

APPENDIX A

Connecting the Heysham Gateway – development in South Heysham A statement of Lancaster City Council’s planning policy

Background

1. South Heysham is identified as a “Regeneration Priority Area” in the Lancaster District Core Strategy (2008). Although still exhibiting some scars from previous industrial uses, the area contains extensive parcels of land, much of which is in public ownership, which could be redeveloped to capitalise on demand generated by completion of the Heysham/M6 Link Road in 2016.
2. This coastal area, known as “Heysham Gateway” contains the expanding Port of Heysham, a key route to Ireland, and the two EDF owned nuclear power stations. It is home to extensive infrastructure related to the electricity transmission network and is the favoured location for connecting off-shore wind turbines in the Irish Sea and new nuclear power stations planned in Cumbria to the National Grid. As well as business development, the area is fringed by residential development at Mossgate and Middleton, and includes several caravan sites, a golf course and a number of parcels of land protected for their nature conservation qualities.
3. Sites at Heysham Gateway are particularly suitable for development related to the energy sector and to logistics uses associated with the Port as well as general industrial development, as indicated by the Council’s Review of Employment Land, published in July 2014 (paras 6.62 – 6.96).
4. Large parts of South Heysham were previously used by the petrochemical and nitrate fertiliser industries. Although these uses finally ceased in the 1980s, they have left a legacy that needs to be addressed. In part, this has been achieved by reclaiming sites for nature conservation and Middleton Wood, managed by Lancashire Wildlife Trust on behalf of the City Council, is rapidly becoming an exemplar in brown-field environmental regeneration.
5. Coupled with its location next to Morecambe Bay, the redevelopment of the Heysham Gateway area offers a unique opportunity to properly integrate much needed economic growth with the opportunity to conserve and enhance key environmental assets.

Lancaster City Council’s Local Plan

6. A Local Plan for Lancaster District is under preparation. Policies contained in the Preferred Options version of the Plan, published in 2012, are designed to develop or improve:
 - The whole Heysham Energy Coast area
 - Heysham Nuclear Power Station
 - Heysham Port
 - The Former Pontins site
 - South Heysham Nature Reserves
7. This policy statement picks up on the wider policy for the whole of South Heysham, which supports proposals that contribute to the economic growth of

the district. It focuses on some of the vitally important investment opportunities that exist to complement and enhance the role of the nuclear power station and the port in the local economy. Heysham Gateway brings together a positive vision of business development, infrastructure investment with environmental enhancement, all designed to improve the image and attractiveness of south Heysham. Appendix 1 summarises the planning policy context for the development sites in South Heysham, including reference to the key opportunities and broad costs associated with each site.

The Vision for Heysham Gateway: A Model for Sustainable Economic Growth

8. A regenerated area which capitalises on investment in the Heysham/M6 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 South Heysham.

Key Objectives

9. The key objectives for Heysham Gateway are to capitalise on the demand generated by completion of the Heysham/M6 link road, growth of the Port of Heysham and investment in the energy sector by:
 - Formalising a planning framework for the area to provide certainty to potential investors and other stakeholders;
 - Maximising the contribution that publicly owned land and assets can make to the regeneration of the area;
 - Identifying potential investment opportunities for the private and public sectors and securing public funding if required/available;
 - Optimising the potential for planning gain and community benefit projects in line with the overall vision for the area.
10. There are four main aspects of development in the Heysham Gateway that require attention: these are site development, presentation and image, environmental protection and infrastructure investment. The objectives for these areas are:

Site Development

- Bringing forward sites and premises suitable for the key target sectors of energy and environmental technologies;
- Promoting complementary development within the wider south Heysham area including, where appropriate residential and leisure uses;
- Working with existing and future businesses, specialist bodies and local people to interpret and market the area for both investment and leisure/recreation;
- Co-ordinating complementary investment in skills/training and maximising local job opportunities.

Presentation and Image Improvements

- Resolving the legacy of previous uses including derelict structures and contamination to land and water;
- Utