20 hectares and has been identified as having an indicative capacity of approximately 195 dwellings.

20.19 The Grab Lane site is located to the east of Lancaster, approximately one mile from the city centre. The site is currently used for agriculture and forms an important foreground for the setting of the Grade I Listed Ashton Memorial and the wider area of Williamson Park. The significance of this asset, and its setting, in defining the character of this area is well recognised by both the Council and Historic England and is of material consideration to any development proposals for this site.

20.20 The site is separated into two parcels by Grab Lane, which runs through the middle of the site connecting Quernmore Road in the north and Wyresdale Road in the south. The M6 motorway forms the eastern boundary of the site. The western boundary is formed by existing areas of greenspace including a Biological Heritage Site (BHS) before leading to Fenham Carr Lane and then rising steeply to Williamson Park and Ashton Memorial. The existing residential development at Standen Gate forms the north western boundary of the site.

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

20.22 In allocating this site for development, the Council will require proposals to demonstrate how, through a comprehensive masterplan for the site, future development will complement and sustain the setting of the Ashton Memorial. The completed masterplan should clearly demonstrate how proposals will sensitively relate to landscape character of the area and the setting and significance of this Grade I Listed heritage asset. The masterplan should also consider how the heritage value of existing farm buildings off Grab Lane can be secured and sympathetically incorporated into the wider scheme.

20.23 To this end the Council will prepare a development brief to supplement the content of Policy H4 and provide detail on a range of issues that should be addressed though a Masterplan. The Council will welcome a collaborative approach to the preparation of a masterplan prior to any planning application being submitted for determination.

Policy H4: Land at Grab Lane, East Lancaster

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

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

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

I. The delivery of infrastructure to make the development acceptable in planning terms, including contributing to the strategic infrastructure requirements for East Lancaster as described in Policy SG8 of this DPD particularly in relation to public transport provision and education;
II. The submission of a detailed design statement, recognising its sensitive location in the setting of Ashton Memorial and Williamson Park to the west and areas of Urban Setting Landscape to the east. Design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high-quality environment for its residents;
III. To enhance the site's prominent location on the eastern edge of Lancaster, within the setting of Ashton Memorial and Williamson Park. Proposals will need to clearly demonstrate, through appropriate layout, design and landscaping that it will not result in unacceptable harm on the setting of these important heritage assets and the area's wider role in defining the character of East Lancaster;
IV. The improvement and enhancement of land identified under Policy EN10.1 of this DPD which should be used as amenity space that provides wider public benefit both to existing and new residents in the East Lancaster area;
V. The submission of a suitable and appropriate landscaping plan, which retains and reinforces the existing landscape structure of this site and incorporate natural features where possible, including the protection of existing landscape patterns, the retention of historic field boundaries and tree planting where appropriate;
VI. The protection in perpetuity of the allocated Urban Setting Landscape that runs through the eastern section of the site, as defined by Policy EN7 and EN10.2 of this DPD. Any

future proposals for the site should seek positive inter-relationships with this area of local landscape importance;

VII. No net loss in value of the adjacent Lancaster Moor Hospital Grassland Biological Heritage Site (BHS) with evidence of how the BHS will be protected and enhanced. Future proposals should seek to deliver positive benefits to biodiversity through the creation of habitat within the site, biodiversity improvements to land identified under Policy EN10.1 will be supported;

VIII. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;

IX. Contribute to the delivery of a green corridor network within the east of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;

X. Proposals should ensure that the residential amenity of new residents is not compromised by surrounding uses, in particular any residual commercial uses in the surrounding area and the nearby M6 motorway;

XI. The preparation of a Flood Risk Assessment that details how, through design, construction and occupation phases of development proposals will deal with the matter of flood risk, particularly in relation to impacts on the Burrow Beck catchment. This should include suitable and appropriate mitigation measures which are delivered to the satisfaction of both the Environment Agency and Lead Local Flood Authority;

XII. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;

XIII. The delivery of a highways scheme which provides safe, suitable and appropriate access onto both Wyresdale Road and Quernmore Road (via the exiting Grab Lane entrance) to the satisfaction of the local highways authority;

XIV. The incorporation of cycling and pedestrian access with strong and positive linkages to the existing network including improvements to the links from the site into Lancaster City Centre and the wider East Lancaster area;

XV. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

XVI. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and

XVII. Approximately 40% of the residential units will be defined as 'affordable' which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

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

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

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

20.26 The proposal site has strong links with Burrow Beck, which has significant associated flood risks along it course. As a result proposals will be expected to include a comprehensive flood risk assessment that sets out any implications on surrounding watercourses and proposed mitigation measures to address such risk.

20.27 The site lies in an attractive location to the east of Lancaster and is one of a number of sites in the East Lancaster area, which has been allocated for development. The Council recognises that together these sites have the opportunity to contribute to an improved service and infrastructure provision for East Lancaster. Through a comprehensive approach, utilising the most appropriate method of charging tariff / planning obligation, the Council will look to secure improvements to key elements of infrastructure to ensure that development in East Lancaster is acceptable in planning terms addressing both individual and cumulative impacts on infrastructure. These requirements are set out in more detail both within the Infrastructure Delivery Plan (IDP) and Policy SG9 of this DPD.

Land at Lancaster Leisure Park and Auction Mart, East Lancaster

20.28 The Council has allocated land at the Lancaster Leisure Park and Auction Mart for further residential growth, this includes land at the former Lancaster Auction Mart site (following its proposed relocation to land at Junction 33 of the M6 as outlined in Policy EC3 of this PDD) and further areas of redundant car parking. It is expected that the regeneration of these areas could accommodate development of approximately 200 new homes.

20.29 The redevelopment of the Lancaster Leisure Park and Auction Mart is one of a number of development and regeneration projects in the East Lancaster area. The cumulative impacts on wider infrastructure needs must be addressed and the Council will expect proposals to address relevant infrastructure needs, both in terms of ensuring that development is acceptable in planning terms but also contributing to the delivery of wider strategic needs in the East Lancaster area as highlighted in Policy SG8 of this DPD, particularly in relation to contributions towards public transport improvements between East Lancaster and the City Centre, the provision of local services and the delivery of education facilities on the East Lancaster Strategic Site (identified under Policy SG7).

20.30 The allocation is situated on the eastern edges of Lancaster and includes (and is directly adjacent to) areas of Urban Setting Landscape which are considered to be of local importance in terms of maintaining an attractive setting to the historic city and, particularly in this area, Ashton Memorial which is a Grade I Listed Building.

20.31 Given the sites relationship with this important landscape designation it is important that any future proposals include landscape and design assessment which identify how through sensitive design, layout and landscaping the visual impacts of new development can be mitigated. The Council expect that proposals for new development should not encroach on areas which have been identified as Urban Setting Landscape, however proposals should seek to deliver benefits in terms of the landscape value within these areas in order to provide visual benefits not only for the development itself but also improvements to the wider setting within the East Lancaster area.

20.32 The allocation has strong links with Burrow Beck, which has significant flood risks associated with it along its course through both East Lancaster and south towards Bailrigg Garden Village. As a result proposals will be expected to prepare detailed Flood Risk Assessments that sets out any direct or indirect impacts from the proposed development on surrounding watercourses and land-uses and any proposed mitigation measures to address such risks.

20.33 Proposals should seek to address all necessary on-site infrastructure in relation to highways, open space and affordable housing delivery. It is important that necessary infrastructure is delivered to the satisfaction of the relevant authorities and organisations.

20.34 Proposals should seek to provide satisfactory access arrangements onto Wyresdale Road ensuring that a safe and appropriate access point(s) are created to the satisfaction of the local highway authority and that any highway capacity issues which may arise are mitigated against.

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

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

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

I. The delivery of infrastructure to make the development acceptable in planning terms, including contributing to the strategic infrastructure requirements for East Lancaster as described in Policy SG8 of this DPD particularly in relation to public transport provision and education;
II. The submission of a detailed design statement, recognising the sites relationship with the Urban Setting Landscape which is directly adjacent to the east. The design, layout and materials used should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents;
III. Proposals should ensure that residential amenity of new residents are protected from surrounding uses, in particular any residual commercial uses on the site itself and the nearby M6 motorway;
IV. The protection in perpetuity of the designated Urban Setting Landscape which runs through the eastern section of the site, as defined by Policy EN7 of this DPD. Future proposals should seek to delivery positive inter-relationships with this area of local landscape importance;
V. To provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development;
VI. Contribute to the delivery of a green corridor network within the east of Lancaster with opportunities for enhancing biodiversity, recreation and leisure uses to be investigated via any application;
VII. The submission of a suitable and appropriate landscaping plan, which delivers a positive inter-relationship with the adjacent Urban Setting Landscape and incorporates natural features where possible;
VIII. The preparation of a Flood Risk Assessment that details how through design, construction and occupation phases of development proposals will deal with the matter 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;
IX. The submission of a comprehensive drainage plan that sets out how surface water will be managed on the site. Proposals should have due regard to the Surface Water Drainage Hierarchy as set out in Policy DM34 of the Development Management DPD;

X. The delivery of a highways scheme which provides safe, suitable and appropriate access arrangements into Wyresdale Road to the satisfaction of the local highways authority;

XI. The incorporation of cycle and pedestrian access with strong and positive linkages to the existing network including improvements to cycling and pedestrian links from the site into Lancaster City Centre;

XII. The provision of sufficient levels of open space in accordance with the most up-to-date evidence in relation to the quantitative and qualitative needs for the locality. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD;

XIII. Proposals should include opportunities for the use of ultra-low emission vehicles through the provision of suitable and appropriate charging points;

XIV. Building an appropriate mix of housing types and sizes to meet evidenced local housing needs within the Council's most up-to-date Strategic Housing Market Assessment; and

XV. Approximately 40% of the residential units will be defined as affordable which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

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.

Former Royal Albert Site, Ashton Road, Lancaster

20.35 The Council have allocated land at the Former Royal Albert site on Ashton Road, Lancaster which, once implemented, could accommodate development of approximately 120 new homes.

20.36 The allocation is situated on the southern edges of Lancaster and is surrounded on three sides by Urban Setting Landscape which is considered to be of local importance in terms of maintaining an attractive setting to the historic city. Given the sites relationship with this important landscape future proposals should include landscape and design assessments which identify how through sensitive design, layout and landscaping that the visual impacts of new development can be mitigated. Proposals should also seek to retain natural features such as trees and hedgerows, which will further mitigate wider impacts on the local landscape.

20.37 Proposals should seek to enhance accessibility and linkages between the site and Lancaster City Centre and, to the south, the proposed development at Bailrigg Garden Village. It is therefore important that future proposals seek to improve both cycling and pedestrian linkage utilising where possible Lancaster Canal (which is to the West of the proposal site) and the proposed Cycling and Walking Superhighway which described in more detail via Policy T2 of this DPD.

20.38 Proposals should seek to address all necessary infrastructure in relation to highways, open space and affordable housing delivery. It is important that necessary infrastructure is delivered to the satisfaction of the relevant authorities and organisations.

20.39 Proposals for the site should seek to provide satisfactory access arrangements onto Ashton Road, ensuring that a safe and appropriate access point(s) is created to the satisfaction of the local highway authority and that any highway capacity issues which may arise are mitigated against.

Policy H6: Royal Albert Fields Ashton Road, Lancaster

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

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

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

XIII. Approximately 40% of the residential units provided will be defined as affordable which includes the delivery of a full range of affordable products through dialogue with the Local Planning Authority.

20.40 Any proposals for this site should ensure that it contributes to improvement of wider infrastructure in accordance with the Infrastructure Delivery Plan (IDP)[67], in particular improving cycling and pedestrian linkages to Lancaster City Centre should form a key element of improvement within the local area.

21. Development Opportunity Sites

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

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

21.2 The Council has allocated the land at Bulk Road and Lawson's Quay as a development opportunity site as it provides the opportunity to improve the eastern gateway to the city centre and address long-term vacancy issues and dereliction of the site.

21.3 Support will be given to the redevelopment of this site for a range of commercial and residential uses, including office / business uses, leisure uses, flatted development (including student accommodation) and some types of retail use provided they do not seek to conflict with the wider aims of the Council to deliver regeneration and growth at the Lancaster Canal Corridor site. It should be demonstrated that any retail uses proposed for this site will compliment and support the retail offer in the city centre, both in terms of the existing offer and the offer proposed via the Canal Corridor Scheme.

21.4 Proposals that would undermine the redevelopment and regeneration of the Lancaster Canal Corridor, including proposals for development of comparison retail units (A1 use class), will not be supported and would be more appropriately sited within the Primary Shopping Area of Lancaster, as identified in the Local Plan Policies Map.

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

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

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.

[67] http://www.lancaster.gov.uk/planning/planning-policy

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

Proposals will be expected to address the following issues:

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

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

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

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

Land at Moor Lane Mills, Central Lancaster

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

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

21.9 The site contains a number of heritage assets, particular the Moor Lane Mill buildings which are recognised for the historic importance. Any future proposals for the site should ensure that such assets are sympathetically retained and re-use.

21.10 The site also includes a range of Council owned car parking which currently serve an important role for visitors and users of the City Centre. The Council will not support the loss of such facilities without appropriate alternative car parking provision being secured.

Policy DOS2: Land at Moor Lane Mills, Central Lancaster

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

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

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

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

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

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

21.11 The Council anticipate that the future redevelopment of the Moor Lane Mills site will come forward as part of the wider regeneration of Lancaster City Centre, however subject to meeting

the requirements of Policy DOS2 the Council will support proposals for development in advance of the Lancaster Canal Corridor.

Luneside East, Lancaster

21.12 Located on the southern banks of the River Lune on St George's Quay the two sites of Luneside East and Luneside West form one of the Council's Regeneration Priority Areas for the district (as defined in Policy EC5 of this DPD). Both benefit from planning permission. Substantial construction of residential development is already underway at Luneside West. However, Luneside East remains in need of regeneration and offers the potential to assist in meeting the housing needs of the district, utilising previously developed land and delivering development in a sustainable and accessible location.

21.13 Luneside East has a long history of industrial uses having been part of the main centre for employment and manufacturing in Lancaster. Evidence of previous industrial uses remain present on the site with part of the former warehouse and pump house the remaining structures on the site. Contamination is also noted to be an issue.

21.14 Whilst currently derelict and vacant, Luneside East's proximity to the city centre, Lancaster Castle and the successfully regenerated St Georges Quay make it an attractive site for redevelopment. Regeneration is considered to offer potential to help wider areas of deprivation in the locality and secure better connections to the city centre. It should be noted that planning permission has been recently granted for the regeneration of this site for student accommodation, supplemented by opportunities for commercial and business uses.

Policy DOS3: Luneside East, Lancaster

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

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

I. Investigate opportunities for the retention of existing buildings on the site, where possible to do so, where it incorporates the site's historic and industrial past into future design proposals (this should also include securing an active frontage along St Georges Quay);
II. Delivering development that is of a high quality design and making use of materials that respect the character and setting of the site;
III. Encouraging the use of sustainable construction and design aimed at minimising energy use and maximising energy efficiency;
IV. Integration with surrounding areas, complementing neighbouring land uses and creating new linkages between the site and the city centre;
V. The delivery of an appropriate mix of uses to achieve a balanced community and ensure that differing uses integrate properly with each other;
VI. The creation of a network of open spaces and public realm that provides linkages from the site towards St Georges Quay, New Quay Meadow and Giant Axe Field;
VII. Satisfactory conclusion to the remediation of any outstanding contamination issues;
VIII. Make necessary contributions towards improvements to public transport access with improved linkages between the area, adjacent development opportunities and the city centre. This should be demonstrated via a properly monitored and managed Travel Plan

detailing the measures to be provided to maximise the use of sustainable transport methods and seeking to reduce the need for private car use;

IX. Proposals will preserve or enhance the setting of the Grade I Listed Priory and Lancaster Castle; and

X. Proposals through the design, construction and occupation phases must seek to mitigate against existing flood risks. Proposals should be accompanied by a Flood Risk Assessment, which addresses the potential impacts of flooding both directly and indirectly on the site that is acceptable to the Environment Agency and Lead local Flood Authority.

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

21.15 Luneside East benefits from planning permission for a mixed-use development, however whilst the site has been mainly cleared and remediated no development has yet commenced on the site.

21.16 The Council will continue to support regeneration proposals for this site where proposals seek to address amenity issues and capitalise on the area's historic past. Proposals should investigate opportunities to identify whether the remaining buildings on the site could be retained where it is practical and possible to do so. Proposals are expected to achieve high quality design that adds to and compliments the site's location on the quayside and gateway between the city centre and other areas of Luneside to the west.

Land at Lune Industrial Estate, Luneside, Lancaster

21.17 The land at Lune Industrial Estate is of economic importance, providing affordable employment land for business growth and development. It accommodates a range of B1, B2 and B8 uses. It represents one of only a handful of sites in the Lancaster area (South of the River Lune) which offers opportunities for both general and heavy industrial uses.

21.18 As a result the Lune Industrial Estate plays an important role in the district's employment land portfolio which provides a balanced number of sites in terms of size, location and nature.

21.19 Whilst its economic importance both locally and within the district is recognised, the Council also acknowledges that the long-term suitability of this site for employment and economic use may require further consideration and action. The site has significant access issues from the city centre one-way system, which suffers from severe traffic congestion at peak times. The site is also now located in a predominantly residential areas with the adjoining site (Luneside West) under construction for residential development.

Policy DOS4: Lune Industrial Estate, Luneside, Lancaster

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

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

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

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

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

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

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

21.20 Given the constraints of the site the Council recognise the importance of adopting a flexible long-term approach to the regeneration of this site for a range of uses including both residential,

commercial, employment and recreational uses through its allocation as a development opportunity site.

21.21 The site identified in Policy DOS4 consists of a number of differing land ownerships and therefore it is vital that a comprehensive approach is taken to the regeneration of this site to ensure that heavy industry is decanted appropriately to alternative, more suitable locations within the district.

21.22 Whilst currently there a few alternative sites for general industrial uses in the Lancaster area, it is considered that the opening of the Bay Gateway Link Road will significantly improve accessibility from Lancaster to employment sites on the Heysham Peninsula, in particular sites within the Heysham Gateway. With this improved accessibility there will be reasonable alternative provision available for the de-canting of businesses from the Lune Industrial Estate to alternative locations such as Heysham Industrial Estate, Major Industrial Estate and Lancaster West Business Park.

21.23 Any proposals for the Lune Industrial Estate must be prepared through a comprehensive masterplan approach, looking at the site as a whole and developing a well-planned, sustainable framework for future regeneration of the site. Such a masterplan should be developed in collaboration with all the landowners on the site and with input from the Local Planning Authority and other key stakeholders where appropriate. Such an approach will ensure that consideration is given to how existing employment uses will be supported in decanting to alternative premises elsewhere in the district and ensure that the masterplan does not result in competing and incompatible land-uses being located within close proximity to each other.

21.24 Proposals that are piecemeal in nature and result in the creation of incompatible land-use patterns (for example heavy industry and residential development) which generate significant amenity issues for local residents, will not be supported by the Council.

21.25 There are significant infrastructure issues in the Luneside area, particularly in relation to education provision and highways issues. These infrastructure requirements should be directly addressed through the preparation of a comprehensive masterplan for the Lune Industrial Estate. Proposals that exacerbate existing infrastructure deficiencies and do not offer appropriate, realistic, solutions for addressing this shortfall will not be supported by the Council.

Land at Willow Lane, Lancaster

21.26 Land at Willow Lane in Lancaster is identified as a Local Green Space under Policy SC2 of this DPD and as an opportunity area for improvement to the current recreation and open space offer, as identified in Policy SC5 of this DPD. Located to the west of Lancaster the site provides an important area of open space in what is otherwise a densely developed residential and employment area. The continued protection of this area for recreation uses is therefore strongly supported by the Council.

21.27 The site has a long history of recreational uses, with land within the allocation being currently used as playing pitches and a children's play area, and other areas used in the past as a cricket ground. Whilst the eastern part of the site remains in active use, the larger element of the site remains in private ownership.

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

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

Policy DOS5: Land at Willow Lane, Lancaster

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

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

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

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

Galgate Mill, Galgate

22.31 The Grade II Listed Silk Mill was erected in 1852 and unusually for this area the building is constructed of brick. The main mill building stands at five storeys and provides a dominant and attractive landmark for Galgate.

22.32 The main mill buildings have been converted into light industrial and quasi-retail uses and has been designated through previous Local Plans as a rural employment site, one of only two rural employment sites in the south of the district. Whilst a number of small businesses trade from the mill, a large area of the site remains vacant and available for development. Opportunities to utilise and bring back into use this important historic asset and tidy up the site will be supported by the Council.

22.33 In considering future proposals, the Council will look to support and protect the continued operation of the mill for some element of employment usage as it plays an important role in the district's employment land supply, providing small units that are suitable for start-up businesses and other rural enterprises.

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

Policy DOS6: Galgate Mill, Galgate

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

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

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

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

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

Land at Middleton Towners, Middleton

22.35 Situated to the south of Heysham, the former Pontins Holiday Camp has remained largely vacant since its closure in 1994. The whole site extends to approximately 23 hectares and occupies a prominent position overlooking Morecambe Bay.

22.36 The site has a complex history with planning approval for a 626 dwelling retirement village in 2002 having been called in by the Secretary of State for determination. In recommending approval the Inspector recognised the need for, the unique nature of and benefits of the proposal as well as the many regeneration benefits that the scheme would deliver. Following commencement on site, like a number of sites across the district, its delivery has been impacted on by the economic downturn with only a small amount of the dwellings and ancillary facilities actually completed.

22.37 An application to remove the age restriction on the built part of the site was subsequently approved at appeal. More recently the Council agreed to remove the age restriction on the remaining parts of the site.

22.38 Whilst accepting that the site now benefits from approval for unrestricted residential development it is recognised that, given the sites remote location outside of any defined settlement and remote from services and infrastructure, this is not a location whereby the council would ordinarily support development.

22.39 It is important to note that on granting the appeal, the Planning Inspector considered that the regeneration benefits of bringing a large brownfield site back into use and the specialist nature of the housing provided sufficient justification to support the proposal. The unique nature of this site is continues to be recognised by the Council.

Policy DOS7: Land at Middleton Towers, Middleton

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

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

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

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

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

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

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

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

22.40 In taking forward proposals for this site the Council will seek to encourage the implementation of the original proposal that sought to offer the opportunity to regenerate the large brownfield site as well as secure much needed specialist housing for the retirement community, a sector of the housing market that is anticipated to expand in future years.

22.41 However, the Council recognises that this may not represent the most optimal or viable use for regenerating the site over the coming years, with this confirmed by the removal of age restriction on site.

22.42 In considering alternative proposals, the Council will consider the potential for residential, employment and tourism uses. All uses would need to demonstrate how the accessibility and overall sustainability of the site can be enhanced to a level that is sufficient to overcome and address its remote rural location. This will include measures to improve the frequency and quality of public transport provision and facilitate opportunities for pedestrian and cycling connectivity. Opportunities for the provision of other key local services on site should be investigated where proposals for residential development are proposed.

22.43 The site falls within the consultation zone for the Office of Nuclear Regulation (ONR). The ONR will need to be consulted as part of any future proposals for this site with their advice informing the Council's determination. In considering the implications on Heysham Power Station, the Council will not support the development of permanent residential caravans on this site.

22.44 Areas of the Middleton Towers site falls with Flood Zone 3a which is at high risk of flooding from the coast. As a result the Council would expect any proposals for development to be accompanied by detailed flood risk assessments (FRA) which builds on the understanding of flooding contained in the Council's Strategic Flood Risk Assessment (SFRA). Proposals should seek to provide mitigation to the risks of flooding through design and construction. The Council will not support proposals which include ground floor accommodation in areas of Flood Zone 3a.

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

Land at Morecambe Festival Market and Surroundings

22.46 The Morecambe Area Action Plan (MAAP), adopted by the Council in 2014[68], identifies the area of the Festival Market and its surrounding area as a Development Opportunity Site. Whilst the Morecambe Area Action Plan remains in place until 2021 the inclusion of this allocation within the wider Local Plan secures its allocation for the entire plan period up to 2031. This is considered to be a strategic site in terms of its context as a link between the existing town centre and the proposed new retail at the former Frontierland site on Marine Drive.

22.47 As suggested in the MAAP, land west of Northumberland Street includes an extensive area of car parking that could provide a significant opportunity for new beneficial development to add to and help link the town centre together. The opportunity site as a whole affords much potential for a range of main town centre uses, in particular for a range of commercial leisure uses that complement and assist in supporting wider regeneration of the town centre.

Policy DOS8: Morecambe Festival Market and Surrounding Area

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

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

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

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

[68] http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

22.48 Any proposals for the site should ensure that it provides strong linkages into surrounding areas, including the promenade, the retail parks to the west and the existing town centre to the east. Proposals should seek to ensure that there are sufficient levels of car parking to meet the traffic demands of the uses proposed and that there are no detrimental effects on the highway capacity or highway safety on the surrounding road network.

22.49 Any proposals that involve the loss of key community facilities, for example the indoor market or skatepark, should present as clear approaches to how these facilities will be replaced elsewhere in the local area.

Former TDG Depot Site, Warton Road, Carnforth

22.50 The site at the former TDG depot site on Warton Road, Carnforth has been a long established employment allocation within the Local Plan. However, following the relocation of TDG to different premises (both within the district and wider across the North West) the opportunity now exists to realise new, alternative uses for the site.

22.51 The site's previous use for storage and distribution uses (B8 use) placed significant problems on the local highway network, creating high levels of HGV movement through Carnforth town centre, which impacted on the town centre's amenity and safety for residents and visitors. Carnforth is one of three Air Quality Management Areas (AQMAs) in the district with its designation associated with the levels of air pollution created from road traffic[69].

22.52 Accordingly the Council, whilst recognising the existing permitted uses for the site, will not seek to support proposals that would generate significant numbers of HGV trips to and from the site.

22.53 The Council would expect that any development proposals in this location should come forward as part of a comprehensive masterplan for the site that should also address any issues relating to phasing. The Council will not support the piecemeal regeneration of this site for individual, isolated development proposals.

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

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

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

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;

[69] http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality/carnforth-air-quality-management-area-aqma

II. That sufficient and appropriate mitigation is provided to protect any potential residential development or commercial uses on this site from the impacts associated with the site's proximity to the West Coast Mainline and other associated rail infrastructure;
III. Future proposals should demonstrate a high standard and quality of design, respecting the character of the setting of the site and its location as a gateway into the Arnside and Silverdale AONB;
IV. Should the site come forward for residential uses, to provide new home owners with a 'Home Owners Pack'. This will include details of the sensitivities of land adjacent to the development site (and the wider Morecambe Bay coastline) to recreational pressure, and promote the use of alternative areas of recreation such as public open space within the development
V. That any proposed uses of the site for employment or commercial uses do not impact on local residential amenity in terms of noise, odour, light or air pollution;
VI. That issues relating to ground contamination are fully investigated prior to the commencement of any development on the site;
VII. Appropriate linkages are generated from the site to the town centre and railway station, encouraging access to the site by cycling and walking; and
VIII. Respect, retain and where possible enhance the heritage assets contained on the site.

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

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

22.54 Any masterplan submitted for this site will be expected to consider the impacts that the proposed uses will have on the local highway network and the issues around accessing the site. The constrained nature of the site suggests that only one access point will be available for future development. In taking forward proposals consideration will need to be given to the capacity of the local highway network and to highway safety. Given the site's central location within Carnforth it is expected that any masterplan should seek to encourage the use of cycling and pedestrian access to Carnforth town centre and Carnforth rail station.

22.55 As the site is surrounded by rail infrastructure and, in particular, the busy West Coast Mainline, any proposals will need to address and mitigate the impact that such uses will have on amenity of the proposal, particularly any sensitive development such as residential uses. The Council will expect proposals to incorporate mitigation measures to ensure that the amenity of any elements of residential development are suitably protected from surrounding uses.

Former Thomas Graveson Site, Warton Road, Carnforth

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

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

risk and is located in an area which is at the highest risk of flooding.

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

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

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

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

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

22.59 Any additional development will need to be of a design and layout which addresses the impacts of flood risk in accordance with relevant national and local planning guidance.

22. The Historic and Natural Environment

22.1 All planning authorities are required, where deemed appropriate to do so, to identify areas that are of specific architectural and historic interest, the character or appearance of which it is desirable to preserve and where possible enhance. These are identified through the designation of a Conservation Area.

22.2 All conservation areas should be accompanied by a conservation area appraisal that helps to identify the special architectural and historic character of a conservation area. These appraisals help the understanding of what it is about the place that should be protected and enhanced and to formulate effective policies within the Local Plan to make sensible development management decisions.

22.3 To date, the Council has designated 37 conservation areas in the district that recognise a range of differing townscapes, from rural villages in the Lune Valley to the urban centres of Lancaster, Carnforth and Morecambe[70].

22.4 Proposals for development in these areas, whether they come forward via a site allocation or

[70] http://www.lancaster.gov.uk/planning/conservation/conservation-areas

planning application, will be expected to carefully consider their impacts on the locality and in particular the special character of the conservation area.

Policy EN1: Conservation Areas

The Council has 37 conservation areas[71] within the district that have been identified for their architectural and historical importance. These are the following:

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

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

Designated Heritage Assets

22.5 There are a number of features and buildings that have been identified and protected for their historic importance. Such designations include 3 Registered Parks and Gardens, 27 Scheduled Ancient Monuments and approximately 1,300 Listed buildings[72].

Policy EN2: Designated Heritage Assets

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

LISTED BUILDINGS*
REGISTERED PARKS AND GARDENS
SCHEDULED ANCIENT MONUMENTS

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

22.6 Development proposals that may have either direct or indirect impacts on such assets should ensure that such impacts have been fully assessed in liaison with the Council's Conservation Team. Proposals will not be supported where it is demonstrated that development will cause significant

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

[72] http://www.lancaster.gov.uk/planning/conservation/listed-buildings

harm to these designated assets.

22.7 Given the number of Listed Buildings in the district these are not displayed on the printed Local Plan Polices Map but are viewable on the online version. However, there are a range of sources of such information that can be found by visiting the Council's website[73].

Mill Race Heritage Priority Area

22.8 In June 2016, Historic England launched a new programme entitled 'Heritage Action Zones' where organisations could bid for such status to help manage change within historic areas and unlock economic potential.

22.9 After considering the criteria and guidance from Historic England, the Council decided to focus the proposed action zone on an area to the north-east of the city centre that contains a number of heritage assets that will face a number of opportunities and challenges over the coming years.

22.10 Whilst the submission to Historic England was unsuccessful in terms of securing funding and resources, the Council and its partners will seek to secure future funding opportunities in the area of Central Lancaster, identified in Policy EN3 and will look at local interventions and stakeholders to improve the historic environment in this area as a key part of the city centre offer.

Policy EN3: Mill Race Heritage Priority Area

The Council has identified the Mill Race area in Central Lancaster as the priority for a Heritage Action Zone with the aim to deliver a heritage-led regeneration of this area and specifically shape a sustainable future for a key part of the city centre. This will be achieved by improving investment conditions to grow economic activity and supporting development proposals that address the following issues:

I. **Ensuring that the area's heritage assets are in good condition and able to find sustainable and beneficial uses that secure their long-term future;**
II. **Transforming the setting of key heritage assets in this area to provide space and opportunity for appreciation and enjoyment;**
III. **Increasing the levels of business occupation within premises and particularly through the creation of active ground floor spaces;**
IV. **Improving environmental conditions for residents, building occupiers and pedestrians through reducing the impact of traffic;**
V. **Improving pedestrian safety and perceptions of safety to encourage dwell times, business viability and vitality within the city centre; and**
VI. **Improving pedestrian connectivity to better relate to the city centre, Canal Corridor and the River Lune.**

Any proposals for development in these areas should have due regard to all relevant policies within the Development Management DPD, particular Policies DM37 – DM41 relating to the historic environment.

22.11 The area contains a large number of listed buildings and a number of non-designated heritage assets which include:

[73] http://www.lancaster.gov.uk/planning/conservation/

- 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 18th 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 19th century factory built for Gillow and Co. to meet their growing expansion.
- Gillows' Showrooms, North Road – a key part of the Gillow furniture works was the development of these imposing gabled showrooms.
- The Grand – this grade II listed building is home to one of the oldest theatres in Britain.

22.12 The above key heritage assets are singled out due to their collective roles and insights into the development of this area and the wider city and also the landmark presence they each add to the townscape. Together with the underlying course of the Mill Race, these effectively offer the core boundary to the priority area.

22.13 Whilst this heritage is rich, it faces a number of challenges and opportunities over the next few years including:

- Ongoing recovery from the winter 2015 floods and developing resistance / resilience measures appropriate to historic buildings;
- Changing demands and development opportunities;
- Synergy between the nearby city centre expansion at the Canal Corridor Site, as outlined in Policy SG6 of this DPD;
- Opportunities to play a continuing role in the development of Lancaster University;
- Opportunities for environmental improvements via implementation of the Lancaster District Highways and Transport Masterplan; and
- Prospective growth benefits from the emerging Lancaster City Centre as outlined in Policy SG5 of this DPD.

22.14 The Mill Race Heritage Priority Area aligns well with a number of ongoing initiatives within the city which seek to address these challenges and build upon these opportunities, including the emerging city centre strategy, the Lancaster District Highways and Transport Masterplan, the proposed regeneration of the Lancaster Canal Corridor site, Lancaster Square Routes programme (including 'Beyond the Castle'), Lancaster Business Improvement District (BID) and the flood defence works on the River Lune.

Natural Environment

22.15 The planning system should actively enhance and protect the natural environment. Paragraph 114 of the National Planning Policy Framework requires local planning authorities to '*set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancements and management of networks of biodiversity and green infrastructure'.*

22.16 It is important to take into account all aspects of the environment, including the following elements:

- Biodiversity (including habitats and species) and geodiversity, which underpins biodiversity by providing rocks, landforms, soils, water, nutrients and natural processes that support habitats,

species and ecosystems;
- The network of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect villages and towns (known as green infrastructure);
- Watercourses and areas of water and their margins;
- Landscape, seascape and its character; and
- Vegetation, trees and landscaping.

22.17 The character of landscape in Lancaster district is unique and is the result of action and interaction of both natural and human factors. In principle, landscape character applies to urban areas and the countryside and is applicable at different scales.

22.18 Policies protecting and enhancing the natural environment build on the principles contained in Strategic Policy SP8 and complement specific allocations or designations on the Local Plan Policies Map. In preparing these policies the advice of Natural England, Lancashire Wildlife Trust, Lancashire County Council, AONB Management Teams, the Environment Agency, United Utilities, Canal and River Trust, RSPB and officers of the Local Planning Authority has been taken into account.

Areas of Outstanding Natural Beauty

22.19 Lancaster district contains two Areas of Outstanding Natural Beauty (AONBs) both of which extend beyond the district boundary. The 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 Ribble Valley, Wyre, Pendle and Preston districts in Lancashire. The extent of the AONBs in Lancaster district are highlighted on the Local Plan Policies Map.

22.20 The statutory purpose of AONB designation is to conserve and enhance the natural beauty of the areas. In the National Planning Policy Framework, the Government places great weight on conserving the landscape and scenic beauty of AONBs, which have the highest status of protection. If these characteristics are damaged, for example by insensitive development, then that will compromise the primary purpose of the AONBs and the enjoyment of the areas by the public. Where a development proposal would create conflict between the primary purpose of the AONB and other uses of the AONB, greater weight will be attached to the purpose of conserving and enhancing the landscape and natural beauty of the AONB.

22.21 The objective of the Local Plan is to conserve and enhance the natural beauty of the AONB landscapes by resisting inappropriate development and insisting on the highest standards of design and construction for proposals that are approved. New development must relate to the established character of the area in which it is to be located. It must integrate with its setting and be in keeping with neighbouring buildings and the landscape by appropriate siting, nature, scale, proportion, massing, design, materials and landscaping. It must respect the prevailing proportion of buildings to gardens and green space.

22.22 The two AONBs are living communities for which rural employment opportunities, housing to meet local needs and the provision of local services are of considerable importance. The economic and social wellbeing of the communities within AONBs will be of key importance when considering development proposals within them.

Policy EN4: Areas of Outstanding Natural Beauty

Lancaster district contains two Areas of Outstanding Natural Beauty (AONB) that are designated for their national landscape importance. They are:

ARNSIDE AND SILVERDALE AREA OF OUTSTANDING NATURAL BEAUTY
FOREST OF BOWLAND AREA OF OUTSTANDING NATURAL BEAUTY

The landscape character and visual amenity of both ANOBs and their settings will be conserved and enhanced. All development in the AONBs should be sustainable, consistent with the primary purpose of AONB designation and guided by the relevant AONB Management Plan. Proposals will be expected to have due regard to all relevant policies contained within the Local Plan, including the Development Management DPD and, where appropriate, the Arnside & Silverdale AONB DPD.

22.23 The policies contained in the Local Plan apply equally to both AONBs. An additional DPD, prepared by Lancaster City Council and South Lakeland District Council for the Arnside & Silverdale AONB, allocates land for development and establishes policies that are applicable only to the Arnside & Silverdale AONB[74].

The Open Countryside

22.24 Significant areas of the district are defined as open countryside, which is remarkably diverse in character and includes a range of landscape characters including:

- The northern edge of the Amounderness Plain, south of Morecambe Bay, which consists of flat and undulating pastoral farmland, much of which has been reclaimed with blocks of woodland, remnant mosslands and drainage channels.
- The Bowland fringes, including the Lune Valley, Wyresdale and Roeburndale, which are characterised by herb-rich hay meadows defined by stone walls and hedges, extensive stone walls and hedges, extensive semi-natural and ancient woodland, numerous water courses, small villages and hamlets in local stone and slate and areas of formal parkland surrounding country houses.
- The Bowland Fells, which includes the Forest of Bowland Area of Outstanding Natural Beauty and consists of extensive, open, high heather moorland and blanket bog and steep cloughs and wooded valleys, fringed with semi-improved grassland enclosed by dry stone walls and herb-rich hay meadows.
- Morecambe Bay, which consists of extensive intertidal sand and mud flats, fringed variously by salt marshes and limestone and sandstone outcrops.
- The area around Morecambe Bay and the Lune Estuary which consists largely of undulating glacial hummocks overlain by lush pasture divided by hedgerows. The sand and mud flats of the estuary are important for birds and invertebrates. Around the estuary are areas of reclaimed farmland and mossland. The area south of Heysham is dominated by Heysham Power Station and a range of vertical infrastructure including electric pylons and wind turbines.
- The Morecambe Bay limestone area which includes the Arnside & Silverdale Area of Outstanding Natural Beauty and consists of craggy limestone outcrops and screes, topped by limestone pavements, large areas of ancient woodland and areas of mossland. Fields are small and predominantly divided by limestone dry walls.

[74] https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd

22.25 Whilst within these areas the landscapes can vary markedly, their common characteristic is that they are essentially open and rural in character. These qualities can be easily damaged by the intrusive effects of inappropriate development.

Policy EN5: The Open Countryside

The Council has designated areas of open countryside that define the rural context of the district. Any development proposals located within the open countryside should have due regard to all relevant policies contained within the Local Plan, in particular policies within the Development Management DPD relating to development in the rural areas.

22.26 The Local Plan sets out an approach towards future development growth within the district that focuses on areas of strategic growth around Lancaster and Carnforth and, to a lesser extent, Morecambe. The delivery of these strategic sites will result in sustainable patterns of new development being delivered which will meet the majority of the district development needs for the plan period.

22.27 As a result development within the open countryside can be carefully managed to ensure that proposals are to an appropriate scale as to not impact on the wider character of the open countryside. The boundary of the countryside is identified on the Local Plan Policies Maps.

22.28 There are a range of development management policies that will be relevant to any proposals within the open countryside, in particular Policies DM46 to DM51.

The North Lancashire Green Belt

22.29 As highlighted on the Local Plan Policies Map, the district contains the North Lancashire Green Belt which was formally established through the Green Belt Local Plan (1991) and retained within the Lancaster District Local Plan, adopted in 2004. The North Lancashire Green Belt was established to ensure that the area between Lancaster, Morecambe and Carnforth did not coalesce together to form a single urban area.

22.30 Given the significant pressures for housing within the district and the fact that the Green Belt in this area has not been reviewed since its initial establishment in 1991 this Local Plan process has involved a review of the North Lancashire Green Belt. The Review has involved the assessment of all the land and boundaries that constitute the Green Belt in terms of how they fulfil the national purposes of the Green Belt as identified in Paragraph 80 of the National Planning Policy Framework.

22.31 The Review has assessed a range of general and strategic parcels of land to understand their individual and cumulative role within the Green Belt before providing a recommendation over whether they make a strong, moderate, weak or no contribution to fulfilling the purposes of the Green Belt. Further information on the North Lancashire Green Belt Review can be found on the Council website at www.lancaster.gov.uk/planningpolicy.

22.32 The Green Belt Review is a piece of evidence that has been used to prepare this Local Plan. The review has provided an understanding of the relative contribution of each piece of land within the Green Belt. It does not seek to recommend which areas of land should be removed or retained from the Green Belt, nor does it provide recommendations on alternative uses for land that scores poorly within the Review. All such decisions on the Green Belt have been provided through the

preparation of the Local Plan where a number of changes have been proposed. These changes include:

- The Green Belt boundary has been amended to the south of Carnforth (South of Windermere Road) to facilitate future growth for residential purposes under Policy SG12 of this DPD. Whilst this area performed relatively well in Green Belt terms the Council has concluded that the need to provide opportunities for growth in Carnforth are necessary (given the role that Carnforth plays in north of the District) and are limited (due to environmental designations, flood risk and infrastructure).
- The Green Belt boundary has been amended to the north of Lancaster, between the urban fringes of Lancaster and the new Bay Gateway Link Road. There has been significant change in this area due to the construction of the new road that has radically altered the value of the Green Belt purposes in this area, leading to the Green Belt Review concluding low values for this area. The area has been identified for residential purposes under Policy SG9 of this DPD. Land to the east will be identified as an area of separation under Policy EN8 of this DPD to ensure that a green gap is maintained between Lancaster and Halton.
- The Green Belt boundary to the east of Torrisholme has been amended to provide a more definable Green Belt boundary making use of the West Coast Mainline. This provided a more robust and permanent boundary that will not be vulnerable to future encroachment. The land that has been removed from the Green Belt will not be identified for development purposes but will be identified as open countryside. The land at Torrisholme Barrow will be protected as an area of open space and as a Scheduled Ancient Monument due to its recreational and historical importance.

22.33 Other minor amendments have been made in light of the Green Belt Review to correct historical anomalies to the Green Belt and, where it has been possible to do so, make minor amendments to strengthen Green Belt boundaries to ensure they are robust and sustained beyond the plan period.

Policy EN6: The North Lancashire Green Belt

The North Lancashire Green Belt is identified on the Local Plan Policies Map between Lancaster, Morecambe and Carnforth to ensure that future growth does not result in coalescence between these settlements.

Development proposals within the Green Belt will be assessed against national planning policy and will have due regard to all relevant policies contained within the Local Plan, in particular Policy DM49 the Development Management DPD which relates to development within the Green Belt.

22.34 The land that remains within the Green Belt, and is identified on the Local Plan Policies Map, continues to have significant importance in terms of ensuring that the major settlements of the district – Lancaster, Morecambe and Carnforth – do not coalesce together to form one single settlement.

22.35 Accordingly, land contained within the Green Belt will be protected from inappropriate development that will result in harm to the openness of the Green Belt and will be assessed against the requirements of the National Planning Policy Framework and Policy DM49 of the Development Management DPD.

Local Landscape Designation

22.36 Within and surrounding the main urban areas of the district are a number of important areas of open space. These areas have historically played an important role in defining the character of the district with many of the landscapes providing the setting for significant areas and features. Their continued protection therefore remains important.

22.37 Whilst historically these areas have been referred to as Key Urban Landscapes the Council in moving forward with the Local Plan recognise the varying role that these landscapes provide and the need for a more appropriate definition, reflecting the varying characteristics of the landscapes and the large breadth of areas that they cover.

22.38 Policy EN7 identifies two local landscape designations:

- Key Urban Landscapes
- Urban Setting Landscapes

22.39 The Council attaches great importance to maintaining the open nature of both Key Urban Landscapes and Urban Setting Landscapes and will look to protect them from inappropriate development which would erode this character.

Policy EN7: Local Landscape Designations

Areas of Key Urban Landscape and Urban Setting Landscape have been identified on the Local Plan Policies Map. Identified areas will be conserved and important natural features safeguarded.

Development proposals within these areas will only be permitted where they preserve the open nature of the area and the character and appearance of its surroundings. Proposals will be expected to have due regard to all relevant policies contained within the Local Plan, in particular Policy DM45 of the Development Management DPD which relates to development and landscape impact.

Key Urban Landscapes

22.40 The district contains a number of areas of open land which are of value in their own right but also together with other areas across the district make a fundamental contribution to the character of the main urban areas of the district.

22.41 These include the grounds of Lancaster Moor Hospital, University of Cumbria, Ripley St. Thomas School and Lancaster University, together with Williamsons Park, Quay Meadow and Ryelands Park and the urban coastline between Sandylands and Higher Heysham. Although some development has taken place in these areas, they remain essentially open and contribute to the setting of the City.

Urban Setting Landscapes

22.42 Key Urban Landscapes are complemented by a number of large areas of open land on the edge of the main urban areas of the district. These are particularly important to the setting of the main urban areas and while not always of aesthetic value in their own right provide an important role and function in defining the urban areas.

22.43 These range from the elevated land to the east of Lancaster to the open countryside between

Morecambe and Heysham and land surrounding Carnforth. Together these areas provide an important role in maintaining a distinction between the town and the country and in providing a rural backdrop and setting to the urban area.

Areas of Separation

22.44 The Land Allocations DPD has identified two areas of separation within the district that aim to protect the local character and identity of settlements. The role of areas of separation is to help maintain distinctive 'Green Lungs' between settlements. This DPD identifies where Areas of Separation would be beneficial. It should be noted that Policy EN6, relating to the open countryside also applies in Areas of Separation.

Policy EN8: Areas of Separation

The Council have identified an Area of Separation between Lancaster and Halton to ensure that the strategic growth proposed to the North of the City via Policy S9 of this DPD does not result in two distinctly separate settlements merging together. The Area of Separation has been defined using clear and robust boundaries (i.e. Kellet Road, Halton Road and the Bay Gateway) which provides a highly open area to remain undeveloped. The Area of Separation also provides protection to the setting of Carus Lodge, which is a Listed Building.

It is also the Council's intention to provide further Areas of Separation to the South of Lancaster as part of the Bailrigg Garden Village to provide separation from the new development to Galgate and South Lancaster, these areas will be specifically defined with the forthcoming Bailrigg Garden Village Area Action Plan DPD.

Development will be assessed in terms of its impact upon the Area of Separation, including any harm to the effectiveness of the gap between settlements and, in particular the degree to which the development proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements.

22.45 Development proposals within Areas of Separation will be considered against how such proposals affect the openness and visual amenity within the areas and will not be supported where they have impacts on wider openness within the areas and result in general coalescence between settlement areas that affects overall distinctiveness.

Environmentally Important Areas

22.46 Lancaster district has a range of internationally important nature sites but also includes a wide range of other important sites that make up an important wildlife network within the district.

22.47 Paragraph 9 of the Framework[75] stresses the importance of moving from a net loss of biodiversity to achieving net gains for nature as part of achieving sustainable development. Section 11 of the Framework plus other legislation, regulations and guidance set out how this can be achieved and the legal duties and requirements for nature conservation.

22.48 The policy focus, hierarchical approach and strategic priorities are in line with national guidance and legislation. The hierarchy of designated sites and their significance is set out in the policy and is:

[75] https://www.gov.uk/government/publications/national-planning-policy-framework--2

a. Sites of international nature importance. This also applies to sites and habitats outside the designed boundaries that support the species listed as being important in the designation of these internationally important sites – often termed as 'supporting habitat' or 'functionally linked land' – for example feeding areas used by pink footed geese.
b. Sites of national nature and geological importance, which in Lancaster district comprises Sites of Special Scientific Interest (SSSIs).
c. Sites of regional nature and geological importance, which in Lancaster district comprises Biological Heritage Sites (BHSs) and Geological Heritage Sites (RIGs).

22.49 Development proposals that may have impacts on species and habitats will be expected to have due regard to Policy DM43 of the Development Management DPD. The Internationally and Nationally designated sites are identified on the Local Plan Policies Map and are described in Policy EN9.

Policy EN9: Environmentally Important Areas

There are a number of sites within the district that have been designated at a European, National and Regional level for their environmental importance. These have been identified on the Local Plan Policies Map and will be protected from development proposals that have a detrimental impact on their designation.

European Designated Sites

The following sites have been designated as Special Protection Areas (SPA), Special Conservation Areas (SAC) and RAMSAR sites due to their environmental importance:

EN9.1	**Morecambe Bay and Duddon Estuary**	**EN9.4**	**Calf Hill/Crag Wood, Caton**
EN9.2	**Morecambe Bay Pavements**	**EN9.5**	**Leighton Moss**
EN9.3	**Bowland Fells**	**EN9.5**	**Morecambe Bay**

Nationally Designated Sites

The following sites have been designated as Sites of Special Scientific Interest (SSSI) due to their environmental importance:

EN9.5	**Artle Dale**	**EN9.20**	**Leck Beck Head & Catchment**
EN9.6	**Bowland Fells**	**EN9.21**	**Leighton Moss**
EN9.7	**Burton Wood**	**EN9.22**	**Lune Estuary**
EN9.8	**Calf Hill / Crag Wood**	**EN9.23**	**Morecambe Bay**
EN9.9	**Clear Beck Meadow**	**EN9.24**	**Robert Hall Manor**
EN9.10	**Cockerham Marsh**	**EN9.25**	**Roeburndale Woods**
EN9.11	**Coldwell Farm Pasture**	**EN9.26**	**Silverdale Golf Course**
EN9.12	**Crag Bank**	**EN9.27**	**Tarnbrook Meadows**
EN9.13	**Cringlebarrow & Deepdale**	**EN9.28**	**Thrang End & Yealand Hall**
EN9.14	**Eaves Wood**	**EN9.29**	**Thrang Wood**
EN9.15	**Far Holme Meadow**	**EN9.30**	**Thwaite House Moss**
EN9.16	**Gait Barrow**	**EN9.31**	**Trowbarrow Quarry**
EN9.17	**Hawes Water**	**EN9.32**	**Warton Crag**
EN9.18	**Heysham Moss**	**EN9.33**	**Winnmarleigh Moss**
EN9.19	**Jack Scout**		

Nature Improvement Areas

Morecambe Bay Limestones and Wetland is identified as a Nature Improvement Area on the Local Plan Policies Map. Within this area the Council will support proposals which are compatible with the areas status as a Nature Improvement Area provided that proposals:

- **Deliver sustainable growth linked to the natural environment;**
- **Enhance and restore priority limestone and wetlands habitat;**
- **Support the development of a network of local ecological systems, promoting wildlife corridors and wildlife migration; and**
- **Provide local community benefit encouraging education, lifelong learning and sustainable access.**

Regionally Designated Sites

There are a range of sites that have been designated by Lancashire County Council for environmental and geological importance. These include areas that have been identified as Biological Heritage Sites (BHS) and Geological Heritage Sites (RIGS). These are identified under Policy EN9 of the Local Plan Policies Maps.

Development proposals which may impact on species and habitats will be expected to have due regard to Policy DM43 of the Development Management DPD.

Priority habitats and species

22.50 Priority habitats and species are 'habitats and species of principal importance' for the conservation and biodiversity in England. The Secretary of State is required under section 41 of the Natural Environment and Rural Communities (NERC) Act (2006) to publish lists of priority habitats; the most recent review in 2007 listed 65 priority habitats and 1150 priority species. The Council, together with other public bodies (such as the Environment Agency) has a duty under the NERC Act to conserve biodiversity, including priority habitats and species.

22.51 In the Lancaster district, species include pink-footed geese. Priority habitats sit outside the designated site hierarchy and are of national importance. Legally protected species include badger, bats and water voles. Some habitats, such as ancient woodland and ancient trees are irreplaceable because of their age and complexity and cannot be recreated once they are lost. In relation to development proposals, Policy DM43 sets out a clear policy position in relation to the protection, mitigation and enhancement of areas that are of biodiversity and geodiversity importance. Policy DM44 clearly states that the Council will support the protection, enhancement and inclusion of trees, hedgerows and woodland.

Nature Improvement Areas

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

Grab Lane Preserved Natural Setting Area

22.52 As set out in Policy H4 of this DPD, the Council wish to ensure that land surrounding the residential allocation at Grab Lane should be protected and remain open in permanence. The reasoning for this is to ensure that the development in this location is of a high standard and maintains a strong setting.

22.53 The wider context of the setting is also an important factor. Development at Grab Lane is contained within the settings of Ashton Memorial and Williamson Park. These are significant landmarks in Lancaster and are key heritage assets for the city and wider North West region. Maintaining significant levels of open space within the Grab Lane area will ensure visual impacts on these heritage assets can be mitigated.

Policy EN10: Grab Lane Preserved Setting Area

The land surrounding the residential development at Grab Lane has been identified for protection under Policy EN10 of this DPD. The protection is to ensure that the landscape areas remain permanently open and free from future development. The Council has identified two specific areas of protection in order to address the following:

Policy EN10.1	**Land adjacent to Fenham Carr has been protected for a range of open space uses, including informal amenity space and the opportunities to deliver innovative storage solutions for drainage, for instance the creation of balancing ponds and other sympathetic SuDS schemes.**
Policy EN10.2	**Land adjacent to the M6 has been protected to maintain a green gap between development and the motorway to protect residential amenity and views towards the Ashton Memorial and Williamson Park.**

22.54 The areas identified under Policy EN10 seek to fulfil a range of purposes. Land identified in Policy EN10.1 is recommended for a general open space use, which can include a range of amenity spaces and the ability to accommodation SuDS schemes to address drainage issues in the locality. This area should have a significant degree of public access that will benefit both new and existing residents in the East Lancaster area. Land identified in Policy EN10.2 should play a greater role in defining the local landscape, providing an appropriate setting to the historical assets to the west and provide a green buffer between residential development and the M6 motorway. In both cases the Council will not support development in these areas of protection.

Air Quality

22.55 It is important that the air that sustains life is clean. The Council is responsible for monitoring the air quality of the district. The Government's National Air Quality Strategy requires Lancaster district to meet national standards for eight air pollutants: benzene, 1, 3 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).

22.56 Some areas of the district may require special attention in relation to air quality. There are three Air Quality Management Areas (AQMAs) that have been designated by the Council due to the effect on air quality caused by emissions from adjacent high volume traffic corridors[76]. These include AQMAs at Galgate, Lancaster City Centre and Carnforth town centre. As air quality continues to be monitored it is possible that AQMAs may be revoked, amended or newly designated in the future.

22.57 In order to address air quality issues in Air Quality Management Areas, the Council has defined two separate zones of interest. Zone 1 relates to the actual AQMAs including the areas surrounding them that provide potential pathways / gateways into the AQMAs – for example key transport routes into the AQMAs. Zone 2 relates to the area outside of the Zone 1 boundary. Further information on these zones can be found by contacting the Environmental Health team or viewing the constraints layer of the Policies Map.

[76] http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality

Policy EN11: Air Quality Management Areas

The Council has designated three Air Quality Management Areas (AQMAs) within the district in order to improve levels of air quality. These AQMAs are identified on the Local Plan Policies Map in the following locations:

EN12.1	**Central Carnforth**	**EN12.3**	**Galgate**
EN12.2	**Central Lancaster**		

Developments that are located within or adjacent to AQMAs will be expected to ensure that they do not contribute to increasing levels of air pollutants within the locality and adequately protect their users from the effects of poor air quality.

Any development proposals will be expected to have regard to all relevant policies contained within the Local Plan, in particular Policy DM31 of the Development Management DPD which relates to development and air quality.

22.58 In accordance with Policy DM31 of the Development Management DPD, development proposals that are in or may significantly affect existing AQMAs (i.e. within Zone 1) are likely to need to be assessed by specialists in relation to air quality with regard to the impact (including any cumulative impacts) that the proposal and its associated traffic could have on air quality.

22.59 Where development is proposed within or significantly impact on existing AQMAs, the Council will expect that any risks to occupiers' health or overall environmental quality to be mitigated and the assessed effect of the mitigation should be included within the development proposal. Where existing air quality levels are close to Objective levels (e.g. Scotforth Road and Caton Road or developments that are large in scale – assessments are also likely to be required. Further detailed guidance will be provided to assist developers on requirements.

22.60 Assessments generally focus on road transport related impacts, however where development include emission releasing processes such as combustion sources or may be impacted through such sources (existing or where planning approval has been granted), these are also likely to need assessment by an air quality specialist. Details of the assessment and any proposed assessed mitigation should be included with the development proposal. Air pollution can also be caused by non-road transport, including railways. Where changes to these sources are proposed, air quality impacts must be assessed as part of any proposed development submission.

23. Sustainable Communities

Neighbourhood Planning

23.1 The 2011 Localism Act provides opportunities for local communities to take a leading role in creating a Neighbourhood Plan for their area. A Neighbourhood Plan allows for communities to plan positively for the future of their areas, identifying how and where land should be developed. Once completed a Neighbourhood Plan becomes part of the statutory Local Plan for the area and is a material consideration in determining planning applications.

To date there have been a number of Neighbourhood Plan applications within the district in the following parishes:

Wray-with-Botton Parish Council	Halton-with-Aughton Parish Council

Cockerham Parish Council	Slyne-with-Hest Parish Council
Caton-with-Littledale Parish Council	Morecambe Town Council
Wennington Parish Council	Ellel Parish Council (in relation to Dolphinholme)
Arkholme-with-Cawood Parish Council	

23.2 The Council will continue to work with all relevant groups to undertake work on the neighbourhood plan with the intention that they will form part of the Local Plan and supplement the strategic policies found within this DPD.

23.3 Many of the Neighbourhood Planning groups have been established in order to address housing allocations within their respective parished area. The Council will continue to work with these groups in order to achieve their aspirations. However, it is recognised that a robust and sound plan cannot be submitted to the Planning Inspectorate with clear gaps in how housing needs will be met some areas of the district. Submission of a Local Plan with such gaps, coupled with a future failure to complete the Neighbourhood Plan, would lead to significant omissions in the Local Plan process.

23.4 The Council wish to provide neighbourhood plan groups with the greatest possible time in order to complete their neighbourhood plans and, where it can be possibly avoided, do not wish to interfere with the aspirations of local communities to secure neighbourhood plans for their locality. As a result the City Council will not be seeking to identify or allocate land for either development or for non-statutory matters such as Local Green Space designations.

23.5 The City Council do recognise however that these matters must be ultimately addressed via the Local Plan process should the neighbourhood plan groups fail to make swift and timely progress with the development of their neighbourhood plans.

23.6 With regard to matters of development opportunity, the Council have assessed all potential development opportunities within the district (including opportunities within neighbourhood plan areas) as part of the Strategic Housing and Employment Land Availability Assessment (SHELAA). This assessment work has come to conclusions over the suitability, availability and deliverability of land to meet future development needs. The City Council believe that the evidence collected within the SHELAA represents a strong and robust evidence base for the issues of allocations to be addressed within Neighbourhood Plan areas either via the Neighbourhood Plan or ultimately within the Local Plan at Public Examination.

23.6 With regard to non-development matters, it will be for neighbourhood plan groups to address matters such as Local Green Space within their Neighbourhood Plans unless they direct the City Council to ensure that these allocations are made within the district-wide Local Plan. To ensure that such matters are appropriately addressed then it is recommended that neighbourhood plan groups actively engage with the Planning Policy team to ensure that these issues are effectively dealt with in a robust manner.

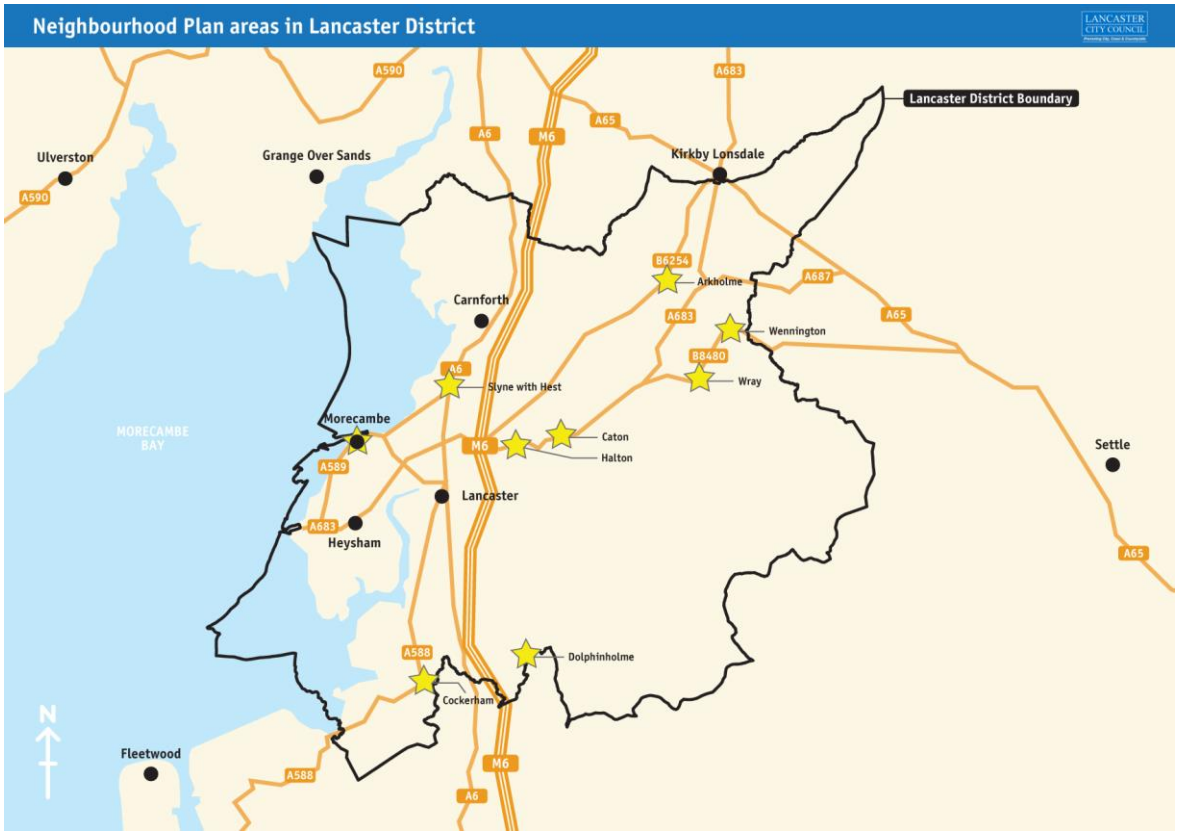


Figure 23.1: *Neighbourhood Plan Areas in Lancaster District*

23.7 In preparing a Neighbourhood Plan, the Council will expect Neighbourhood Plan Groups to have full consideration of the strategic policies within the Local Plan, these are set out in more detail in Appendix C of this DPD. In preparing the Neighbourhood Plan groups must ensure that their documents conform to the strategic policies identified to ensure that a sound and robust Neighbourhood Plan is prepared which meets the basic condition tests[77].

Policy SC1: Neighbourhood Planning Areas

There are a number of areas in the district where Neighbourhood Plans are being prepared. Development proposals that are sited within the following Parish / Ward areas should have due regard to the policies and allocations set out in any Neighbourhood Plan where they have been formally adopted by the City Council for planning purposes.

NAME OF NEIGHBOURHOOD PLAN AREA	NAME OF RESPONSIBLE BODY
WRAY NEIGHBOURHOOD PLAN	WRAY-WITH-BOTTON PARISH COUNCIL
COCKERHAM NEIGHBOURHOOD PLAN	COCKERHAM PARISH COUNCIL
CATON NEIGHBOURHOOD PLAN	CATON-WITH-LITTLEDALE 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
ARKHOLME NEIGHBOURHOOD PLAN	ARKHOLME-WITH-CAWOOD PARISH COUNCIL

[77] http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/

When formally 'made' by the Council, the policies and allocations within Neighbourhood Plans will be afforded material consideration in the determination of planning applications.

23.8 The Council will continue to provide assistance and advice to groups where resources allow and in line with the Neighbourhood Planning Protocol[78]. For further advice on Neighbourhood Planning please contact the Planning Policy Team at planningpolicy@lancaster.gov.uk.

23.9 Policy SC1 identifies the designated Neighbourhood Plan areas at the point of preparing this plan. This should not be seen as an exhaustive list of neighbourhood planning areas and further information on further designations and plans can be found on the Council's community rights webpages.

23.10 Any neighbourhood plan that is 'made' following the adoption of this DPD will also form a material consideration in determining planning applications in accordance with national legislation and policy.

Local Green Spaces

23.11 The Council have identified a number of important areas of local green space across the district. These are areas that hold a particular importance to the community and have been designated in the Local Plan to be protected against inappropriate development.

23.12 This is a new area of planning, it offers members of the public the opportunity to identify areas of green space that are demonstrably special to their local community to them. This could be because of the wildlife they are home to, their beauty, their cultural or heritage significance, the tranquillity they provide or their recreational value.

23.13 Whilst areas of open space and land of environmental value have always been identified (and will continue to be identified) in the Local Plan, this designation as local green space provides an additional level of protection. Introduced by the Government in 2012, the designation focusses on the local community importance of identified areas. Importantly national planning policy makes clear that this designation should be consistent with wider planning policy for an area and should look to complement investment in the provision of new homes and employment opportunities and other essential services. It should not be seen as a means to stop these wider development needs being met.

23.14 The National Planning Policy Framework makes clear that this designation will not be appropriate for most green areas or areas of open space and should only be used in the following circumstances:

- Where the green space is in reasonably close proximity to the community which it serves;
- Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- Where the green area concerned is local in character and is not an extensive tract of land.

[78] http://www.lancaster.gov.uk/planning/planning-policy/community-rights/neighbourhood-planning

Policy SC2: Local Green Spaces

The Council has designated areas of green space for special protection, as outlined in the table below. These Local Green Spaces have been put forward by the local community, with a strong evidence base, due to their particularly special, local importance. These areas have been identified on the Local Plan Polices Map.

Inappropriate development will not be permitted within a Local Green Space except for very special circumstances. Development that will enhance, support and facilitate the sustainability of the community needs, services and purposes provided by the Local Green Space, as evidenced and identified in the Table below, will be considered appropriate. The design, scale and size of development will be required to be proportionate and reflective of/in keeping with each Local Green Space, the purposes of the designation and the community it serves.

Development will also only be considered appropriate if it is in accordance with paragraph 89 and 90 of the Framework.

Following the Local Green Space designation, if one of the identified sites is designated for another purpose, particularly one of a higher level of protection, this will need to be taken into account.

SC2.1	Freeman's Wood	Historic Significance and Recreational Value
SC2.2	Ridge Hill Green	Recreational Value
SC2.3	Barley Cop Community Wood	Recreational Value
SC2.4	Land at Heysham Coast	Recreational Value
SC2.5	Low Moor	Historic Significance and Recreational Value
SC2.6	Greaves Park	Historic Significance and Recreational Value
SC2.7	Giant Axe Playing Field	Historic Significance and Recreational Value
SC2.8	Furness Street Green Space	Recreational Value
SC2.9	Dorrington Road Woods	Recreational Value
SC2.10	Lune Bank Gardens	Historic Significance
SC2.11	Scotch Quarry Urban Park	Recreational Value
SC2.12	Quay Meadow	Historic Significance and Recreational Value
SC2.13	Carnforth Cemetery Wood	Historic Significance and Recreational Value
SC2.14	Thwaite Woods (Bolton-le-Sands Community Wood)	Recreational Value and Richness of Wildlife
SC2.15	Church Bridge Recreation Area	Historic Significance and Recreational Value
SC2.16	Over Kellet Craggs	Recreational Value and Richness of Wildlife
SC2.17	Ryelands Park	Historic Significance and Recreational Value
SC2.18	Ripley Heights	Historic Significance and Tranquillity
SC2.19	Aldcliffe Road Triangle	Historic Significance and Recreational Value
SC2.20	Fenham Carr Allotments	Recreational and Wildlife Value
SC2.21	Barton Road Allotment (and Moorside Fields*)	Recreational Value

** Larger site, not shown on map, is currently undergoing appeal process, if the Town Green Status is removed from the site it will be allocated as a Local Green Space*

23.15 The Council have prepared a robust methodology that has been subject to public consultation. Following the completion of the methodology the Council conducted a 'Call for Sites' exercise, inviting members of the community to submit potential Green Spaces in their areas for assessment. This assessment work was undertaken by a panel of stakeholders during the course of

the summer with a number of sites identified to go forward as green space designations (as identified in Policy EN4). Further information on the process can be found on the Council website at www.lancaster.gov.uk/planning-policy/evidence-monitoring-and-information.

Recreation and Leisure

23.16 High quality recreation opportunities are essential to help people stay healthy. They also contribute to the district's positive quality of life. There are significant deficiencies that apply across the whole urban area of the district and is exacerbated as much of the open space stock is of a relatively poor quality. This situation justifies a general approach of resisting development that would result in the loss of playing pitches including school playing fields. This approach is set out in more detail in via Policy DM27 of the Development Management DPD.

Policy SC3: Open Space, Recreation and Leisure

Existing open space and recreation facilities have been identified on the Local Plan Policies Map. These sites, identified for their recreation, environmental and/or amenity value will be protected from inappropriate development in accordance with relevant national and local planning policy.

23.17 In terms of informal leisure, the district has a number of high quality parks and open spaces such as Williamson Park in Lancaster, Morecambe Promenade and Happy Mount Park, also in Morecambe. In some areas, most notably the West End and Westgate areas of Morecambe and Central Lancaster, public open spaces are either small or non-existent. Many of the residential properties in these areas are flatted or terraced with limited opportunities for private garden space. Morecambe has a particular need for a large park. Within these areas, opportunities using existing spaces as new, improved open spaces should be maximised.

23.18 Given the shortage of recreational facilities of all types in Lancaster district, it is essential that development proposals provide for recreational needs that it creates. This will be particularly important in identified areas of deficiency. In this regard proposals should have due regard to Policy DM27 and Appendix D of the Development Management DPD.

Open Space and Green Space Networks

23.19 There are a number of greenspace networks and recreational open space systems. These can form chains of parks, school playing fields, dedicated cycle and pedestrian routes, canal towpaths, allotments, community growing spaces, orchards and private open spaces.

Policy SC4: Green Space Networks

The Council has identified on the Local Plan Policies Map a number of greenspace networks that will be protected from development, which would cause inappropriate harm and damage to their value and integrity.

MORECAMBE PROMENADE & HEYSHAM PROMENADE AND COASTLINE
THE CHAIN OF OPEN SPACES SURROUNDING LANCASTER CITY CENTRE
THE RIVER LUNE CORRIDOR FROM MARSH POINT TO GLASSON DOCK
THE CHAIN OF OPEN SPACES ALONG THE BURROW BECK VALLEY
LANCASTER CANAL
LANCASTER UNIVERISTY CAMPUS AND THE EASTERN FRINGES OF LANCASTER
THE LANCASTER TO MORECAMBE CYCLE TRACK & THE MORECAMBE RAILWAY TRIANGLE

The Council will investigate opportunities to improve and enhance the connectivity within these networks where appropriate to do so.

23.20 These greenspace systems can form the basis of a network of open spaces for recreation, biodiversity and the development of the district's walking and cycling network and have been identified using the following criteria:

- Forming a chain of 3 or more individual green spaces;
- Areas that are strongly linear with clear unifying features;
- Comprising open land within or adjoining urban areas of visual, recreational or biodiversity importance;
- Related to cycling and walking networks;
- Areas that include significant open land in areas of recreational open space deficiency;
- Areas that provide a setting for important townscapes.

Recreational Opportunity Areas

23.21 Opportunities for improvement are set out within Policy SC5 and illustrated in figure XX of this DPD where both qualitative and quantitative improvement could allow for opportunities to start to address the deficiencies in open space and recreation within the district and provide improvements to existing provision.

Policy SC5: Recreation Opportunity Areas

Through future development proposals the Council will investigate the potential to provide significant new or improved open space in the following areas of deficiency.

CENTRAL MORECAMBE (VIA THE MORECAMBE AREA ACTION PLAN DPD)
CENTRAL LANCASTER (VIA 'BEYOND THE CASTLE' PROJECT)
LAND AT WILLOW LANE / CORONATION FIELD, LANCASTER
MORECAMBE WEST END
WESTGATE AREA, MORECAMBE
MARSH AREA, LANCASTER
BAILRIGG GARDEN VILLAGE
LAND AT FORMER THOMAS GRAVESON SITE, WARTON ROAD, CARNFORTH
EAST LANCASTER STRATEGIC SITE
SOUTH CARNFORTH

The Council will work with all key stakeholders and the local communities to investigate opportunities for improvement, expansion or creation of recreational facilities in the areas identified above.



***Figure 23.2**: Recreation Opportunities in Lancaster District*

24. Transport, Accessibility and Connectivity

24.1 In their role as statutory highways authority for the district, Lancashire County Council have produced the Highways and Transport Masterplan for Lancaster District, which was adopted in October 2016.

24.2 The Highways and Transport Masterplan[79] sets out a range of further assessments and strategies that should be undertaken to understand potential improvements to the transport network in terms of highway improvements, public transport improvements and improvements to the cycling and walking network.

24.3 Allocations made in this Local Plan reflect the aims and objectives of the Masterplan and will seek to work in an iterative approach to ensure that issues of future growth and expansion and addressed alongside improvements to the transport infrastructure.

[79] http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx

Park and Ride Facilities

24.4 As part of the delivery of the Bay Gateway Link Road, Lancashire County Council has developed and opened a Park and Ride service at junction 34 of the M6. This facility provides access to parking directly at the motorway junction that connects to bus services which run along the Caton Road Gateway into Lancaster city centre.

24.5 The Park and Ride facility provides an important opportunity for people to access Lancaster city centre without having to drive their cars directly into the centre itself. Providing opportunities to access the city centre that also will result in the reduction of traffic has significant benefits for the environmental quality of the centre and the safety of pedestrian and cyclists.

Policy T1: Lancaster Park and Ride

The Local Plan has identified two sites that will be protected for the purposes of Park and Ride at the following locations.

I. Land at M6 junction 34 that is currently being utilised for the purposes of Park and Ride. This site will be protected for these purposes and development proposals that seek to prejudice its use in this role will not be supported.

II. Land at M6 junction 33 will be safeguarded for future investigation for the role as a Lancaster South Park and Ride subject to future pressures and demands to such a facility.

24.6 The Council will seek to support and promote the role of the Lancaster North Park and Ride facilities as an option for accessing the city centre and as an opportunity to reduce the levels of traffic and congestion in central Lancaster. Any development proposals that would prejudice the role of the Park and Ride and would impact on its ability to deliver a frequent and regular service would not be supported.

24.7 Subject to the success of the Lancaster North Park and Ride, opportunities to establish further facilities in the south of the town (connected to the reconfiguration of Junction 33) will be investigated by Lancashire County Council. Where necessary and appropriate to do so the City Council will support Lancashire County Council in this matter to ascertain whether a future Park and Ride scheme is necessary.

Cycling and Walking

24.8 The promotion of, and improving access to, the district's cycling and walking network is a key element of the Local Plan. Encouraging people to cycle and walk more not only promotes a sustainable source of transport, which is good for the environment, but it also can improve an individual's health and wellbeing.

24.9 The district already has a well-established cycling network and has benefitted significantly from Lancaster's status as a cycling demonstration town, which was awarded in 2006. There are a number of well used and important cycle routes within the district that allow people to move around without the need to ride on public roads.

24.10 In relation to walking, there is already a significant proportion of people that choose to walk to work, walk to access basic local services and walk purely for leisure purposes. These high levels are despite the hilly topographical nature of our district.

Policy T2: Cycling and Walking Network

The Council are committed to supporting and promoting the role of cycling and walking in the district, building on previous successes of Lancaster's role as a Cycling Demonstration Town providing safe and secure facilities.

The Cycling Network has been identified on the Local Plan Policies Maps with a range of further aspirational routes highlighted to improve connectivity and linkages, particularly within the urban areas of the district. The Council will seek to support improvements to the network and delivery of these aspiration routes through the course of the plan period. In order to reflect the levels of anticipated growth in and around Lancaster, improvements will be particularly focussed on supporting strategic routes in figure XX below.

The Lancaster District Highways and Transport Masterplan has identified the opportunity to deliver a Cycling and Walking Superhighway, particularly connecting proposed growth at Bailrigg Garden Village and Lancaster City Centre, the City Council support Lancashire County Council in exploring opportunities to deliver the Superhighway with further detail to be provided on its delivery via the Bailrigg Garden Village Area Action Plan DPD.

24.11 Lancashire County Council has published a Cycling and Walking Strategy for Lancashire, produced by Jacobs in August 2016[80], sets out an ambitious vision between 2016-2026 to develop the county's cycling and walking offer, building on an already strong basis. The vision recognises the fundamental role that active travel plays in people's everyday lives. Consideration should be given to other relevant strategies for cycling and walking for the South Lakeland area and their potential linkages to development proposals.

24.12 The Council recognises the value of the existing cycling and walking networks and the value that is attached to them. Accordingly the Council will seek to protect these networks (both cycle routes and public rights of way and where opportunities arise to do so, seek to improve and expand these networks in order to encourage a greater role for cycling and walking as a safe and convenient method of accessing key services and important locations.

21.13 Housing growth identified within the Local Plan is particularly focussed in and around Lancaster. Maximising the potential of journeys by cycling and walking will be important in terms of minimising impacts on the highways network in and around Lancaster city centre.

[80] http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323

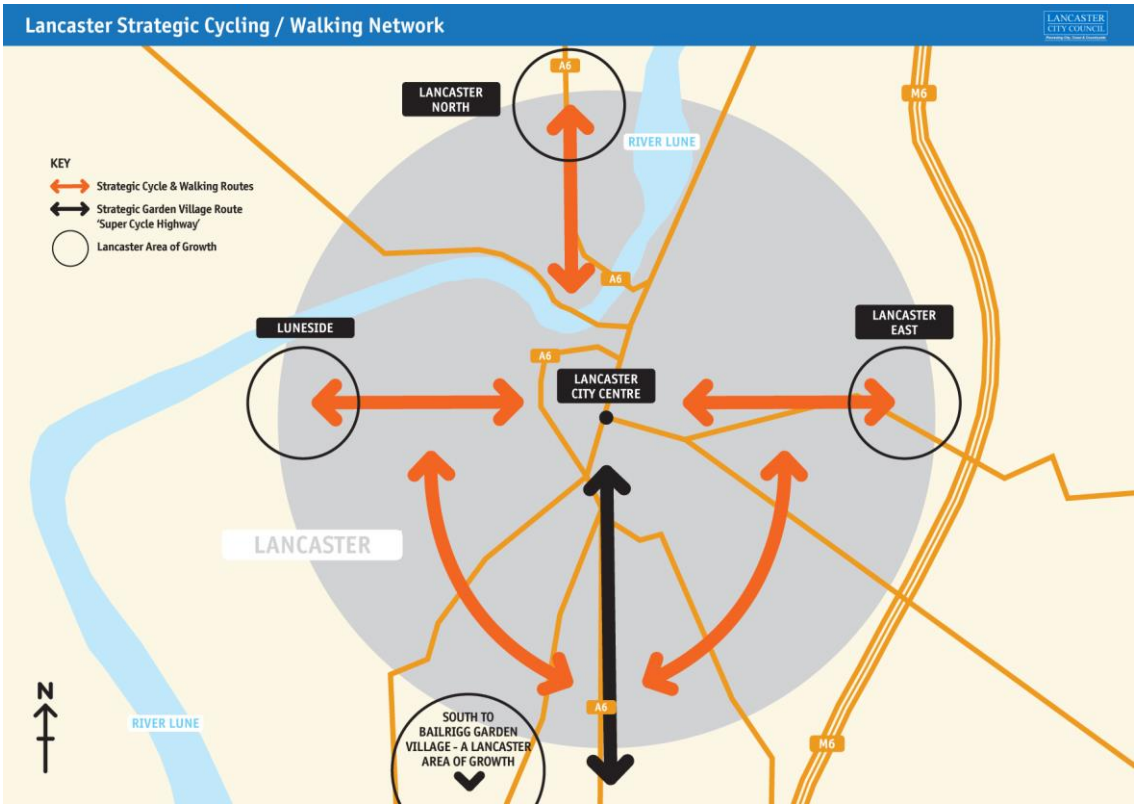


Figure 24.1: *Lancaster Strategic Cycling and Walking Network*

24.14 Figure 24.1 identifies a strategic network within Lancaster which links areas of growth to the major traffic generators within Lancaster. As developments come forward during the plan period improvements to cycle and walking infrastructure should contribute to the development of this strategic network.

The Lancaster Canal

24.15 The Lancaster Canal is a key feature which runs through Lancaster District connecting areas of Preston and Central Lancashire with Cumbria. The canal is considered to be a significant environmental, recreational and sustainable transport asset for the district.

24.16 The canal provides a resource as a wildlife and habitat corridor and is designated as a Biological Heritage Site (BHS) for its full length through the district. The canal also provides in parts a recreational and leisure route for walking and cycling, providing health and well-being benefits and is a tourism asset for those pursuing holidays on narrow boats as well as day trippers seeking a place for peace and reflection. The industrial heritage of the Lancaster Canal is one of the key defining elements of the area and provides a rich historic environment for current and future generations to enjoy. The route of the Lancaster Canal through the district will continue to have a key role to play in sustaining and establishing a sense of place.

24.17 The setting and character of the canal varies from a rural environment outside of settlements, through villages such as Galgate, Slyne-with-Hest, Capernwray and Borwick to the more urban environments of Lancaster and Carnforth. Many new development, including the re-use and conversion of buildings have taken place along, or in proximity of, the canal which benefit from the waterside setting and environment.

24.18 The Local Plan identifies significant strategic growth along areas of the Lancaster Canal, including allocations at Bailrigg Garden Village, land at Ridge Farm / Cuckoo Farm, land to the North of Lancaster, land South of Windermere Road and Lundsfield Quarry (both Carnforth). In total these

proposals will affect in the region of 13 miles of canal frontage.

24.19 The patchwork of built development and green space along the canal is important, for amenity and well-being and also ecology. It will be important that new development along the route of the canal is sympathetic to its character. It is therefore very important that development in these areas recognise these sensitive locations and maximise opportunities to provide a positive inter-relationship with the canal and the waterside setting it provides. Such relationships should secure the use of positive layout and design of new development which seek to maintain and re-instate the characteristics and distinctiveness of local canal architecture and waterscape. New development should investigate opportunities to conserve and enhance the wide range of historical assets which are associated with the canal, including bridges, tunnels, locks, wharfs, lock keepers cottages and mile markers all of which contribute to the unique character of the waterway.

Policy T3: Lancaster Canal

Development proposals which are adjacent to, or adjoining, the Lancaster Canal will be expected to address the following issues:

- **I. Be of a high quality of design that enhances the character of the waterway and integrates the canal into the development in a way that generates sustainable waterway neighbourhoods, where waterway and waterside communities are combined and the waterway is treated as an area of usable space and where appropriate a focus for public activity;**
- **II. Integrate the waterway, towpath and canal environment into the public realm in terms of design and management of the development;**
- **III. Improve access to, along and from the waterway for all users (where appropriate) and enhance / improve the environmental quality and green infrastructure of the waterway corridor in that area, providing a net gain in biodiversity;**
- **IV. Optimise views to and from the waterway and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towpath and the offside of the canal;**
- **V. Improve the amenity and character of the canal in that area. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual aspect will not be supported by the Council;**
- **VI. Conserve and enhance, wherever possible, the distinctive industrial heritage of the canal and its associated assets; and**
- **VII. Seeking to maximise opportunities for reducing carbon emissions and building resilience, in particular investigating the potential for using the canal in relation to heating and cooling within new development.**

24.20 New waterside developments place extra liabilities and burdens on waterway infrastructure and also provide opportunity for new infrastructure to be provided, in particular improvements to the canal towpaths as sustainable routes for cyclists and pedestrians. When considering proposals for new development alongside the Lancaster Canal the Council will work with the Canal & River Trust to ensure that any necessary improvements to the canal infrastructure arising directly from needs generated from new development are met by developer contributions.

24.21 The strategic development sites at Bailrigg Garden Village, Lancaster and Carnforth will also be subject to site specific requirements in relation to their relationship with the Lancaster Canal and can be read in more detail within the site specific policies of this DPD.

Public Transport Corridors

24.22 There are a number of key public transport routes in the district that are well patronised and are an important component of people accessing their homes, places of work, or the main centres of the district. The Council has sought to identify these routes as key public transport corridors (via Policy T4 below) where opportunities to improve these services further will be explored through the plan period.

Policy T4: Public Transport Corridors

The Council has identified the following routes as key public transport corridors within the district where frequent and regular public transport services will be promoted:

- **The Caton Road Gateway between M6 junction 34 and Lancaster city centre**
- **The A6 Corridor between Lancaster University and Lancaster city centre**
- **Lancaster Road / Morecambe Road between Lancaster city centre and Morecambe town centre.**

In particular the Council will work with Lancashire County Council to investigate opportunities for a Rapid Reach Transit Service within the main urban areas of the district between Lancaster University – Lancaster city centre – Morecambe town centre and the industrial areas of Heysham.

In relation to rail services, the Council will work collaboratively to investigate opportunities to improve regional rail linkages from both Morecambe and Carnforth.

24.23 The Highways and Transport Masterplan[81] sets out proposals to investigate how public transport services can be made more frequent and regular within the urban areas of the district. This primarily involves the investigation of a rapid reach transit service which, utilising key routes, can effectively link the district's residential and employment areas with a high quality and high frequency public transport system.

[81] http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx

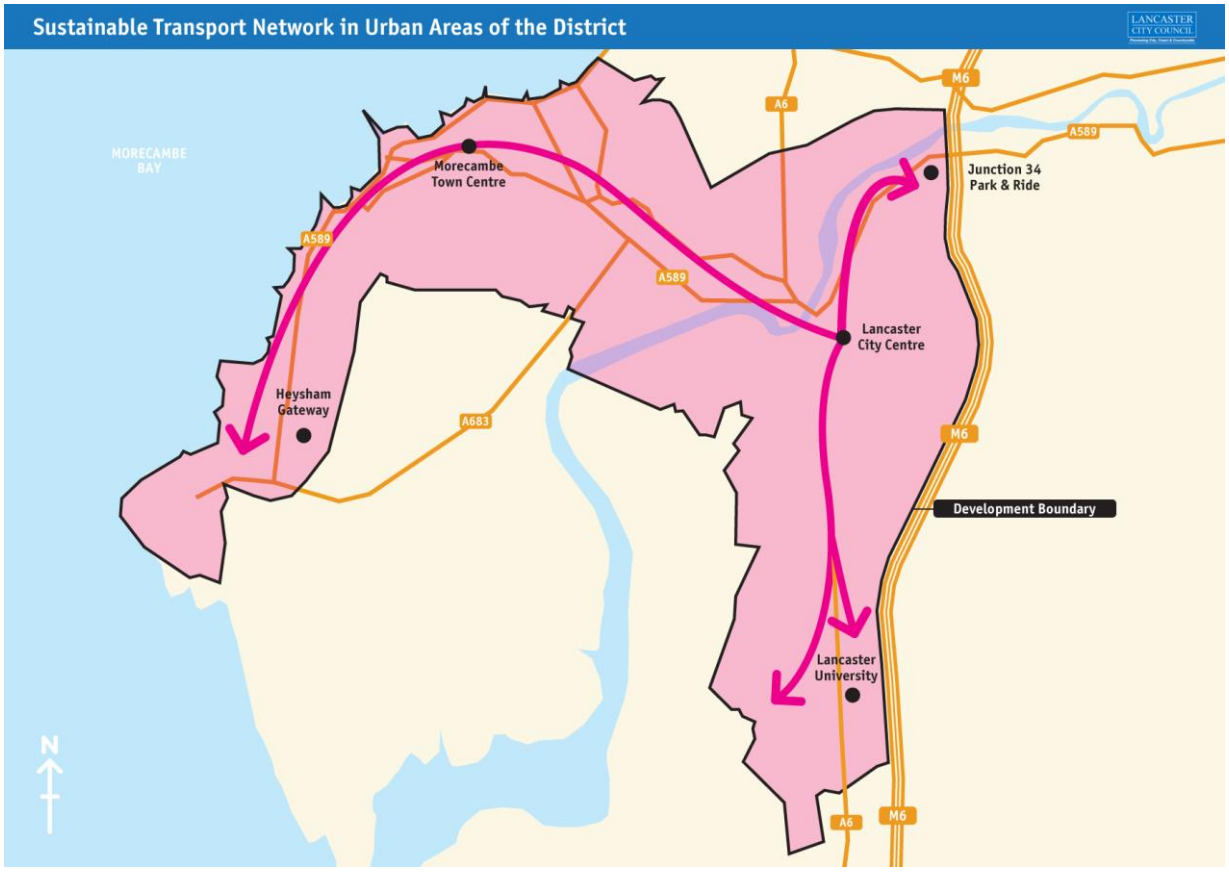


Figure 24.2: *Sustainable Transport Network in the Urban Areas of the District*

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)[82].

24.25 Opportunities that seek to improve rail linkages will also be explored by both the Council and Lancashire County Council to ensure that access to rail services, particularly regional services within the North West, are improved where the opportunities arise to do so. In particular improving rail services at both Morecambe and Carnforth and improving rail connectivity around Morecambe Bay and to Cumbria will be explored through the plan period.

24.26 In rural locations, access to public transport remains vital but is becoming more challenging to deliver and subsidise. The City Council will work in partnership with all relevant partners to explore innovative opportunities to deliver more flexible approaches to public transport that meet the needs of the rural community but also offer a financially viable long terms solution to the challenge of providing public transport in rural areas.

[82] http://www.lancaster.gov.uk/planning/planning-policy

25. Implementation and Monitoring

25.1 The effective review and monitoring of the Strategic Policies and Land Allocations DPD will be crucial to its successful delivery and is critical in understanding its effectiveness. A separate report setting out the Monitoring Framework for the district will be prepared. The Monitoring Framework will set out how the implementation of policies within the Local Plan will be monitored and describes the evidence base that will be used to support this.

25.2 The Monitoring Framework utilises existing monitoring procedures within the Council. The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) requires local planning authorities to prepare monitoring reports, setting out the extent to which planning policies are being achieved and make these available to the public. These should be for a period that the authority considers appropriate in the interests of transparency. This period should not be longer than 12 months. Current monitoring procedures are described below:

Development Type(s)	What will be monitored	Monitoring Period
Housing	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
Retail	District-wide survey of sites to determine unimplemented planning permissions, sites under construction and sites completed in relation to retail development.	Every 12 months
Employment	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
All Uses	Publication of Authority Annual Monitoring Report (AMR) summarising development throughout Lancaster District over a 12 month period.	Every 12 months

25.3 Monitoring information can be found on the monitoring pages of the Council's website at www.lancaster.gov.uk/planningpolicy.

Appendix A: Glossary of Terms

This Glossary provides terms and references that are relevant whilst reading this document. The terms included within this Glossary supplement the definitions that are found within Annex 2 of the National Planning Policy Framework (the Framework) and other relevant National Planning Documents. The Glossary below does not seek to repeat or contradict terms described within the Framework and therefore this Glossary should be read in conjunction with the Framework and other relevant National Guidance.

Term	Description
Adoption	The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.
Affordable Housing	Housing that is made available to households who cannot afford to access housing (either for rent or intermediate sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework.
Affordable Housing Viability Study	A study that tested the circumstances in which the district's housing market can deliver various levels of affordable housing by examining the influence of a range of affordable housing proportions and thresholds on viability.
Air Quality Management Area (AQMA)	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.
Amenity	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.
Annual Monitoring Report (AMR)	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.
Appropriate Assessment	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.
Area Action Plan (AAP)	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.
Area of Outstanding Natural Beauty (AONB)	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.
BRE Environmental Assessment Method (BREEAM)	A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).
Biodiversity	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
Biodiversity Action Plans (BAPs)	Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis and a BAP is in place for the Lancashire area.
Biodiversity Offsetting	These are conservation activities that are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.
Biological Heritage Site (BHS)	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.
Broad Area of Growth	The identification of an area of land to the South of Lancaster which will form part of the Bailrigg Garden Village Area Action Plan DPD, this will form an area of search for future development opportunities, infrastructure delivery and the creation of blue / green infrastructure.
Brownfield	See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the Framework.
Caravan Development	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.
Catchment Flood Management Plan (CFMP)	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.
Civic Space	Public spaces located in central accessible locations that can help shape a sense of place and be a focal point for the community.
Communities	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.
Community Facilities	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.
Community Infrastructure Levy (CIL)	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.
Comparison Retailing	Relates to items that are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.
Concealed Households	Family units or single adults living within 'host' households.
Conservation Areas	Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.
Convenience Retailing	Relates to the purchase of everyday essential items, including confectionary, food and drink.

Term	Description
Core Strategy	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.
Cultural Asset	Can be defined as uses such as museums, theatres, live music venues (not public houses), cinemas, community halls and other public meeting places.
Designated Heritage Asset	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.
Development Plan Documents (DPD)	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.
Enabling Development	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.
Equalities Impact Assessment (EqIA)	An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.
Essential Upland Worker	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.
Extra Care Housing	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.
Flood Risk Assessment (FRA)	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.
Fuel Poverty	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.
Geological Heritage Site (GHS)	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 www.geolancashire.org.uk.
Green Belt	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.
Greenfield	Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.

Term	Description
Green Infrastructure	Green 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.
Gypsies and Travellers	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.
Habitats Regulation Assessment (HRA)	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.
Health Impact Assessment (HIA)	An assessment that understands the implications to health arising from the preparation of a Local Plan policy or allocation.
Heritage Asset	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).
Houses in Multiple Occupation (HMO)	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.
Housing Need and Demand Survey	This is Council's current evidence base in regard to how many homes are required in the district, both for market and affordable housing. This survey was undertaken in 2012 by David Couttie Associates.
Infrastructure	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.
Key Services	In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.
Key Workers	Essential public sector workers such as nurses, teachers and social workers.
Landscape Character Assessment	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.
Lead Local Flood Authority (LLFA)	The local authority responsible for taking the lead on local flood risk management. In Lancaster district this is Lancashire County Council.

Term	Description
Legally Protected Species	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).
Leisure Facilities	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.
Lifetime Homes Standards	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.
Local Housing Need	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.
Localism	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.
Local Development Document	This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.
Local Development Scheme (LDS)	A document that sets out the Council's programme and timescale for the preparation of Local Development Documents, excluding Supplementary Planning Documents.
Local Plan Policies Map	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.
Local Services	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.
Local Sources of Flooding	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.
Local Highways and Transport Masterplan	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.
Local and Neighbourhood Centres	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.
Market Housing	Private housing for rent or for sale, where the price is set in the open market.

Term	Description
National Planning Policy Framework (the Framework)	A document that has been prepared by the Coalition Government that has replaced all previous National Planning Policy contained within Planning Policy Statements (PPSs) and Planning Policy Guidance (PPGs).
National Planning Practice Guidance (PPG)	A document providing guidance that supplements the content of the National Planning Policy Framework.
Natura 2000 Sites	Are areas that have been specifically protected at a European level for their environmental value.
Neighbourhood Planning	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.
Night-Time Economy	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.
Non-Designated Heritage Asset	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.
Primary Bus Routes	Bus routes that provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.
Priority Species	Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.
Public Realm	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.
Regionally Important Geological Sites (RIGS)	These are locally designated sites that are of importance for their geo-diversity (geology and geomorphology).
Registered Provider of Social Housing	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.
Residential Amenity	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.
River Basin Management Plan (RBMP)	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.
Rural Enterprise	Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.
Rural Enterprise Worker	Workers employed full-time or primarily in a rural enterprise.

Term	Description
Rural Exception Site	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.
Sequential Test	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.
Settlement Hierarchy	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.
Sheltered Housing	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.
Sites of Special Scientific Interest (SSSIs)	These are sites that have been recognised for the importance either for their biological, geological or landscape value.
Spatial Planning	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.
Stakeholders	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.
Static Caravans	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.
Strategic Housing and Employment Land Availability Assessment (SHLAA)	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.
Strategic Housing Market Assessment (SHMA)	A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The SHMA for Lancaster district was produced in 2008 and last reviewed in 2015.

Term	Description
Strategic Flood Risk Assessment (SFRA)	An assessment that sets out the risks from flooding within the district, whether from rivers, coast or other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. Further assessment work may be required from proposals that are located in areas of higher flood risk which would supplement the work on flood risk assessments. The SFRA for Lancaster district was initially undertaken in 2007 and reviewed in 2016.
Street Furniture	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.
Sustainable Development	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.
Sustainable Drainage Systems (SuDS)	Drainage systems that are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDS system, subject to the approval of the SAB and dependent on site-specific constraints, applies to a broad range of drainage solutions from a fully piped system to a full attenuation system.
Sustainable Appraisal (SA)	The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process 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.
Sustainable Growth	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.
Sustainable Settlement	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.
Touring Caravans	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'.
Transport Infrastructure	Includes pavements, walking routes and other walking infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.

Term	Description
Travelling Showpeople	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.
Tree Preservation Orders (TPOs)	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.
Upland	Part of the Forest of Bowland AONB is located within the Lancaster district Area and the proposed boundary revision of the Yorkshire Dales National Park will incorporate part of the district, both the National Park and AONB for the Yorkshire Dales and Bowland Upland Regional. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster district these are the Kay Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.
Visitor Accommodation	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.
Water Framework Directive	A European Union Directive that seeks to improve the water quality of both inland and coastal waters.

Appendix B: Background Documents for the Strategic Policies and Land Allocations DPD

General Reference

The National Planning Policy Framework (DCLG 2012)
The National Planning Practice Guidance (DCLG 2014)
The Planning System: General Principles (DCLG 2005)
Local Plan for Lancaster District 2011 – 2031: Review of Development Management DPD
Local Plan for Lancaster District 2011 – 2031: Development Management DPD (2014)
Local Plan for Lancaster District 2011 – 2031: Morecambe Area Action Plan DPD (2014)
Local Plan for Lancaster District 2011 – 2031: Arnside and Silverdale AONB DPD (2017)
Lancashire County Council Minerals and Waste Local Plan (Lancashire County Council (2013)
Yorkshire Dales National Park Local Plan 2015 – 2030 (National Park Authority 2016)
Local Plan for Lancaster District – Sustainability Appraisal (Arcadis 2017)
Local Plan for Lancaster District – Habitats Regulation Assessment Screening Report (Arcadis 2017)

Methodology Paper 1 – Meeting the National Planning Requirements
Methodology Paper 2 – The Site Assessment Process
Background Paper 1 – Assessing the Reasonable Alternatives

Background Paper 2 – Delivering the Local Housing Needs
Background Paper 3 – Achieving Economic Growth
Background Paper 4 – Delivering the Infrastructure Necessary for Growth
Background Paper 5 – Town Centres and Retailing
Background Paper 6 – Development and Flood Risk
Background Paper 7 – Protecting the Natural and Historic Environment

Strategic Policies – Policies SP1 to SP11

Lancaster District Sustainable Settlements Study (Lancaster City Council 2017)
Strategic Options Consultation (Lancaster City Council – Summer 2014)
People, Homes and Jobs Consultation Report (Lancaster City Council – Autumn / Winter 2015)
Draft Local Plan Consultation (Lancaster City Council – Winter / Spring 2017)
North Lancashire Green Belt Review (Lancaster City Council / ARUP 2016)
Industrial Strategy (Department for Business, Energy and Industrial Strategy 2017)
Lancashire Strategic Economic Plan (Lancashire Local Economic Partnership 2014)
Review of the Employment Land Position for Lancaster District (2015)
Prospects and Recommendations for Achieving Economic Potential – Update (Turley 2017)
Housing White Paper – Fixing our Broken Housing Market (DCLG 2017)
Lancaster District Independent Housing Requirements Study (Turley 2015)
Strategic Housing Market Assessment – Part II (Arc4 2017)
Objectively Assessed Needs Sensitivity Testing (Turley 2017)
Gypsy and Traveller and Travelling Show Peoples Accommodation Assessment (Arc4 2017)
Lancaster District Infrastructure Delivery Plan (Lancaster City Council 2018)
Lancaster District Infrastructure Delivery Schedule (Lancaster City Council 2018)
Lancaster District Ecological Constraints (Greater Manchester Ecology Unit 2017)
Lancaster District Landscape Assessments (Arcadis 2017)
Lancaster Highways and Transport Masterplan (Lancashire County Council 2016)
Lancashire Cycling and Walking Strategy (Jacobs 2018)

Strategic Growth Policies – Policies SG1 to SG17

Bailrigg Garden Village Area Action Plan DPD – Issues and Options (Lancaster City Council 2018)
Locally-led Garden Villages, Town and Cities (DCLG 2016)
Lancaster University Campus Masterplan 2012 – 2022 (J McAslan & Partners 2012)
Lancaster District Development Viability Assessment (Lambert Smith Hampton 2018)
Lancaster District Infrastructure Delivery Plan (Lancaster City Council 2018)
Lancaster District Infrastructure Delivery Schedule (Lancaster City Council 2018)
Lancaster District Strategic Flood Risk Assessment (JBA 2017)
Lancaster District Open Space Study (Knight Kavanagh Page 2018)
Lancaster District Playing Pitch Strategy (Knight Kavanagh Page 2018)
Desktop Archaeological Assessments (Lancashire Archaeological Advisory Service 2017)
Heritage Impact Assessments (Lancaster City Council 2017)
Wintering Bird Surveys (Greater Manchester Ecology Unit 2017)
Breeding Bird Surveys (Greater Manchester Ecology Unit 2017)
Bat Survey and Great Crested Newt Survey (Greater Manchester Ecology Unit 2017)
Preliminary Ecological Surveys (Greater Manchester Ecology Unit 2017)
Landscape Assessment for Strategic Sites (Arcadis 2017)
Cumulative Impacts of Development on the Landscape (Arcadis 2017)
Lancaster District Transport and Highways Masterplan (Lancashire County Council 2016)
Transport Modelling Assessments (CTS 2017)
Lancashire Cycling and Walking Strategy (Jacobs 2018)

Economy, Employment and Regeneration – Policies EC1 to EC7

Industrial Strategy (Department for Business, Energy and Industrial Strategy 2017)
Lancashire Strategic Economic Plan (Lancashire Local Economic Partnership (2014)
Review of Employment Land Position for Lancaster District (Turley Economics 2015)
Prospects and Recommendations for Achieving Economic Potential – Update (Turleys 2017)
Strategic Housing and Employment Land Availability Assessment (Lancaster City Council 2018)

Town Centre and Retailing – Policies TC1 to TC4

Planning for Town Centres: A Practice Guide (DCLG 2009)
Lancaster District Retail Review (White Young Green 2016)
Town Centre Health-Checks for Lancaster, Morecambe and Carnforth (White Young Green 2014)
Assessment of Commercial Leisure Capacity in Lancaster District (White Young Green 2016)
Lancaster BID Delivery Plan 2016 – 2021 (Lancaster BID 2015)
Shopfronts and Advertisements Supplementary Planning Document (Lancaster City Council 2016)
Lancaster District Local Centres Study (White Young Green 2017)

Housing – Policies H1 to H7

Housing White Paper – Fixing our Broken Housing Market (DCLG 2017)
Lancaster District Independent Housing Requirements Study (Turley 2015)
Strategic Housing Market Assessment – Part II (Arc4 2017)
Strategic Housing and Employment Land Availability Assessment (Lancaster City Council 2018)
Lancaster District Development Viability Assessment (Lambert Smith Hampton 2018)
Housing Land Monitoring Report (Lancaster City Council)
Lancaster District Housing Action Plan 2012 – 2017 (Lancaster City Council 2012)

The Historic and Natural Environment – Policies EN1 to EN11

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
The Setting of Heritage Assets (English Heritage 2011)
Historic Towns and Cities in England's Northwest (English Heritage / NWDA 2007)
Conservation Area Appraisals (Various) (Lancaster City Council)
Lancaster District Local Listing Register (Lancaster City Council)
Lancaster District Cultural Heritage Strategy (SQW / Lancaster City Council 2011)
Lancaster District Strategic Flood Risk Assessment (JBA 2017)
The Natural Choice: Securing the Value of Nature (DEFRA 2011)
Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services (DEFRA 2011)
Silverdale and Arnside AONB Statutory Management Plan (AONB Management Board 2009)
Forest of Bowland AONB Statutory Management Plan (AONB Management Board 2009)
Forest of Bowland AONB Landscape Character Assessment (2009)
Landscape Strategy for Lancaster – Character Assessment (Lancashire County Council 2000)
Landscape Character Assessment Work for Lancaster District (Woolerton Dowell 2011)
Review of the Key Urban Landscape (Arcadis 2017)
Lancaster District Ecological Constraints (Arcadis 2016)

Sustainable Communities – Policies SC1 to SC5

Neighbourhood Plans Roadmap Guide (Locality 2014)

Transport, Accessibility and Connectivity – Policies T1 to T3

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
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)

Implementation, Delivery and Monitoring

Lancaster Local Plan Annual Monitoring Report AMR
Employment Land Monitoring Report
Retailing Monitoring Report
Housing Land Supply Position Statement and Trajectory

Appendix C: Neighbourhood Planning – List of 'Strategic' Policies

For the purposes of Neighbourhood Planning, the Council have identified the following policies of the Strategic Policies & Land Allocations DPD as strategic policies.

When preparing a Neighbourhood Plan, it is expected that planning groups ensure that the policies and allocations prepared and in conformity with the strategic policies listed (where they are relevant to the Neighbourhood Plan) in order to meet the basic conditions of Neighbourhood Planning.

Strategic Policies and Land Allocations DPD

- Strategic Policies SP1 to SP11
- Delivery of Strategic Growth Policies SG1 to SG19
- Policy EC1 – Established Employment Areas
- Policy EC2 – Future Employment Growth
- Policy TC1 – The Retail Hierarchy for Lancaster District
- Policy TC3 – Future Retail Growth
- Policy TC4 – Central Morecambe
- Policy H1 – Residential Development in Urban Areas
- Policy H2 – Housing Delivery in Rural Areas of the District
- Policy DOS8 – Morecambe Festival Market and Surrounding Area
- Policy SC2 – Local Green Spaces
- Policy EN6 – The North Lancashire Green Belt
- Policy EN9 – Environmentally Important Area

Appendix D: Site Mitigation Measures

D.1 A number of sites have been identified as having potential to have likely significant effects on designated European sites within Lancaster District. In order to off-set any potential impacts, a suite of mitigation options have been devised as part of the Appropriate Assessment (AA) contained within the Habitats Regulation Assessment (HRA) Report of the Local Plan (Part One – Strategic Policies and Land Allocations DPD) prepared in October 2017. These are summarised below in table D1. The precise detail and/or the need for these mitigation options will be reviewed at a project level as planning proposals are developed. Depending on the nature of these proposals, further project-level ecological assessments and/or HRA may be required.

Mitigation Options	
Loss of FLL under the footprint of the allocation - during construction/operation	
A	*Mitigation land within a development* – 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	*Timing of works* - 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	*Natural Screening* – 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). *Other screening* - 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	*Permanent Screening* – 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	*Input to Scheme design* – 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	*Home owner packs* – 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	*Input to Scheme design* - 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	*New Country Park/recreation area* – A new Country Park (to be delivered through Policy SC5). This will provide alternative green space for recreation, and provide an alternative locations for dog walkers in preference to visiting more coastal locations.

Table D1: Mitigation Options proposed for the Strategic Policies and Land Allocations DPD (Arcadis 2017)

D.2 Whilst the above mitigation measures will be encouraged across all sites the Council will require specific measures to be delivered for a number of sites identified through the HRA as having the potential to have significant effects on designated sites. The HRA has identified 8 sites as having the potential to have significant effects on designated sites.

D.3 In line with the recommendations described in the Habitats Regulation Assessment Report the Council will require the following mitigation measures to be implemented as part of any future proposal for the following allocations, set out in table D2. Although the details and/or need for these mitigation measures will be determined at the project level.

Allocation site	European site		Potential impact		
	Morecambe Bay Ramsar site	Morecambe Bay and Duddon SPA	Loss of FLL under the footprint of the allocation (construction and operation)	Recreation pressure on adjacent FLL (operation only)	Disturbance (construction and operation)
Bailrigg Garden Village (Policy SG1)	?	?	Mitigation Option A	Mitigation Options F, G and H	Mitigation Options B, C, D and E
East Lancaster Strategic Site (Policy SG7)	?	?	AA determined no FLL within the allocation site, no mitigation required.	Mitigation Options F, G and H	AA determined no disturbance to adjacent FLL, no mitigation required.
Port of Heysham (Policy SG14)	?	?	N/A	N/A	Mitigation Options B, C, D and E

Allocation site	European site		Potential impact		
	Morecambe Bay Ramsar site	Morecambe Bay and Duddon SPA	Loss of FLL under the footprint of the allocation (construction and operation)	Recreation pressure on adjacent FLL (operation only)	Disturbance (construction and operation)
Port of Heysham Expansion (Policy SG14)	?	?	N/A	N/A	Mitigation Options B, C, D and E
Substation land (Policy SG16)	?	?	N/A	N/A	Mitigation Options B, C, D and E
Lancaster West Business Park (Policy EC1)	?	?	AA determined no FLL within the allocation site, no mitigation required.	N/A	Mitigation Options B, C, D and E
Land at Middleton Towers, Middleton (Policy DOS7)	?	?	AA determined no FLL within the allocation site, no mitigation required.	Mitigation Options F, G and H	Mitigation Options B, C, D and E
Glasson Industrial Area (Policy EC1)	?	?	N/A	N/A	Mitigation Options B, C, D and E

Table D2: Potential Impact on Designated Sites from Site Allocations (Arcadis 2017)

D.4 In order to offset the potential impacts associated with recreational pressure on the wider Morecambe Bay (as identified within the Habitats Regulation Assessment), 11 allocations within 3.5km of Morecambe Bay will be required to provide home owners packs to new home owners (Option F within Table D1). These 11 sites are:

Policy No	Site Title	No. of Dwellings
Policy SG9	North Lancaster Strategic Site	700
Policy SG12	Land South of Windermere Road, Carnforth	500
Policy DOS4	Land at Lune Industrial Estate	200
Policy H4	Land at Grab Lane, Lancaster	195
Policy H5	Lancaster Leisure Park and Auction Mart, Lancaster	200
Policy H6	Land at Royal Albert Fields, Lancaster	71
Policy DOS10	Former TDG Site, Warton Road, Carnforth	Unknown
Policy H2	Land to the North of Yenham Lane, Overton	21
Policy H3	University of Cumbria, Lancaster	15
Policy H2	Land North of Old Hall Farm, Over Kellet	55
Policy H2	Monkswell Avenue, Bolton-le-Sands	15

Appendix E: Housing Trajectory

The Local Plan is supported by a detailed housing trajectory. The housing trajectory for Lancaster District covers the period 2011/12 to 2033/34. This incorporates the full Local Plan period 2011/2012 to 2031/32 with an additional 3 years included post adoption to ensure the requirement to plan for a 15 year supply.

The trajectory reports actual dwelling completions for the period 2011/2012 to 2016/17. A total of 2,070 dwellings were completed during this period.

From 2017/18 the trajectory reports anticipated completions. This is reported in four phases. The period 2017/18 to 2018/19 reports pre-adoption completions with adoption anticipated in the financial year 2018/19. From this date the trajectory is divided into the five year components matching the delivery phases described in national planning policy.

Oustanding Commitment	SHLAA Ref	Address	Outstanding approvals at 01/04/17	2011-2016 Completions	Completions	Pre-adoption		Total Pre-adoption	Years 1-5					TOTAL	Years 6-10					TOTAL	Years 11-15					TOTAL	15 year TOTAL
					2016/17	2017/2018	2018/2019		2019/2020	2020/2021	2021/2022	2022/23	2023/24		2024/25	2025/26	2026/27	2027/28	2028/29		2029/30	2030/31	2031/32	2032/33	2033/34		
Arkholme																											
	11	Land East of Arkholme Methodist Church, Kirkby Lonsdale Road	17					**0**	6	7	4			**17**						**0**						**0**	**17**
	7	The Sheiling, Kirkby Lonsdale Rd, Arkholme			12			**12**						**0**						**0**						**0**	**12**
Bolton-le-Sands																											
	32	Land East of Railway Crossing, St Michaels Lane	20			8	12	**20**						**0**						**0**						**0**	**20**
	34	Land East of Coastal Road			19			**19**						**0**						**0**						**0**	**19**
		Coastal Road Phase 2	18		12	18		**30**						**0**						**0**						**0**	**30**
Caton and Brookhouse																											
	98	Hornby Road, Caton	30			5	15	**20**	10					**10**						**0**						**0**	**30**
	38	Land West of Sycamore Road	22				10	**10**	12					**12**						**0**						**0**	**22**
Carnforth																											
	61	Lundsfield Quarry, Kellet Road	200					**0**			30	30	30	**90**	30	30	30	20		**110**						**0**	**200**
	73	Bank Field, Scotland Road	18					**0**						**0**						**0**						**0**	**0**
	57	Land South of Carnforth Cemetery, Carnforth	14					**0**						**0**						**0**						**0**	**0**
	55	Red Court	40				40	**40**						**0**						**0**						**0**	**40**
		Land to the rear of Queens Hotel	10					**0**	10					**10**						**0**						**0**	**10**
Cockerham																											
	654	Land South of Marsh Lane	25					**0**	5	20				**25**						**0**						**0**	**25**
		Land off Marsh Lane and Main St, Cockerham	11					**0**		11				**11**						**0**						**0**	**11**
Cowan Bridge																											
	120	Burr Tree Meadow, A65	18			10	8	**18**						**0**						**0**						**0**	**18**
Galgate																											
	142	Land North of Stoney Lane	41		30	20	21	**71**						**0**						**0**						**0**	**71**
	150	Launds Field, Stoney Lane	2		35	2		**37**						**0**						**0**						**0**	**37**
Halton																											
	162	Halton Mill, Mill Lane	20		4			**4**	20					**20**						**0**						**0**	**24**
	167	Land South of Low Road	60				8	**8**	26	26				**52**						**0**						**0**	**60**
	680	Land between Low Road and Forge Lane	90					**0**	30	30	30			**90**						**0**						**0**	**90**
	163	Land to the rear of Pointer Grove and adjacent to High Road	66				6	**6**	20	20	20			**60**						**0**						**0**	**66**
Heysham																											
	182	Land West of Middleton Road (Trumacar Lane)	69					**0**		30	39			**69**						**0**						**0**	**69**
		Former Police Station, Heysham	14				4	**4**	10					**10**						**0**						**0**	**14**
	197	Mossgate Park, Mossgate Road (North, Cenral and South)	12		18	12		**30**						**0**						**0**						**0**	**30**
Hornby																											
	245	Land North of Royal Oak Meadow	23					**0**	10	13				**23**						**0**						**0**	**23**
Lancaster																											
	261	Land East of Bowerham Lane	20					**0**	10	10				**20**						**0**						**0**	**20**
	292	Luneside East	149			10	30	**40**	30	30	30	19		**109**						**0**						**0**	**149**
	293	Nightingale Hall	63		42	30	33	**105**						**0**						**0**						**0**	**105**
	301	Fomer Chorley Nissan Garage, Wheatfield Street	0		65			**65**						**0**						**0**						**0**	**65**
	319	Lancaster Moor Hospital Conversion	0		36			**36**						**0**						**0**						**0**	**36**
		Lancaster Moor Hospital Grounds Development	69		34	35	34	**103**						**0**						**0**						**0**	**103**
	330	Luneside West	152		110	70	82	**262**						**0**						**0**						**0**	**262**
	398	Campbell Drive, Lancaster	62			15	25	**40**	22					**22**						**0**						**0**	**62**
		Lancaster Leisure Park	10		39	10		**49**						**0**						**0**						**0**	**49**
		Greaves Hotel	16		38	16		**54**						**0**						**0**						**0**	**54**
	282	Land North of New Quay Road	12					**0**			5	7		**12**						**0**						**0**	**12**
Middleton																											
	418	Former Pontins Holiday Camp, Carr Lane (Phase 1)	161					**0**	30	30	30	30	21	**141**	20					**20**						**0**	**161**
		Old Roof Tree Inn, Middleton	10			10		**10**						**0**						**0**						**0**	**10**
		Former Pontins Holiday Camp, Carr Lane (Phase 2 and 3)	415					**0**			35	35	35	**105**	35	35	30	30	30	**160**	30	30	30	30	30	**150**	**415**
Millhead																											
	425	Land Between Grange View and Bradden, Mill Lane	21				5	**5**	10	6				**16**						**0**						**0**	**21**
Morecambe																											
	525	Land East of Regents Road Bridge, Westgate	43		47	43		**90**						**0**						**0**						**0**	**90**
	426	Land South of Wellington Terrace and King Street	0		18			**18**						**0**						**0**						**0**	**18**
	534	Broadway Hotel, Marine Road East	50					**0**	50					**50**						**0**						**0**	**50**
		240-241 Marine Road, Morecambe	0		10			**10**						**0**						**0**						**0**	**10**
	511	Land west of 113 White Lund Road, Oxcliffe Road	10					**0**	5	5				**10**						**0**						**0**	**10**
	540	Grove Street Depot	21			21		**21**						**0**						**0**						**0**	**21**
Nether Kellet																											
	554	Land East Of Briar Lea Road	10					**0**		10				**10**						**0**						**0**	**10**
Overton																											
	568	Land opposite 26-48 Lancaster Road	32					**0**		10	22			**32**						**0**						**0**	**32**
Warton																											
	696	Warton Grange Farm	23					**0**	10	13				**23**						**0**						**0**	**23**
Whittington																											
	636	Whittington Farm	18					**0**		8	10			**18**						**0**						**0**	**18**
								0						**0**						**0**						**0**	**0**
Large site approvals					569	335	333	**1237**	326	279	255	121	86	**1067**	85	65	60	50	30	**290**	30	30	30	30	30	**150**	**2744**
Small Site Approvals			431		59	80	80	**219**	80	80	80			**240**						**0**						**0**	**459**
														0						**0**						**0**	**0**
ousing Expectation (Commitment for 787 units as of September 2017)			787			49	64	**113**	366	144	65	59		**634**						**0**						**0**	**747**
														0						**0**						**0**	**0**
														0						**0**						**0**	**0**
Total Anticipated Completions			**3425**	**1,442**	**628**	**464**	**477**	**1569**	**772**	**503**	**400**	**180**	**86**	**1941**	**85**	**65**	**60**	**50**	**30**	**290**	**30**	**30**	**30**	**30**	**30**	**150**	**5392**

Assessed Housing Supply Identified	Local Plan reference	Address		2011-2016 Completions	Completions	Pre-adoption		Total Pre-adoption	Years 1-5					TOTAL	Years 6-10					TOTAL	Years 11-15					TOTAL	15 year TOTAL
Local Plan and SHLAA					2016/17	2017/2018	2018/2019		2019/2020	2020/2021	2021/2022	2022/23	2023/24		2024/25	2025/26	2026/27	2027/28	2028/29		2029/30	2030/31	2031/32	2032/33	2033/34		
Local Plan Sites																											
Bailrigg Garden Village	SG1	Lancaster	3500								30	75	100	**205**	125	125	150	150	150	**700**	150	150	150	150	150	**750**	**1655**
Canal Corridor	DOS2	Lancaster	330								100	100	130	**330**						**0**						**0**	**330**
Ridge Farm/Cuckoo Farm, East Lancaster	SG7	Lancaster	900								60	70	70	**200**	70	70	70	70	70	**350**	70	70	70	70	70	**350**	**900**
North Lancaster	SG9	Lancaster	700								70	70	70	**210**	70	70	55	50	50	**295**	50	40	35	35	35	**195**	**700**
South of Windermere Road, South Carnforth	SG12	Carnforth	500								35	35	35	**105**	40	40	40	40	40	**200**	40	40	40	40	35	**195**	**500**
Land East and West of Grab Lane	H4	Lancaster	195							15	30	30	30	**105**	30	30	30			**90**						**0**	**195**
Ridge Lea Hospital, Stone Row Head	H3	Lancaster	70									50	20	**70**						**0**						**0**	**70**
Leisure Park/Auction Mart/Wyresdale Road	H5	Lancaster	200									30	30	**60**	30	30	30	30	20	**140**						**0**	**200**
Royal Albert Fields, Ashton Road	H6	Lancaster	71								20	30	21	**71**						**0**						**0**	**71**
Lune Industrial Estate, New Quay Road	DOS3	Lancaster	200										15	**15**	30	30	30	30	30	**150**	35					**35**	**200**
Yenham Lane, Overton	H2.3	Overton	21											**0**	5	16				**21**						**0**	**21**
Lancaster University		Lancaster	330									100	100	**200**	130					**130**						**0**	**330**
18-24 Monkswell Avenue	H2.7	Bolton-le-Sands	15											**0**	15					**15**						**0**	**15**
University of Cumbria	H3.2	Lancaster	15											**0**		5	10			**15**						**0**	**15**
Land North Of Old Hall Farm	H2.6	Over Kellet	55								15	20	20	**55**						**0**						**0**	**55**
														0						**0**						**0**	**0**
														0						**0**						**0**	**0**
Carnforth														**0**													
	44	Springwood, North Road											9	**9**						**0**						**0**	**9**
	68	24 Haws Avenue												**0**	2					**2**						**0**	**2**
Cowan Bridge																											
	656	Land south west of Cottages, Long Level												**0**	4					**4**						**0**	**4**
Glasson																											
	156	Land East of Village Hall, Brodie Hill											5	**5**						**0**						**0**	**5**
	157	Land East of Tithebarn Hill												**0**		10				**10**						**0**	**10**
Heysham																											
	220	Vacant Land, Draycombe Court, Draycombe Drive												**0**	6					**6**						**0**	**6**
Lancaster																											
	296	Derwent Court, Salt Ayre Lane											10	**10**	10					**10**						**0**	**20**
Morecambe																											
	522	179 Torrisholme Road												**0**		5				**5**						**0**	**5**
Millhead																											

	424	Between 49 and 61 Hazelmount Drive												**0**	4					**4**						**0**	**4**
														0						**0**						**0**	**0**
Arnside and Silverdale AONB DPD																											
Warton														**0**													
	607	Sand Lane										6	6	**12**						**0**						**0**	**12**
		North of 17 Main Street									5	5		**10**						**0**						**0**	**10**
														0						**0**						**0**	**0**
														0						**0**						**0**	**0**
Assessed Housing Supply Delievered			**0**	**0**	**0**	**0**	**0**	**0**	**0**	**15**	**365**	**621**	**671**	**1672**	**571**	**431**	**415**	**370**	**360**	**2147**	**345**	**300**	**295**	**295**	**290**	**1525**	**7016**
including Neighbourhood Plan delivery expectations and Future Cities growth			0	0	0	0	0	**0**	0	0	0	60	60	**120**	60	60	60	120	120	**420**	140	160	160	160	160	**780**	**1320**
Total Committed & Assessed Supply				**1442**	**628**	**464**	**477**	**1569**	**772**	**518**	**765**	**861**	**817**	**3733**	**716**	**556**	**535**	**540**	**510**	**2857**	**515**	**490**	**485**	**485**	**480**	**2455**	**12056**

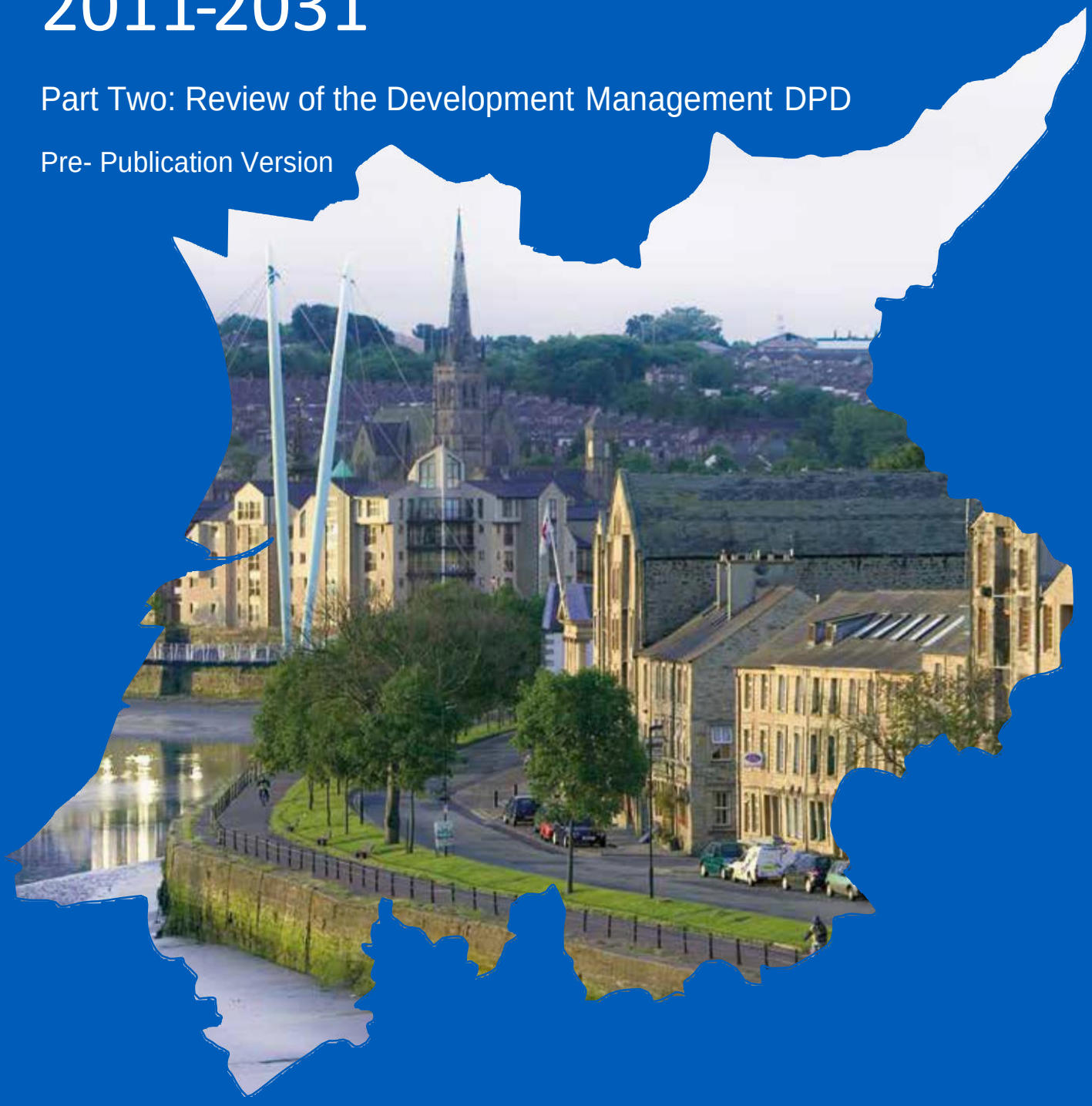
A Local Plan

for Lancaster District

2011-2031

Part Two: Review of the Development Management DPD

Pre- Publication Version



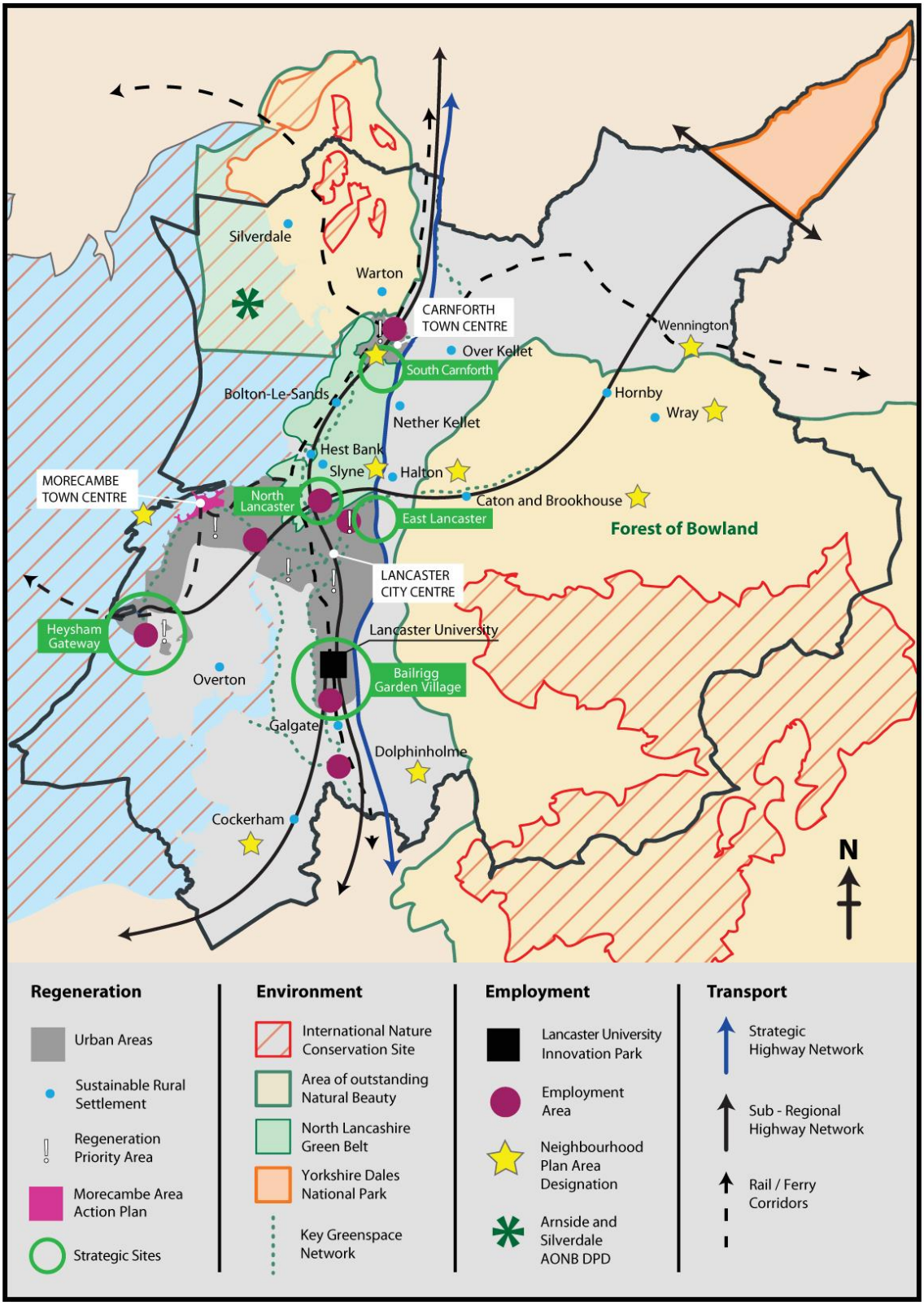
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KEY DIAGRAM FOR LANCASTER DISTRICT



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, land which should be protected for its environmental, economic or social importance and a local planning framework in which planning decisions can be made.

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)[1] 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 understandable approach to the planning system and to deliver sustainable development growth.

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 and Land Allocations DPD, Arnside and Silverdale AONB DPD[2] Bailrigg Garden Village Action Plan DPD, Gypsy and Traveller Site Allocations DPD and Morecambe Area Action Plan DPD[3] will form the new Local Plan for Lancaster District for the period 2011 – 2031.

1.4 The Council has already made progress in the preparation of a local development plan for the district, with the adoption of a Development Management DPD[4] and Morecambe Area Action Plan DPD in December 2014.

1.5 This document represents the Second Edition of the Development Management DPD and will seek to review and update policy where necessary and add further policy approaches where it is 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] National Planning Policy Framework (DCLG 2012)
https://www.gov.uk/government/publications/national-planning-policy-framework--2
[2] Arnside & Silverdale AONB DPD – Publication Version (Lancaster City Council 2017)
http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd
[3] Morecambe Area Action Plan DPD (Lancaster City Council 2014)
http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan
[4] Development Management DPD (Lancaster City Council 2014)
http://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd

2. The Local Plan for Lancaster District 2011 – 2031

2.1 The Local Plan for Lancaster District 2011 – 2031 will comprise a number of documents. The Development Management DPD will set out the generic policies that will be used by both Development Management Officers and the Planning Committee to determine planning applications. The Strategic Policies and Land Allocations DPD will identify 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 Development Management DPD and Strategic Policies and 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 will identify strategic interventions that will assist in the ongoing regeneration of the town centre. The Arnside & Silverdale AONB DPD will allocate land to meet local development needs within the defined AONB area and provide bespoke development management policies for this locality; this DPD is being prepared jointly by Lancaster City Council and South Lakeland District Council.

2.3 Upon the adoption of the Strategic Policies and Land Allocations DPD and the Review of the Development Management DPD the City Council will withdraw the Lancaster District Core Strategy (2008)[5], the remaining Saved Spatial Policies in the Lancaster District Council Local Plan (2008)[6] and the First Edition of the Development Management DPD (2014)[7] as material planning considerations. From that point planning decisions will rely on the new 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.

[5] Lancaster District Core Strategy (Lancaster City Council 2008)
http://www.lancaster.gov.uk/planning/planning-policy/core-strategy
[6] Lancaster District Local Plan (Lancaster City Council 2004)
http://www.lancaster.gov.uk/planning/planning-policy/lancaster-district-local-plan
[7] Development Management DPD (Lancaster City Council 2014)
http://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd

3. Objectives of the Development Management DPD

3.1 The Development Management DPD provides detailed policy guidance on a range of planning matters, whether they are environmental, social or economic and will be a material consideration in the determination of planning applications. This DPD will be 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 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)[8]. 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[9].

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 felt that they remain relevant and that the principles of all development should seek to achieve the objectives set out in Table 1 below.

Objectives for the Development Management DPD

1	**That development makes an overall positive contribution to the delivery of sustainable communities, the economy and the environment.**
2	**That development contributes to the needs of local communities and delivers sustainable development.**
3	**That development is well designed, sympathetic to the natural and built environment and is planned and constructed in a sustainable manner.**

3.4 The DPD objectives will be 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 measured by regular monitoring through the Annual Monitoring Report (AMR)[10], which identifies a series of targets and indicators to measure the effectiveness of policy implementation.

[8] National Planning Practice Guidance (DCLG 2014)
http://planningguidance.communities.gov.uk/

[9] 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

[10] Lancaster District Annual Monitoring Reports (Lancaster City Council)
http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information

4. Consultation Arrangements and Further Information

4.1 The formal consultation on the Publication version of the Development Management DPD will take place for an six week period between **XXXXXXX** and **XXXXXXXX** over which time representations can be made on the soundness of the DPD (i.e. does it address the requirements of national planning policy) and the legal compliance of the DPD (i.e. does it meet the legal requirements of planning legislation).

4.2 Representations should be made either electronically (preferably online) or by post making use of the formal representation forms (also available to download off the website or available in hard copy from Town Halls). The DPD will be available to view online at the Council's website (details provided in table 2 below) and hard copies are available at both Lancaster and Morecambe Town Halls and at local libraries.

4.3 If you wish to discuss any aspect of the Development Management DPD, or wider planning policy matters, please do not hesitate to 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	planningpolicy@lancaster.gov.uk
Website	www.lancaster.gov.uk/localplan/
Postal Address	Planning and Housing Policy Team, Regeneration and Planning Services, Lancaster City Council, Lancaster Town Hall, PO Box 4, Dalton Square, Lancaster, LA1 1QR.

5. Housing

5.1 The National Planning Policy Framework[11] (the Framework) 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.

5.2 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 12,000 new homes between 2011/12 and 2033/34 on both brownfield and greenfield sites across the district. Policies H1 and H2 of the Strategic Policies and Land Allocations DPD[12] 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 SP7 of the 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.

5.3 The policies set out in Section 5 of the Development Management DPD seeks to implement strategic housing policies, in particular:

- The optimum housing capacity that can be achieved on individual sites;
- That 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 and affordable housing target of up to 40%;
- 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 appropriate managed.

5.4 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 of this Council having been assessed 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 Arnside & Silverdale AONB DPD[13] and, where appropriate, Neighbourhood Plans.

5.5 Whilst allocated sites are prioritised, the Council anticipates proposals for windfall 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 delivery of the district's housing requirement.

New Residential Development

5.6 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.

[11] National Planning Policy Framework (DCLG 2012)
https://www.gov.uk/government/publications/national-planning-policy-framework--2
[12] Strategic Policies and Land Allocations DPD (Lancaster City Council 2018)
http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd
[13] Arnside and Silverdale AONB DPD – Publication Version (Lancaster City Council 2017)
http://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd

5.7 New residential development should be located in sustainable locations where it can be 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

5.8 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, older people etc. Communities should be inclusive, mixed and sustainable. Therefore, residential developments should plan for a mix of housing that enables choice within schemes taking account of local circumstances.

5.9 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.

5.10 The Strategic Housing Market Assessment (Part II)[14] brings together relevant information from a range of sources together 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 different areas within the district to understand the type of housing and tenure required.

5.11 Evidence in the study has found that the majority of properties in the District are houses (69.0%), with the majority of properties also being either two or three bedrooms (70.3% of housing stock). The housing stock within the district varies by locality and the needs of each community may be different in one part of the district from 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 sizes and types within the district.

5.12 The table below 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 factors which are important on a site specific basis such as area specific needs, market conditions etc. The Council will bring forward an updated Housing Needs Supplementary Planning Document[15] which will provide greater detail whilst retaining important flexibility on housing mix and size.

Property Type	Market (%)	Affordable (%)
House (2 bedrooms)	5	30
House (3 bedrooms)	32	20
House 4+ bedrooms	21	5
Bungalow	10	10
Flat/apartment (may include 1 bedroom houses)	10	35
Total	100	100

[14] Strategic Housing Market Assessment (Part II) (Arc4 2017)
http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan

[15] Housing Needs Supplementary Planning Document
http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds

5.13 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 to a robust methodology and the results are statistically valid. In order to support the Arnside & 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[16].

5.14 Proposals for housing within the Arnside & Silverdale AONB should be considered in the context of the Arnside & 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.

5.15 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[17] and shares intelligence with partner Registered Providers where they maintain their own register.

Policy DM1: New Residential Development and Meeting Housing Needs

The Council will support proposals for new residential proposals 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 DM43.

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.

[16] Arnside 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
[17] Housing Register and Choice Based Lettings www.idealchoicehomes.co.uk

The precise mix of housing types and tenures will be agreed at the time of application taking account of all relevant factors.

Housing Standards

5.16 In 2015 the Government rationalised housing and energy standards[18], through 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 three areas where local planning authorities can opt to implement standards that exceed the minimum Building Regulations, these are water efficiency, access and adaptable homes including wheelchair accessibility homes and a Nationally Described Space Standards. Where these standards are implemented the Council must demonstrate that a need exists and that development would be viable.

5.17 Currently the district is not 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 in regards to water stress, to ensure that local policy remains up to date.

5.18 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 want to remain in their own homes where possible. 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.

5.19 Building Regulation M4(2) is an optional Building Regulation which exceeds the mandatory standards M4(1), the Regulation provides the ability for 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 without having to move.

5.20 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 (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.

5.21 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.

5.22 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 to 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

[18] National Housing Standards (DCLG 2015) https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard

homes to such a standard, the Council offers strong support to proposals which are built to these standards but has not made a specific requirement for them to form part of future market residential schemes.

5.23 Evidence has identified that developers in general are not building to current Nationally Described Space Standards. Smaller new homes such as 1, 2 and some 3 bedroom homes 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[19]. 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.

Policy DM2: Housing Standards

The Council in accordance with national policy and practice guidance has taken consideration of overall need and viability across the district and has adopted 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 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.

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.

Affordable Housing Requirements

5.24 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.

5.25 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 298 affordable homes each year,

[19] 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

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.

5.26 The Local Plan has been prepared at a time when the definition of affordable housing is evolving. The 2017 Housing White Paper (Fixing Our Broken Housing Market)[20] proposed a wider definition of affordable housing to be incorporated into the revised National Planning Policy Framework. It is expected that the Framework will be revised in 2018.

Affordable Housing Thresholds

5.27 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 the remaining parts of the District the City Council will require all proposals for residential development of more than ten dwellings or which have a combined gross floorspace of 1,000 square metres or more (not including replacement dwellings) to contribute towards the delivery of on-site affordable housing.

Amount of affordable housing

5.28 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 District when also taking account of 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.

5.29 In light of the above, the Council has set an affordable housing requirement of 20% in urban locations between 11 and 14 dwellings overall. Whilst those schemes in rural areas of 11 or more dwellings and in urban locations of 15 or more dwellings will be expected to provide a minimum of 30%. In greenfield locations developers will be required to provide up to 40% dependent on scheme viability.

5.30 Schemes of fewer than 11 dwellings but exceed 1,000 square metres Gross Internal Area will be expected to contribute towards affordable housing through providing 20% of homes as affordable housing.

Tenure

5.31 The 2017 Strategic Housing Market Assessment (Part II) identified a need for a split of 56% rented and 44% 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% rented and 40% intermediate tenure or 50% rented and 50% intermediate tenure, provided that the sum total is 100%. This provision exceeds proposed national policy set out in the Housing White Paper for a minimum of 10% of all new affordable homes to be delivered for affordable home ownership.

[20] Housing White Paper (DCLG 2017) https://www.gov.uk/government/collections/housing-white-paper

5.32 The Housing White Paper in February 2017 confirmed that it would not be a statutory requirement for Local Authorities to introduce starter homes. The City 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 will therefore accept a small element of starter homes as part of the intermediate tenure.

5.33 All other types of affordable housing as proposed to be introduced through the emerging revisions to the National Planning Policy Framework will be recognised within the district. However, the preferred means of delivering intermediate tenure within the District is shared ownership housing or intermediate rent.

5.34 The Council requires rented affordable and social housing in all instances to be delivered in partnership with Registered Providers, other than the Government's proposed form of affordable housing known as affordable private rent which is expected to be brought forward through Build to Rent schemes which may be delivered by specialist companies. Given that 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.

5.35 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 the Homes and Communities Agency, or where tenants can exercise the right to buy.

Loss of Affordable Housing

5.36 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.

5.37 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 off-site affordable dwellings will be in addition to any other affordable dwellings generated from any new market dwellings on the alternative site.

Vacant Building Credit

5.38 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

5.39 The Council recognise that the delivery of affordable housing can, in certain circumstances, place strain on the viability of development, particular where genuine site abnormals 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.

5.40 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.

5.41 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.

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.

Affordable housing thresholds

Other than in the most exceptional circumstances or for schemes within the West End Masterplan and Morecambe Area Action Plan boundaries, new housing development must 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:

Reference Affordable Housing Target by Development Type (Average)			
NUMBER OF DWELLINGS	**LOCATION**	**AFFORDABLE HOUSING**	**DELIVERY METHOD**
15 plus	**Urban**	**Minimum 30% (Brownfield and Greenfield) up to 40% (Greenfield)**	**On site**
11 plus	**Rural (excluding AONB's)**	**Minimum 30% (Brownfield and Greenfield) up to 40% (Greenfield)**	**On site**
11 to 14	**Urban**	**Minimum**	**On site**

		20%	
Developments exceeding 1,000 sqm (Gross Internal Area) and under 11 units	**Urban/Rural**	**Minimum 20%**	**On site**
Affordable housing requirements within the Arnside & Silverdale AONB are identified within the Arnside & Silverdale AONB DPD and requirements for Forest of Bowland AONB 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 form of provision, location within a site and the means of delivery will be subject to negotiation at the time of a planning application. However, close consideration of the latest available evidence will be required including the most up to date Strategic Housing Market Assessment or where there is an up-to-date village or parish housing needs assessment that is a more appropriate indication of housing need.

III. Accommodation provided will be required to be genuinely available to those households who have been identified as being in housing need;

IV. 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.

V. 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.

Managing Housing Development outside Main Urban Areas

5.42 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.

5.43 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.

5.44 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 sites identified within the plan-making process in unexpected, but not less sustainable, locations.

5.45 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 with due regard to the evidence within the Strategic Housing and Employment Land Availability Assessment (SHELAA)[21]. 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

5.46 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 particular will meet rural housing needs according to robust evidence (such as the Strategic Housing Market Assessment Part (II) undertaken by Arc4 in 2017 Lancaster District Housing Needs Survey or successor housing needs surveys 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.

5.47 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, unless policies within Neighbourhood Plans state otherwise.

Rural Estates

5.48 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.

Rural Exception Sites

5.49 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

[21] http://www.lancaster.gov.uk/planning/planning-policy/housing-reports-local-plan

have an existing family or employment connection.

5.50 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.

5.51 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 in the future being sold at open market rates.

New Homes in Isolated Locations

5.52 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.

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 and Development Management DPD.

Proposals for new housing in other settlements which have not been identified as sustainable rural 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

Proposals for new homes in locations outside of defined 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 DM43 and policies contained within the Arnside and Silverdale Area of Outstanding Natural Beauty DPD.**

Rural Exception Sites

5.53 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.

Policy DM5: Rural Exception Sites

In rural locations where housing would not normally be acceptable under policy DM1 proposals for Rural Exception Sites will be supported where:

I. **Housing meets the needs of the local community as evidenced through an up-to-date Housing Needs Survey;**
II. **Proposals are either adjacent, or well related to, existing settlements enabling residents to access education, employment and other important facilities;**
III. **Are for small schemes of ten dwellings or fewer unless demonstrated that a higher level of need for affordable housing existing 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 occasion where exceptional circumstances exist a proportion of new homes proposed on a rural exceptions 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 proposed must be demonstrated through the applicant submitting a viability appraisal which demonstrates that it is the minimum required to achieve site viability.

5.54 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.

5.55 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 in the future being sold at open market rates.

Housing Provision in the Forest of Bowland AONB

5.56 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.

5.57 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.

5.58 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.

5.59 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 close working with and between housing developers, landowners and appropriate Registered Providers of affordable housing.

5.60 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 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.

5.61 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.

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 or more 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 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, character of 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.

5.62 National planning policy does not allow major new development in the Areas of Outstanding Beauty except 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.

5.63 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 may have the potential to have a significant impact on the qualities of the AONB whether it is located inside or adjacent its boundary

Purpose-Built Student Accommodation

5.64 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.

5.65 The city centre is an acceptable location for new student accommodation. Most parts of the city centre are within reasonable walking distance of the University of Cumbria and good public transport and cycling connections exist to Lancaster University. A specific policy approach to concentrate new student accommodation within the city centre will ensure full benefits to the district are gained from concentrating activity and spend in this central location. It is also important that new investment enhancing 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 to want 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 parking and will not disperse investment in the student experience too widely.

5.66 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.

5.67 New student accommodation can also help make a positive contribution to the mix of uses within the city centre and 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.

5.68 The City 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 one that 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 drives quality through 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.

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 address the following issues:

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. **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. **To 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.

Accommodation for Older People

5.69 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.

5.70 It is important that proposals for new older people's accommodation is 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 health and wellbeing of residents.

5.71 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.

5.72 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 align to Commissioning Plans and relevant standards.

Accommodation for Vulnerable Groups

5.73 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 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[22].

5.74 Vulnerable groups include people with learning disabilities, mental illness, physical disabilities, homeless households, young people leaving care, people suffering domestic abuse, people with a history of substance misuse, and people with a history of offending.

5.75 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.

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. Meeting 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;

[22] http://www.lancaster.gov.uk/planning/housing-strategy

II. Being within good proximity of 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. To accord with the requirements of Policy DM2 in relation to accessibility and internal space standards;
IV. Contributing 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;
VI. The provision of sufficient car parking in accordance with Appendix E of this DPD; and
VII. The provision of suitable open space / grounds that can be used by residents for sitting, relaxing and gentle exercise; and
VIII. Resisting development that would lead to a reduction in the number of extra care or care premises unless it can be demonstrated that a replacement facility will be provided or that such a use was not viable.

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. Being well located to shops, public transport, community Facilities and the social networks appropriate to the needs of the intended occupiers;
XII. Being affordable in the context of financial support available to the intended occupiers;
XIII. Being 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. To facilitate 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 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.

Accommodation for Gypsies and Travellers, and Travelling Showpeople

5.76 There are currently 20 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 is managed by the City Council on behalf of Lancashire County Council.

5.77 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 (GTTA) 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 Gyspies and Travellers within the district is considered under Policy SP7 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.

5.78 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.

Policy DM9: Accommodation for Gypsies and Travellers, and Travelling Showpeople

Proposals which may come forward in advance of the preparation of the Site Allocations for Gypsies and Travellers 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 located within the urban area of Lancaster, Morecambe, Heysham or Carnforth. Sites in other locations will only be considered if it can be demonstrated that appropriate sites cannot be provided within the specified urban areas.**

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. In a location where the site will not cause significant harm on 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. 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 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 needed;
X. Make adequate provision for vehicular parking, turning areas and servicing;
XI. Are capable of providing adequate access to all emergency vehicles; and
XII. Are currently provided with or where adequate utilities, sanitation facilities, a mains water supply and drainage can be demonstrated to be able to be provided.

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 provided 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.

Residential Accommodation for Agricultural and Forestry Workers

5.79 One of the few circumstances in which isolated residential development may be justified is when accommodation is required to enable agricultural, forestry and certain other full-time 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.

5.80 The Council will support in principle the creation of residential dwellings to assist the ongoing agricultural / forestry holding subject to the requirements of Policy DM10 and a number of appropriate policy tests that are set out in Appendix F of this DPD. The first policy test seeks to establish whether there is a functional need for the dwelling and the second relates to the financial soundness of the existing agricultural / forestry enterprise.

5.81 It is important to establish whether the stated intentions to engage in farming or forestry enterprises are genuine, are reasonably likely to materialise and are capable of being sustainable for a reasonable period of time. It will also be important to establish that the need of the intended enterprise requires one or more of the people engaged in it to live nearby.

5.82 Proposals for both permanent and temporary dwellings for agricultural / forestry workers should also have due regard to all other relevant policies within this DPD, in particular (but not exclusively) Policy DM45 relating to landscape impacts, DM29 relating to the design of development and Policy DM33 relating to flood risk.

Policy DM10: Accommodation for Agricultural and Forestry Workers

Proposals for residential accommodation for agricultural and forestry 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 activities on well-established agricultural / forestry holdings and 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 or forestry and does not relate to a part-time requirement;**
III. **The unit and agricultural / forestry activity concerned has been established for at least three years and passes the policy test relating to financial soundness set out in Appendix F of this DPD;**
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 farming activity, whether on a newly-created agricultural or other land-based 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 has been planned on a sound financial basis;

X. The functional need could not be fulfilled by another dwelling on the agricultural 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, well designed and well-related to existing agricultural buildings or other dwellings.

When 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 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.

5.83 Permission for permanent dwellings for agricultural / forestry workers will only be granted for enterprises and activities that are well established and are recognised to be on a sound financial position. Where Policy DM10 and the policy tests set out in Appendix F are successfully addressed, it will be necessary to ensure that such dwellings are kept available for meeting this need for as long as it exists. Therefore applicants can expect appropriate occupancy conditions to be applied to any planning permission.

Residential Moorings on Lancaster Canal

5.84 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.

5.85 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.

5.86 The City 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.

5.87 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.

5.88 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.

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. That appropriate facilities and servicing is provided for 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.

Self-Build, Custom Build or Community-Led Housing

5.89 The Self Build and Custom Housebuilding Act 2015[23], with its accompanying Regulations, requires Councils to have a register of those who wish to acquire a plot for a self-build or custom-build dwelling, and imposes a "duty as regards registers", to have regard to 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.

5.90 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 indicates in general 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.

5.91 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.

5.92 Lancaster City Council has been identified as a Local Authority directly affected by second homes

[23] http://services.parliament.uk/bills/2014-15/selfbuildandcustomhousebuilding.html

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 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).

5.93 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.

5.94 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.

5.95 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 either 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.

5.96 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.

5.97 In accordance with the Framework, 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 once the level of need is full known. The Council will monitor expressions of interest and direct people to the Council's Self Build Register[24] and wherever possible to individual landowners.

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.

[24] http://www.lancaster.gov.uk/planning/planning-policy/custom-build-and-self-build-homes

Developers of strategic sites (sites and amount to be determined by the outcomes of the Strategic Housing Market Assessment) will be encouraged to make 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 DM43).

Residential Conversions

5.98 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.

5.99 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.

Policy DM13: Residential Conversions

Proposals that involve residential conversions must meet the following criteria:

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 Policy DM3;
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 City Council considers the importance of maintaining an appropriate housing mix and safeguarding the character of residential areas to be an important priority. 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 separated 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.

5.100 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.

5.101 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 DM48 of this DPD.

6. Employment and Economic Growth

6.1 The 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.

6.2 The district has a range of economic assets – large and small, some designated 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.

6.3 In total there are in the region of 78,100[25] 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.

6.4 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

6.5 Proposals that re-use previously developed land and / or existing buildings for employment

[25] NOMIS July 2016 – June 2017
http://www.nomisweb.co.uk/reports/lmp/la/1946157095/report.aspx?town=lancaster#tabempunemp

purposes, which are not formally designated for employment, will be supported in principle by the Council where it represents sustainable development. Proposals for employment generating uses in non-designated 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.

6.6 Where it is anticipated that development proposals will generate significant footfall and traffic movement, special attention should be given to the accessibility issues relating to 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 DM62 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.

6.7 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

6.8 In accordance with paragraph 22 the National Planning Policy Framework[26] (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.

Policy DM14: Proposals Involving Employment Land and Premises

Proposals for new employment premises should be located on allocated employment sites, as identified in Policy EC1 of the Strategic Policies and Land Allocations 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 designated employment areas will be supported by the Council provided that the following issues 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

[26] https://www.gov.uk/government/publications/national-planning-policy-framework--2

should firstly focus on opportunities within allocated employment areas and secondly on existing non-designated 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 DM43, DM45, DM46 and DM47 of this document. Proposals in the Arnside & Silverdale AONB should address the requirements of Policy AS10 of the Arnside & 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 DM62 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 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:

VI. It has been demonstrated, through a satisfactory and robust marketing exercise that has taken place over a reasonable period of time (at least 12 months) that an ongoing employment use on the site / premises is no longer appropriate and viable. Such a marketing exercise should 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.

6.9 Applications should be supported with information which clearly demonstrates that the premises or site have 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.

6.10 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.

6.11 The Strategic Policies and Land Allocations DPD has set 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 forthcoming 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 to 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.

6.12 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 creates pressure for redevelopment 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 proposing housing as the only viable option for the future.

6.13 Many employment areas within the district provide opportunities for regeneration and remodeling, providing more modern employment facilities than currently exist, such opportunities are highlighted 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

6.14 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'.*

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 other policies within this document; or**
III. **The proposal is for the conversion or redevelopment 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.

6.15 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 that wish to invest in the local area and create jobs for local people.

6.16 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 including the B4RN which are seeking to improve rural broadband provision.

6.17 In accordance with Policy DM58 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.

6.18 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 Arnside & Silverdale AONB area should have due regard to the content of Policy AS10 of the Arnside & Silverdale AONB DPD.

7. Town Centres and Retailing

7.1 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 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.

7.2 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 defined boundaries of the three main town centres (as defined in Policy TC1 of the Land Allocations DPD) and should not result in densities and uses that would damage local amenity.

Town Centre Development

7.3 To retain and develop their vibrancy and vitality, 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, but 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[27]) should be retained.

Policy DM16: Town Centre Development

Proposals for retail development will be supported where they are located within defined Primary Shopping Areas, as set out via 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 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 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 designated retail frontages. 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 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.

Development proposals for retail development that are located between the Primary Shopping Area (PSA) and the 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 Town Centre Locations

Development proposals for main town centre uses that are not located in town centre locations, 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 town centre locations, or are not in accordance with specific policies within the Local Plan should seek to address the following issues:

[27] https://www.gov.uk/government/publications/national-planning-policy-framework--2

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; and

Retail Impact Assessment
Proposals should be supported by a retail impact assessment in accordance with paragraph 26 of the National Planning Policy Framework where it results in the creation of floorspace of:

- **Over 500sqm in the Main Town Centres of Lancaster, Morecambe and Carnforth or within 800 metres of the defined town centre.**
- **Over 200 sqm within defined local centres (as set out in Policy TC3 of the Strategic Policies and Land Allocations DPD) or within 800 metres of the defined local centre.**

7.4 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

7.5 Town centre uses should be directed to town centre locations. Where proposals seek to deliver these uses outside town centres, the sequential test set out in paragraph 24 of the Framework will be applied.

7.6 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 town centres within National Planning Practice Guidance[28] .

Retail Frontages in Town Centres

7.7 The frontages policy acts to highlight and emphasise locations in the 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 town centre A1 retail uses on primary frontages within the defined town centre boundary, which can generate active street frontages during normal daytime trading hours.

7.8 The shopping frontages are defined in the Local Plan Policies Map, which accompanies the Land

[28] http://planningguidance.communities.gov.uk/

Allocations DPD. These designations have been identified 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.'*

7.9 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.

7.10 Secondary frontages near the edge of Lancaster's Primary Shopping Area are also identified within the Local Plan Policies Map. They support the key shopping frontages and are areas where some degree of diversification would be supported, whilst still retaining their primary town centre function.

7.11 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 does acknowledge 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.

7.12 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.

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[29]. 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**
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

[29] http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

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 does not have 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 both cross an alley or wrap around a corner.**

7.13 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.

7.14 The 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.

7.15 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

7.16 Local centres are important for basic local service provision, opportunities for local trade and commercial activity that serves 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.

7.17 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.

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. No adverse impacts on the amenity of local residents, road safety, car parking or traffic flows would result.**

Retail Development outside Defined Centres

7.18 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.

Policy DM19: Retail Development outside Defined Centres

Outside of defined 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;**
- **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 should be generally directed towards defined town centre areas as identified in the Local Plan Policies Maps.

Hot-Food Takeaways and Betting Shops

7.19 National Institute for Health and Care Excellence (NICE) guidance on the prevention of cardiovascular disease outlines 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.

7.20 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. Obesity levels have continued to rise in recent years with approximately 65% of adults in Lancaster District classified as overweight or obese, 32% of children in the district as similarly classed as overweight or obese.

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 not 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 not 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.

The City Council will support proposals for betting shops within identified centres unless:

III. 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

IV. 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.

7.21 A concentration of hot food takeaways can also have a detrimental impact upon the vitality and viability of centres. They can also 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, which are set out in Table 7.1 below.

Location	Total Number of Units	Number of Hot Food Takeaways	% of Takeaways
Main Town Centres			
Lancaster	520	32	6%
Morecambe	333	24	7.5%
Carnforth	69	7	10%
Local Centres			
Bare	29	0	0%
Torrisholme	9	3	33%
Westgate	11	2	22%
Morecambe West End	80*	9	12%
Bowerham	15	2	14%
Lancaster University	13		
Heysham Road	19	4	22%
Caton	5	0	0%
Hornby	4	0	0%
Bolton-le-Sands	10	0	0%
Silverdale	8	1	12.5%
Halton	6	1	16%

Table XX: *Table showing the Percentage of hot-food takeaways within Lancaster District Centres*
** Figure represents the total number of occupied in the Local Centre Assessment (2017), Morecambe West End has a further 46 units which are vacant.*

7.23 Up-to-date data and information on the location of hot food takeaways can be obtained by using the FEAT tool (www.feat-tool.org.uk). Further guidance on this issue can also be found in *'Hot Food Takeaways and Spatial Planning – Public Health Advisory Note'* which has been prepared by Lancashire County Council Public Health Team.

7.24 It is important that clusters or overall number of non-retail uses should not dominate any defined centre which detract from its vitality, viability and overall amenity of the area. Particular issues are reported with the clustering of A5 (hot-food takeaways) and A2 (particularly betting shops) although any non-retail use could have a similar impact in aggregate or where they take up large proportions of frontage.

Advertisements

7.25 Advertisements can be one of the most dominant elements of the environment we live in. 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.

7.26 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.

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 new development will not be supported.

Shopfronts

Shopfronts are an important aspect of the district's different shopping areas, making a valuable contribution to their visual character and appearance. The Councils primary objective is to ensure that shopfronts respect the building of which they are part of and their location, particularly within Conservation Areas. A well designed shopfront will give a good impression of 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.

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.

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 for approval should meet the following criteria:

I. **Be of a high quality design and sensitive to its visual appearance on the building on which it is to be sited and the surrounding street scene, in the daytime and the night-time, especially in the case of a Listed Building or within a Conservation Area;**
II. **Be appropriate to its setting and location and has due regard for local distinctiveness;**
III. **Not contribute to an unsightly proliferation or clutter of signage in the vicinity;**
IV. **Not to cause 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;**
VIII. **The existing character of the area;**
IX. **The suitability of the overall form, scale and architectural detail in relation to the appearance of the building; and**
X. **The suitability of materials in relation to the overall 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 on proposals of this nature.

The Council formally adopted a Supplementary Planning Document (SPD) on Advertisement and Shopfront Design[30] in spring 2016, it is anticipated that this will be updated during the course of 2018. Any proposals that involve the creation of new advertisements and shopfronts should pay regard to the content of this document.

8. Leisure and Culture

8.1 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

8.2 The Council will support the development of leisure facilities and attractions in sustainable locations within main urban settlements, primarily in 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[31] (the 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.

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:

I. **The site is 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. **Is supported by a specific site allocation in the Strategic Policies & Land Allocations DPD; or**
III. **An identified direction of mixed use growth set out elsewhere within the local development 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:

[30] http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds
[31] https://www.gov.uk/government/publications/national-planning-policy-framework--2

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 to a variety of modes of transport, including public transport;

VIII. Does not result in an adverse impact on the visual amenity within the locality; and

IX. With regard to rural buildings, the proposal satisfies the relevant criteria of Policy DM48.

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 within internationally designated wildlife sites or designated landscape areas will not be supported.

8.3 Policy DM22 provides a positive framework for promotion of leisure facilities 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 centres, ensuring that facilities can be accessed by a range of transport modes and continue to protect the natural environment.

8.4 The Council recognises the benefits that the leisure economy can have on the rural economy through the creation of new business, new jobs and more investment within the local area. Therefore, development of leisure facilities 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.

8.5 For the purposes of clarity, the term 'leisure attractions and facilities' should include major visitor attractions and major leisure / sporting attractions.

Visitor Accommodation

8.6 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 on the main centres of Lancaster, Morecambe and Carnforth in the first instance and, should an edge-of-centre or out-of-centre location be proposed, that the sequential approach set out in Paragraph 24 of the Framework 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.

8.7 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 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.

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 in 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 to a range of transport modes and public transport.

Other Visitor Accommodation

Proposals for other visitor accommodation, including bed & breakfast, self-catering accommodation (excluding caravan sites, camping pods, log cabins and chalets which are addressed under Policy DM51 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 settlements 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 DM48.**

Developments which are likely to increase harm through visitor pressure within or adjacent to internationally designated wildlife sites or in protected landscapes will not be supported.

Proposals for other visitor accommodation within the Arnside & Silverdale AONB will be considered against the relevant policies in the Arnside & Silverdale AONB DPD.

The Creation and Protection of Cultural Assets

8.8 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 live and work within the district.

8.9 For the purposes of clarity, the term cultural asset is used to describe a range of facilities including theatres, museums, heritage assets and the historic environment, live music venues (not public houses), 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.

8.10 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 provides.

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 damage to the local amenity of the area, particularly in terms of impacts on residential amenity and highway safety; and**
V. **The proposal would help 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 involves the re-use of existing cultural facilities for alternative uses will be required to demonstrate the previous use of the premises is no longer viable through a robust marketing exercise of no less than 12 months, and the facility is no longer of value either economically or to the local and / or wider community.

8.11 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 of existing facilities should ensure that there is minimal impact on the amenity of the locality. Any proposals should positively contribute towards the visual amenity within the locality through the positive use of design.

The Evening and Night-Time Economy

8.12 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, these uses are carefully balanced so that evening and night-time uses are complementary to, rather than conflict with, other town centre uses.

8.13 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.

8.14 The Council will plan positively for a range of complementary evening and night-time uses including the 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.

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 effect 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, particularly through the creation of 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.

8.15 The promotion of an evening and night-time economy in 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.

8.16 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

8.17 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.

8.18 To deliver such improvements, the Council will work with all relevant stakeholders to improve accessibility and quality of the urban environment 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 and improve the streetscape and produce a high quality urban environment that is accessible to all.

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 good use of design and layout and use of high quality materials, to create positive, safe and attractive streetscapes that contribute to the visual amenity of their locality and encourages 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.

Where exceptionally where the overall benefits justify 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.

8.19 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[32] and future public realm works associated with the implementation of the Morecambe Area Action Plan DPD[33]. Projects such as these, whether they are public or private that have significant benefits to public realm, will be supported by the Council.

8.20 Good quality spaces can play an important role in the delivery of green infrastructure in the district; accordingly the application of this policy should consider guidance set out in Policy DM42 of this document which relates to green infrastructure provision.

Open Spaces, Sports and Recreational Facilities

8.21 The provision of open spaces, 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.

[32] http://www.lancaster.gov.uk/business/regeneration
[33] http://www.lancaster.gov.uk/business/regeneration/morecambe-area-action-plan

8.22 The Council is in the process of preparing a refresh of the evidence in relation to open space and recreational facilities, supplementing the original study undertaken in 2010[34]. The refreshed Open Space Assessment is being undertaken and should be published in the spring 2018. The Council are also working on the preparation of a Playing Pitch Assessment, which will be published later in 2018.

8.23 At this point in time it remains the position that a deficiency applies across much of the urban areas of the district. Therefore the Council's approach will be to resist development that would result in loss of open space provision, in particular spaces that have an environmental 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 that development proposals will 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.

8.24 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.

8.25 The Council will seek to retain all open space where it is concluded to have a value, either to the local community that it serves or other environmental values. Community ownership of open spaces, both physically and morally, will be encouraged by the Council. The management and improvement of such assets should be championed through the local communities 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 green space.

Policy DM27: Open Space, Sports and Recreational Facilities

Protection of Recreational Open Space

The Local Plan Policies Map identifies a range of designated open spaces within the district which have been provided for their important value. Proposals that seek to protect and enhance existing designated open spaces shall be supported by the Council. The Council will not permit the loss of designated open space unless:

I. An assessment has been undertaken to demonstrate that the open space is surplus to requirements;
II. As assessment has been undertaken to demonstrate that the open space no longer has an economic, environmental or community value, which shall include consultation with key stakeholders and the local community;
III. The loss of open space resulting from development would be replaced by equivalent or better, high quality provision in a suitable location;
IV. The development is for alternative sports and recreation provision, the needs for which clear outweigh the loss.

[34] http://www.lancaster.gov.uk/planning/planning-policy/sport-and-recreation-studies

Development proposals that are adjacent to designated open spaces will be required to incorporate design measures that ensure that there are no negative impacts on amenity, ecological value and functionality of the space. The Council will only permit development that has identified negative impacts on open space 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 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 economic, environmental or social value.

The Creation of New Recreational Open Space

Development proposals located in areas of recognised open space deficiency will be required to provide appropriate contributions toward open space provision, either through the provision of on-site facilities or a financial contribution toward the creation of new off-site open spaces or enhancement of existing recreation spaces 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 recreational open space 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 management and maintenance of open space should address the requirements of Appendix D of this DPD.

8.26 Proposals will be expected to have due regard to the inclusion of open spaces 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 discussion for negotiations between the local planning authority and applicants. Issues of viability will be given due consideration within the negotiation process.

8.27 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. Dialogue is recommended between applicants and the Council to inform the understanding over open space requirements in the local area.

8.28 Whilst commercial development is unlikely to give rise to the need for open space provision, landscaping will form a key element of any proposal.

8.29 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 requirements.

9. Education and Skills

9.1 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.

9.2 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 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, 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.

9.3 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 development a commercial development (i.e. office, retail and leisure, hotels, industrial and warehousing).

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 'Employment and Skills Plan' that will set out opportunities for, and enable access to, employment and 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.

9.4 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.

9.5 It is therefore proposed that the following thresholds should be applied by this SPD in relation to the preparation and implementation of an Employment and Skills Plan.

Residential Development	20 or more residential units
Commercial Development	The creation of 1,000sqm of new commercial floorspace.

***Table 9.1:* Thresholds for the delivery of Employment and Skills Plans**

9.6 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 recognise 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 1 will be considered for their suitability to undertake an Employment and Skills Plan.

9.7 The Council are due to publish a Supplementary Planning Document (SPD) in early 2018 on this matter that should be given due consideration should an ESP be required.

10. The Design of Development

Key Principles

10.1 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.

10.2 The Council would expect evidence of these considerations to be provided in the accompanying 'Design and Access Statement' to the application. Further information on the key principles outlined in Policy DM29 has been provided in a Planning Advisory Note (PAN) on residential design[35]. This provides additional guidance on the key design principles that the Council will look to apply to residential proposals.

Ensuring Privacy

10.3 New dwellings should be as private and free from overlooking and overshadowing as possible. To achieve this developments 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;
- The main windows of habitable rooms should not be overshadowed by boundary walls, fences or two-storey gable walls; and
- The avoidance of excessively high screening**.**

10.4 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

10.5 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:

- With the exception of flats, new houses should look to ensure at least 50sqm of usable private garden space is provided that is not directly overlooked by neighbouring properties;

[35] http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds

- For every half-metre change in levels between properties, a further 1 metre of separation should be provided;
- Rear gardens should look to achieve at least 10 metres in depth, unless there are overriding design reasons to justify a reduced depth, 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;
- Flat developments should provide a reasonable amount of communal amenity space per unit of accommodation. The actual provision required will depend upon site and building characteristics; and
- Provide opportunities for the growing of food for personal consumption.

Accessibility

10.6 The Council will ensure that new development is proposed in locations that are sustainable and accessible and well-connected to existing services. 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 DM59).

10.7 Proposals for new development should incorporate safe and appropriate access arrangements that are not at the detriment of highway safety and satisfy the local highway authority.

10.8 The Council will seek to ensure that all new developments are fully accessible to all members of the community and therefore compliant with the most relevant and up-to-date legislation. This is particularly important for public buildings and those that would generate significant footfall.

The Natural and Built Environment

10.9 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 new development achieves this by seeking high quality design, layout and landscaping.

Policy DM29: Key Design Principles

General Principles

New development should make a positive contribution to the surrounding landscape 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 no significant detrimental impact to amenity in relation to overshadowing, visual amenity, privacy, overlooking, massing and pollution;**
III. **Ensure that safety and security are fully considered through the design process;**
IV. **Promote diversity and choice through the delivery of a balanced mix of compatible buildings and uses; and**
V. **Create buildings and spaces that are adaptable to changing social, environmental, technological and economic conditions.**

Accessibility

VI. **Be accessible to all sectors of the community, including people with disabilities;**
VII. **Promote and enhance access and permeability by creating places that connect with each other and existing services, and are easy to move through;**
VIII. **Incorporate suitable and safe access to the existing highway network and road layout design, in line with the latest standards;**
IX. **Ensure that highway safety and efficiency is maintained or improved; and**
X. **Maximise opportunities for cycling and walking linkages through and to/from a site to promote sustainable healthy travel**

Green Infrastructure and the Natural Environment

XI. **Deliver net gains in green infrastructure, retaining and enhancing, where possible, appropriate amounts of garden / outdoor space for occupiers of both proposed and neighbouring uses; and**
XII. **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

XIII. **Minimise impacts on air quality (including odour), noise pollution and light pollution;**
XIV. **Locate new development sensitive to pollution in locations where existing sources of noise, light or air pollution can be satisfactorily mitigated;**
XV. **Improve existing ground conditions and protect existing soil quality through addressing and remediating contaminated land and land instability issues where they exist;**
XVI. **Enhance opportunities for protected species such as bats and swifts through the inclusion of appropriate roosting habitats;**
XVII. **Incorporate sustainable surface water drainage through appropriate management techniques maximising where possible their opportunity to deliver amenity and biodiversity enhancements;**
XVIII. **Incorporate electric vehicle charging points in line with the guidance contained within Policy DM31 and the forthcoming Supplementary Planning Document on this matter;**
XIX. **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 and scale, to have an adverse impact on the local built environment, the Council will expect applicants to make use of local 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).

Pollution and Waste Management

10.10 The Council will seek to ensure that new development minimises any adverse impacts arising from pollution, including noise, light, air (including 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.

10.11 New development should 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' 'Waste and recycling provision at domestic dwellings' on this matter[36].#

Gateway Locations

10.12 If a new development is to be located in a key gateway location then the Council will ensure it achieves a high standard of design and creates an attractive, welcoming entrance to key settlements in the district.

Design Review Panel

10.13 In accordance with paragraph 62 of the National Planning Policy Framework[37] (the Framework) the Council will utilise Design Review Panels to assess the impacts of major development proposals, particularly those which due to their size, scale and location may have adverse impacts on their surroundings. The views and recommendations of these panels will be given due consideration in determining a planning application.

Sustainable Design

10.14 Sustainable design can make a positive contribution to improving the overall sustainability of the district. Through sensible construction and design new developments offer opportunity 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.

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:

[36] http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds
[37] https://www.gov.uk/government/publications/national-planning-policy-framework--2

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'.**

10.15 Building Regulations establishes the minimum requirements that buildings must meet. It ensures 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 getting 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.

10.16 Whilst opportunities to deliver enhancements in the energy and 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 encouraged.

Air Quality Management and Pollution

10.17 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[38]. There are currently three locations where air quality does not 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 and each location has been declared an Air Quality Management Area (AQMA).

10.18 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 levels. These designations are regularly monitored and amendment 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 will be monitored.

10.19 The Council have published an Air Quality Strategy[39]. The process has also been incorporated into the Highways and Transport Masterplan for Lancaster District which is available on the Lancashire County Council website.

10.20 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

[38] http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality
[39] http://www.lancaster.gov.uk/environmental-health/environmental-protection/air-quality/air-quality-reviews-and-assessments

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.

10.21 An Air Quality Management Assessment 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.

Policy DM31: Air Quality Management and Pollution

All development proposals must seek to minimise the associated emission of harmful air pollutants during operational phases. They must avoid causing or worsening a breach of an air quality objective level or limit value, or exposing those who use and occupy the site to unacceptable adverse exposure. They must also avoid worsening any emissions of air pollutants in areas that could result in a breach of, or worsen site-level critical loads for ecosystems within relevant European designated nature conservation sites during both construction and operational phases.

Where proposals are located within or have the potential to adversely affect an Air Quality Management Areas (AQMAs) the Council will encourage and promote opportunities for new development to deliver net reductions in air emissions through on-site or off-site measures, for instance increasing the number of electric charging points. The Council will seek to prepare a Supplementary Planning Document on the matters of Air Quality and Low Emission Vehicles which will provide further guidance and information on this matter.

The developer must take these aims into account with regards choice of location, building design and transport arrangements. They are also likely to need to apply additional on-site mitigation and where the latter is not sufficient to meet the policy aim, a further financial contribution towards local air quality management off-site emission reduction measures may then be required and considered as part of mitigation / offsetting proposals. This contribution will be based on the calculated associated air pollutant damage costs.

Accompanying guidance provides details on site classification with reference to impacts on existing Air Quality Management Areas (AQMAs), standard mitigation requirements and assessment requirements to demonstrate impact and mitigation performance levels. The latter includes the appropriate use of both mass emission and pollutant concentration assessment methods.

For development proposals in urban areas the inclusion of solid fuel combustion appliances is discouraged.

10.22 One of the ways that the Council will seek to minimise the impact of new development on air quality is to ensure a development provides a suitable level of infrastructure for the charging of electric /

plug-in hybrid vehicles. Measures such as the provision of facilities and infrastructure to enable and encourage walking and cycling and the use of lower emissions 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.

10.23 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. In urban areas the use of solid fuel installations in new development will therefore be discouraged.

Contaminated Land

10.24 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 that come forward for development purposes 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.

10.25 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.

Policy DM32: Contaminated Land

Where is it 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; and

II. Suitable methods of remediation are proposed, sets out an appropriate method statement for the treatment of contamination to the satisfaction of the Council; and

III. It is demonstrated that the developed 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.

10.26 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.

10.27 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.

10.28 Where investigations conclude that contamination is present, then proposals should set out appropriate remediation measures which seek to address contamination issues. Remediation should

be set out through a robust method statement about how materials will be handled and removed from the site which 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.

10.29 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

10.30 Lancaster District is an area that is particularly susceptible to flood risk. The district contains a stretch of coastline along Morecambe Bay lying off the Irish Sea as well as a number of main rivers, particularly the River Lune which is liable to flood in extreme weather events. The extreme floods risk of Storm Desmond in 2015 and most recently the flooding in Galgate and Halton in November 2017 highlighted the risk that remains within the district from flooding.

10.31 Many of the main settlement areas in the district lie within areas that, to varying degrees, are vulnerable to flooding, such as Lancaster on the River Lune and Morecambe on 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 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.

10.32 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 between Heysham and the River Lune free from development.

10.33 The Council has prepared an updated Strategic Flood Risk Assessment (Level 1) published in November 2017 which provides recommendations for managing flood risk within the District. The Assessment also identifies those areas within the functional floodplain (Flood Zone 3b). These areas are required to be kept free from development in order that at times of flooding, allowing the storage of floodwater in a place which avoids risk to people.

10.34 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. . 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.

10.35 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.

Policy DM33: Development and Flood Risk

Proposals for new development will be required to minimise the risk of flooding to people and property by taking a sequential approach which directs proposals to the areas at the lowest risk of flooding. Consideration 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 provisions of the Framework and National Planning Practice Guidance (NPPG) and any other relevant guidance. 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 defined areas at risk of 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;
II. That they are supported by an appropriate site-specific Flood Risk Assessment (FRA) which demonstrates that the proposal meets the requirements of the Framework and NPPG.
III. That safe, suitable and appropriate flood prevention and mitigation measures are agreed, implemented and maintained, including through design and layout, taking Climate Change into account, to ensure that development is appropriately flood resilient and resistant for its lifetime;
IV. There will be no net increase of flooding beyond the site as a result of development (such as increases in surface water run-off or the reduction in the capacity of flood storage areas);
V. There is no adverse effect on the operational functions of any watercourse or existing flood defence infrastructure; and
VI. Sites should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way.

Consideration should be given to the implementation of natural flood management techniques in partnership with the Lune Rivers Trust and other key organisations.

**** All proposals for new development should take account of the Council's most up-to-date Strategic Flood Risk Assessment (or the most up-to-date 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.***

10.36 Development proposals in locations which are vulnerable to flood risk should be accompanied with 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.

10.37 New development must consider the Strategic Flood Risk Assessment and any updated Environment Agency's Flood Zone Maps that highlight areas at risk and vulnerable to flooding, either from fluvial (river) sources or coastal 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.

10.38 The National Planning Practice Guidance (NPPG) formally published by the Government in 2014 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, addressing the sequential and exceptions test have been demonstrated through the applications process.

10.39 Where relevant new development must also consider the Environment Agency's Shoreline Management Plan (SMP)[40] 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)[41].

Surface Water Run-Off and Sustainable Drainage

10.40 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.

10.41 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 limits water discharge levels into local sewers and drains to improve capacity in the network.

10.42 The Council advocates the use of a Surface Water Drainage hierarchy for new development in line with developments 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).

10.43 In line with the Surface Water Drainage hierarchy, the Council will expect relevant proposals to investigate the suitability and appropriateness of 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.

[40] https://www.gov.uk/government/publications/shoreline-management-plans-smps
[41] https://www.gov.uk/government/collections/catchment-flood-management-plans

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 of Sustainable Urban Drainage Systems in accordance with the Surface Water Drainage Hierarchy.

Proposals for all new development should implement sustainable drainage systems, alternatives will only be permitted where it has been demonstrated to be inappropriate or impracticable.

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.

All proposals for major development will require a drainage strategy to be submitted. The drainage strategy must show the type of drainage system and/or measures proposed, how minimum standards of operation are appropriate and that clear arrangements are in place for ongoing maintenance over the lifetime of the development.

10.44 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.

10.45 There are clearly merits to green solutions to manage surface water which have benefits 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.

10.46 SuDS can also enhance biodiversity opportunities within new development. Further information on this issue can be found on the Natural England's, Environment Agency's and RSPB's websites. Developments on greenfield sites, particularly those requiring the preparation of a Development Brief will be required to include measures to deal with surface water drainage. Careful consideration should be given to the impacts of water run-off on designated environmental sites.

10.47 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 neither be discharged onto the highway or onto other land without a watercourse nor be discharged in an unrestricted or uncontrolled fashion.

10.48 Any drainage proposal will be expected to be part of a site-wide strategy to avoid piecemeal development and demonstrate how the site delivers sustainable drainage as part of interconnecting phases.

10.49 The Council will require evidence to demonstrate that the SuDS hierarchy has been followed and to adequately justify if / why higher priority disposal routes cannot be utilised. Land acquisition should therefore ensure the required rights to discharge for the development have been secured.

10.50 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.

10.51 Approved schemes 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.

10.52 Further information on best practice examples or SuDS design can be found within the Planning Advisory Note[42] on this matter.

Water Supply and Waste Water

10.53 Adequate water supply, surface water and foul drainage and sewerage treatment capacity must be available to serve all new development. This is in addition to the supply and infrastructure capacity for existing development.

10.54 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.

10.55 New development must demonstrate adherence to 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.

Policy DM35: Water Supply and Waste Water

Development proposals must take into account the demand for off-site water service infrastructure. In particular, developers will be required to demonstrate that there is adequate waste water capacity on and off the site to satisfactorily serve the development.

New development must demonstrate adherence to the National Planning Policy Practice Guidance (water supply, wastewater and water quality) hierarchy of provision of sewerage infrastructure, this includes:

- **Connection to the public sewer;**
- **A package sewerage treatment plant**
- **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.

[42] http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds

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 Arnside & Silverdale AONB should have due regard to the content of Policy AS13 of the Arnside & Silverdale AONB DPD.

10.56 Large scale schemes, particularly the strategic sites identified in the Local Plan, may have a major impact on the infrastructure capacity, whereas smaller schemes can cumulatively have the same effect. All developers are therefore 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.

10.57 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 development.

10.58 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 existing supply, must be notified to the Council.

10.59 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

10.60 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 River Trust and United Utilities in order to improve and protect water resources and water quality.

Policy DM36: Protecting Water Resources and Infrastructure

New development must:

- **Not have a detrimental impact surface water and groundwater quantity and quality caused by water run-off into nearby waterways;**
- **Not have a detrimental impact 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 improve the quality of rivers or groundwater where possible.**

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.

10.61 The EU Water Framework Directive[43] 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 incorporating measures to improve water bodies where required.

10.62 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[44] 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.

10.63 The Council can contribute towards tackling the challenges highlighted in the North West 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.

10.64 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:

- 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).

[43] http://ec.europa.eu/environment/water/water-framework/index_en.html
[44] https://www.gov.uk/government/collections/river-basin-management-plans-2009

11. The Historic Environment

11.1 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.

11.2 The district's other heritage assets include 37 Conservation Areas, 37 Scheduled Monuments and 3 Historic 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. 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.

11.3 The heritage assets found within the district range in significance, from assets that have been specifically designated for their national importance to non-designated assets that are recognised at a local level to have historic significance. Policies DM37 to DM41 seek to protect and enhance the value of all types of heritage asset. The local planning authority 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[45] (the Framework).

Assessment of Significance

11.4 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 Framework[46]. This should also involve an assessment of any contribution made by their setting. 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)[47].

11.5 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[48] and Planning Application Validation Guide[49] should be referred to for further details.

11.6 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.

[45] https://www.gov.uk/government/publications/national-planning-policy-framework--2
[46] https://www.gov.uk/government/publications/national-planning-policy-framework--2
[47] https://www.historicengland.org.uk/advice/constructive-conservation/conservation-principles
[48] http://www.lancaster.gov.uk/planning/conservation/heritage-statements
[49] https://www.lancaster.gov.uk/planning/submit-a-planning-application

Design in the Historic Environment

11.7 High quality design is vital for new developments in the historic environment as the vibrancy and richness of the heritage assets strongly contributes to the cultural values of the district, the quality of which could be eroded through inappropriate or low quality proposals.

11.8 In certain circumstances, and with an understanding of the significance of heritage assets and their setting, high quality contemporary design may be acceptable within the historic environment.

Development affecting Listed Buildings

11.9 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 description of the designated heritage asset.

11.10 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.

11.11 In judging the impact of any alterations on a Listed building, it is essential that there is a thorough understanding of the elements that contribute toward 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 Framework.

11.12 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.

11.13 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.

11.14 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.

11.15 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.[50]

11.16 Minor repairs are unlikely to require listed building consent if the works are carried out using the

[50] https://historicengland.org.uk/images-books/publications/making-changes-heritage-assets-advice-note-2/

same materials and techniques and they do not affect the significance of the asset. However, for the avoidance of doubt, a Certificate of Lawfulness of Proposed Work to a Listed Building (CoL) can 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.[51]

Policy DM37: Development affecting Listed Buildings

The significance of a Designated Heritage Asset can be harmed or lost through alteration or destruction of a Listed building or through development within its setting. Where a development proposal will lead to substantial harm or loss of significance consent will be refused.

Demolition of Listed Buildings

Proposals that involve the substantial harm to or total loss of significance of Listed buildings, including demolition will not be permitted unless it can be demonstrated that the substantial harm or loss is necessary to achieve overriding 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;**
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;**
III. **That conservation through grant-funding or some form of 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.**

Extensions and Alterations to Listed Buildings

Proposals that involve the alterations or extensions to Listed buildings, including any partial demolitions, should be based on an accurate understanding of the significance of the asset and the impact of the proposal on this.

Proposals that involve external and/or internal alterations to a Listed building which would have an adverse impact on the special architectural or historic character of the building and/or their surroundings will not be permitted. The loss of historic fabric simply to accommodate new will not be permitted.

New extensions that dominate or distract from the Listed building in terms of siting, style, scale, massing, height or materials will not be supported by the Council. Reversibility and minimal intervention will also be key considerations when assessing proposals.

Where proposals will lead to less that substantial harm to the significance of the Listed building, this harm should be outweighed by the public benefits of the proposal which includes securing its optimum viable use.

Changes of Use and Conversions of Listed Buildings

Where planning permission may not normally be granted for the conversion of Listed buildings to alternative uses, favourable consideration may be accorded to schemes which

[51] http://www.lancaster.gov.uk/planning/conservation/certificates-of-lawfulness

represent the most appropriate way of conserving the building and its architectural and historic significance and setting.

Listed Buildings and Climate Change

The Council will support proposals that seek to reduce the carbon footprint of a Listed Building provided that it respects the historic fabric, character and setting of the building. Development involving the installation of renewable energy equipment on a Listed Building will be acceptable provided that the following criteria are met:

V. The energy efficiency of the Listed building itself has first been appraised and suitable measures, which will not affect its character, 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 its character or appearance, 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.

11.17 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.

11.18 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 repaired 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

11.19 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.

11.20 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

11.21 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.

11.22 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.[52]

11.23 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.

11.24 The use of renewable energy may be acceptable subject to the sequential approach set out within Policy DM52. 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 has produced a number of guidance documents relating to microgeneration, which provides building owners with guidance on the issues they need to consider when installing microgeneration equipment.[53]

Heritage at Risk

11.25 There are a number of buildings considered to be at risk within the district. The Council will work with the owners of these buildings to find viable uses to secure their long term future.

11.26 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.

11.27 Historic England maintains a National Heritage at Risk Register[54] 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.

11.28 With regard to Grade II Listed Buildings, the Council maintains a register of all those assets that are considered to be at risk.

Development affecting Conservation Areas

11.29 The district has a large number of Conservation Areas[55]. 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.

[52] https://www.historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/
[53] https://www.historicengland.org.uk/advice/planning/infrastructure/renewable-energy/microgeneration/
[54] https://www.historicengland.org.uk/advice/heritage-at-risk
[55] http://www.lancaster.gov.uk/planning/conservation/

Policy DM38: Development affecting Conservation Areas

Only development that preserves or enhances the character and appearance of the Conservation Areas will be permitted.

Outline applications for development within Conservation Areas will not be encouraged as details of development would be fundamental in determining impact upon the heritage asset.

Demolition of Buildings within Conservation Areas

Proposals that involve the loss of a building (or other element) which makes a positive contribution to the significance of 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 that 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 Area, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

No loss will be permitted without taking all reasonable steps to ensure that the new development will immediately proceed after the loss has occurred.

Development within Conservation Areas

Development proposals for the re-use, alteration and extension of existing buildings or the creation of new buildings within Conservation Areas will only be permitted where it has been demonstrated 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; and**
II. **Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and**
III. **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.**

All proposals that are located within a Conservation Area or its setting should give due consideration to all relevant policies within the Development Management DPD development.

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.

11.30 The Council will consider future areas that may be considered suitable for designation. This requires a judgement on whether an area is of special architectural or historic interest and the character or appearance of which is desirable to preserve or enhance.

11.31 Many Conservation Areas rely for their character on their relationship between buildings and spaces

and the nature of these spaces. 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 respect its historic form, layout and street patterns and of development that does not respect the scale of the neighbouring buildings.

11.32 When determining any development proposals affecting 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[56] which is relevant to the locality. A Conservation Area is a designated heritage asset and therefore Policy DM38 is directly relevant to this issue.

11.33 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[57].

11.34 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

11.35 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.

11.36 Article 4 Directions cover a number of properties within the following Conservation Areas: Lancaster, Westfield Memorial Village, Bath Mill, Morecambe, Glasson and Heysham. For more detailed and up-to-date information please contact the Conservation Team at Lancaster City Council.

11.37 Where the Local Planning Authority 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

11.38 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 (where highlighted on the relevant Local Plan Policies Map), as well as setting of undesignated heritage assets.

11.39 A setting is the surroundings of a heritage asset in which the asset is experienced. All heritage assets

[56] http://www.lancaster.gov.uk/planning/conservation/conservation-area-appraisal
[57] http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds

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.

11.40 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.

11.41 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. Similarly the impact of tall buildings on the townscape and roofscape of Lancaster and Morecambe requires careful consideration.

11.42 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*[58] (March 2015) and *Tall Buildings: Historic England Advice Note 4*[59] (December 2015). Due consideration should be given to these documents in formulating any proposals that affect the setting of a heritage asset.

Policy DM39: The Setting of Designated Heritage Assets

The Council recognises the significance of the setting to a heritage assets. Proposals that fail to preserve or enhance the setting of a designated heritage asset will not be supported.

Development proposals that make a positive contribution to or better reveal the significance of the asset and its setting will be favourably considered.

The greater the negative impact on the significance of the designated heritage asset and its setting, the greater the benefits that would be required to justify any approval.

Where appropriate, regard should be given to any approved characterisation study or appraisal of heritage assets.
Development proposals within 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);

Step 3: assess the effects of the proposed development, whether beneficial or harmful, on the significance; and

Step 4: explore the way to maximise enhancement and avoid or minimise harm.

[58] https://www.historicengland.org.uk/images-books/publications/setting-heritage-assets/
[59] https://historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4/

Non-Designated Heritage Assets

11.43 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.

11.44 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.

11.45 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[60].

Policy DM40: Development Affecting Non-Designated Heritage Assets or their Settings

Where a non-designated heritage asset is affected by development proposals, there will be a presumption in favour of its retention. 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 special features that contribute to an asset's significance should be retained and reinstated, where possible, in accordance with paragraph 135 of the National Planning Policy Framework.

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 within 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.

[60] http://www.lancaster.gov.uk/planning/conservation/local-heritage-assets

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. Positive settings should be protected, preserved and where possible enhanced by new development which assists in better revealing the significance of the asset.

11.46 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.

11.47 The Council aims to identify value and protect the historic environment and its significance for the benefit of current and future generations.

Archaeology

11.48 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[61] (HER), which is managed by Lancashire Archaeology Advisory Service on behalf of Lancashire County Council. These sites are not shown in the Land Allocations DPD and 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.

11.49 The HER includes Lancaster's Urban Archaeological Database[62] (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. Scheduled Ancient Monuments have been identified on the Local Plan Policies Map which accompanies the Land Allocations DPD.

11.50 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.

11.51 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 Framework.

11.52 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 required in addition to any planning permission for proposals that impact on Scheduled Monuments or their settings. Where there is significant impact the proposal is likely to be unacceptable.

[61] http://www.heritagegateway.org.uk/Gateway/CHR/

[62] http://www.lancashire.gov.uk/libraries-and-archives/archives-and-record-office/historic-environment-record.aspx

Policy DM41: Archaeology

Development proposals that would have an adverse impact on nationally significant archaeological assets or their settings (whether scheduled or not) will not 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 Environmental 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.

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 option.

The Council will seek the preservation of archaeological assets unless it is not justified (for example where the need for development outweighs the importance of the asset). In these circumstances, the development will not be permitted to commence until satisfactory provision has been made for a programme of investigation and recording. However, the ability to record should not be a factor in deciding whether such a loss should be permitted.

11.53 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 on 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.

12. The Natural Environment

12.1 The natural environment is a key feature of the district. It is made up from many different components and 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.

12.2 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, the protection of trees, hedgerows and woodland, and the value of the landscape.

Green Infrastructure

12.3 Green Infrastructure is a wide-ranging term that can encompasses a number of environmental features including open spaces, recreational areas, 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 corridors and open countryside. This, however, is not a definitive list of the types of Green 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 DM42 sets out the beneficial roles of green spaces and green corridors can contribute to in the locality.

12.4 The Council will retain a presumption towards the retention and protection of green spaces and green corridors, particularly where it can be demonstrated that they provide value, either economically, environmentally or socially, to the community they serve. Opportunities to enhance and extend these natural assets should 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 space and the lost open space is replaced with facilities of equal, if not better, standard than those existing in a suitable, nearby and accessible location.

Policy DM42: Green Infrastructure

Green Spaces and Green Corridors

The Council seeks to prevent the fragmentation and isolation of Green Infrastructure. To achieve this the integrity and connectivity of the Green Infrastructure network will be managed, maintained, protected and enhanced. Opportunities to extend the framework of green spaces and green corridors in the district should be taken and development proposals that will result in the damage to the integrity of or severance of a green corridor will be resisted by the Council.

Individual green spaces should be retained wherever possible, particularly in relation to spaces that have a recognised value, whether this is a community or environmental value. Any development proposals that involve the loss of designated green space will be resisted by the Council. Development proposals should seek to integrate green spaces and green corridors into development proposals and forge linkages with existing green space networks.

In exceptional circumstances, the loss of green spaces and green corridors will only be considered acceptable where appropriate mitigation measures are provided. This would include replacement habitat / provision be 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 Study 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 provision amenity green space has been demonstrated not to 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 land 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 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 a significant impact on the natural environment. In accordance with paragraph 53 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.

12.5 The Council will be review its open space assessment setting out the location of existing open space provision within the district and the existing / future needs and deficiencies within the district. This will be supplemented by the preparation of a Playing Pitch Assessment. 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.

12.6 Development proposals should be considered against the requirements for on-site provisions and off-site financial contributions 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 Local Planning Authority and applicants. 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 infrastructure.

12.7 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. Dialogue is recommended between applicants and the Council to inform the understanding over open space requirements in the local area.

12.8 Development that forms part of a strategic land allocation, as identified in the Land Allocations DPD should take direction from the specific policies relating to the site (and Masterplan if applicable) in relation to open space requirements.

Local Food Growing & Allotments

12.9 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 and contribute toward a healthy

lifestyle that is active, sustainable and socially inclusive.

12.10 There are currently 21 allotment sites within the district, providing approximately 19 hectares of land for the growing of food. Despite this provision there remains a waiting list and demand for allotment sites continues to increase, with the greatest levels of both supply and demand in the Lancaster area.

12.11 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.

12.12 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 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.

12.13 The Council will continue to seek to address this deficiency through 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 Land Allocations DPD, will be expected to address specific needs in this locality.

Development affecting Environmentally Sensitive Sites

12.14 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. Whilst Biological Heritage Sites (BHSs), Local Nature Reserves, Local Geological Sites and Ancient Woodlands.

12.15 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.

12.16 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.

12.17 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 may be by a variety of different paths and gateways.

12.18 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 towards 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.

12.19 A Lancashire Ecological Network Approach and Analysis has been prepared by The Wildlife Trust for Lancashire. 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.

Policy DM43: 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 enhancement 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
Development proposals 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 2010. 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, or 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

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

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, river banks 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.

12.20 The district's European Sites (RAMSAR and Natura 2000 sites), which include Morecambe Bay, are of significant international importance and given very high levels of protection. If development has the potential to adversely affect these sites then the provisions of the Habitats Regulations (2010) 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.

12.21 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.

12.22 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 on the most up-to-date information available.

12.23 Development proposals that involve the re-use, alteration or extension to 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 (the Framework). 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.

12.24 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.

12.25 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

12.26 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 Framework 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.

12.27 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.

12.28 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

12.29 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.

12.30 Whilst protection will be given to agricultural land which is considered to be the best and most versatile, the Council recognise 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

12.31 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.

12.32 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.

12.33 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.

12.34 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[63], adopted in 2010, and the replanting ratios contained therein.

12.35 Any development proposals that have implications for existing trees must be accompanied by an Arboricultural Implications Assessment, which would set out the potential impacts and implications for existing trees that may arise from development proposals. The assessment must also include measures to protect trees and provide appropriate mitigation measures.

[63] https://www.lancaster.gov.uk/planning/trees/tree-policy

Policy DM44: 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 value of the location.

The Council will also protect ancient trees and ancient woodland, supporting opportunities which increase the resilience of all woodlands to Climate Change, pests and diseases.

Development should positively incorporate existing trees and hedgerows within new development. 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 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 Tree and Hedgerow Cover

The Council will expect appropriate opportunities to encourage the planting of new trees, hedgerows and woodland, 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.

12.36 Although a felling licence is not required from the Forestry Commission if a 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, deforestation, forest roads or forestry queries.

Hedgerows

12.37 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 and, 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

12.38 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.

12.39 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 for trees in new development, through

suitable and appropriately designed landscaping schemes, is a key component of delivering growth in tree cover.

12.40 Development proposals will be encouraged and supported to incorporate trees, which should be at an appropriate scale and be indigenous species and local provenance. The inclusion of fresh tree planting will be considered by 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

12.41 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 Framework[64] which states that great weight should be given to conserving such areas. The requirements set out in paragraph 116 of the Framework should be a material consideration for proposals for major developments located within these areas.

12.42 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 Lancaster's 2014 Development Management DPD, until such time as the National Park reviews its Local Plan.

12.43 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)[65].

12.44 Lancaster City Council, in conjunction with their neighbours at South Lakeland District Council, is currently in the process of preparing a Development Plan Document (DPD) for the Arnside & Silverdale AONB[66]. The DPD has set out key areas of policy that will have specific relevance to this area and also identify which policies of 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.

[64] https://www.gov.uk/government/publications/national-planning-policy-framework--2

[65] Arnside and Silverdale AONB: http://www.arnsidesilverdaleaonb.org.uk/what-we-do/the-management-plan/
Forest of Bowland AONB: http://forestofbowland.com/Management-Plan

[66] https://www.lancaster.gov.uk/planning/planning-policy/arnside-and-silverdale-aonb-dpd

Policy DM45: 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[67] of the AONB designation and support the special qualities of the AONB as set out in 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 Development Plan Document for this area.

Development affecting Local Landscape Designations

Key Urban Landscapes, Urban Setting Landscapes and the wider Open Countryside are three 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 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 EN7 of the Land Allocations DPD.

Development affecting Other Important Landscapes (outside of designated landscapes)

In addition to nationally protected 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

[67] 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 converse and enhance natural beauty.
- In pursing 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.

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.

The Council will look to protect the undeveloped coast, supporting proposals that conserve the natural character and landscape of the undeveloped coast. The Council propose to prepare additional guidance for managing recreational pressure on Morecambe Bay. Development proposals that seek to introduce further recreation pressure onto Morecambe Bay will be required to have due regard to this guidance.

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 effect 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 a 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.

Development affecting Local Landscape Designations

12.45 Within the main built up areas of the district, the Council has identified a number of larger areas of open space 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 local Landscape designations was reviewed by external consultants, Woolerton Dodwell in 2012 entitled 'Key Urban Landscape Allocations in Lancaster District Study'[68] and more recently by Arcadis on behalf of the Council.

12.46 Key Urban Landscapes are identified as those areas within the main urban areas which are of value in their own right in relation to their visual and amenity value as well as their role in providing the setting for important heritage assets. Urban Setting Landscapes are defined as those areas that whilst not necessarily important in their own right provide an important role in the setting of the main urban areas of the district. Such areas are usually located on the edge of the main urban area.

12.47 Both 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.

12.48 Policy EN7 of the Land Allocations DPD supplements the approach to Key Urban Landscapes and Urban Setting Landscapes of Policy DM45 above and the Local Plan Policies Map identities the

[68] http://www.lancaster.gov.uk/planning/planning-policy/environmental-studies

detailed boundaries of this allocation.

Development Outside of Protected and Designated Landscapes

12.49 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 landscapes, Urban Setting Landscapes and the Open Countryside) 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.

12.50 Where work has been undertaken on landscape assessments by either the local or county authorities, this work should be given due consideration in relation to their recommendations and outcomes in determining planning applications.

12.51 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

12.52 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, they also create a unique landscape that is very sensitive to change.

12.53 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 considered that sufficient mitigation measures have been provided to limit any impact or where significant overriding benefits are demonstrated to outweigh any impact.

Cumulative Landscape Impacts

12.54 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 on both their direct and cumulative impacts on local landscape character and visual amenity.

13. Development in Rural Areas

13.1 National Policy via the National Planning Policy Framework[69] (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 where development outside urban settlements should be considered, where taking into account the particular characteristics of locality and rural economy.

[69] https://www.gov.uk/government/publications/national-planning-policy-framework--2

13.2 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.

13.3 The Council will prioritise development proposals that relate to economic growth and the delivery of new homes that address local housing needs. Development proposals should promoted where possible through the conversion and re-use of existing rural buildings and development within existing rural settlements.

Economic Development in Rural Areas

13.4 The rural economy is a valuable asset to the district, creating jobs for local residents, encouraging visitors and generating investment in the district economy as a whole. The Council recognises the importance of this, and will support the sustainable growth of the rural economy.

13.5 With this support, the Council is mindful that a balance is required between the delivery of economic growth and maintaining the character and function in 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.

13.6 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 DM46. 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.

Policy DM46: Economic Development in Rural Areas

Development 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 within 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 DM48 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 from 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 required for new or existing outdoor sport and leisure facilities where a rural location is needed and 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 heritage, 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 DM43 should apply.

Diversification of the Rural Economy

13.7 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.

13.8 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.

Policy DM47: 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 an 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 proposals 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 DM58 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 DM43 and DM45 should apply.

Proposals in the Arnside & Silverdale AONB should have due regard to relevant policies within the Arnside & Silverdale AONB DPD.

13.9 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.

13.10 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.

<u>The Re-Use and Conversion of Rural Buildings</u>

13.11 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 is 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.

13.12 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.

Policy DM48: 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 DM46 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, 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 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, DM43 and DM48 of this document. Consideration should be given to Historic England's guidance entitled 'Adapting Traditional Farm Buildings' published in October 2017.

13.13 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 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

13.14 The Council will seek to manage development in the Green Belt to avoid inappropriate development, consistent with paragraph 87 of the Framework. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very exceptional circumstances.

Policy DM49: Development in the Green Belt

Re-use of Existing Buildings in the Green Belt

The re-use of buildings within the Green Belt will be considered appropriate where:

I. **It does not have materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;**
II. **Strict control is exercised over the extension of re-used buildings, and over any associated uses of land surrounding the building that might conflict with the openness of the Green Belt and the purposes of including land in it;**
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 create an adverse impact on the openness of the Green Belt.

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:

V. **The existing dwelling is lawful and permanent in nature;**
VI. **The design, volume and massing of the proposal does not materially harm the openness of the Green Belt through excessive scale, bulk or visual intrusion; 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.

13.15 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 Framework and this policy does not repeat such guidance. However, Policy DM49 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

13.16 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 on this type of development is required.

13.17 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. As such local landscape character assessments should be employed to inform the appraisal of all development proposals.

13.18 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, re-using existing buildings where possible, to reduce 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.

13.19 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 surrounding landscape. Proposals that involve the siting of such buildings in open or prominent isolated positions will not be supported by the Council.

13.20 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.

13.21 Ancillary development, including ménages, storage facilities, hard-standing, access tracks and paddocks should be a minimum size necessary and should not encroach into 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.

Policy DM50: 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 that 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 accord with policies DM46 and DM48 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 is made for removing any equipment and re-instating the site once its use for horses is no longer required.**

13.22 Further 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 and to 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

13.23 The district contains a large number of touring and static caravan sites for visitors who are drawn 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.

13.24 The geographical location of the district, along with the unique and important landscapes and habitats it contains, results in significant pressure for 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.

13.25 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

13.26 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 caravan site provision that already exists within these areas the Council will not permit any proposals that involve the creation of new caravan sites or the further expansion of existing sites.

13.27 Whilst proposals for new caravan sites or the extension of existing sites will not be permitted within Areas of Outstanding Natural Beauty or their settings, the Council will be more supportive towards the development of sites in appropriate and sustainable locations outside the AONBs.

Policy DM51: Holiday Caravans, Chalets, Camping Pods and Log Cabins

Within the Forest of Bowland Area of Outstanding Natural Beauty (AONB), or within 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 within 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 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 DM45.**
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 DM49 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 Local Planning Authority 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 a visitor use only and not be used for permanent residential occupation.

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 (XIII) 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.

13.28 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 toward the development of 'Quality Assured' accommodation.

13.29 The Council will support the improvements to 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

13.30 In recent years there has been significant pressure for longer opening seasons for caravan sites. Whilst benefits to the local economy will exist from the extensions to 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 proposals.

13.31 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.

13.32 The Council will expect that 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 expedient enforcement action will be taken.

14. Energy Generation

14.1 The 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, as part of which a legally binding target was introduced to reduce the UK's greenhouse gas emissions by at least 80% by2050 (from 1990 levels), achieving a 34% reduction from the 1990 level by 2020 with a commitment of sourcing 15% of the total energy demand (across the sectors of transport, electricity and heat) from renewable sources by 2020.

14.2 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 needed to ensure 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

14.3 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 create the opportunities for increased deployment 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.

14.4 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.

Policy DM52: Renewable and Low Carbon Energy Generation

The Council is committed to supporting the transition to a lower carbon future and will seek to maximise the renewable and low carbon energy 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 where the direct and indirect impacts are, or will be made, acceptable (unless material considerations indicate otherwise) subject to the following criteria:

I. **The proposal with its ancillary development would not individually or cumulatively have an unacceptable significant effect as a result of its scale, siting or design on the landscape character, visual amenity, biodiversity, geodiversity, flood risk, townscape and historic assets of the district and will not unduly affect highway safety and aviation and defence navigation systems/communications;**
II. **The impacts of the development are mitigated so as to ensure that there are no unacceptable significant effects on the amenities of sensitive neighbouring uses and local residents (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. **Where 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.

Proposals for wind turbines will be expected to take account of National Planning Policy and where appropriate the relevant current Ministerial Statements or Guidance. Areas identified as suitable for wind energy are shown on the map below, however proposals within these areas will only be considered suitable where the development can be positively assessed against the criteria outlined in (I) to (IV) 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.

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.

14.5 All projects, regardless of their size, will be supported in principle by the Council subject to satisfying criteria (I) to (IV) set out in Policy DM52 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 will make a valuable contribution to renewable and low carbon energy generation as well as 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, providing local ownership of their future

energy use and helping the fight against fuel poverty. The Framework 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.

14.6 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).

14.7 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.

14.8 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.

14.9 Developers will be expected to provide evidence to support their proposals including landscape, visual 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.

14.10 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 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.

14.11 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.

14.12 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.

14.13 As outlined within Policy DM52, the Council is committed to the transition to a low carbon future. Development proposals that could feasibly supply or connect into a District Heating 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 Network, the potential delivering a new District Heating Scheme should be explored, especially for larger developments.

14.14 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.

14.15 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 18th June 2015[70]. 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.

14.16 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 not covered by a designation or constraint). However, as noted in Policy DM52, 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 proposed development and individual site will differ, the suitability of emerging proposals will be assess upon its individual merits.

[70] https://www.gov.uk/government/news/giving-local-people-the-final-say-over-onshore-wind-farms

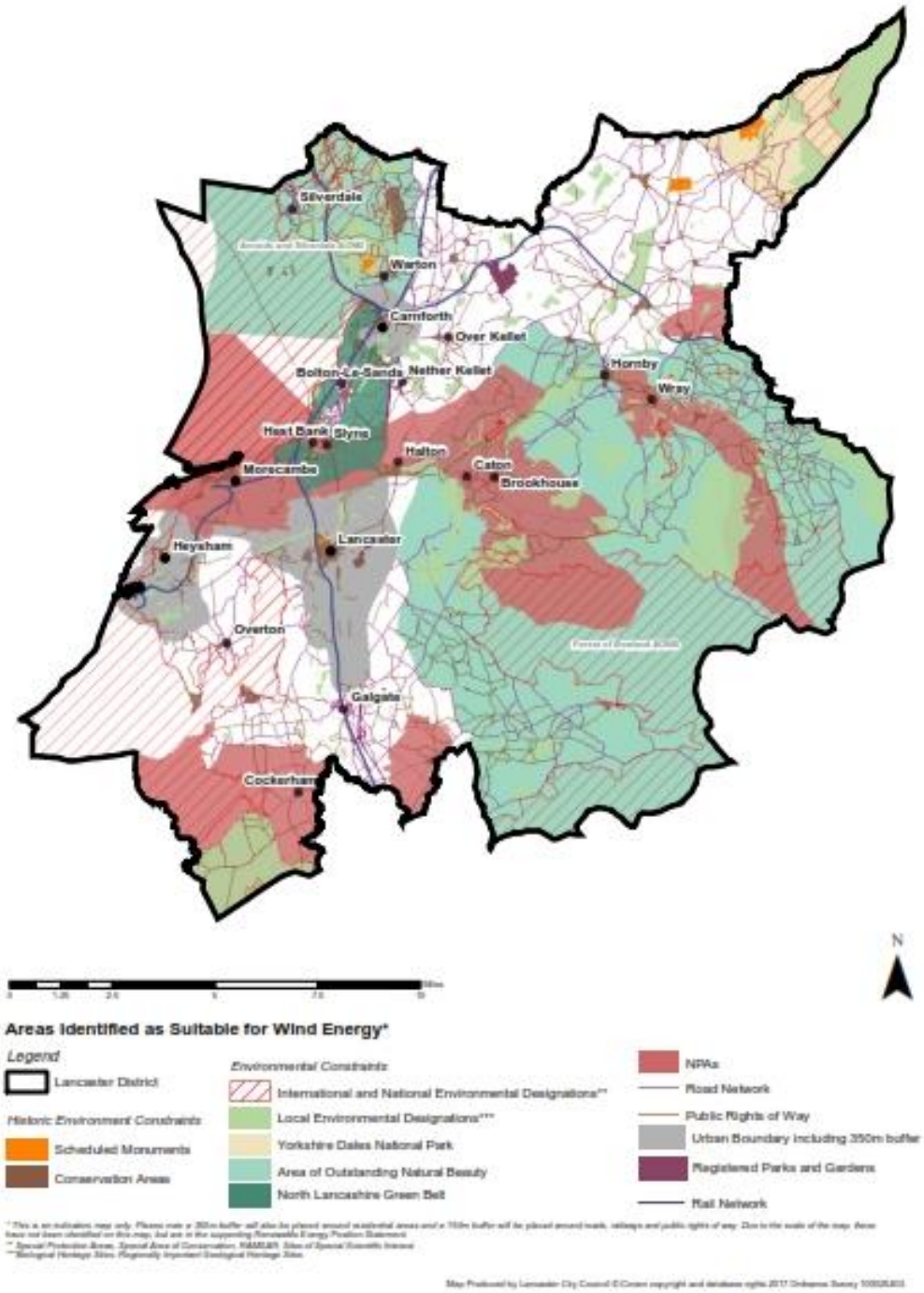


Figure 1: Areas identified as suitable for Wind Energy

Upgrades to the National Grid

14.17 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, running within close proximity to areas of significant landscape importance, in particular, Arnside & Silverdale, and, the Forest of Bowland which are both designated as Areas of Outstanding Natural Beauty (AONB).

14.18 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'.

14.19 Decisions on the proposed routing and the 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 DM53 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 Local Planning Authority to prepare submissions to the Planning Inspectorate in respect of proposals to upgrade the National Grid.

14.20 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 DM53 will help local residents and other key stakeholders to understand the Council's position and involvement in the NSIP process

Policy DM53: 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 Arnside & 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 on 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.**

14.21 The issues that are set out in Policy DM53 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 proposals will have on the surrounding landscape should be mitigated against through the sensitive design and siting of powerlines;
- That any adverse impacts upon residential amenity of people who live close to the proposed route is mitigated against 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.

15. Sustainable Communities

Neighbourhood Planning

15.1 Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders have the potential to allow communities to shape their neighbourhoods, planning positively and working 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.

15.2 Neighbourhood Plans need to meet certain basic conditions[71] 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.

15.3 The plan will also need to demonstrate involvement of the local community and key stakeholders throughout the plan preparation and decision making. These basic conditions will be tested through independent examination and be checked by the Local Planning Authority prior to proceeding to referendum.

15.4 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 that neighbourhood plans to be in general conformity with all Strategic Policies within the Local Plan that are set out in more detail of Appendix C of the Strategic Policies and Land Allocations DPD.

Policy DM54: 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:

[71] 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/

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 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.

15.5 There is no statutory duty for communities to prepare neighbourhood plans, only a right to do so if they wish. The Council have nine designated areas as of January 2017. The nine designated neighbourhood plan areas are Caton, Cockerham, Dolphinholme, Halton-with-Aughton, Morecambe, 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.

15.6 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.

15.7 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.

15.8 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, action will be taken by the Council to bring forward sites through the wider plan.

15.9 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[72].

Protection of Local Services and Community Facilities

15.10 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 have a significant relationship with well-being and a positive quality of life.

[72] http://www.lancaster.gov.uk/planning/planning-policy/community-rights/neighbourhood-planning

15.11 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.

15.12 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.

Policy DM55: 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. Ensure that 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) 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 reasonably be accessed by pedestrians and public transport; and

III. Current / previous use no longer retains an economic and social value for the community it serves.

15.13 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.

15.14 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.

15.15 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.

15.16 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[73]. This will provide the opportunity for local communities to purchase such assets should they become available to buy.

Health and Wellbeing

15.17 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.

15.18 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.

Policy DM56: 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 support 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;

[73] http://www.lancaster.gov.uk/planning/planning-policy/community-rights/community-right-to-bid

IV. Development should 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.

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 with both the Local Planning Authority and Lancashire County Council Public Health team.

In order to promote health and well-being across the social gradient the Council will:

V. 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;
VI. 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;
VII. 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
VIII. 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. Ensure that areas dedicated to vehicular circulation are designed with pedestrian safety and needs of vulnerable groups in mind.

15.19 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.

15.20 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.

16. Infrastructure Delivery

16.1 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.

16.2 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)

16.3 It is important that new development contributes towards the delivery of strategic growth. For a number of years the Government have supported Local Planning Authorities in the preparation of a Community Infrastructure Levy (CIL) for their area.

16.4 CIL is a charge that local authorities in England and Wales can place on a developer / 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.

16.5 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. However, in 2016 the Government launched a review of the CIL system to consider its relative success in generating funds for infrastructure projects. The CIL Review was published in February 2017 and concluded that whilst CIL had generated significant benefits for authorities who had applied a CIL Charge but the level of authorities applying the Levy was intermittent resulting in impacts on development delivery. Accordingly the Government has been considering amendments to the tariff based system which seeks to streamline the system and provide a more standardised approach.

16.6 In November 2017 the Government announced that it was to retain CIL as the method of the preferred method of tariff in charging new development for infrastructure requirements (supplemented by the Section 106 process).

16.7 Given the uncertainties over the future Government approach, the Council has yet to commence work on a new tariff based system in order to assist with the delivery of strategic infrastructure needs. Given the level of growth anticipated through the course of the plan period it is important that a tariff on new development is delivered to assist in financing strategic infrastructure needs for the district. As a result work has commenced on investigating the viability of a CIL charge, the outcomes of which will influence the Council's decision over whether to pursue the preparation of a CIL charging schedule during 2018 to supplement the content of the Local Plan.

Planning Obligations

16.8 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.

16.9 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 204 of the Framework 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 development.

16.10 There are a range of infrastructure requirements that may be necessary to ensure that development is acceptable in planning terms, table 16.1 below sets out potential types of infrastructure that should be considered (although this should not be considered as an exhaustive list).

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 16.1: *List of Infrastructure that may be secured through CIL or Planning Obligations to make development acceptable and/or meet Local Plan objectives.*

16.11 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.

16.12 Where a development is agreed to be unviable, applicants will 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 achieve and the necessary infrastructure require to make development acceptable in planning terms then planning permission will be refused.

16.13 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. 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. Any financial viability appraisals will need to be in accordance with the Viability Protocol SPD to be prepared during 2018.

16.14 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.

Policy DM57: 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)

The Council will continue to investigate the role of the Community Infrastructure Levy (CIL) with the intention of establishing a robust and up-to-date charging mechanism to deliver strategic infrastructure from new development.

Planning Contributions

The Council will require planning contributions where they meet the tests set out in paragraph 204 of the Framework. Such contributions will be secured through S106 legal agreements. 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 for infrastructure to 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.**

Planning contributions may also be subject to the criteria set out in the CIL Regulations[74] (2010) (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 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 is it demonstrated through the submission of a Financial Viability Assessment (FVA), using an agreed methodology (e.g. through residual valuation appraisal), that 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

[74] http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents

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 proposals should consider the content of the Infrastructure Delivery Plan and, through dialogue with the City Council and other key infrastructure providers to ensure that matters of infrastructure requirements are fully understood and appropriately addressed.

The City Council will not support proposals that cannot be supported by the delivery of infrastructure necessary to make a development acceptable in planning terms.

16.15 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 where these are in operation.

16.16 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

16.17 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)[75]. The IDP sets out a range of infrastructure requirements and aspirations that are either necessary to ensure that impacts of new development are mitigated or where future Section 106 or CIL monies may be used.

16.18 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, location or type of development proposed may result in a request for a contribution towards infrastructure improvements set out within the IDP.

16.19 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.

16.20 Further information on the Infrastructure Delivery Plan can be found on the Council's website at www.lancaster.gov.uk/localplan.

Telecommunications and Broadband Connections

16.21 The use of telecommunications equipment, such as mobile phones and the internet, have become

[75] http://www.lancaster.gov.uk/planning/planning-policy

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. 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.

16.22 This will be particularly 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.

16.23 The Council supports the principle of investing in telecommunications. 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 impact on its locality, whether this be to minimise the impact on the landscape or to minimise impacts on a particular building or setting.

Policy DM58: Telecommunications and Broadband Improvements

The Council will support the improvement and extension of telecommunication and broadband coverage and broadband speeds, particularly in rural areas that have poor or no service provision at all, providing that the proposals accord with paragraph 43 of the National Planning Policy Framework and that the following criteria are achieved.

I. **That it has been demonstrated there is no reasonable possibility of sharing existing facilities within the locality;**
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 expect FTTP to be provided where practical.

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 DM43 and DM45 will apply in relation to the impacts on the natural environment and Policies DM37, DM38 and DM39 in relation to the historic environment.

16.24 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 high visible and result in a damaging 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 designated landscape areas such as an Area of Outstanding Natural Beauty (AONB).

16.25 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.

17. Transport, Accessibility and Connectivity

17.1 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[76] (the Framework) in paragraphs 29 and 30 states 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."*

17.2 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.

17.3 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.

17.4 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[77] which has been prepared by Lancashire County Council and published in October 2016.

17.5 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.

17.6 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, thus reducing 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, should be 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.

[76] https://www.gov.uk/government/publications/national-planning-policy-framework--2
[77] http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx

Enhancing Accessibility and Transport Linkages

17.7 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.

17.8 Development proposals that generate a significant footfall and traffic generation should, in accordance within Policy DM62 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.

Policy DM59: 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, with more higher density mixed-use development 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;**
II. **Ensure that there is convenient access for walking and cycling 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 DM61 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 designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles in accordance with paragraph 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 DM62.

Development proposals should seek to maximise the 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.

17.9 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 suggested through the Strategic Policies and Land Allocations DPD, will be expected to provide or contribute toward necessary improvements to the local transport network.

17.10 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[78].

Walking and the Pedestrian Environment

17.11 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.

17.12 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.

Policy DM60: Walking and Cycling

Walking

To protect, maintain and improve the pedestrian environment, the Council will ensure that development proposals:

I. **Maintain and where possible improve the existing pedestrian infrastructure, including the Public Rights of Way (PROW) and green infrastructure network;**
II. **Ensure that no adverse impacts are created for the pedestrian environment, particularly in relation of pedestrian safety, and provides appropriate pedestrian access for all sections of the community;**

[78] Highways England 'The Strategic Road Network - Planning for the Future: A guide to working with Highways England on Planning Matters' (September 2015)

III. Improves the safety and security of the pedestrian environment through the use of appropriate design and lighting.

Where development proposals affect a Public Right of Way, the Council will expect that routes will 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

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 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.

Cycling improvements should be implemented across all communities on the social gradient, but with a particular focus on those lower down the gradient. Non-residential development proposals should also promote shower changing facilities for staff.

The Council will, where possible, support the growth of the local cycling network within the district (as defined in 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 the existing network, in accordance with the County Council's Cycling and Walking Strategy.

17.13 The Council will seek to promote a safe pedestrian network within the district. 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. 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.

17.14 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.

17.15 The Council is not the highway authority for the district, this is the role of Lancashire County Council. The Council will work in partnership with key stakeholders, particularly Lancashire County Council,

to identify areas for improvement and work to improve the pedestrian environment within the district.

Cycling and Cycle Networks

17.16 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.

17.17 There is already a strong network of cycle routes within the district, which is well used and provides sustainable linkages between urban centres. These are not just local linkages, but also link in with the National Cycle network which include the Way of the Roses and 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 Council will look to support increased usage of cycling and walking through the implementation of the Lancashire Cycling and Walking Strategy[79].

17.18 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.

17.19 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.

17.20 Development proposals should not only consider the linkages with the surrounding cycle network, but also through their design encourage cycling by the layout and orientation of buildings and ensuring that facilities for cycling, such as parking and storage are fully considered as part of the proposal.

Vehicle Parking Provision

17.21 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.

Policy DM61: Vehicle Parking Provision

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;

[79] http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=323

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 genuinely be used by a car and should include an internal space of at least 6 metres long by 3 metres wide.

Cycle Parking Provision
Adequate and secure vehicle and cycle parking facilities should be provided to serve the needs of the proposed development. 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 have consideration for 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.

17.22 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.

17.23 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.

17.24 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.

Transport Efficiency and Travel Plans

17.25 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 the transport statement and travel plan will be required so that the transport impacts of development proposals are identified and addressed.

17.26 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, including details of accessibility of the site by all transport modes to all users, including those with specialist requirements.

Policy DM62: 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.

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. 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 and universities.

Development proposals will be supported where a travel plan can demonstrate that appropriate mitigation measures can be achieved, and a clear approach is identified to deliver such measures.

17.27 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.

Travel Plans

17.28 Travel plans are a key management tool for implementing any transport solutions highlighted as a mitigation measure, and is 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 deliver sustainable transport objectives with a package of measures to promote sustainable transport, including measures to achieve a modal shift to the most sustainable forms of transport such as walking and cycling and improvements in air quality.

17.29 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 of 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 approach taken to monitoring and reviewing - which is an essential component of a travel plan. A monitoring period of at least 5 years will apply.

Lancaster District Highways and Transport Masterplan

17.30 Lancashire County Council adopted and published the Lancaster District Transport and Highways Masterplan[80] 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 improving opportunities to access more sustainable forms of public transport, cycling and walking.

17.31 The Transport Masterplan not only identifies improvements to address existing issues but also seeks to plan forward for strategic growth arising out of the local development plan. The preparation of the 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.

17.32 Lancaster City Council has been fully involved in the preparation of the Transport Masterplan with the final masterplan fully complimenting the proposals that are set out within this local development plan. The City and County Council will continue to work together in order to investigate and implement the interventions identified in the Transport Masterplan.

Policy DM63: Lancaster District Highways and Transport Masterplan

Lancashire County Council has published a Transport Masterplan, which sets out a range of strategic transport interventions that 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 in South Lancaster.**
- **Improvements to traffic management in Lancaster City Centre.**
- **Improvements to connectivity around Morecambe Bay.**
- **Enhancing the role of Ultra Low Emission Vehicles.**
- **Investigating the Role of a New Rapid Transit System between South Lancaster – Lancaster City Centre – Morecambe – Heysham.**

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 SG4, SG7, SG10 and SG13 of this DPD.

18. Planning Enforcement

18.1 Paragraph 207 of the National Planning Policy Framework[81] states that the effective enforcement of planning controls is important as a means of maintaining public confidence in the planning system.

[80] http://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/highways-and-transport-masterplans/lancaster-district-highways-and-transport-masterplan.aspx
[81] https://www.gov.uk/government/publications/national-planning-policy-framework--2

National planning guidance recommends that local planning authorities 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 DM64: 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 Local Planning Authority.

Further guidance on planning enforcement matters can be found in the Council's '*Planning Enforcement Charter*', which was adopted in December 2011.

18.2 The Council adopted its own local enforcement plan, the Planning Enforcement Charter[82] 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 DM65: 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 Notice under Section 215 of the Town and Country Planning Acts to 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.

[82] 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 (also referred to as the 'Framework' within this Local Plan) 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
Adoption	The point at which the final version of the Plan document is formally agreed and comes into use by the Council for planning purposes.
Affordable Housing	Housing that is made available to households who cannot afford to access housing (either for rent or intermediate sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework.
Air Quality Management Area (AQMA)	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.
Amenity	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.
Authority Monitoring Report (AMR)	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.
Appropriate Assessment	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.
Area Action Plan (AAP)	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.
Area of Outstanding Natural Beauty (AONB)	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.
BRE Environmental Assessment Method (BREEAM)	A voluntary measurement rating for green buildings that was established in this country by the Building Research Establishment (BRE).
Biodiversity	The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.
Biodiversity Action Plans (BAPs)	Recognised programmes that address the protection and restoration of threatened species and habitats. These are prepared on a sub-regional basis and a BAP is in place for the Lancashire area.

Term	Definition
Biodiversity Offsetting	These are conservation activities that are designed to deliver biodiversity benefits in compensation for losses, in a measurable way.
Biological Heritage Site (BHS)	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.
Brownfield	See the definition of Previously Developed Land (PDL) as set out in Annex 2 of the Framework
Caravan Development	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.
Catchment Flood Management Plan (CFMP)	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.
Civic Space	Public spaces located in central accessible locations that can help shape a sense of place and be a focal point for the community.
Communities	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.
Community Facilities	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.
Community Infrastructure Levy (CIL)	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.
Comparison Retailing	Relates to items that are not purchased on a regular basis. This can include items such as footwear, household and electrical goods.
Concealed Households	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.
Conservation Areas	Areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.
Convenience Retailing	Relates to the purchase of everyday essential items, including confectionary, food and drink.
Core Strategy	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.
Cultural Asset	Can be defined as uses such as museums, theatres, live music venues (not public houses), cinemas, community halls and other public meeting places.

Term	Definition
Designated Heritage Asset	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.
Development Plan Documents (DPD)	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.
Enabling Development	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.
Equalities Impact Assessment (EqIA)	An assessment that understands the implications to a cross-section of the district's community from the preparation of a Development Plan Document.
Essential Upland Worker	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.
Extra Care Housing	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.
Flood Risk Assessment (FRA)	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.
Fuel Poverty	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.
Geological Heritage Site (GHS)	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 www.geolancashire.org.uk.
Green Belt	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 conurbation of Lancaster and Morecambe to the South and Carnforth to the North.
Greenfield	Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.
Green Infrastructure	Green 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'

Term	Definition
	health and quality of life. It also supports a green economy, creates job opportunities and enhances biodiversity.
Gypsies and Travellers	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.
Habitats Regulation Assessment (HRA)	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.
Health Impact Assessment (HIA)	An assessment that understands the implications to health arising from the preparation of a development plan policy or allocation.
Heritage Asset	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).
Houses in Multiple Occupation (HiMO)	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.
Infrastructure	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.
Isolated Development	For the purposes of clarity, isolated development is considered to be new development which is poorly related to existing settlement patterns.
Key Services	In a rural context, key services include a Post Office, basic shop, primary school and access to public transport.
Key Workers	Essential public sector workers such as nurses, teachers and social workers.
Landscape Character Assessment	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.
Large House in Multiple Occupation (HMO)	A large HMO is similar to a HMO but all of the following criteria also apply: • It's rented to 5 or more people who form more than 1 household

Term	Definition
	• It's at least 3 storeys high • Tenants share toilet, bathroom or kitchen facilities
Lead Local Flood Authority (LLFA)	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.
Legally Protected Species	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).
Leisure Facilities	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.
Local Housing Need	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.
Localism	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.
Local Development Document	This is the collective term for Development Plan Documents, including the Core Strategy and Development Plan Documents; this term excludes Supplementary Planning Documents.
Local Development Scheme (LDS)	A document that sets out the Council's programme and timescale for the preparation of Local Development Documents, excluding Supplementary Planning Documents.
Local Plan Policy Map (Proposals Map)	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.
Local Services	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.
Local Sources of Flooding	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.
Local Highways and Transport Masterplan	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.
Local and Neighbourhood Centres	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-

Term	Definition
	food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.
(Open) Market Housing	Private housing for rent or for sale, where the price is set in the open market.
National Planning Policy Framework (the Framework)	A document that has been prepared by the Coalition Government that has replaced all previous National Planning Policy contained within Planning Policy Statements (PPSs) and Planning Policy Guidance (PPGs).
National Planning Practice Guidance (PPG)	A document providing guidance that supplements the content of the National Planning Policy Framework.
Natura 2000 Sites	Are areas that have been specifically protected at a European level for their environmental value.
Neighbourhood Planning	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.
Night-Time Economy	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.
Non-Designated Heritage Asset	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.
Primary Bus Routes	Bus routes that provide a frequent, regular service along main vehicular roads that connect locations, groups of attractions and arrival points.
Priority Species	Species that are identified as being most threatened and requiring conservation action under the Lancashire Biodiversity Action Plan.
Public Realm	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.
Regionally Important Geological Sites (RIGS)	These are locally designated sites that are of importance for their geo-diversity (geology and geomorphology).
Registered Provider of Social Housing	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.
Residential Amenity	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.

Term	Definition
River Basin Management Plan (RBMP)	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.
Rural Enterprise	Enterprises and businesses located in rural parts of the district, including agriculture, horticulture, equine, forestry and marine.
Rural Enterprise Worker	Workers employed full-time or primarily in a rural enterprise.
Rural Exception Site	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.
Sequential Test	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.
Settlement Hierarchy	This is set out in Policy SP2 of the Strategic Policies & 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.
Sheltered Housing	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.
Sites of Special Scientific Interest (SSSIs)	These are sites that have been recognised for the importance either for their biological, geological or landscape value.
Spatial Planning	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.
Stakeholders	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.
Static Caravans	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.

Term	Definition
Strategic Housing and Employment Land Availability Assessment (SHELAA)	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.
Strategic Housing Market Assessment (SHMA)	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.
Strategic Flood Risk Assessment (SFRA)	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.
Street Furniture	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.
Sustainable Development	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.
Sustainable Drainage Systems (SuDS)	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 from a fully piped system to a full attenuation system.
Sustainable Settlement	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.
Sustainability Appraisal (SA)	The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process 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.

Term	Definition
Sustainable Growth	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.
Touring Caravans	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'.
Transport Infrastructure	Includes pavements, walking routes and other walking infrastructure, public transport, roads, waterways and facilities in relation to all other forms of transport.
Travelling Show people	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.
Tree Preservation Orders (TPOs)	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.
Upland	Part of the Forest of Bowland AONB is located within the Lancaster District Area and the proposed boundary revision of the Yorkshire Dales National Park will incorporate part of the district, both the National Park and AONB for the Yorkshire Dales and Bowland Upland Regional. For the purposes of this document, upland areas are referred to in the context of where there is an estate presence. In Lancaster District these are the Kay Shuttleworth Estate, in the Parish of Leck and the Abbeystead Estate in the Parish of Over Wyresdale.
Visitor Accommodation	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.
Water Framework Directive	A European Union Directive that seeks to improve the water quality of both inland and coastal waters.

Appendix B: Background Documents for the Development Management DPD

General Reference

The National Planning Policy Framework (DCLG 2012)
The National Planning Practice Guidance (DCLG 2014)
The Planning System: General Principles (DCLG 2005)
Local Plan for Lancaster District 2011 – 2031: 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: Arnside 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)
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)
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)
National Planning Practice Guidance (DCLG 2014)
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)
National Planning Practice Guidance (DCLG 2012)
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)
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)
National Planning Practice Guidance (DCLG 2014)
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)
Flood and Water Management Act 2010
Land Drainage Act 2010
The SuDS Manual
Lancashire & Blackpool Local Flood Risk Management Strategy (2014)
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)
National Planning Practice Guidance (DCLG 2014)
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)

Chapter 13 – The Natural Environment

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
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)

Arnside & 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)

Chapter 14 – Development in Rural Areas

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)

Chapter 15 – Energy Generation

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
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)

Chapter 16 – Sustainable Communities

The National Planning Policy Framework (DCLG 2012)
The National Planning Practice Guidance (DCLG 2014)
Neighbourhood Plans Roadmap Guide (Locality 2014)
Active Design Guidance (Sport England 2007)

Chapter 17 – Infrastructure Delivery

National Planning Policy Framework (DCLG 2012)
National Planning Practice Guidance (DCLG 2014)
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)
National Planning Practice Guidance (DCLG 2014)
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)

Appendix C: Policy Number Changes from the 2014 Development Management DPD

Development Management DPD (2014)	Development Management DPD – Publication (2017)
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 DM46: Economic Development in Rural Areas
Policy DM8: The Re-use & Conversion of Rural Buildings	Policy DM48: The Re-use and Conversion of Rural Buildings
Policy DM9: Diversification of the Rural Economy	Policy DM47: Diversification of Agricultural Premises
Policy DM10: Equine Related Development	Policy DM50: Equine Related Development
Policy DM11: Development in the Green Belt	Policy DM49: 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 DM51: 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 DM52: Renewable and Low Carbon Energy Generation
Policy DM18: Wind Turbines	DELETED
Policy DM19: Upgrades to the National Grid	Policy DM53: Upgrades to the National Grid
Policy DM20: Enhancing Accessibility & Transport Links	Policy DM59: Enhancing Accessibility and Transport Linkages
Policy DM21: Walking & Cycling	Policy DM60: Walking and Cycling
Policy DM22: Vehicle Parking Provision	Policy DM61: Vehicle Parking Provision
Policy DM23: Transport Efficiency and Travel Plans	Policy DM62: Transport Efficiency and Travel Plans
Policy DM24: Telecommunications & Broadband	Policy DM58: Telecommunications and Broadband Improvements
Policy DM25: Green Spaces & Green Corridors	Policy DM42: Green Infrastructure
Policy DM26: Open Space, Sports & Recreation Facilities	Policy DM27: Open Space, Sports and Recreation Facilities
Policy DM27: Protection & Enhancement of Biodiversity	Policy DM43: Protection and Enhancement of Biodiversity
Policy DM28: Development & Landscape Impact	Policy DM45: Development and Landscape Impact
Policy DM29: Protection of Trees, Hedgerows & Woodland	Policy DM44: 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 DM40: Development affecting Non-Heritage Assets or their settings
Policy DM34: Archaeology	Policy DM41: Archaeology
Policy DM35: Key Design Principles	Policy DM29: Key Design Principles
Policy DM36: Sustainable Design	Policy DM30: Sustainable Design
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

Development Management DPD (2014)	Development Management DPD – Publication (2017)
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 DM57: Infrastructure Delivery and Funding
Policy DM49: Local Services	Policy DM55: Protection of Local Services and Community Facilities
Policy DM50: The Enforcement of Planning Controls	Policy DM64: The Enforcement of Planning Controls
Policy DM51: Enforcement Against Untidy Sites & Buildings	Policy DM65: Enforcement Against Untidy Sites and Buildings

Development Management DPD - Publication (2017)	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
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

Review of the Development Management DPD

Development Management DPD - Publication (2017)	Development Management DPD (2014)
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: Development Affecting Non-Heritage Assets or their settings	Policy DM33: Development Affecting Non-Heritage Assets or their settings
Policy DM41: Archaeology	Policy DM34: Archaeology
Policy DM42: Green Infrastructure	Policy DM26: Green Spaces and Green Corridors
Policy DM43: The Protection and Enhancement of Biodiversity	Policy DM27: The Protection & Enhancement of Biodiversity
Policy DM44: Protection of Trees, Hedgerows and Woodland	Policy DM29: Protection of Trees, Hedgerows & Woodland
Policy DM45: Development and Landscape Impact	Policy DM28: Development & Landscape Impact
Policy DM46: Economic Development in Rural Areas	Policy DM7: Economic Development in Rural Areas
Policy DM47: Diversification of the Rural Economy	Policy DM9: Diversification of the Rural Economy
Policy DM48: The Re-Use and Conversion of Rural Buildings	Policy DM8: Re-Use & Conversion of Rural Buildings
Policy DM49: Development in the Green Belt	Policy DM11: Development in the Green Belt
Policy DM50: Equine Related Development	Policy DM10: Equine Related Development
Policy DM51: Holiday Caravans, Chalets, Camping Pods and Log Cabins	Policy DM14: Caravan Sites, Chalets & Log Cabins
Policy DM52: Renewable and Low Carbon Energy Generation	Policy DM17: Renewable Energy Generation
Policy DM53: Upgrades to the National Grid	Policy DM19: Upgrades to the National Grid
Policy DM54: Neighbourhood Planning	NEW POLICY
Policy DM55: Protection of Local Services and Community Facilities	Policy DM49: Local Services
Policy DM56: Health and Wellbeing	NEW POLICY
Policy DM57: Infrastructure Delivery and Funding	Policy DM48: Community Infrastructure
Policy DM58: Telecommunications and Broadband Improvements	Policy DM24: Telecommunications & Broadband
Policy DM59: Enhancing Accessibility and Transport Linkages	Policy DM20: Enhancing Accessibility & Transport Linkages
Policy DM60: Walking and Cycling	Policy DM21: Walking & Cycling
Policy DM61: Vehicle Parking Provision	Policy DM22: Vehicle Parking Provision
Policy DM62: Transport Efficiency and Travel Plans	Policy DM23: Transport Efficiency and Travel Plans
Policy DM63: Lancaster District Transport and Highways Masterplan	NEW POLICY
Policy DM64: The Enforcement of Planning Controls	Policy DM50: The Enforcement of Planning Controls
Policy DM65: Enforcement Against Untidy Sites and Buildings	Policy DM51: Enforcement Against Untidy Sites & Buildings

Appendix D: Open Space Standards and Requirements

D.1 In 2015 the Council prepared a Planning Advisory Note[83] which encouraged development proposals to have a due regard to series of standards for the provision of public open space within new development. 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 was 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 DM42 fully supports the need for flexibility, development proposals that seek to argue that no open space contribution should not 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 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 development 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 pitches 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	**350 DWELLINGS**
Accessible Natural Green Space	**200 DWELLINGS**
Equipped Play Areas (Children up to 12yrs)	**35 DWELLINGS**

[83] http://www.lancaster.gov.uk/planning/planning-policy/supplementary-planning-documents-spds

TYPE OF OPEN SPACE	DWELLING NUMBER THRESHOLDS FOR ON-SITE PROVISION
Young Persons Provision	**150 DWELLINGS**
Amenity Green Space	**10 DWELLINGS**
Outdoor Sports Facilities	**250 DWELLINGS**
Allotments	**500 DWELLINGS**

Table 1: *Thresholds for the Provision of On-Site Open Space*

D.7 Table 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 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 2).

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 to 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 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 during 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 from the application site. The required thresholds for contributions in lieu of on-site provision are set out in table 2 below.

TYPE OF OPEN SPACE	DWELLING NUMBER THRESHOLDS FOR OFF-SITE PROVISION
Parks and Gardens	**RURAL LOCATIONS:** <5 DWELLINGS TO 499 DWELLINGS **URBAN LOCATIONS:** <10 DWELLINGS TO 499 DWELLINGS
Natural and Semi-Natural Green Space	**NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED**
Equipped Play Areas (Children up to 12yrs)	**RURAL LOCATIONS:** <5 DWELLINGS TO 34 DWELLINGS **URBAN LOCATIONS:** <10 DWELLINGS TO 499 DWELLINGS
Young Persons Play Provision	**RURAL LOCATIONS:** <5 DWELLINGS TO 149 DWELLINGS **URBAN LOCATIONS:** <5 DWELLINGS TO 499 DWELLINGS
Amenity Green space	**NO CONTRIBUTION IN LIEU OF ON-SITE PROVISON IS REQUIRED AS THIS SPACE SHOULD BE PROVIDED ON-SITE**
Outdoor Sports Facilities	**RURAL LOCATIONS:** <5 DWELLINGS TO 249 DWELLINGS **URBAN LOCATIONS:** <10 DWELLINGS TO 249 DWELLINGS
Allotments	**NO CONTRIBUTION IN LIEU OF ON-SITE PROVISION REQUIRED**

Table 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:

1 BEDROOM = 1.3 persons	**4 BEDROOMS = 3.2 persons**
2 BEDROOMS = 1.9 persons	**5+ BEDROOMS = 3.7 persons**
3 BEDROOMS = 2.6 persons	

D.12 These financial sums that are set out in tables XXX of this appendix 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 the 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 3 are based on the following assumptions:

- Outdoor Sport Facilities; costs based on the Sport England 'Inspired Facilities' 2014 guidelines[84]. 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.
- Parks and Gardens; based on the cost to purchase and install a signal bench at £600.

TYPE OF FACILIITY	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**	**£1,358.40**	**£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**

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 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 so, 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. 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 investigation their willingness to take up ownership and maintenance of

[84] https://www.sportengland.org/funding/inspired-facilities/

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 and 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 Parking Standards

CLASS	BROAD LAND USE	SPECIFIC LAND USE	A	B	C	DISABLED PARKING		BICYCLE SPACES	MOTORCYCLE SPACES	COACHES	
			Space 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 140sqm (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 200sqm (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 200sqm (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 200sqm (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 space per 50sqm (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 space per 50sqm (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 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-
		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 300sqm (min. 2)	1 per 750sqm (min. 2 spaces)	-	-

CLASS	BROAD LAND USE	SPECIFIC LAND USE	A	B	C	DISABLED PARKING		BICYCLE SPACES	MOTORCYCLE SPACES	COACHES	
			Space per Gross Floor Area (unless otherwise indicated)			UP TO 200 BAYS	OVER 200 BAYS			MINIMUM PARKING	MINIMUM DROP-OFF
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 300sqm (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 850sqm (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 10 guest rooms (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 per 40 beds (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 20 beds (min.2)	1 per 50 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	-	-	-
		2/3 Bedrooms	2 spaces	2 spaces	2 spaces			Case-by-Case	-	-	-
		4+ Bedrooms	3 spaces	3 spaces	3 spaces			Case-by-Case	-	-	-
		Flatted Development	Case-by-Case	Case-by-Case	Case-by-Case			Case-by-Case	-	-	-
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	2 per consulting room (min)	1 per 2 consulting rooms (min)	-	-

CLASS	BROAD LAND USE	SPECIFIC LAND USE	A	B	C	DISABLED PARKING		BICYCLE SPACES	MOTORCYCLE SPACES	COACHES	
			Space per Gross Floor Area (unless otherwise indicated)			UP TO 200 BAYS	OVER 200 BAYS			MINIMUM PARKING	MINIMUM DROP-OFF
		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	1 per 5 staff plus 1 per 3 students	1 per 10 staff (min. 2 spaces)	Case by Case based on demand for school buses	-
		Schools (Primary & Secondary)	2 per classroom	2 per classroom	2 per classroom	Case by Case	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff	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 200sqm (min.2)	1 per 500sqm (min.2)	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 50sqm (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	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff plus 1 per 10 students	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 20 seats (min.2)	1 per 50 seats (min.2 spaces)	Case by Case	1
		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 20 seats (min.2)	1 per 50 seats (min.2 spaces)	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 20 seats (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	1 per 5 staff	Minimum of 2 spaces	-	-
		Petrol Filling Stations	1 space per pump	1 space per pump	1 space per pump	1 space minimum	-	1 per 5 staff	Minimum of 2 spaces	-	-

Key: Area A = Town Centre Locations, Area B = Local or Neighbourhood Centres and Area C = All other Areas.

Appendix F: Criteria for Housing Development for Agricultural and Forestry 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 enterprise workers. In the absence of new guidance from Central Government following the publication of the Framework the Council will continue to use these criteria.

Introduction

F.2 Appendix F 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 Lancaster City 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 local planning authorities 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 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 agricultural workers. 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 Lancaster City 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 A: Establishing a Functional Need

F.8 A functional test is necessary to establish whether it is essential for the proper functioning of the

enterprise for one or more 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 Local Planning Authority 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 farmland concerned. Such a sale could constitute evidence of a lack of agricultural need.

F.10 The protection of livestock from theft or injury by intruders may contribute to animal welfare grounds to 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.

Policy Test B: Financial Soundness

F.11 If a functional requirement is established it will then be necessary to consider the number of workers needed to meet it, for which the scale and nature of the enterprise will be relevant.

F.12 New permanent accommodation cannot be justified on agricultural grounds unless the farming enterprise is economically viable. A financial test is necessary for this purpose, and to provide evidence of the size of dwelling that the unit can sustain. In applying this test the Council will take a realistic approach to profitability, taking account of the nature of the enterprise concerned. Some enterprises that aim to operate broadly on a subsistence basis, but which nonetheless provide wider benefits (e.g. managing attractive landscapes or wildlife habitats), can be sustained on relatively low financial returns.

F.13 Agricultural dwellings should be of a size commensurate with the established functional requirement. Dwellings that are unusually large in relation to the agricultural needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long-term, will not be permitted. It is the requirements of the enterprise, rather than those of the owner, that are relevant in determining the size of the dwelling that is appropriate to the particular holding.

Occupancy Conditions

F.14 Where planning permission is granted, residential accommodation for agricultural and forestry workers will be subject to the following planning conditions:

1. Occupancy will be limited to agricultural and forestry 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 LPA 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.

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 much 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 studios 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;
- 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
- 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 of 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 drawing indicating sample furniture layouts may be required in some instances. Suggesting minimum room sizes are as follows:

Room Function	Sqm	Sqft
Lounge	**11.1sqm**	**120sqft**
Main Bedroom	**10.2sqm**	**110sqft**
Second Bedroom	**4.7sqm**	**50sqft**
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 DM61 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 requirement 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 City Council will encourage alternative means of escape such as internal lobby doors or emergency doors in party walls.

Strategic Policies and Land Allocations Policies Map - District

Pre-Publication Version - December 2017

District Boundary

Land Allocations

- Rural Housing
- Sustainable Settlements
- Employment Areas

The Historic Environment

- EN1 - Conservation Areas*
- EN2 - Scheduled Monuments*

The Natural Environment

- EN4 - Area of Outstanding Natural Beauty*
- EN5 - Open Countryside
- EN6 - North Lancashire Green Belt

EN9 - Environmentally Important Areas

- European*
- National*
- Regional*
- Yorkshire Dales National Park**
- Nature Reserve

Minerals and Waste*

- Mineral Safeguarding Area*
- Minerals and Waste Site Allocation*
- Permitted Mineral Site*

Town Centres and Retailing

- TC1 - Local Centres

T2 - Cycling Network

- Existing Cycle Route
- Aspirational Cycle Route

- SC1 - Neighbourhood Plan Areas*

^ A seperate Arnside and Silverdale AONB DPD is being prepared for this area.

* These designations are made separately to the Local Plan process and may be subject to change.

** The Yorkshire Dales National Park Authority is responsible for all planning matters within the park boundary.

Arnside and Silverdale AONB^
Silverdale
Warton
Yorkshire Dales National Park
Wennington NPA
Inset 3 - Carnforth
Over Kellet
Hornby
Nether Kellet
Bolton-Le-Sands
Wray
Slyne-with-Hest NPA
Hest Bank
Slyne
Halton-with-Aughton NPA
Halton
Caton
Brookhouse
Inset 4 - Morecambe Area Action Plan
Inset 2 - Lancaster City Centre
Caton-with-Littledale NPA
Wray-with-Botton NPA
Inset 1 - Lancaster, Morecambe and Heysham
Forest of Bowland AONB
Inset 5 - Junction 33
Dolphinholme NPA
Cockerham
Cockerham NPA

N

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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Scale: 1:35,000 Date: 07/12/2017 Note: Not to scale unless printed on 118.9 cm wide x 106.7 cm high paper.

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Strategic Policies and Land Allocations Policies Map

Inset 1 - Main Urban Area

Pre-Publication Version December 2017

Legend

Housing Delivery

- Strategic Growth
- H1 - Urban Housing
- H2 - Rural Housing
- H3 - Heritage Led Housing
- Open Space/Recreation Provision
- Infrastructure Requirement and Delivery for Growth

The Economy & Employment

- EC1 - Established Employment Areas
- EC2 - Future Employment Growth
- EN6/7 - Higher and Further Education Sites
- SG1 - Bailrigg Garden Village Broad Area of Growth
- SG15/EC5.5 - Heysham Gateway
- Regeneration Priority Area

Energy

- SG16 - Heysham Nuclear Power Station
- SG15 - Safeguarded Site for National Grid Infrastructure

Development Opportunity Sites

- Development Opportunity Sites
- Recreation and Open Space DOS

The Natural Environment

- EN5 - Open Countryside
- EN6 - North Lancashire Green Belt
- EN7 - Local Landscape Designations
  - Key Urban Landscape
  - Urban Setting Landscape
- EN8 - Areas of Separation
- EN9 - Environmentally Important Areas
  - European*
  - National*
  - Regional*
  - Nature Reserve
- EN10 - Preserved Setting Area
- EN11 - Air Quality Management Areas

The Historic Environment

- EN1 - Conservation Areas*
- EN2 - Designated Heritage Assets
  - Scheduled Ancient Monument*
  - Registered Parks and Gardens*

Sustainable Communities

- SC1 - Neighbourhood Plan Areas*
- SC2 - Local Green Space
- SC3 - Open Space, Recreation and Leisure
- SC4 - Green Space Networks
- SC5 - Recreation Opportunity Areas

Transport, Accessibility and Connectivity

- T1.1 - J34 Park and Ride
- T1.2 - Junction 33 Reconfiguration - Area of Search
- T2 - Cycling Network
  - Existing Cycle Route
  - Aspirational Cycle Route
- T3 - Lancaster Canal
- T4 - Public Transport Corridor

Town Centres and Retailing

- TC1 - Retail Hierachy for Lancaster District
- TC3 - Future Retail Growth
- Urban Boundary

*Note: These designations are made separately to the Local Plan process and may be subject to change.

Note: These designations and boundaries may be subject to modification.

Inset 4 - Morecambe Area Action Plan

Inset 2 - Lancaster City Centre

SG1/SG3 - Bailrigg Garden Village Broad Area of Growth

SG1, SG4

Morecambe NPA

Halton-with-Aughton NPA

Slyne-with-Hest NPA

Cockerham NPA

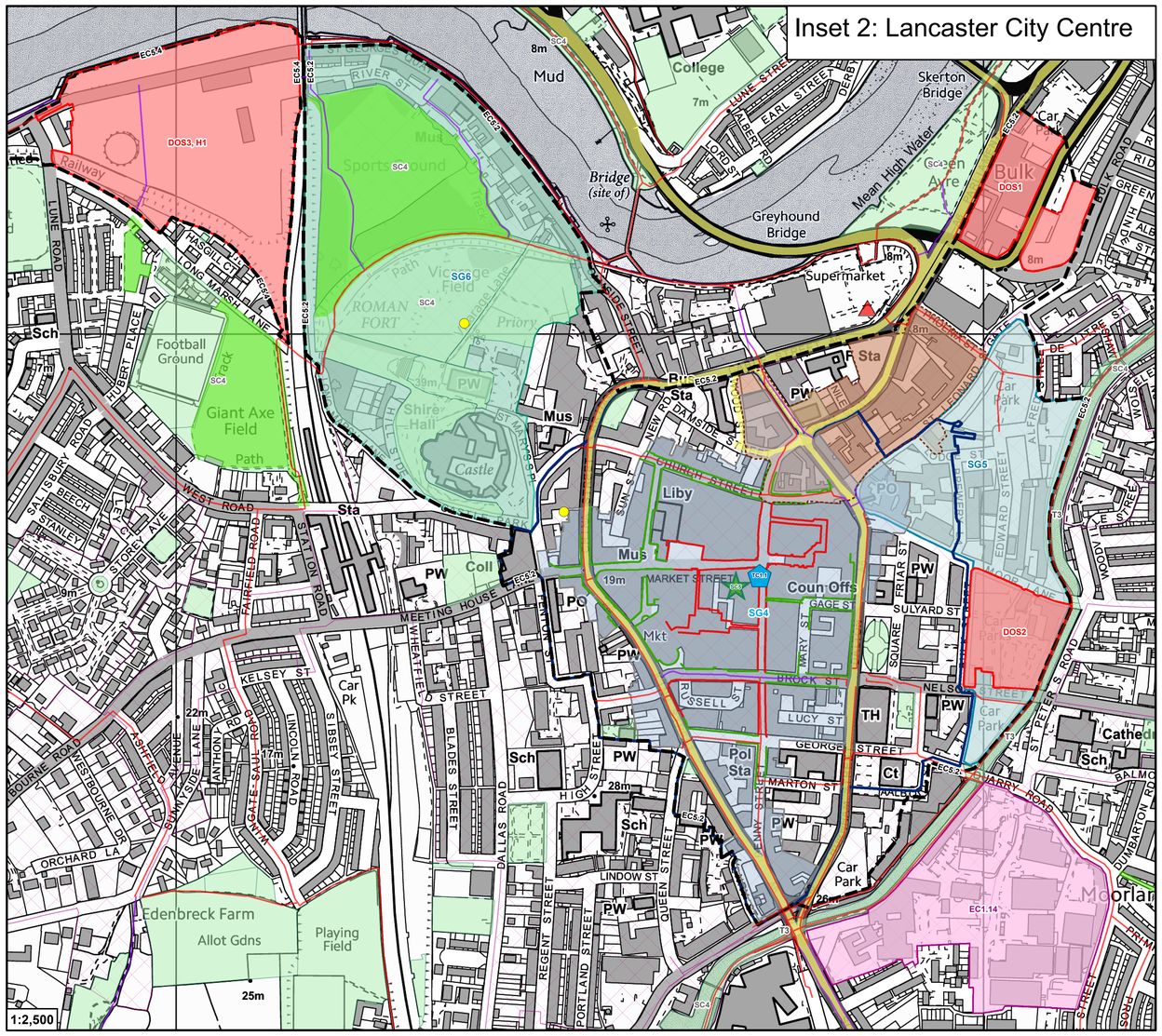
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Promoting City, Coast & Countryside

Scale: 1:11,000 Date: 07/12/2017 Note: Not to scale unless printed on 118.9 cm wide x 106.7 cm high paper.

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Date: 07/12/2017

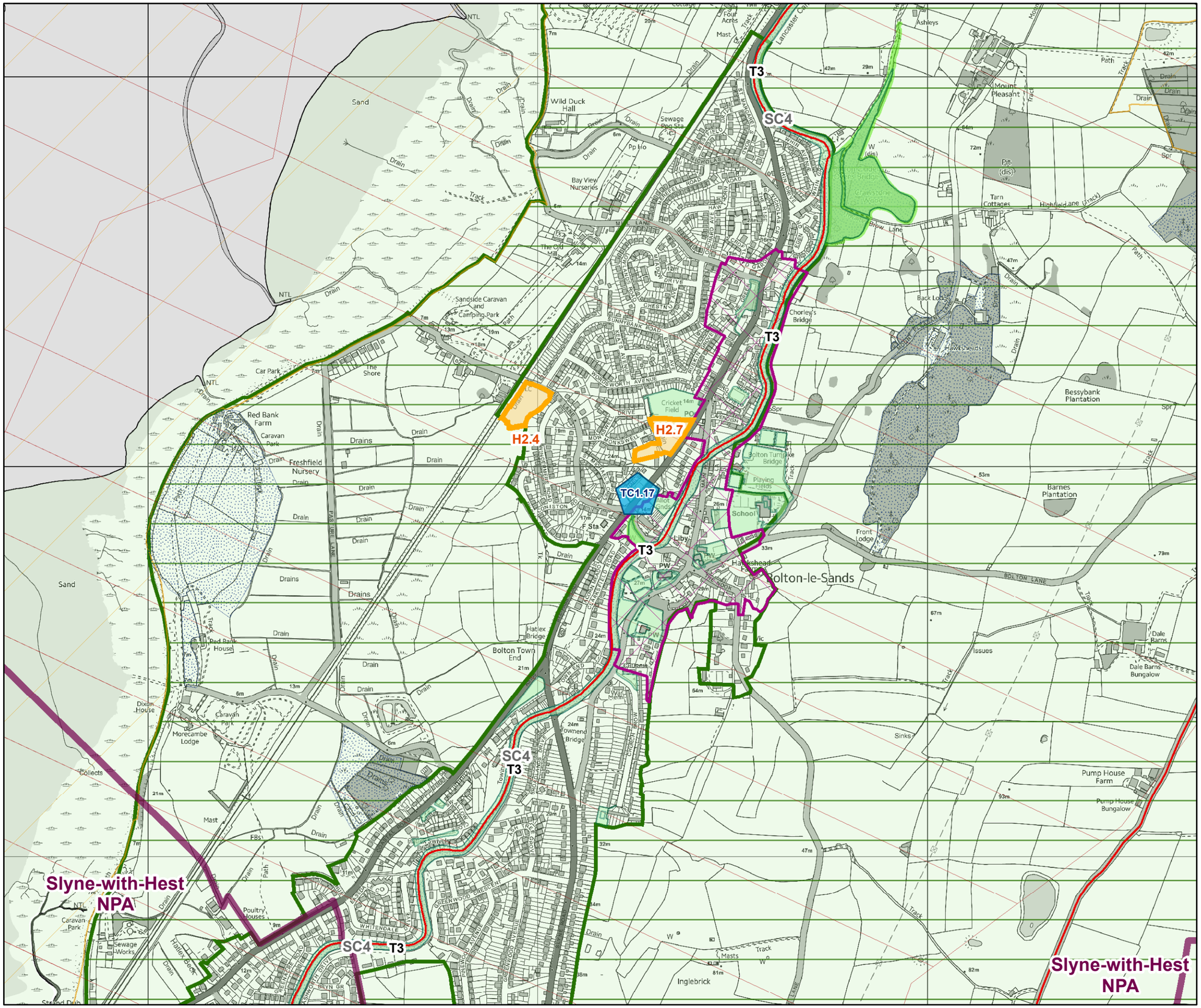
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Pre-publication Strategic Policies and Land Allocations Policies Maps

Rural Villages

December 2017

Strategic Policies and Land Allocations Policies Map - Bolton-Le-Sands



Legend

Housing Delivery

- H2 - Rural Housing

The Natural Environment

- EN5 - Open Countryside
- EN6 - North Lancashire Green Belt
- EN9 - Environmentally Important Areas
  - European*
  - National*
  - Regional*

The Historic Environment

- EN1 - Conservation Areas*

Sustainable Communities

- SC1 - Neighbourhood Plan Areas*
- SC2 - Local Green Space
- SC3 - Open Space, Recreation and Leisure
- SC4 - Green Space Networks

Transport, Accessibility and Connectivity

- T2 - Cycling Network
- Existing Cycle Route
- Aspirational Cycle Route
- T3 - Lancaster Canal

Town Centres and Retailing

- TC1 - Retail Hierachy for Lancaster District

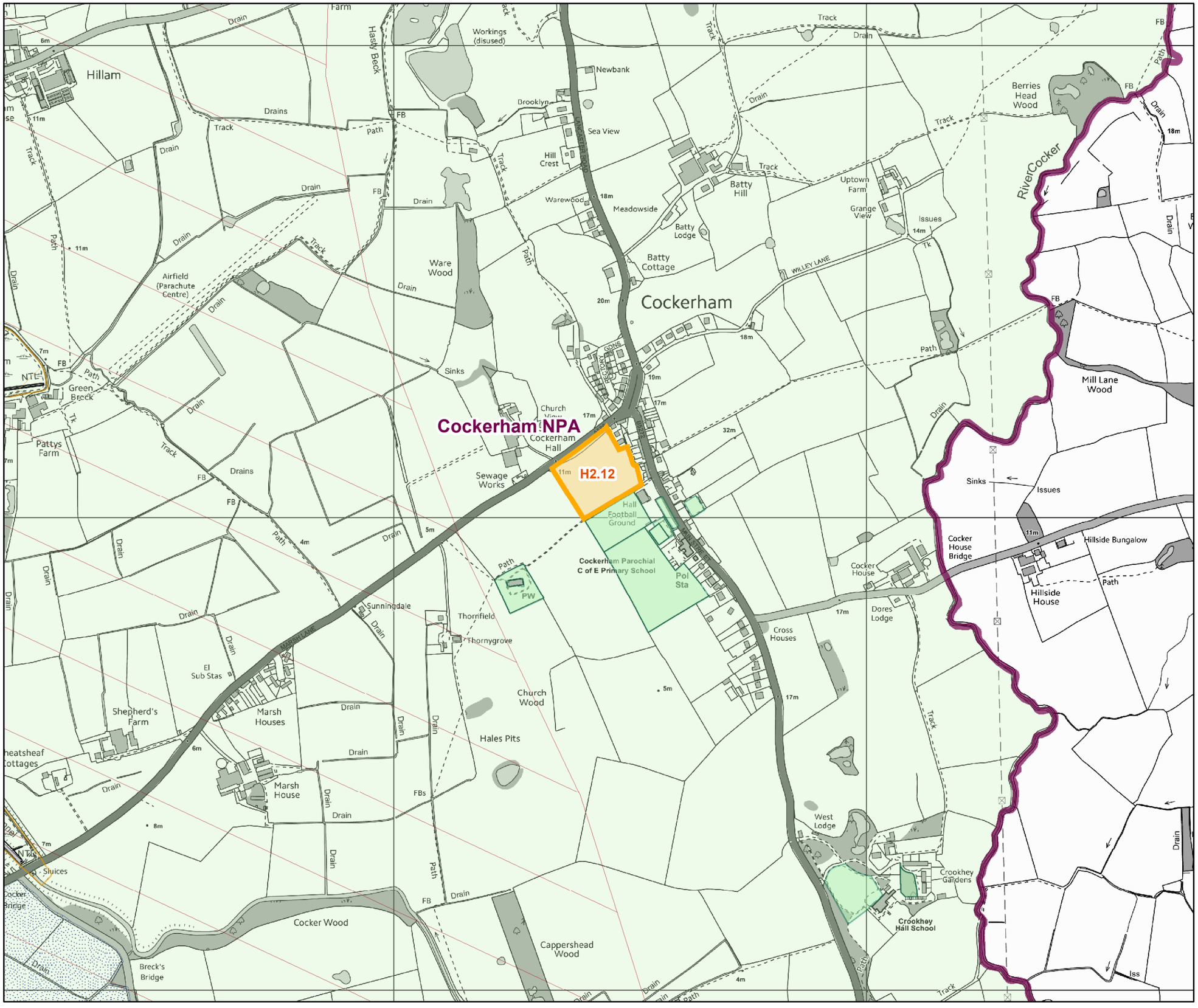
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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Strategic Policies and Land Allocations Policies Map - Cockerham



Legend

Housing Delivery

- H2 - Rural Housing

The Natural Environment

- EN5 - Open Countryside
- EN9 - Environmentally Important Areas
  - European*
  - National*
  - Regional*

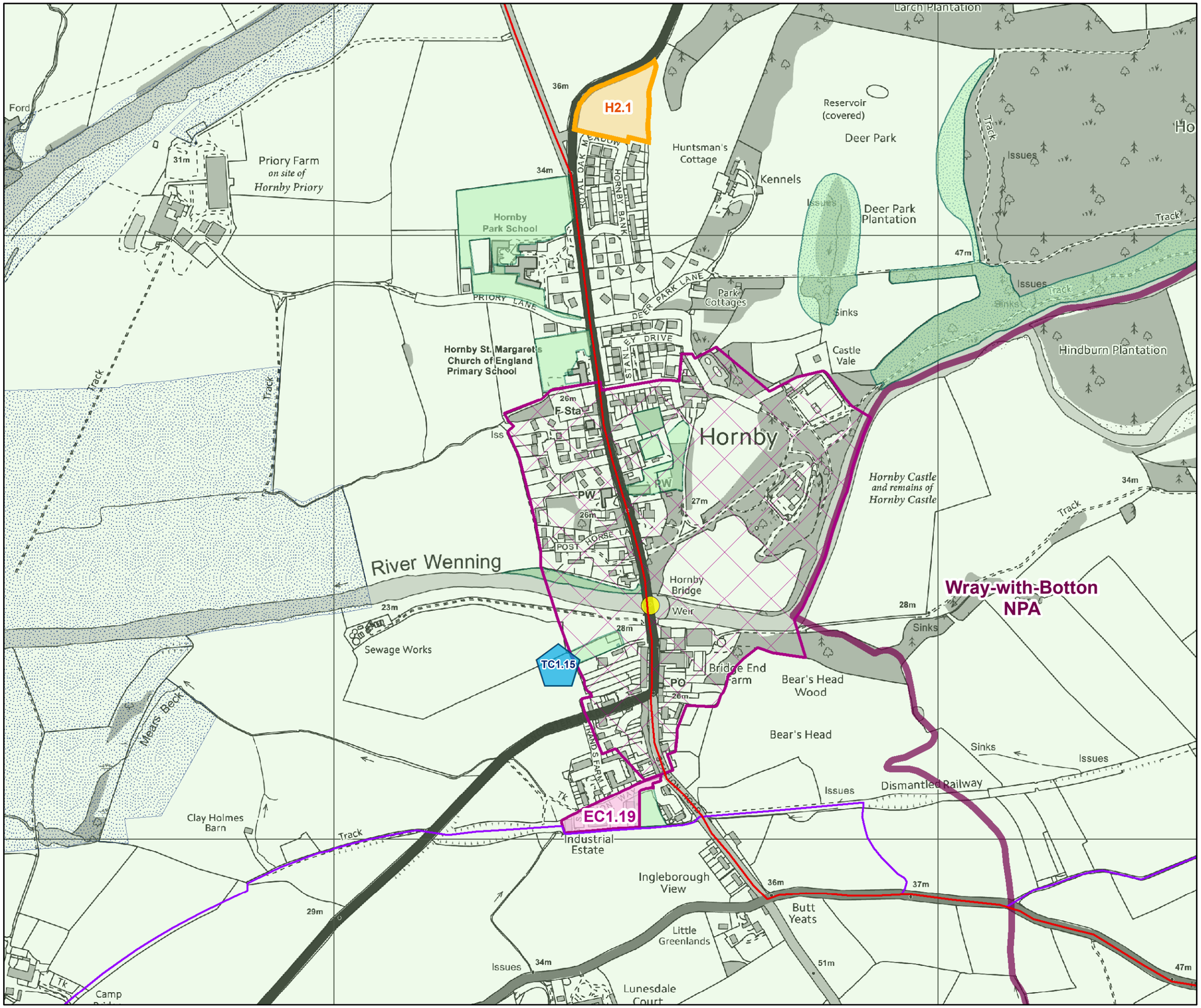
Sustainable Communities

- SC1 - Neighbourhood Plan Areas*
- SC3 - Open Space, Recreation and Leisure

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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Strategic Policies and Land Allocations Policies Map - Hornby



Legend

Housing Delivery

H2 - Rural Housing

The Economy & Employment

EC1 - Established Employment Areas

The Natural Environment

EN5 - Open Countryside

EN9 - Environmentally Important Areas

Regional*

The Historic Environment

EN1 - Conservation Areas*

EN2 - Designated Heritage Assets

Scheduled Ancient Monument*

Sustainable Communities

SC1 - Neighbourhood Plan Areas*

SC3 - Open Space, Recreation and Leisure

Transport, Accessibility and Connectivity

T2 - Cycling Network

Existing Cycle Route

Aspirational Cycle Route

Town Centres and Retailing

TC1 - Retail Hierachy for Lancaster District

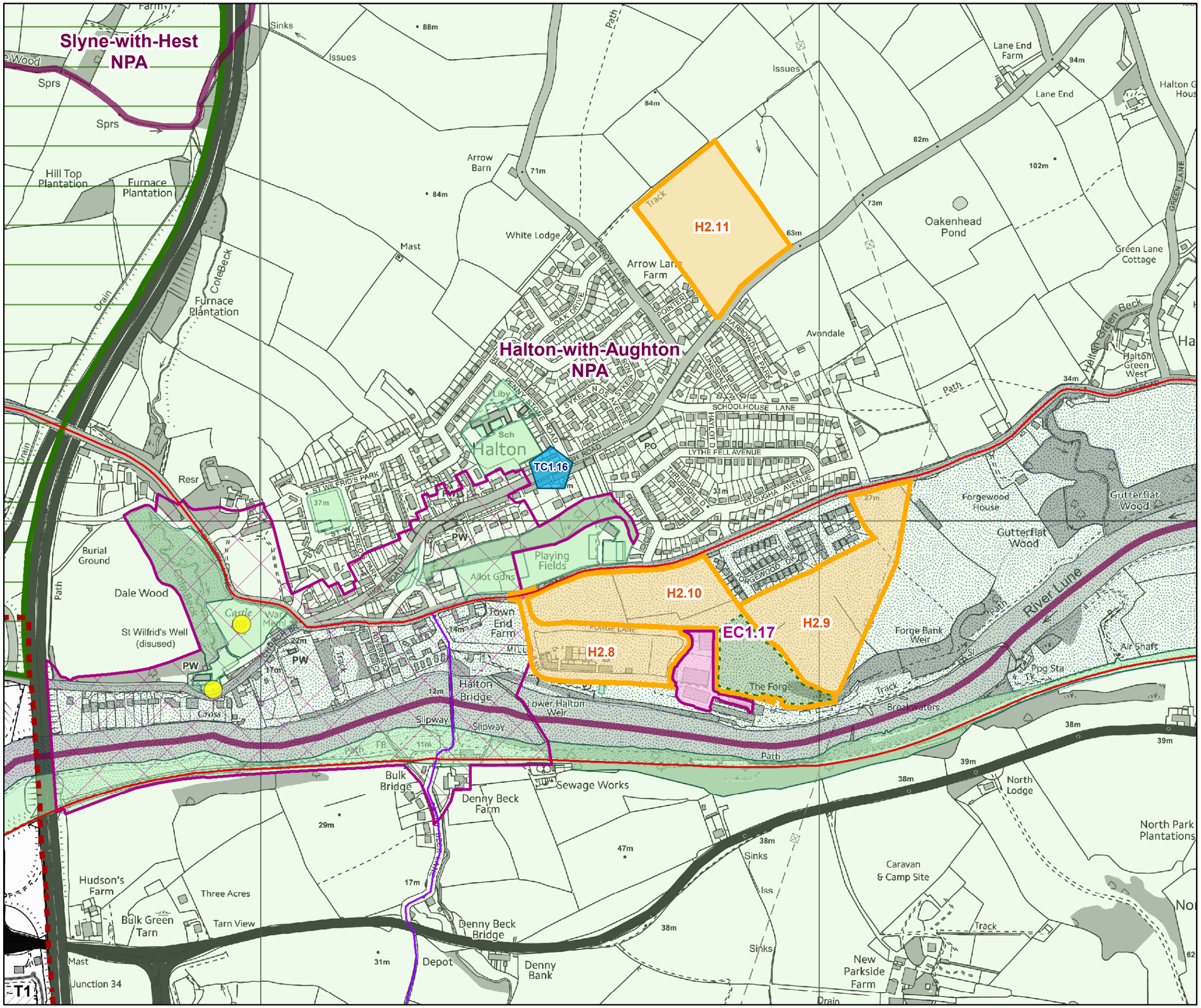
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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Strategic Policies and Land Allocations Policies Map - Halton



Legend

Housing Delivery

- H2 - Rural Housing
- Open Space/Recreation Provision

The Economy & Employment

- EC1 - Established Employment Areas

The Natural Environment

- EN5 - Open Countryside
- EN6 - North Lancashire Green Belt
- EN9 - Environmentally Important Areas
  - Regional*

The Historic Environment

- EN1 - Conservation Areas*
- EN2 - Designated Heritage Assets
  - Scheduled Ancient Monument*

Sustainable Communities

- SC1 - Neighbourhood Plan Areas*
- SC3 - Open Space, Recreation and Leisure

Transport, Accessibility and Connectivity

- T1.1 - J34 Park and Ride
- T2 - Cycling Network
  - Existing Cycle Route
  - Aspirational Cycle Route
- T3 - T3 - Lancaster Canal

Town Centres and Retailing

- TC1 - Retail Hierachy for Lancaster District
- Urban Boundary

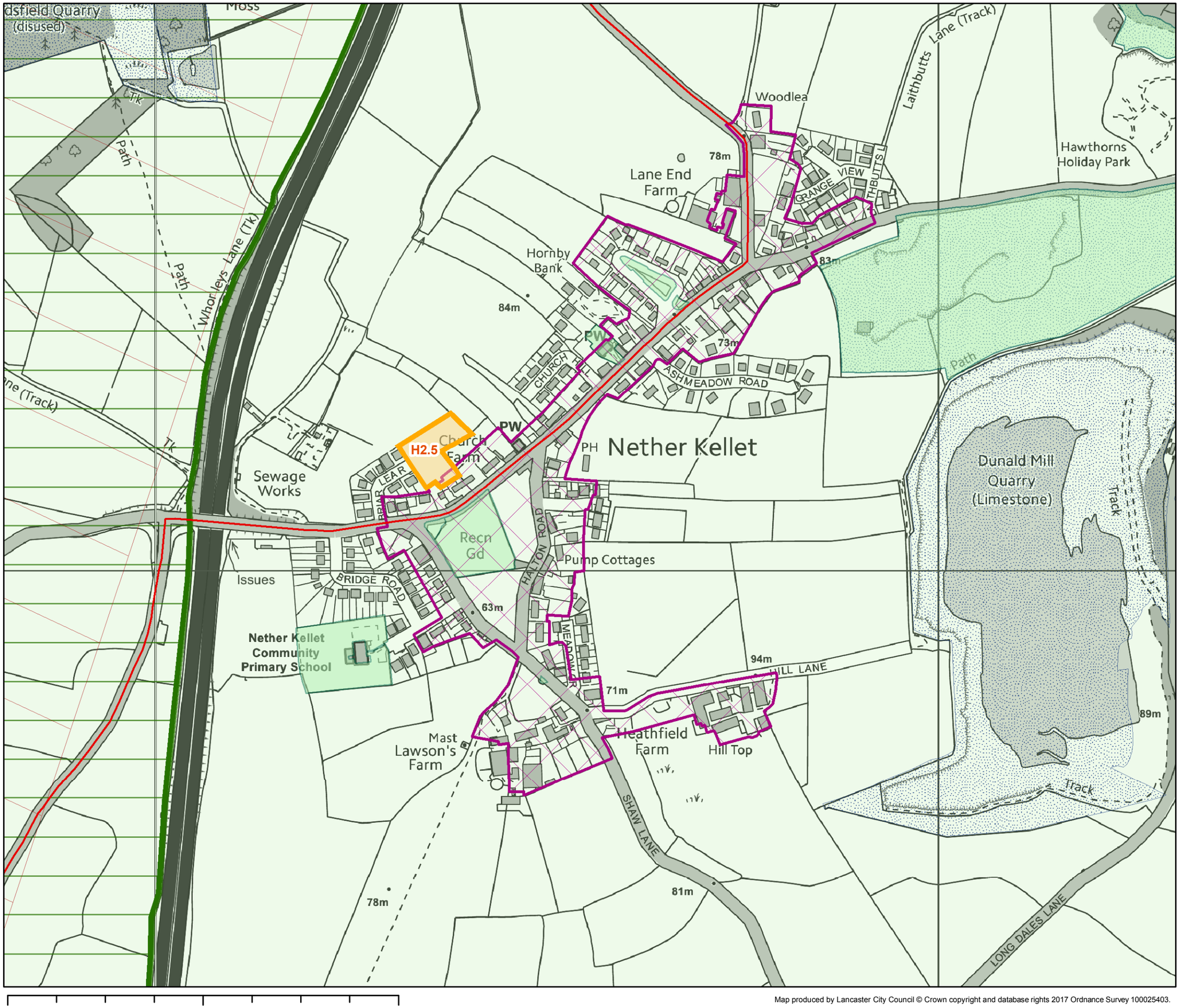
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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Strategic Policies and Land Allocations Policies Map - Nether Kellet



Legend

Housing Delivery

- H2 - Rural Housing

The Natural Environment

- EN5 - Open Countryside
- EN6 - North Lancashire Green Belt
- EN9 - Environmentally Important Areas
  - European*
  - National*
  - Regional*

The Historic Environment

- EN1 - Conservation Areas*

Sustainable Communities

- SC3 - Open Space, Recreation and Leisure

Transport, Accessibility and Connectivity

- T2 - Cycling Network
- Existing Cycle Route

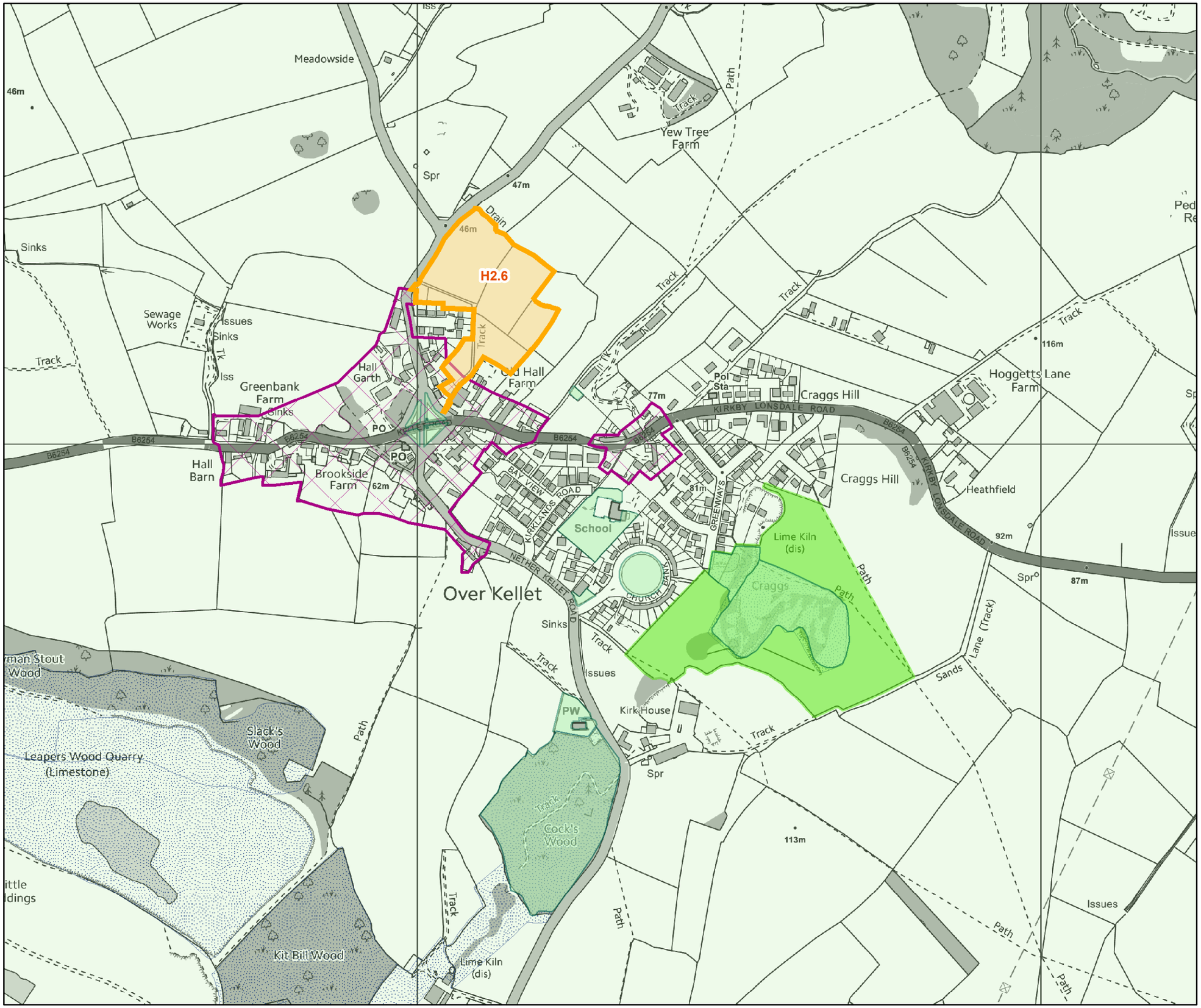
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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Strategic Policies and Land Allocations Policies Map - Over Kellet



Legend

Housing Delivery

- H2 - Rural Housing

The Natural Environment

- EN5 - Open Countryside
- EN9 - Environmentally Important Areas
  - Regional*

The Historic Environment

- EN1 - Conservation Areas*

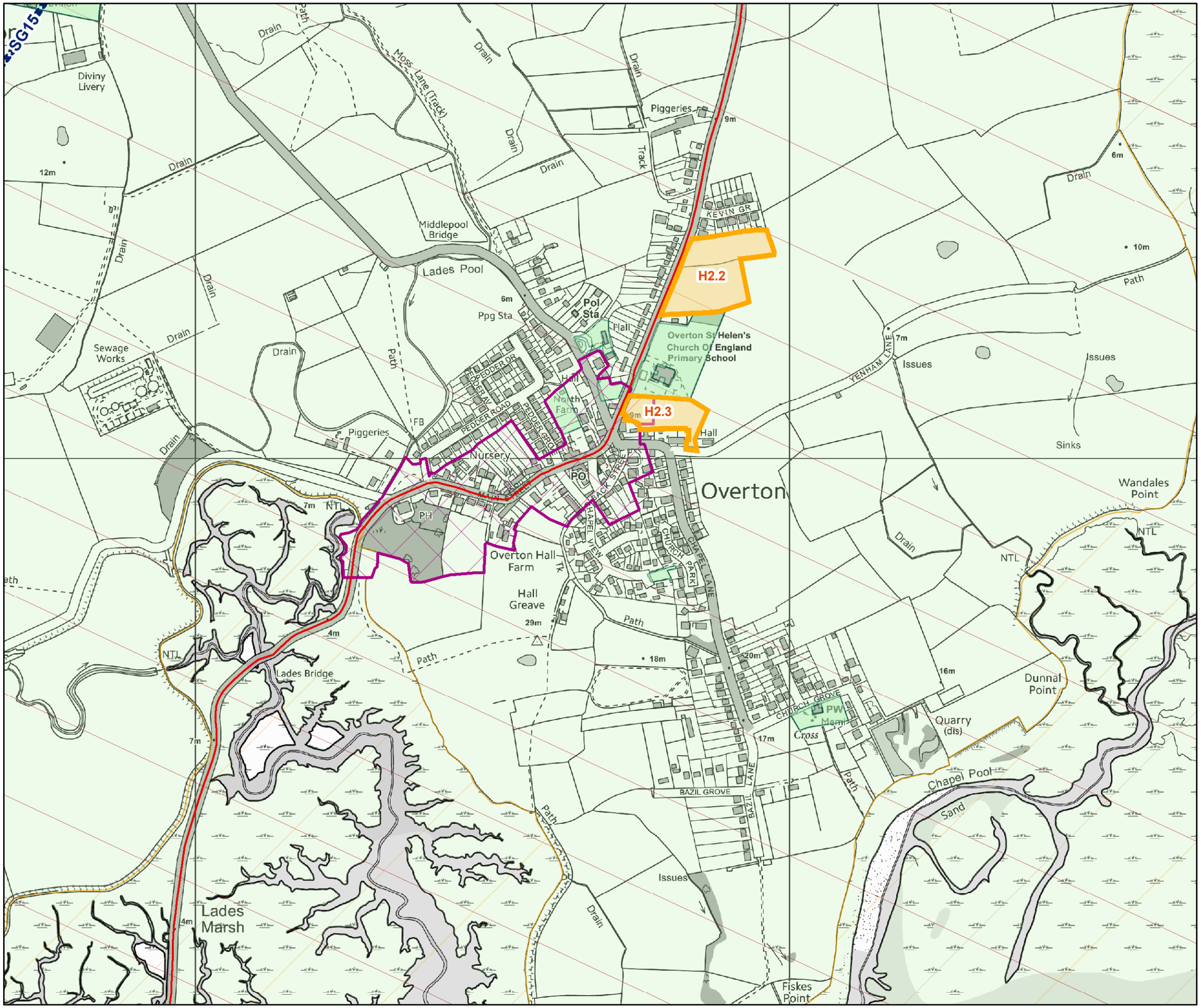
Sustainable Communities

- SC2 - Local Green Space
- SC3 - Open Space, Recreation and Leisure

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LANCASTER CITY COUNCIL
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Strategic Policies and Land Allocations Policies Map - Overton



Legend

Housing Delivery

- H2 - Rural Housing

The Natural Environment

- EN5 - Open Countryside
- EN9 - Environmentally Important Areas
  - European*
  - National*

The Historic Environment

- EN1 - Conservation Areas*

Sustainable Communities

- SC3 - Open Space, Recreation and Leisure
- T2 - Cycling Network
- Existing Cycle Route

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LANCASTER CITY COUNCIL
Promoting City, Coast & Countryside

Equality Impact Assessment

This **online** equality impact assessment should:

An equality impact assessment should take place when considering doing something in a new way. Please submit your completed EIA as an appendix to your committee report. Please remember that this will be a public document – do not use jargon or abbreviations.

`

Service Regeneration & Planning

Title of policy, service, function, project or strategy

The Local Plan for Lancaster District for the period up to the early 2030s: Comprised of Strategic Policies & Land Allocations Development Plan Document (DPD) and the Development Management (Review) Development Plan Document (DPD).

Type of policy, service, function, project or strategy: Existing ☒ New/Proposed ☒

Lead Officer Maurice Brophy

People involved with completing the EIA

Maurice Brophy, Paul Hatch, Gillian Dobson and Henry Cumbers

Step 1.1: Make sure you have clear aims and objectives

Q1. What is the aim of your policy, service, function, project or strategy?

The need for new housing, employment, community facilities and other development that is needed to ensure that future generations have places to live and work within the district have never been greater. As society continues to evolve, with people living longer and living in their own homes for longer, and younger people choosing to live on their own more, the need for new housing to meet everyone's aspirations has only grown stronger. The objective is to undertake public consultation on the Draft Development Plan Documents (DPDs). When adopted, the two DPDs will form part of the City Council's Local Plan. The documents will seek to achieve the following aims and objectives: 1.Identify how development needs will be met within the district in relation to housing, employment, retail and leisure matters and identify land which should be protected for it's environmental, economic and community value.2.Update a series of planning policies on specific topic areas which will assist the council in determining future planning applications. The Local Plan is prepared by using a range of evidence and prepared in accordance with national planning policy, in particular the National Planning Policy Framework.

Q2. Who is intended to benefit or have a detrimental effect on and how?

Ideally, a well prepared balanced plan will achieve the best outcomes possible for the local community and local businesses. However, development is an emotive subject because it has a physical impact on where people live and work. It is therefore likely that those living and working the closest to any of the development locations identified in the plan may well feel that they have been unfairly harmed by it. Landowners, where sites are identified, will benefit disproportionately from the plan due to the uplift in land values that a planning designation can bring about. In order to ensure the benefits of such proposals are more widely spread, contributions towards infrastructure from developers may be sought. This should assist in alleviating some of the harm caused to nearby residents and businesses. The New Local Plan will help to deliver the spatial elements of other strategies and policies that the Council has, or is in the process of preparing. The New

Equality Impact Assessment

Local Plan will also help deliver spatial elements of other strategies and policies prepared by other organisations and partnerships working with the community of the Lancaster District.

Step 1.2: Collecting your information

Q3. Using existing data (if available) and thinking about each group below, does, or could the policy, service, function, project or strategy have a negative impact on the groups below?

Group	Negative	Positive/No Impact	Unclear
Age	☐	☒	☐
Disability	☐	☒	☐
Faith, religion or belief	☐	☒	☐
Gender including marriage, pregnancy and maternity	☐	☒	☐
Gender reassignment	☐	☒	☐
Race	☐	☒	☐
Sexual orientation including civic partnerships	☐	☒	☐
Other socially excluded groups such as carers, areas of deprivation	☐	☒	☐
Rural communities	☐	☒	☐

Step 1.3 – Now you need to consult!

Q4. Who have you consulted with? If you haven't consulted yet please list who you are going to consult with? Please give examples of how you have or are going to consult with specific groups of communities

Extensive consultation has been carried out as part of the plan making process over a number of years. The 'Preferred Options' stage, consultation on the Strategic Policies & Land Allocations Development Plan Document (DPD) and the Development Management DPD took place between 27 January 2017 and 24 March 2017. Consultation was undertaken in accordance with the Council's Statement of Community Involvement (2011) and in line with regulations of the Town and Country Planning (Local Planning) (England) Regulations 2012. These regulations require the Council to produce a statement (the 'Consultation Statement') setting out the consultation undertaken on the DPDs at the Pre-Submission stage, a summary of the main issues raised and to detail the Council's response to comments made. An equality monitoring form has been used to collect information when consultees make responses in order to assess whether the community engagement process are reaching all sectors of the community. The use of Equality Impact Assessments will be carried out at the forth coming public consultation process

Step 1.4 – Assessing the impact

Q5. Using the existing data and the assessment in questions 3 what does it tell you, is there an impact on some groups in the community?

Age: 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. The draft Local Plan policies consider the needs of older people, for example the Policy DM8: Accommodation for Older People and Vulnerable Communities looks to support proposals for new accommodation to be 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. Policy DM26: Public Realm and Civic Space encourages that provision should also be made for communal open space in order

Equality Impact Assessment

to promote health and wellbeing of residents. Transport Policies (DM59 to DM63) seek to ensure improvements to public transport and interchange facilities to benefit this group, and the Town Centres Policies (DM16 to DM21) which protect shops and services close to homes will be beneficial in terms of ensuring easy access to shopping and other facilities, particularly to meet day to day needs, as well as cultural and entertainment facilities locally. Younger people are more likely to walk and cycle than other groups, so transport policies which encourage these forms of sustainable transport are considered to particularly benefit this group. Employment and skills considered to be beneficial for younger people wishing to enter the workforce. Policy DM28: Employment and Skills Plans encourage modern methods of working such as co-working and flexible workspace which are likely to be more attractive to the younger generation.
Disability: In terms of disability a number of policies are considered to have positive impacts. For example the Council will ensure that new development is proposed in locations that are sustainable and accessible and well-connected to existing services. 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 DM59: Enhancing Accessibility and Transport Linkage Policy). Policy on Housing Standards requires at least 20% of new housing to meet Building Regulation M4(2), on schemes of 11+ new homes which seeks to make housing accessible and adaptable which enables people including those with disabilities to remain in their own homes. The Council will seek to ensure that all new developments are fully accessible to all members of the community and therefore compliant with the most relevant and up-to-date legislation. This is particularly important for public buildings and those that would generate significant footfall
Faith, Religion or Belief: Lancaster's percentage of residents who claim no religion is second highest among authorities in Lancashire, while the Muslim population of 1.3% is well below the 6.6% average for Lancashire Policies of the local plan including key design of development, development in green belt, climate change, town centres, housing, employment and local economy and transport are considered to have a neutral impact on religious or faith groups.
Gender including Marriage, Pregnancy and Maternity: The LGBT group Out in the Bay suggest that Lancaster could have the second-highest LGBT population in Lancashire (second to Blackpool), along with a 3% transgender population. Women generally have lower levels of access to private cars than men and are more likely to travel by public transport, particularly buses, to access local services. Women may also be pregnant and/or accompanied by children, perhaps in buggies. For these groups as a whole, some policies within the Local Plan are considered to have a positive impact, for example promoting a safe pedestrian network within the district. A safe network means safety from other road users such as cars, vans, HGVs, buses and cyclists. Management of other road users including speed restrictions, sufficient widths, and segregation where appropriate and well designed and positioned crossing facilities can reduce conflicts between users. Well- designed pathways, natural surveillance, appropriate levels of lighting, CCTV and good levels of maintenance can improve actual and perceived security. DM25: The Evening and Night-time Economy Policy focuses on public safety.
Gender Reassignment: The Local Plan has a very limited role in the context of gender reassignment
Race: The Lancaster district has a high proportion of White British residents: 91.5% compared to 79.8% in England. This represents an increase in ethnic diversity though as the corresponding figure in 2001 was 95.8%. Hate crime recorded by the police in England and Wales increased by over 6% from 2011/12 to 2013/14, of which 84% were race, 0% were sexual orientation, 5% were religion, 4% were disability and 1% were transgender. The policies within the Local Plan generally encourage equality and inclusivity and are not considered to have any negative impacts on the LBGT group. For

Equality Impact Assessment

example well designed pathways, natural surveillance, appropriate levels of lighting, CCTV and good levels of maintenance can improve actual and perceived security, for example see DM29: Key Design Principals. There are currently over 20 Gypsy and Traveller sites in the district and policies in the Local Plan such as DM9: Accommodation for Gypsies and Travellers, and Travelling Show People support proposals that would create new Gypsy and Traveller and Travelling Showpeople sites helping to meet an evidenced need, (Policy SP6: The Delivery of New Homes)
Sexual Orientation including Civic Partnership: The 2011 Census did not have a specific question regarding sexual orientation. Estimates of the prevalence and incidence of transgender people are difficult to quantify due to the lack of robust national data.
Rural Communities: The evidence in relation to rural communities suggest that, in general, house prices in these areas are higher than the district average, that job opportunities are fewer than average and are often for low-skilled work, that services including buses, health provision, shops and libraries are under threat of closure or service reduction. There are unmet needs for affordable housing both in rural communities and on low incomes. The DPD seek to address such inequalities where it is possible to do so. Whilst there will be challenges to achieving this, whether through development viability or through direction of national planning policy, the DPDs will set a positive and proactive course in the attempt to meet such needs. Although rural communities and people on low incomes are not protected groups, the public consultation process is designed to engage with rural residents and other stakeholders, and take account of their comments and feedback in developing the final draft. The Local Plan will encourage the enhancement of the Delivery Affordable Housing, (Policy DM3) and Policy DM58: Telecommunications and Broadband Improvement will support the improvement and extension of telecommunication and broadband coverage and broadband speeds, particularly in rural areas which have poor or no service provision at all. The Local Plan seeks to direct some new development to sustainable villages in rural areas which helps to maintain vitality and indirectly protect services such as schools and transport services.

Step 1.5 – What are the differences?

Q6. If you are either directly or indirectly discriminating, how are you going to change this or mitigate the negative impact?

To mitigate against any potential negatives a key recommendation is that Equality Impact Assessments should be carried out at a localised/project delivery level. Efforts should be made to work with developers/organisations on this to ensure this process occurs and also to encourage this as a condition through proposals and planning applications.

Q7. Do you need any more information/evidence eg statistic, consultation. If so how do you plan to address this?

To mitigate against any potential negatives a key recommendation is that equality impact assessments should be carried out at a localised/project delivery level. Efforts should be made to work with developers/organisations on this to ensure this process occurs and also to encourage this as a condition through proposals and planning applications.

Step 1.6 – Make a recommendation based on steps 1.1 to 1.5

Q8. If you are in a position to make a recommendation to change or introduce the policy, service, function, project or strategy, clearly show how it was decided on.

Once adopted, the final DPDs will be subject to formal monitoring and review, as set out in the document. When a further review of the Local Plan for Lancaster District takes place, it would be appropriate to carry out an Equality Impact Assessment, to assess any policies changes and their effects. The use of Equality Impact Assessments carried out at a

Equality Impact Assessment

project/planning application level locally. These could be monitored on a two yearly basis; due to the 15-20 year life span of the Local Plan document.

Q9. If you are not in a position to go ahead, what actions are you going to take?

N/A

Q10. How do you plan to monitor the impact and effectiveness of this change or decision?

See Q8 answer

Step 1.7 – Publish your results

This EIA has been approved by: Maurice Brophy

Contact Number: 01524 582383

Date 07/12/2017

COUNCIL

Localised Council Tax Support Scheme 2018/19
20 December 2017

Report of Chief Officer (Resources)

PURPOSE OF REPORT
To seek a decision from Council on its Localised Council Tax Support (LCTS) scheme for 2018/19.
This report is public.

RECOMMENDATIONS

(1) That Council determines whether to retain its existing Localised Council Tax Support Scheme for 2018/19 (Option 1), or to amend it for minor changes to entitlement (Option 2).

(2) That the Chief Officer (Resources) be authorised to finalise and publish the Council's approved Scheme for 2018/19 in line with (1) above and make all other necessary arrangements for its implementation in next financial year.

1 **BACKGROUND**

1.1 Following the abolition of the national Council Tax Benefit (CTB) system back in 2013, each billing authority now has a legal duty to adopt a Localised Council Tax Support (LCTS) scheme.

1.2 Each authority is also under a legal obligation to consider, for each year, whether to revise its scheme or to replace it with another scheme. The history of the Council's arrangements is summarised below:

- The first local scheme was adopted in January 2013 for implementation in 2013/14. The Council chose not to reduce support levels at that time, unlike most other local authorities.

- In reviewing its scheme since then, Council has decided to retain basic council tax

support levels, meaning that working age claimants on low incomes may still be awarded support to cover up to 100% of their council tax bills.

- The Council has applied some other comparatively minor changes, however, on the basis that entitlement criteria for LCTS should generally remain in line with other key benefits, most notably Housing Benefit (HB) and Universal Credit (UC).

1.3 If any council does wish to alter its scheme, it must approve any changes by 31 January. There is currently no provision for changing a scheme in-year.

2 OVERVIEW OF THE COUNCIL'S CURRENT SCHEME

2.1 As laid down by Government, there are three general principles that all Local Council Tax Support (LCTS) schemes must follow:

- pensioners should be fully protected;
- vulnerable groups should be protected as far as possible, as determined locally; and
- local schemes should support the positive work incentives being introduced through Universal Credit for working age people.

2.2 The Council's existing scheme meets these principles, giving protection for certain groups and helping to support work incentives. It provides additional protection for vulnerable people through other income disregards, premiums and allowances. It also provides for annual uplifts associated with inflation, etc.

2.3 It is worth reiterating that under legislation, pensioners are protected from any locally driven scheme changes, and so any Council decisions can impact only on working age claimants.

2.4 As Council has so far maintained general support levels, this means that if entitled, a claimant would receive 100% support to cover their council tax bill. Of the 326 schemes in operation nationally, currently the Council is one of the few remaining councils that still provide that full level of council tax support for working age claimants, depending on their circumstances.

2.5 The Council has established an Exceptional Hardship Scheme in relation to council tax support, although given that general support levels have been maintained, demand against this continues to be minimal.

2.6 More information on the Council's current LCTS scheme principles is set out in ***Appendix A***. In particular, the Department for Work and Pensions (DWP) operates a "full" Universal Credit (UC) service in this district, and the Council's existing LCTS scheme accommodates this development.

2.7 As the impact of UC grows and caseload for housing benefit reduces, it is anticipated that more authorities will look to implement simplified LCTS schemes that reduce the administrative burden. This is not an option for the City Council in the short-term, but it would be for the medium-term.

2.8 With those points in mind, as is usual Officers consulted with the relevant Portfolio Holder to inform the scope of the consultation to be undertaken on scheme options for 2018/19.

As a result the exercise has focused on only minor amendments, rather than on any fundamental changes. There are two options for Council to consider and these are now presented for Council's consideration.

3 OPTIONS AND OPTIONS ANALYSIS

3.1 Option 1:

Retain the existing Localised Council Tax Support (LCTS) scheme, making no changes.

- The existing scheme is considered soundly structured but there are some minor issues, drawing on experience over the last year and recognising changes in other welfare benefits.

Key Considerations
• Previously Council has generally kept various "positive" customer entitlement provisions for LCTS in line with other key welfare benefits, most notably housing benefit and also Universal Credit (UC) – which is growing in significance. This option would break with that, to a small degree. • Would have only very marginal administrative implications and cost reductions, if at all.

3.2 Option 2:

Make changes to the backdating provision and make other minor technical changes to the existing Localised Council Tax Support (LCTS) scheme, to keep various entitlement criteria the same as for other key benefits (e.g. Housing Benefit and Universal Credit) and help reduce hardship.

- The specific changes for consideration by Council are identified under ***Appendix B***. They relate to:
  - removing backdating restrictions where there is good cause to do so; and
  - disregarding (for the purposes of calculating LCTS entitlement) payments made to claimants affected by bereavement or a specific tragedy.

- It is expected that the overall impact on claimants, and any financial impact for the Council, would be very small. In view of this, the changes are presented as a package of measures.

- It is understood that most if not all Lancashire Councils are now looking to replicate all such changes in their LCTS schemes for next year onwards.

Key Considerations
• Retains existing policy principle of keeping various positive entitlement provisions for LCTS in line with other key welfare benefits; promotes equality. • To a very small degree, would help prevent the build-up of council tax arrears for a very small number of claimants, and may help to lessen confusion for claimants – entitlement to welfare benefits is considered complex enough. • Would have very marginal administrative implications and costs, if at all.

4 CONSULTATION

4.1 Legislation requires the Council to consult with its major precepting authorities and such persons that it considers likely to have an interest in the operation of its LCTS scheme.

4.2 Accordingly the Council has consulted with those authorities (County, Fire, Police) on the basic scheme options for next year, acknowledging that the organisations share in the financial cost attached to any LCTS scheme. The following responses have been received:

County Council:
It has no specific comments on the scheme or on the changes. It welcomes, however, that if approved, the changes would have only a minimal impact upon precepting authority finances as the County Council is experiencing an ongoing period of unprecedented financial pressure.

Fire Authority:
It supports the principles outlined, noting that they should have minimal impact on its precept.

4.3 A limited public consultation has also been undertaken through the Customer Service Centres and with various advice and voluntary organisations including Making Space, Olive Branch, Welfare rights and the Citizens' Advice Bureaux, who were all in favour of the changes. In very simple terms, the majority of the 124 respondents were in favour of the minor scheme changes being implemented (i.e. Option 2). Summary results are as follows:

1) Do you think the backdating rules should be removed for working age claimants?

Yes = 59% No = 27% Don't Know = 14%

2) Do you think Bereavement Support Allowance should be disregarded from the LCTS calculation for working age claimants?

Yes = 60% No = 23% Don't Know = 17%

3) Do you think Emergency funds should be disregarded from the LCTS calculation for working age claimants?

Yes = 49% No = 34% Don't Know = 17%

5 CONCLUSION

5.1 The Council's existing LCTS scheme works well in terms of providing support. To date the Council has attached a high priority to maintaining the council tax support available to working age claimants (pensioners being unaffected by Council's decisions), and so it has not sought to make any significant savings through reducing its scheme. It has previously only made minor technical changes, to keep LCTS entitlement criteria generally in line with other welfare benefits.

5.2 In light of recent experience and Council's stance regarding LCTS, Officers consider that there are positives to be gained by allowing more flexibility around backdating with "good cause" and by keeping the other entitlement provisions in line with other welfare benefits schemes.

5.3 That said, the 2018/19 LCTS scheme is a matter for Member decision and it is open to Council to approve either of the options presented.

RELATIONSHIP TO POLICY FRAMEWORK

Either option fits with the Council's Corporate Plan, which includes a success measure of working in partnership to optimise access to welfare benefits and related support.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability etc)

An Equality and Human Rights Impact assessment has been undertaken and can be found as part of ***Appendix C***.

FINANCIAL IMPLICATIONS

As context, currently the LCTS system is estimated to cost £9.3M each year, but this is affected by council tax rates and claimant caseload, as well as the decisions of Council. Of this estimated cost, approximately £1.2M falls to the City Council, with the remainder being covered predominantly by the other major precepting authorities (County, Fire, Police) and a small element being met by Parish and Town Councils.

Should Council approve Option 1, there would be no direct impact on the budget, as it is already assumed that the existing scheme will continue to apply in next year and beyond. There may be some minimal savings arising, but in budgetary terms they would be negligible.

Should Council approve Option 2, there would be some minimal cost to the Council and major preceptors (County, Fire, Police), with an estimated nominal value of around £13K in total, with the City Council's share being less than £2K. Any impact on parishes would be negligible.

The limited consultation exercise meets legal requirements and has been done at minimal cost, paid from within existing shared service budgets.

SECTION 151 OFFICER'S COMMENTS The Section 151 Officer has contributed to the production of this report, which is in her name (as Chief Officer (Resources)).
LEGAL IMPLICATIONS As set out in the report. Legal Services have no further comments.
MONITORING OFFICER'S COMMENTS The Monitoring Officer has been consulted and has no further comments.

BACKGROUND PAPERS LCTS Consultation Document Autumn 2017	**Contact Officer:** **Nadine Muschamp** **Telephone: 01524 582117** **E-mail:** **nmuschamp@lancaster.gov.uk**

APPENDIX A

Lancaster City Council
Summary Principles of the Council Tax Support Scheme

The Council Tax Support Scheme is based upon the following principles and will:

1. be calculated as a means tested discount, defined primarily by the terms of the former Council Tax Benefit (CTB) Scheme;

2. match/reflect as appropriate specific wider welfare reforms introduced by the Government, such as those that impact upon housing benefits and/or universal credit as examples;

3. protect pensioners (a Government requirement);

4. help protect the most vulnerable members of society as far as possible, as determined locally;

5. retain a local arrangement for war pensions to be disregarded in full;

6. support positive work incentives that are built in to benefit those who find work;

7. include a hardship fund to help claimants who suffer exceptional hardship as a result of council tax support changes; and

8. not include a second adult rebate reduction for working age claimants.

Class of persons

The scheme sets out rules for working age claimants. Regulations prescribe a scheme for claimants of state pension credit age and prescribe certain classes of persons who are not eligible to claim council tax support.

Eligibility for council tax support is determined by reference to means testing i.e. the income and capital of the claimant and any partner; and by the income and number of non-dependants in the household.

Eligibility for council tax support is defined by the terms of this scheme. The scheme sets out how council tax support is claimed, calculated and paid, except where amendments are required by statute under the Local Government Finance Act 2012 and/or accompanying legislation.

Class of reductions

The scheme aligns with the basic principle of the need to create work incentives.

The scheme is based on the system of making deductions from the eligible council tax for each non-dependant person in the household. The categories of non-dependency are set out in the scheme. Income brackets may be altered in line with the general up-rating arrangements in the scheme.

Changes will be reflected in the scheme, as considered appropriate, to reflect the Government's ongoing welfare benefits reforms, such as those affecting housing benefit and universal credit as examples.

Applications

An application will be required for all new claims. An appropriate means of application will be decided by the authority and may be revised as required. A review process may be implemented by the local authority for new and existing awards. Awards may be reviewed in a time period to be determined by the authority and failure of the claimant to fulfil any request during a review of their award may result in the termination of that award.

General administration of the scheme

Apart from where statutorily required, advice of any award granted, removed or revised will be by an adjustment to the council tax bill and the bill itself will be the formal notification. The authority reserves the right to include additional notifications.

Changes in Circumstances

Matters relating to the duty for a claimant to notify the Local Authority of a change in circumstances shall generally replicate those that applied to the former CTB Scheme.

Appeals process

Claimants will submit any appeals to the Council in the first instance for a reconsideration of a relevant decision. Once notified of the outcome of this review, the claimant will have a period of two months from the date of the notification to submit an appeal to the Valuation Tribunal.

Backdating

An award of support may be backdated for a maximum of one calendar month from the date that the claim for backdating is made, providing continuous good cause is shown for the delay in claiming.

Up-rating

Following commencement of the scheme, with effect from 1st April each year any figures set out in the scheme may be up-rated by the consumer price index, retail price index or other rate of inflation set out in the preceding September, or by another rate determined with reference to provisions made for Housing Benefit and Universal Credit, or as decided by the authority.

If the local authority does not revise the scheme for the new financial year, the parameters for the current year will continue to apply for subsequent years.

Other Matters

The scheme may be amended to take into account any circumstances subsequently identified, whether through government statute, or other means.

APPENDIX B

Government Welfare Reforms
Effects on Localised Council Tax Support – April 2018

Government Changes 2017/18	Effect on LCTS
Currently housing benefit claims can be backdated for a period of up to 1 month for working age claimants, rather than the previous 3 month period, where there is 'good cause' proved by a claimant.	The Council made a decision to match this change in the LCTS scheme from 1 April 2017. However, experience has shown that some claimants are losing out on support, by being unaware of the need to claim LCTS separately. Whilst the Council is proactive in promoting the LCTS scheme, the shorter back-dating period currently in operation has adversely affected a small number of claimants and therefore, under Option 2 of this report, the scheme would be amended to remove any back-dating time constraints, in appropriate circumstances. Impact: With the increased back-dating flexibility, customers would receive LCTS for all periods to which they are entitled to if they can show good cause, and this in turn would reduce administration slightly. It would avoid difficulties for those unaware of the new rules surrounding Universal Credit and the need to claim LCTS separately. It would create a small policy inconsistency between housing benefit and LCTS, however, which would need to be managed and communicated. Marginal cost to the Council.
From April 2017 the Department for Work and Pensions (DWP) has introduced a new benefit called Bereavement Support. This is for working age applicants whose partner dies. It replaces Bereavement Payments, Bereavement Allowance and Widowed Parents Allowance. DWP currently disregard this support payment in the housing benefit scheme.	Under Option 2, this change would be mirrored in the LCTS scheme from 1 April 2018. In doing so, the Council would be able to disregard any amounts in the calculation of CTS. Impact: It would bring the LCTS scheme for working age claimants in line with the housing benefit changes made by Government. The change would be fairer to applicants who have recently lost their partners. The Council is unable to quantify the number of claims affected, but any implications are likely to be negligible.
From 19.06.17 the DWP disregards the 'We love Manchester Emergency Fund' and the 'London Emergency Trust'	Under Option 2, this change would be mirrored in the LCTS scheme from 1 April 2018, with provision to recognise any other such Emergency Funds arising in

payments from the calculation of housing benefit. .	future. In doing so, the Council would be able to disregard any payments in the calculation of LCTS. Impact: It would bring the working age LCTS scheme in line with the housing benefit changes made by Government. The change would help financially those people affected by a tragedy. The Council is unable to quantify the future potential effect, although it could well be none.

APPENDIX C

Lancaster City Council's Equality Impact Assessment

Council Tax Support Scheme 2018/19

Section 1: Details:

Service	Revenues & Benefits Shared Service Resources
Title and brief description (if required)	Council Tax Support Scheme
New or existing	Existing
Author/officer lead	Lead –Head of Shared Service
Date	28th November 2017

Does this affect staff, customers or other members of the public?

Yes

Section 2: Summary:

What is the purpose, aims and objectives?

The Local Government Finance Act 1992 as amended, sets out measures requiring all billing authorities to introduce and maintain a LCTS scheme for each financial year.

The main aims of the changes proposed for the LCTS scheme are to ensure fairness and consistency, and to help reduce confusion for claimants.

Who is intended to benefit and how?

Under any scheme, support for pensioners must remain at existing levels, and the scheme must be delivered through a national framework of criteria and allowances.

For working age claimants, Councils can choose – through the design of their scheme – whether to alter support entitlements in some way.

Including the wider Government welfare reform changes in the Council's LCTS scheme (for those bereaved, or involved in a specific tragedy) makes it easier for customers to understand and ensures a consistent and equitable approach across the different benefits customers may be receiving.

Policies and procedures are structured to ensure that all customers receive the correct amount of support and that every claim is considered on its own merits and in accordance with legislation and Government guidance.

Section 3: Assessing impact

Is there any potential or evidence that this will or could:		
• Affect people from any protected group differently to others?	Yes	
• Discriminate unlawfully against any protected group?		No
• Affect the relations between protected groups and others?		No
• Encourage protected groups to participate in activities if participation is disproportionately low (won't always be applicable)?		No
• Prevent the council from achieving the aims of its' Equality and Diversity Policy?		No

The draft LCTS scheme for 2018 has been subject to a public consultation ending on 7th November 2017 covering a number of technical changes listed in this Equality Impact Assessment. The results form part of the Council Report recommending the final LCTS scheme for 2018/19. The consultation was open to everyone in the community. We hold household and income details of current Council Tax Support recipients but this was not used as part of the consultation. We have access to wider population statistics and can assess equality monitoring data available as part of the survey.	
Age including older and younger people and children	Positive re: pensioners - as they are protected from any changes, as directed by Government. Any minor impact from the scheme changes would affect working age claimants only.
Disability	Disabled customers are not adversely affected by the proposed changes, and are not disadvantaged in comparison to other groups.
Faith, religion or belief	Neutral.
Gender including marriage, pregnancy and maternity	No specific evidence. We do not anticipate this policy will have a particular equality impact on this protected group.
Gender reassignment	We do not anticipate this policy will have a particular equality impact on this protected group.
Race	Potentially but if so, very marginally – BME populations seem to be over- represented in unemployment figures and so this may feed through into LCTS claims and entitlement.
Sexual orientation (Including Civic Partnerships)	No specific evidence. We do not anticipate this policy will have a particular equality impact on this protected group.
Rural communities	No specific evidence. We do not anticipate this policy will have a particular equality impact on this protected group.
People on low incomes	The scheme relates predominantly to this group, but numbers affected by the specific proposals are expected to be very low.

Section 4: Next steps:

Do you need any more information/evidence eg statistics, consultation? If so, how do you plan to address this?

No further evidence required.

Consultation closed 7th November 2017. Results to be considered as part of the Council report submitted to full Council, meeting scheduled for 20th December 2017.

How have you taken/will you take the potential impact and evidence into account?

This Equality Impact Assessment forms part of the Council report to be presented to Members at full Council in December 2017.

How do you plan to monitor the impact and effectiveness of this change or decision?

If the proposals for change are implemented effective from 1 April 2018 customer feedback will be encouraged and monitored to identify any adverse impacts. The reasons for applications to the Discretionary Hardship fund will be analysed to establish if any group is suffering extreme detriment under the LCTS scheme to enable action to be taken.

For customers affected by these changes in the short term the council has a Hardship Fund, available to assist vulnerable customers, experiencing difficulty in meeting their Council Tax liability.

COUNCIL

Review of Council Tax Charging Policy for Empty Homes
20 December 2017

Report of Chief Officer (Resources)

PURPOSE OF REPORT
To present options for reducing various council tax discounts applicable to empty homes, in line with the discretions available to local authorities.
This report is public.

RECOMMENDATIONS:

(1) That Council determines whether to retain its existing Empty Homes Council Tax Charging Policy for 2018/19 (Option 1), or to amend it for:

- **the reduction or removal of the discount for Class C empty properties, from the three options (2A, 2B or 2C) as set out in the report; and/or**
- **the removal of the discount for Class D empty properties (Option 3) as also set out.**

(2) That the Chief Officer (Resources) be authorised to finalise the Council's Empty Homes Charging Policy in line with (1) above, and make all other necessary arrangements for its implementation in the next financial year.

1 INTRODUCTION

1.1 Back in December 2012 Council approved various reductions to council tax exemptions and discounts on empty properties. These changes were in line with the discretionary powers granted to local authorities under the Local Government Finance Act 2012. The changes resulted in more council tax income being generated.

1.2 During the last budget, a commitment was made to review existing discounts and this report includes the outcome of that review, and options for future changes.

2 CURRENT POLICY

2.1 To assist Council, the current policy for council tax charging on empty homes is set out at ***Appendix A***.

2.2 Under current legislation Council has scope to reduce further or to remove the following two types of discounts:

- **Class C - Empty and substantially unfurnished properties:**

  Current maximum discount available: 100% discount for the first two months, followed by a discount of 50% for the next four consecutive months.

- **Class D - Empty properties undergoing or in need of major repair or structural alteration:**

  Current maximum discount available: 50% discount for twelve months.

2.3 Any changes to the discounts must be approved prior to the beginning of the financial year in question; they cannot be changed in-year.

2.4 All other discounts and exemptions are either determined by Government, or the Council has already reduced them as far as its discretionary powers allow. For example, exempt status continues to apply in many circumstances, e.g. to those properties left empty by patients in hospital, deceased persons, or those receiving or providing care etc. No additional charges can be levied on a property that is exempt.

2.5 ***Appendix B*** provides details of the total value of discounts awarded for properties under Class C and Class D properties for years 2013 to 2016, and the number of properties receiving those discounts (for any period, however short, during the year).

2.6 Whilst there are no obvious trends apparent regarding the impact of charging on bringing homes back into use, it is apparent that a significant amount of council tax income is still foregone as a result of the policy. In very broad terms, an average of over £1M per year is foregone as a result of Class C discounts, and an average of £80K foregone through Class D.

2.7 Given this, and the Council's financial challenges ahead, it is appropriate that Council considers whether existing discounts should be reduced or removed and options are set out in the following section. It is not thought that there is a case for increasing discounts.

2.8 Separately, Members will see from the policy attached that the Council has used its discretionary powers to charge a council tax premium of 50% on long term empty property; this was also approved back in 2012. As part of the Chancellor's Autumn Budget, it was announced that the discretion would be extended to allow a premium rate of 100% to be introduced from next year onwards. Options regarding this were to be included in this report but primary legislation would be needed to bring the announcement into force and as parliamentary time is limited, it is now expected that any extended discretion could only come into force for 2019/20 at the earliest. The position will be kept under review and a

report will be prepared for Council at the appropriate time, once the legislative framework is clearer.

3 OPTIONS AND OPTIONS ANALYSIS

3.1 There are a number of options available for consideration:

Option 1: Retain the existing policy (and leave discounts unchanged)

- The system works reasonably well at present and provides incentives to promote the improvement of empty property and bring empty homes back into use.

- The existing policy could be made simpler, however, to help from an administrative point of view, and retaining the existing policy may be perceived as a lost opportunity to raise additional revenue for the Council and its precepting authorities.

Option 2: Reduce or Remove Class C Empty Property Discounts

- There are numerous ways in which this discount could be amended, and the three most appropriate options are set out below.

A. Remove the six-month discount arrangement

This would provide the greatest incentive for encouraging homes to be occupied quickly and the greatest financial benefits for local authorities to help fund public services. It would create some administrative difficulties, however, where there are disputes or anomalies in the transfer date of property from one owner or occupier to another. As with any increase in tax liability, some resistance should be expected and this could impact slightly on collection rates and bad debts.

Taking a broad average of the last 4 years' data, this change would generate income in the region of at least £1M for the Council and its precepting authorities in the area. Of this, an estimated £130K would be retained by the City Council. These estimates make some allowance for collection and recovery difficulties, and they would need to be monitored. There would be an additional burden on Council Housing currently estimated at approximately £60K, to cover its housing stock. This cost would reduce, should void periods between re-lets reduce.

B. Reduce the existing six month discount arrangement to one that provides 100% discount for up to one month

The implications are similar to Option A above but this would give greater administrative flexibility regarding any transfer date issues and some limited council tax relief to those liable, and therefore additional income would reduce as a result.

Taking an average of the 4 years' data to date this change would generate income in the region of £700K for the Council and its precepting authorities

in the district, of which £90K would be retained by the City Council. There would be an additional burden on Council Housing currently estimated at a little over £30K, subject to future voids performance.

C. Reduce the existing discount scheme, to provide a flat 50% discount for up to 6 months

This would retain benefits to taxpayers over a longer period, but reduces the discount (from current levels) in the first two months. In administrative terms it is considered simpler than the existing arrangements, but would generate less income than the other two options.

Taking an average of the 4 years' data to date this change would generate income in the region of £375K for the Council and its precepting authorities and of this, approximately £50K would be retained by the City Council. There would likely be an additional burden on Council Housing of approx. £25K to cover its empty housing stock, again subject to voids performance.

Option 3: **Remove the 50% discount for properties undergoing major works**

- The 50% discount aims to promote property improvement and re-occupation, by incentivising owners and developers to undertake any major repair works within a twelve-month period.

- This option could generate additional income estimated in the region of £80K per annum for the district / precepting authorities in the Lancaster area. Of this, just over £10K would be retained by the City Council.

3.2 Aside from general policy considerations, there are two specific matters brought to Council's attention:

Social / Council Housing Properties
Social housing providers are unaffected by any changes to Class C discounts, as owing to their charitable status, they remain entitled to six-month exemptions on their empty properties. That status does not apply to council owned dwellings, however, and therefore any change is likely to increase liability on empty council housing stock. Members will be aware that void property turn-round times are too long and work is focusing on addressing this; arrangements are in hand for external support to be commissioned to help secure improvement. Any reduction in empty property council tax discounts would therefore act as an incentive to help bring council houses back in to use, in much the same way as for private properties.

Flood Affected Properties
The fairest way to provide council tax relief in these circumstances is considered to be through a Government-funded scheme, but at present different arrangements apply in different circumstances and this is highlighted, unfortunately, in the very recent flooding events. Whilst efforts are being made to secure Government funding, that may prove impossible.

In the meantime, the discounts currently available for Class C and D properties form the basis of the immediate council tax relief available to those households affected by flooding. Given that the financial consequences of awarding these two types of discounts are shared by the City, County, Police and Fire authorities (proportionate to their precepts), it makes them less costly but nonetheless, if any significant number of properties are affected, then the loss of income would soon add up.

Separate to the class discounts, the Council also has a council tax discretionary relief policy but unlike the discounts, the cost of any relief awarded falls solely to the City Council. The policy applies to exceptional circumstances only and each case must be considered on its own merits, recognising the Council's responsibilities to taxpayers as a whole.

In the event that the City Council decides to reduce and/or remove its Class C and D exemptions, it is expected that the City Council would receive more applications for discretionary relief, under that specific policy.

To help make that policy more affordable and therefore more widely available, particularly in flooding events, County Council Officers have been approached to see whether the County Council would help provide funding for the costs of the discretionary relief policy in future. This is on the understanding that should the City Council choose to use its powers to shorten or remove the Class C and D discounts available for empty properties, the County Council would be the major beneficiary and therefore it would be reasonable for it to help support discretionary relief in appropriate and exceptional circumstances, such as in flooding events.

Clearly this is a very topical, current issue and it has only just been raised with the County Council; a response is awaited and any further information will be fed into the meeting. It may be appropriate for this matter to be linked with other wider discussions on flooding, as referred to in the Officer briefing note on the motion included elsewhere on this agenda.

Any form of council tax discount or relief granted in flooding events is just one strand of the support available for those affected, be that through practical measures from the City Council and other public service providers, or through insurance cover, or from any specific funding streams such as the Flood Recovery Fund administered by the Community Foundation for Lancashire.

4 DETAILS OF CONSULTATION

4.1 No formal consultation with the public has taken place on this issue, but discussions have taken place with major precepting authorities and other Lancashire authorities at a local level (and particularly with the County Council, as referred to above).

4.2 ***Appendix C*** provides information on the discounts currently provided by other Lancashire districts, subject to any amendments that they may be considering. It can be seen that there are a range of discounts in operation.

5 CONCLUSION

5.1 There is the potential for the Council to raise additional revenue by amending its Empty Homes Charging Policy, whilst recognising that future collection performance is not guaranteed. There would be extra pressure on Council Housing, and a greater incentive to address void periods.

5.2 Any Empty Homes Charging Policy must operate fairly and be equitable to all empty property holders, with flexibility to cover exceptional or unforeseen circumstances. Much of this flexibility is provided for through the separate Discretionary Relief Policy and arrangements are in hand to seek help with the affordability of this, through discussions with the County Council.

RELATIONSHIP TO POLICY FRAMEWORK

The proposals are developed in support of the Council's Medium Term Financial Strategy, whilst also supporting corporate aims regarding health and wellbeing.

CONCLUSION OF IMPACT ASSESSMENT
(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

This policy change will impact specifically upon empty home owners etc. The positive impacts of income generation and the potential for bringing empty homes back into use will need to be balanced carefully against any negative impacts of disincentives for house moving and collection difficulties, etc.

FINANCIAL IMPLICATIONS
As referred to in the report.

A decision is required at this meeting, in order that Council's decisions can be taken account of in setting the Council tax base for 2018/19.

SECTION 151 OFFICER'S COMMENTS

The Section 151 Officer has contributed to the production of this report, which is in her name (as Chief Officer (Resources)).

LEGAL IMPLICATIONS

Legal Services have been consulted and have no further comments.

MONITORING OFFICER'S COMMENTS

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

BACKGROUND PAPERS	**Contact Officer: Adrian Robinson**
None.	**AD (Head of Revenues & Benefits) Shared Service**
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APPENDIX A

EMPTY HOMES CHARGING POLICY
COUNCIL TAX
(KEY ASPECTS)

REVENUES & BENEFITS

LANCASTER CITY COUNCIL

Last revised - March 2013

EMPTY HOMES CHARGING POLICY
(COUNCIL TAX)

1 Introduction

1.1 The Local Government Finance Act 2012 amended the Local Government Finance Act 1992 allowing local discretion over the implementation of certain discounts in place of statutory exemptions and also allows for the use of premiums for certain long term empty premises. The intention of Central Government is to allow Councils the flexibility in raising additional Council Tax. In addition, Government is keen to ensure that premises do not remain unoccupied or unused for extensive periods and to encourage the maximum use of all available premises within Council areas.

2 Legislation

2.1 The relevant legislation is as follows:

- **Section 11a Local Government Finance Act 1992** - Power to determine further discounts for certain dwellings;
- **Section 11b Local Government Finance Act 1992** - Higher amount for long-term empty dwellings: England;
- **The Council Tax (Prescribed Classes of Dwellings) (England) Regulations 2003 as amended by The Council Tax (Prescribed Classes of Dwellings) (England) (Amendment) Regulations 2012**; and
- **The Council Tax (Exempt Dwellings) (England) (Amendment) Order 2012.**

2.2 In addition to the amended legislation, Government provided a number of documents to assist local authorities in the implementation of the new powers:

- Council Tax Information Letter: Council Tax - Definitions of Empty Homes and Second Homes;
- Council Tax - Empty Homes Premium - Guidance - for properties for sale and letting.

3.0 The Charging Policy:

3.1 Council approved the following changes to Council Tax exemptions, discounts, long term empty properties and second homes with effect from 1 April 2013 by:

(i) replacing the six months exemption for empty homes with a 100% discount for two months, followed by a discount of 50% for the next four consecutive months (Class C – empty and unfurnished discount);

(ii) replacing the exemption of up to twelve months with a discount of 50% for a period up to twelve months for properties where major repairs or structural alterations are required, underway, or recently completed (Previously Class A Exemption – Now Class D Discount);

(iii) revoking the 10% discount on second homes (now 100% charge);

(iv) revoking the 50% discount for empty homes after six months and levy a premium of an additional 50% of Council Tax due on properties that have been empty and unfurnished for at least two years, subject to any statutory exceptions and any local discretions;

3.2 The table below shows how a property is affected from the date it becomes empty:

	First year			Second year	More than 2 years
	Month 1 - 2	Months 3 - 6	Months 6 - 12		
Empty properties – uninhabitable due to major repairs and alterations (Class A)	100% discount	50% discount		**100% charge**	**150% charge**
New properties & empty and unfurnished (Class C)	100% discount	50% discount	100% charge	**100% charge**	**150% charge**
Unoccupied and furnished including second homes	100% charge				

4 Charging Policy Details

4.1 Empty Dwellings

4.1.1 An empty dwelling is one which is unoccupied and substantially unfurnished.

4.1.2 A discount or exemption applies from the date the property became empty and not from the date the liable person becomes responsible for the property.
For example, in the case of new, empty and unfurnished properties:

- A property became empty on 1 January
- The property was sold 15 June

The liable persons would be entitled to:

- a 100% discount from 1 January to 1 March
- a 50% discount until 1 July
- a full 100% charge from the 1 July
- a 50% additional Premium, 2 years after 1 January if it remains empty

4.1.3 In considering whether a dwelling has been vacant for any period, any period of occupation not exceeding six weeks, shall be disregarded.

4.1.4 Newly built dwellings fall to be considered in this category should they remain empty after the specified completion date. In these circumstances the discount will apply from the completion date as specified in the completion notice issued by the billing authority.

4.2 Empty dwellings, requiring or undergoing structural alterations or major repair works to make habitable

4.2.1 The requirement is that the dwelling is vacant and:

- requires or is undergoing major repair work to render it habitable, or
- is undergoing structural alteration; or
- has undergone major repair work to render it habitable, if less than six months have elapsed since the date on which the alteration was substantially completed and the dwelling has continuously remained vacant since that date;

4.3 Empty Homes Premium – Long Term empty dwellings

4.3.1 A long term empty dwelling is one that has been vacant in excess of two years and as such is subject to an Empty Homes Premium of 50%, in addition to the 100% charge already levied in respect of empty premises.

4.3.2 The policy aim is to encourage owners to bring empty properties back into use quicker, at a time when there is an overall housing shortage and social housing waiting list. The Government considers that long-term empty properties attract squatters, vandalism and anti-social behaviour, and are a blight on the community.

4.3.3 Liability for the Empty Homes Premium is determined by the length of time that the property has been empty. An individual who purchases a property, which has already been empty for two-years, may be required to pay the premium as soon as they take ownership. A period of occupation of over six weeks qualifies as a break in the empty period, 'resetting the clock' for the purposes of the Empty Homes Premium.

4.3.4 **Statutory Exemptions** - two classes of property are exempt by statute from the Empty Homes Premium as detailed below:

- A dwelling which is the sole or main residence of a member of the armed forces, who is absent from the property as a result of such service. (Class E)

- An annex deemed unoccupied because it is being treated by the occupier of the main dwelling as part of that main building. (Class F)

4.4 **Second Homes**

4.4.1 Defined as a dwelling, which is no one's sole or main residence but which is furnished.

4.4.2 A charge of 100% will be applied for second homes (0% discount). The charge applies to all cases except where the legislation determines otherwise and in those cases (as follows) a charge of 50% will apply (rather than the 100%):

- Dwellings which are furnished but unoccupied because the owner is liable to a Council Tax elsewhere in job-related accommodation;

- Empty but furnished dwellings of service personnel resident in accommodation provided by the Ministry of Defence;

- If the dwelling is a caravan or houseboat; or

- Where members of the clergy are required to live in accommodation provided by their employer to perform the duties of their office.

APPENDIX B

Class C Properties - Empty and Unfurnished		Discount 100% (2 month period)	50% (4 month period)	TOTAL
		Discount Amount £	Discount Amount £	Discount Amount £
2013/14	Private Owned	633,000	263,000	896,000
	Council Owned	50,000	7,000	57,000
	Total	**683,000**	**270,000**	**953,000**
2014/15	Private Owned	670,000	291,000	961,000
	Council Owned	46,000	8,000	54,000
	Total	**716,000**	**299,000**	**1,015,000**
2015/16	Private Owned	752,000	314,000	1,066,000
	Council Owned	49,000	9,000	58,000
	Total	**801,000**	**323,000**	**1,124,000**
2016/17	Private Owned	769,000	367,000	1,136,000
	Council Owned	52,000	9,000	61,000
	Total	**821,000**	**376,000**	**1,197,000**
Annualised Average		**755,000**	**317,000**	**1,072,000**

Class D Properties - Major Repairs		50% (maximum 12 month period)
		Discount Amount £
2013/14	Private Owned	90,000
	Total	**90,000**
2014/15	Private Owned	72,000
	Council Owned	1,000
	Total	**73,000**
2015/16	Private Owned	74,000
	Total	**74,000**
2016/17	Private Owned	83,000
	Total	**83,000**
Annualised Average		**80,000**

Empty Properties in Receipt of Discounts	2013/14	2014/15	2015/16	2016/17
Class D: Major Repairs / Structural Alterations	76	56	61	70
Class C: Empty properties within the first 6 months of becoming empty	1,045	981	1,098	1,221
Long term empty beyond 6 months	914	979	969	1,087

APPENDIX C

Lancashire Authorities – Discount Levels for Properties Undergoing Major Repairs and Empty Properties.		
Authority	**Properties Undergoing Major Repairs (generally 12 month period)**	**Empty Properties**
Blackburn	50%	100% discount for 3 months only
Blackpool	50%	100% discount for 3 months only
Burnley	25%	100% discount for 2 months only
Chorley	50%	50% discount for 6 months, 25% for up to 18 months maximum
Fylde	100%	100% discount for 6 months
Hyndburn	50%	50% discount for 6 months
Lancaster	50%	100% discount for 2 months, 50% discount for further 4 months
Pendle	None	100% discount for 4 weeks only
Preston	50%	100% discount for 2 months,50% discount for further 4 months
Ribble Valley	100%	100% discount for 6 months
Rossendale	100%	100% discount for 1 month only
South Ribble	100%	100% discount for 6 months
South Lakes	100%	100% discount for 6 months
West Lancs	50% for 6 months only	50% discount for 3 months only
Wyre	25%	100% for 1 month only

Lancaster City Council's Equality Impact Assessment Guidance and Form

Equality impact assessment form

Section 1: Details

Service	Revenues & Benefits Shared Service Resources
Title and brief description (if required)	Council Tax Empty Homes Charging Policy
New or existing	Existing
Author/officer lead	Lead – Adrian Robinson (Head of Shared Service)
Date	Review – 5/12/17

Does this affect staff, customers or other members of the public?

Yes

Section 2: Summary

What is the purpose, aims and objectives?

In 2013 the Government set out a range of changes affecting specific Council Tax exemption categories relating to empty or second homes.

These changes enable local authorities, within certain parameters, to determine the level of discount, if any, that should be made available in these cases. Our response to these changes sets out how the Council will use these new freedoms, and has the following key aims:

- To help minimise the length of time properties remain empty, thereby encouraging best use of the housing stock in the area.
- To raise additional council tax income to support and maintain public services.

Who is intended to benefit and how?

Those in receipt of council/ local authority services, and those seeking homes in the district.

Section 3: Assessing impact

Is there any potential or evidence that this will or could:		
• Affect people from any protected group differently to others?		No
• Discriminate unlawfully against any protected group?		No
• Affect the relations between protected groups and others?		No
• Encourage protected groups to participate in activities if participation is disproportionately low (won't always be applicable)?		No
• Prevent the council from achieving the aims of its' Equality and Diversity Policy?		No

Generally, there is the potential for a financial impact on some individuals where they will be required to pay more council tax, through having a shorter discount period.
There may be a negative financial impact on the following groups which may have a detrimental effect on the relationships between them and the Council:

- Private landlords;
- Owners of second homes;
- Owners of occupied and unfurnished dwellings that require major repair or structural alteration;
- Owners of other unoccupied unfurnished dwellings.

If yes, please provide more detail of potential impact and evidence including: - A brief description of what information you have and from where eg getting to know our communities data, service use monitoring, views of those affected ie discussions or consultation results? - What does this tell you ie negative or positive affect?	
Age including older and younger people and children	Neutral
Disability	Neutral
Faith, religion or belief	Neutral
Gender including marriage, pregnancy and maternity	Neutral

Gender reassignment	Neutral
Race	Neutral
Sexual orientation Including Civic Partnership	Neutral
Rural communities	Neutral
People on low incomes	Potential impact, but this cannot be readily assessed.

Section 4: Next steps

Do you need any more information/evidence eg statistics, consultation? If so, how do you plan to address this? No.
How have you taken/will you take the potential impact and evidence into account? Through council decision-making.

How do you plan to monitor the impact and effectiveness of this change or decision? Whilst the changes will result in additional council tax being charged, collection of monies due on empty properties is typically more challenging and resource intensive. Monitoring will continue to be undertaken and projected collection rates may need to be revised.

COUNCIL

Appointments to Outside Bodies –Board of Trustees of the Lancaster Charity and Lancaster District CVS

20 December 2017
Report of the Chief Executive

PURPOSE OF REPORT
To consider appointing to vacancies on the Board of Trustees of the Lancaster Charities and Lancaster CVS.
This report is public

RECOMMENDATION

(1) That Council re-confirms that the basis of appointment to both the board of the Lancaster Charity and Lancaster CVS should be by nomination and voting at Council.

(2) That nominations be made and voted upon at this meeting and appointments made until the next City Council Elections.

1.0 Introduction

1.1 Two vacancies have occurred on outside bodies, due to the sad death of Councillor Roger Sherlock in November 2017.

1.2 Council appoints Councillors to six places on the Board of Trustees of the Lancaster Charity. The basis of appointment is by nomination and voting at Council. The Councillors who remain in place are Councillors Brookes, Cozler, Denwood, Pattison and Redfern.

1.3 One member of council is appointed to Lancaster District CVS. The basis of appointment is by nomination and voting at Council.

2.0 Proposal Details

2.2 **Board of Trustees of the Lancaster Charity:** In May 2017 Council confirmed that the appointments would be filled by nomination and voting at full Council and that will remain the case unless a different proposition is put forward. Members are asked to make nominations and appoint at this meeting.

2.3 It is important that all nominees are available to attend Board meetings on the

second Tuesday of January, April, July and October at 10.30am-12noon approximately.

2.4 **Lancaster District CVS:** In May 2017 Council confirmed that the appointments would be filled by nomination and voting at full Council and that will remain the case unless a different proposition is put forward. Members are asked to make nominations and appoint at this meeting.

2.5 For information, Democratic Services understand that Lancaster District CVS meet every two months at the CVS officers in Dalton Square, usually in the daytime but sometimes meetings are held in the early evening.

3.0 Conclusion

3.1 Council is asked to consider making appointments to the vacancies.

CONCLUSION OF IMPACT ASSESSMENT **(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)** None directly arising from this report.
LEGAL IMPLICATIONS None directly arising from this report.
FINANCIAL IMPLICATIONS Members of outside bodies are entitled to travel expenses. Costs resulting from these appointments should be minimal and would be met from existing democratic representation budgets.
OTHER RESOURCE IMPLICATIONS None
SECTION 151 OFFICER'S COMMENTS The Section 151 Officer has been consulted and has no further comments.
MONITORING OFFICER'S COMMENTS The Monitoring Officer has reviewed the report and has no further comments.

BACKGROUND PAPERS	**Contact Officer:** Debbie Chambers **Telephone:** 01524 582057 **E-mail:** dchambers@lancaster.gov.uk **Ref:**

CABINET

6.00 P.M. **7TH NOVEMBER 2017**

PRESENT:- Councillors Eileen Blamire (Chairman), Janice Hanson (Vice-Chairman), Darren Clifford, Brendan Hughes, James Leyshon, Margaret Pattison, Andrew Warriner and Anne Whitehead

Officers in attendance:-

Susan Parsonage	Chief Executive
Nadine Muschamp	Chief Officer (Resources) and Section 151 Officer
Mark Davies	Chief Officer (Environment)
Suzanne Lodge	Chief Officer (Health and Housing)
Liz Bateson	Principal Democratic Support Officer

39 MINUTES

The minutes of the meeting held on Tuesday 3rd October 2017 were approved as a correct record.

40 ITEMS OF URGENT BUSINESS AUTHORISED BY THE LEADER

The Chairman advised that there were no items of urgent business.

41 DECLARATIONS OF INTEREST

No declarations were made at this point.

42 PUBLIC SPEAKING

Members were advised that there had been no requests to speak at the meeting in accordance with Cabinet's agreed procedure.

43 REQUEST FOR APPROVAL TO PROCEED WITH GRANT APPLICATION TO THE CLEAN BUS TECHNOLOGY FUND

(Cabinet Member with Special Responsibility Councillor Warriner)

Cabinet received a report from the Chief Officer (Health & Housing) to request approval to proceed with an application to the Clean Bus Technology Fund.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	Option 1: Do not submit a bid for Clean Bus Technology.	**Option 2:** Submit a bid for Clean Bus Technology and act as Accountable Body.
Advantages	Council resources, i.e. officer time, can be utilised on other work.	Potential opportunity to reduce bus emissions in areas of poorer air quality.

Disadvantages	Lost opportunity in that bus emissions affecting areas of poor air quality will remain as they are now.	Some officer time will have to be allocated to producing a submission within a short timescale.
Risks	Council criticised for not pursuing opportunities to attract external funding.	Officer time could be spent on an unsuccessful submission.

The Officer Preferred Option is that a submission is made to the Clean Bus Technology Fund and the City Council undertakes the role of Accountable Body. Given the experience obtained in the previous successful submission and with the initial preparatory work already undertaken, we are confident of making a high quality submission. The application will act to support the Council's corporate priorities, particularly in relation to 'Health and Wellbeing' and 'Clean and Green Places'. It also supports the government's policy and direction of tackling problems of nitrogen dioxide concentrations around roads.

Councillor Warriner proposed, seconded by Councillor Pattison:-

"That the recommendations, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That Cabinet agrees to the City Council submitting a bid to the Clean Bus Technology Fund 2017-2019 and to undertake the role of Accountable Body for the funds should the application be successful.

(2) That the General Fund Capital Programme be updated as appropriate in 2017/18 and 2018/19 to reflect the additional expenditure and associated grant funding, subject to there being a nil impact on the Council's resources.

(3) That Cabinet delegates authority to the Chief Officer (Health & Housing), in agreement with the Section 151 Officer, to approve the making and acceptance of further external funding bids above the key threshold where:

a. Any such bid is for the purposes of improving air quality in the district; and

b. It can be contained within the budget and policy framework and would not require redirection of resources between service areas, functions or activities on an ongoing basis.

(4) That Cabinet further delegates authority to the Section 151 Officer, in agreement with the Chief Officer (Health & Housing), to adopt the role of "Accountable Body" where appropriate, in order to support future air quality improvement initiatives in the district, subject to due diligence and any financial implications being contained within the budget and policy framework.

(5) That the above delegations remain in place until November 2019 and be subject to review at that time.

Officers responsible for effecting the decision:

Chief Officer (Health & Housing)
Chief Officer (Resources)

Reasons for making the decision:

The decision is consistent with the Health and Wellbeing and Clean and Green Places priorities of the Corporate Plan. A submission to the Clean Bus Technology Fund could potentially allow the upgrading of a significant number of buses that are currently operating in the Lancaster and Galgate AQMAs therefore reducing the contribution from this type of vehicle to poorer air quality.

44 CORPORATE PROPERTY REVIEW - CABINET LIAISON GROUP

(Cabinet Member with Special Responsibility Councillor Leyshon)

Cabinet received a report from the Chief Officer (Resources) which sought approval for the terms of reference for the Property Review Cabinet Liaison Group which Cabinet had agreed to establish at its meeting on 26th June 2017.

Councillor Leyshon proposed, seconded by Councillor Warriner:-

"That the recommendation, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That the Terms of Reference of the Property Review Cabinet Liaison Group be approved as follows:

Generally:

To act as an engagement and consultative forum for the Cabinet Member:

- to help develop and promote ideas for improving best practice / value for money from the Council's corporate property portfolio, in support of the Council's Corporate Plan; and

- to help develop proposals regarding the Council's wider corporate property strategy.

Initial Focus:

To act as an engagement and consultative forum for the Cabinet Member:

- to share information and views on the accommodation review, to inform its development and future decision-making.

Officer responsible for effecting the decision:

Chief Officer (Resources)

Reasons for making the decision:

The establishment of Cabinet Liaison Groups assists the Cabinet in the discharge of executive functions.

45 CORPORATE FINANCIAL MONITORING QUARTER 2 - 2017/18

(Cabinet Member with Special Responsibility Councillor Whitehead)

Cabinet received a report from the Chief Officer (Resources) which provided an overview of the Council's financial position for Quarter 2 of the 2017/18 monitoring cycle and the supporting actions underway.

As the report was primarily for noting and comments, no options were provided.

Councillor Whitehead proposed, seconded by Councillor Clifford:-

"That the recommendation, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That the report and supporting actions set out therein, be noted.

46 2017 – 2018 PERFORMANCE MONITORING QUARTER 2

(Cabinet Member with Special Responsibility Councillor Blamire)

Cabinet received a report from the Chief Officer (Environment) to provide an overview of the Council's performance for Quarter 2 of the 2017/18 monitoring cycle and the supporting actions underway.

As the report was primarily for noting and comments, no options were provided. It was agreed that future reports should include information on quarter or annual trends where possible.

Councillor Blamire proposed, seconded by Councillor Warriner:-

"That the recommendation, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That the performance of key indicators at the end of Quarter 2, 2017-18 be noted.

Officer responsible for effecting the decision:

Chief Officer (Environment)

Reasons for making the decision:

The City Council's Performance Management Framework requires regular reporting of operational, as well as financial performance.

47 STRATEGIC PLANNING

(Cabinet Members with Special Responsibility Councillors Blamire and Whitehead)

Cabinet received a report from the Chief Executive which sought endorsement of initial outline Corporate Plan proposals to enable further development work and engagement to progress.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

Cabinet may either approve the proposals set out in the report, or make changes depending on its views regarding the Council's strategic direction, and/or its appetite for consultation and engagement. The implications of any alternatives put forward would be highlighted at the meeting as far as possible, or subsequently appraised and reported back.

Once endorsed, Cabinet's initial corporate planning ideas would give a sound basis on which to develop further its more detailed strategic planning and budget proposals, and the planned engagement would help in communicating and potentially shaping those proposals ahead of Budget Council.

Councillor Blamire proposed, seconded by Councillor Whitehead:-

"That the recommendations, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That the draft corporate planning principles and priorities attached at Appendix A to the report be endorsed, and used to inform further development of the draft Corporate Plan, together with supporting budget proposals.

(2) That the outline timetable as set out at Appendix B to the report be approved, and it be noted that it is the intention for Cabinet to publish before Christmas further information on its Corporate Plan proposals, alongside its draft budget proposals.

(3) That the resolutions above be fed into the November meeting of Budget and Performance Panel with a request for their initial feedback, but highlighting the

scope for these initial proposals to change in response to any emerging issues as the budget and planning exercise progresses.

Officers responsible for effecting the decision:

Chief Executive
Chief Officer (Resources)

Reasons for making the decision:

The proposals are in support of reviewing the Corporate Plan.

.....
Chairman

(The meeting ended at 6.10 p.m.)

Any queries regarding these Minutes, please contact Liz Bateson, Democratic Services - telephone (01524) 582047 or email ebateson@lancaster.gov.uk

MINUTES PUBLISHED ON FRIDAY 10TH NOVEMBER, 2017.

EFFECTIVE DATE FOR IMPLEMENTING THE DECISIONS CONTAINED IN THESE MINUTES: MONDAY 20TH NOVEMBER, 2017.

CABINET

6.00 P.M. **5TH DECEMBER 2017**

PRESENT:- Councillors Eileen Blamire (Chairman), Janice Hanson (Vice-Chairman), Darren Clifford, James Leyshon, Margaret Pattison, Andrew Warriner and Anne Whitehead

Apologies for Absence:-

Councillor Brendan Hughes

Officers in attendance:-

Susan Parsonage	Chief Executive
Nadine Muschamp	Chief Officer (Resources) and Section 151 Officer
Estelle Culligan	Chief Officer (Legal and Governance) and Monitoring Officer
Mark Davies	Chief Officer (Environment)
Andrew Dobson	Chief Officer (Regeneration and Planning)
Suzanne Lodge	Chief Officer (Health and Housing)
Kieran Keane	Assistant Chief Executive
David Lawson	Regeneration Manager
Maurice Brophy	Planning and Housing Policy Manager
Paul Rogers	Senior Regeneration Officer
Liz Bateson	Principal Democratic Support Officer

48 MINUTES

The minutes of the meeting held on Tuesday 7th November 2017 were approved as a correct record.

49 ITEMS OF URGENT BUSINESS AUTHORISED BY THE LEADER

The Chairman advised that there were no items of urgent business

50 DECLARATIONS OF INTEREST

Councillor Pattison declared a personal interest with regard to the Heysham Swimming Pool report in view of her being a Governor at Heysham High School. (Minute 53 refers).

51 PUBLIC SPEAKING

Members were advised that there had been no requests to speak at the meeting in accordance with Cabinet's agreed procedure.

52 GROWTH LANCASHIRE

(Cabinet Member with Special Responsibility Councillor Hanson)

Cabinet received a report from the Chief Executive to consider Council's recommendations to Cabinet on appointments to Growth Lancashire Limited.

No options were provided and Cabinet was requested to consider the resolution made by Council on 15 November 2017 as follows:

> *That Cabinet is recommended to appoint the Cabinet Member for Planning and Economic Regeneration to the Growth Lancashire Limited directorship, with the Leader of the Council as alternate director.*

Councillor Clifford proposed, seconded by Councillor Warriner:-

"That the recommendation, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That the Cabinet Member for Planning and Economic Regeneration be appointed to the Growth Lancashire Limited directorship, with the Leader of the Council being appointed as an alternate director.

Officer responsible for effecting the decision:

Chief Officer (Legal & Governance)

Reasons for making the decision:

The decision endorses the resolution made by Council on 15th November 2017. Membership of Growth Lancashire Limited is relevant to the Corporate Plan Priority of Sustainable Economic Growth.

53 HEYSHAM SWIMMING POOL

(Cabinet Member with Special Responsibility Councillor Clifford)

Cabinet received a report from the Chief Officer (Health & Housing) to consider a proposal from the Leader of Lancashire County Council to share the shortfall in funding required for Heysham High School to take ownership of and operate Heysham swimming pool.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	Option 1: Grant capital funding of £36k to Heysham school to enable the pool to continue to operate.	**Option 2:** Do not grant the funding.
Advantages	Gives the best chance of allowing the pool to remain open for the community. Sends a strong message to the community that the council	Costs remain as originally budgeted.

	values the importance of such a community facility for its health, wellbeing and social importance. Primary school swimming lessons and club use would continue at Heysham pool reducing the burden on limited space at SALC for these.	
Disadvantages	Additional unbudgeted council resources are required to fund the request.	Would potentially mean the pool closes as the school have stated they cannot take on the pool without all the funding being in place.
Risks	As with any new venture, there is no cast iron guarantee that the pool will remain a viable business in the future. Mitigating factors are the financial and time commitment shown by the school, the county council and Sport England.	Reputational risk as the council could be seen not to support communities trying to secure local facilities or the council could be seen as not to value health and wellbeing.

Cabinet was asked whether it wanted to grant capital funding of £36k to Heysham School to support the continued operation of the pool for the benefit of the community.

Councillor Clifford proposed, seconded by Councillor Pattison:-

"That the recommendations, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That Cabinet supports the proposal to share the shortfall in capital funding to enable Heysham School to take on and operate Heysham Pool.

(2) That Cabinet approves to grant capital funding of £36k (to be funded from the Budget Support Reserve) to Heysham School, subject to the City Council being satisfied that, as far as is reasonable, the school has a robust business plan in place to support the ongoing operation of the pool to the benefit of the community**.**

Officers responsible for effecting the decision:

Chief Officer (Health & Housing)
Chief Officer (Resources)

Reasons for making the decision:

The decision is consistent with the Health & Wellbeing priority within the City Council's Corporate Plan and enabling the continued operation of the pool for the benefit of the

community will mean greater access to leisure facilities including the vital resumption of school swimming provision in that vicinity.

54 UPDATE ON INFORMATION GOVERNANCE

(Cabinet Member with Special Responsibility Councillor Blamire)

Cabinet received a report from the Chief Officer (Legal & Governance) which provided an update on progress towards embedding principles of Information Governance into the Council and meeting the 25th May 2018 deadline for compliance with the General Data Protection Regulations 2018 (GDPR).

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	Option 1: Note the actions so far, approve the plan for the future and approve the budget for the work	**Option 2:** Not to approve the plan and for future work and/or not to approve the budget
Advantages	Will ensure that the Council is prepared for GDPR in May 2018. Also ensures a framework for good information governance for the future.	None
Disadvantages	If the budget is not approved, it will be difficult to complete the actions under the plan and/or carry out the necessary training.	As under option 1
Risks	Risks include: Future breaches of information security leading to the possibility of investigation by the ICO and sanctions including large fines. The Council is not compliant with the requirements of GDPR. Staff are not appropriately trained in the new requirements.	As under option 1

Councillor Blamire proposed, seconded by Councillor Leyshon:-

“That the recommendations, as set out in the report, be approved.”

Councillors then voted:-

Resolved unanimously:

(1) That progress to date be noted.
(2) That the governance structure appended at appendix 1 to the report, be approved.
(3) That the budget for the work to date and the budget for the anticipated work, as summarised in the report be approved, with the additional funding requirement of £83.1k being met from the Budget Support Reserve, to make the City Council fully compliant with the regulations.

Officers responsible for effecting the decision:

Chief Officer (Legal & Governance)
Chief Officer (Resources)

Reasons for making the decision:

The decision will ensure that the comprehensive action plan to address identified weaknesses in Information Governance will be completed. This will ensure that the Council is able to meet the requirements of GDPR and has a robust system in place to guard against any breaches of personal data.

55 LANCASTER CATON ROAD (PHASE 3) FLOOD RISK MANAGEMENT SCHEME

(Cabinet Member with Special Responsibility Councillor Hanson)

Cabinet received a report from the Chief Officer (Regeneration & Planning) to update Members on the proposed project to improve the River Lune flood defences and authorise further actions to assemble the funding package and progress the project.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	Option 1: Do nothing	**Option 2: Agree to accept £2M RFCC funds; progress a full ERDF application; progress an FDGiA Full Business Case; secure other private and public funding contributions; and issue and accept a tender for the design / development phase only (Stage 1).**
Advantages	The city council does not have to take on a major capital scheme.	Gives the best chance of a scheme to be delivered and develop / securing a full funding package. Begins the process of applying more certainty to scheme costs and deliverability. More detailed work on costs and deliverability is required to support

		planning application, ERDF full funding application and FDGiA Outline Business Case.
Disadvantages	Divestment from industrial estates; leakage of employment and business from the sites potentially to outside Lancaster district. Reputational risks of being seen to not support the scheme	Engages the council and human resources in the development of a major capital project. While a full ERDF application does not commit the council to accepting funding there is an expected timetable for a full application approval and acceptance. Additional matching funding must be secured prior to ERDF and scheme approval.
Risks	Divestment from industrial estates; leakage of employment and business from the sites potentially to outside Lancaster district. Reputational risks of being seen to not support the scheme.	No current certainty on delivery costs or complete funding package. Reputational risks of delaying delivery and raising expectations if there is no certainty on funding. Engaging in development phase without certainty of the funding package my raise expectations (although the council is not committed to any contractual obligations).

The officer preferred option is Option 2. This decision allows the council to accept RFCC resources to progress the detailed design and bring more certainty to deliverability and costs in order to inform other funding applications. Progressing a phased tender under the WEM framework will give the council the detail it requires to secure funding and statutory approvals and also mean that a preferred contractor is available to deliver the scheme immediately on full funding being secured for the whole scheme, confirmation of WEM compatibility and statutory approvals being granted.

While progressing a full ERDF funding application does not commit the council to accepting ERDF funds, or progressing a full scheme, more detailed work has to be undertaken if the application is to be successful and for there to be the a chance of meeting ERDF contracting and delivery deadlines and the EA's Outline Business Case requirements for FDGiA. Option 2 also allows officer to explore in more depth the appetite of the major businesses to assist with significant financial contributions and

continue to investigate other potential public funding sources.

Currently the EA and the County Council (LLFA) are concentrating on developing the Phase 4 project for the City Centre. Left to the LLFA and the EA's own priority scoring mechanisms a scheme to improve protection for this significant and important industrial area may not come forward in the medium or even long term.

There remains an acute need to promote this scheme to help secure its delivery and the proposed course of action represents the next most appropriate route towards achieving a positive outcome, both meeting the council's regeneration objectives and having wider social, economic and environmental impacts. In summary the current estimated cost of the project is £9.4M (including a substantial contingency "optimism bias".

Contributions to this cost which are likely to come from external sources are:-

RFCC	£2M
FDGiA	£2.6M
ERDF	£3.1M
Total	**£7.7M**

The current shortfall to be met from business or other contributions is currently £1.7M although this will be clarified and amended as the detailed design phase is progressed.

Councillor Hanson proposed, seconded by Councillor Pattison:-

"That the recommendations, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That Members note the allocation and accept the offer of £2M funding from North West Regional Flood and Coastal Committee (RFCC) when formally awarded and delegate to the Chief Officer (Regeneration and Planning), in consultation with the Cabinet Portfolio Holder, authority to use approximately £200K to undertake design development work (Stage 1) and submit a planning application.

(2) That delegated authority be given to the Chief Officer (Resources) to update the General Fund Revenue Budget to reflect the design development expenditure and associated RFCC funding as appropriate.

(3) That a full European Funding application be submitted, following the approval of the ERDF outline application.

(4) That Members note the indicative allocation of £2.6M from the Environment Agency's Flood Defence Grant in Aid (FDGiA) and authorise officers to progress and submit the Full Business Case to formally secure the funding.

(5) That Officers work with the major Caton Road business to negotiate / secure private funding contributions and also investigate any further public funding avenues to meet the full scheme construction costs.

(6) That agreement of the above is on the basis that:

- the scheme is wholly externally funded and that there is no commitment to allocate city council capital or revenue funding;

- the council would withdraw from scheme development at any early stage without the risk of RFCC grant clawback if it transpires that reasonably, there is no prospect of securing sufficient stakeholder buy-in and/or financing for the scheme.

(7) That a further report is made to Cabinet to ensure financial, procurement, legal and operational implications are resolved prior to acceptance of any ERDF funding, FDGiA funding and private sector contributions; and before contractually committing to implementing the construction phase (Stage 2).

Officers responsible for effecting the decision:

Chief Officer (Regeneration & Planning)
Chief Officer (Resources)

Reasons for making the decision:

The decision is consistent with the Economic Growth priority within the Corporate Plan. The flooding risk in the industrial areas undermines business and investment confidence. The emerging Local Plan cannot identify extensive new areas for employment development to replace such an area and therefore the priority approach should be to increase the level of protection to restore business confidence.

56 RED ROSE FAIRERPOWER

(Cabinet Member with Special Responsibility Councillor Blamire)

Cabinet received a report from the Assistant Chief Executive which sought approval to supporting participation in an affordable energy initiative available across Lancashire.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	Option 1: Promoting the Fairer Power Red Rose Scheme
Advantages	Opportunity for citizens to access affordable warmth
Disadvantages	Very few as described above little cost attaches to this initiative.
Risks	Very few

The options are limited to participating or not. This represents a low risk opportunity to support access to affordable energy.

Councillor Blamire proposed, seconded by Councillor Clifford:-

"That the recommendation, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That Cabinet support this initiative with the necessary steps taken to seek approval through the appropriate decision- making processes for the Council to support this scheme.

Officer responsible for effecting the decision:

Assistant Chief Executive

Reasons for making the decision:

The decision is consistent with the Health & Wellbeing priority within the Council's Corporate Plan and demonstrates the Council's commitment to raising awareness of the opportunity to access energy supplies that are less costly and therefore benefit any member of the community who subscribes.

57 ADVANCING THE LOCAL PLAN FOR LANCASTER DISTRICT

(Cabinet Member with Special Responsibility Councillor Hanson)

Cabinet received a report from the Chief Officer (Regeneration & Planning) to secure Cabinet's endorsement of recommendations with regard to the Local Plan prior to it being considered by Council.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

	Option 1: Endorse the recommendation of the intention to take the Local Plan for Lancaster District to Council to seek a resolution to publish, obtain formal representations and submit to the government for Independent Examination whilst acknowledging the challenge, risks and costs of advancing the emerging plan	**Option 2:** Do not endorse the recommendation of the intention to take the Local Plan for Lancaster District to Council seeking a resolution to publish, obtain formal representations and submit to the government for Independent Examination whilst acknowledging the challenge, risks and costs of advancing the emerging plan
Advantages	Officers can continue the process of preparing the plan for presentation with council in the knowledge	None apparent

	that this process has been endorsed by Cabinet	
Disadvantages	None apparent	Officers would continue the process of preparing the plan for presentation with council but in the knowledge that this this process had not presently been endorsed by Cabinet
Risks	None apparent	When making a decision on the publication and submission of the plan the Council would not have the benefit of the Cabinet endorsement of the process, however, that would **not** have implications for the council's consideration of the plan that will be presented

Option 1 is the preferred officer option. Officers recommend that the emerging proposed Local Plan is finalised for presentation to Council, potentially on 20th December 2017.

The intended publication edition of the Local Plan, specifically the Strategic Policies & Land Allocations DPD, and a review of the Development Management Policies DPD, are at an advanced stage of preparation. It is anticipated that these will reported to Council on 20th December 2017. Whilst many issues are still to resolved a delay in advancing the Local Plan will mean that the current development plan policies will become further out of date, exposing the Council to an increasing risk of losing appeals on sites that do not represent sustainable development. Failure to advance the plan will also greatly undermine the opportunity to secure very significant financial contributions that can address the district's deficits in highway and transport infrastructure, through time-sensitive fund-bidding processes.

Councillor Hanson proposed, seconded by Councillor Warriner:-

"That the recommendations, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

(1) That Cabinet support the intention to take the Local Plan for Lancaster District to Council, anticipated on 20th December 2017, with a recommendation seeking a resolution to publish the Local Plan for Lancaster District, obtain formal representations and then submit the document to the government for Independent Examination. This will ensure that the relevant regulations are followed and will enable stakeholders, including residents, to have their view on the soundness of the plan and its preparation processes. The submitted documents will then be considered by a government appointed Inspector.

(2) That Cabinet acknowledges the challenges and inherent risks in advancing a

complex local plan which aims to establish a long-term development strategy designed to support and facilitate growth, realise significant economic opportunity and boost the supply of housing within a district that is characterised by its heritage assets, its protected landscapes and its international and local environmental designations, whilst presently constrained by the ability of its infrastructure to accommodate further growth.

(3) That Cabinet acknowledges that the task of advancing the Local Plan through to adoption has resource implications that will evolve as challenges to the submitted plan emerge and evolve; the Chief Officer (Regeneration and Planning) will need both capacity and flexibility to ensure that resources are available and deployed, particularly in financial year 2018/19 to address this challenge.

Officer responsible for effecting the decision:

Chief Officer (Regeneration & Planning)

Reasons for making the decision:

Preparation of the Local Plan is a Corporate Priority. Cabinet has endorsed the proposals to take the Local Plan for Lancaster District to Council with a recommendation seeking a Council resolution to publish the plan, obtain formal representations and then submit the document to the government for the process of Independent Examination. This will ensure that the relevant regulations are followed and will enable stakeholders, including residents, to have their view on the soundness of the plan and its preparation processes considered by an Inspector.

58 BUDGET & POLICY FRAMEWORK UPDATE

(Cabinet Member with Special Responsibility Councillor Whitehead)

Cabinet received a report from the Chief Officer (Resources) which provided an update on the Council's budget strategy and financial outlook, to help inform development of Cabinet's corporate planning and budget proposals.

The options, options analysis, including risk assessment and officer preferred option, were set out in the report as follows:

Regarding the budget strategy, Cabinet may approve the proposals as set out in the report, or require changes to be made to the suggested approach. The overriding aim of any budget setting process is to approve a balanced budget by statutory deadlines, allocating resources to help ensure delivery of the Council's corporate and service objectives. The proposed approach is in line with that broad aim, drawing on various strategic matters. Any changes that Cabinet puts forward should also be framed in that context.

In term of the actual budget position, this report was primarily for information, to assist Cabinet in its budget deliberations. No specific decisions were sought at this time.

Councillor Whitehead proposed, seconded by Councillor Pattison:-

"That the recommendations, as set out in the report, be approved."

Councillors then voted:-

Resolved unanimously:

1. That the proposed changes to budget strategy as set out in section 3.4 of the report be approved.

2. That the draft budgetary position for current and future years be noted, accepting that this is an interim update.

3. That prior to Christmas and drawing on information contained within this report, Cabinet:

   - continues to refine its proposals for an ambitious, deliverable and affordable Corporate Plan; and

   - identifies its initial budget proposals from 2018/19 onwards

   to form the basis for engagement and consultation in the New Year, ahead of Budget Council.

Officer responsible for effecting the decision:

Chief Officer (Resources)

Reasons for making the decision:

Draft budget proposals will be considered by Cabinet on 16th January 2018 and by the Budget & Performance Panel on 23rd January 2018.

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Chairman

(The meeting ended at 6.22 p.m.)

Any queries regarding these Minutes, please contact
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MINUTES PUBLISHED ON FRIDAY 8TH DECEMBER, 2017.

EFFECTIVE DATE FOR IMPLEMENTING THE DECISIONS CONTAINED IN THESE MINUTES: MONDAY 18TH DECEMBER, 2017.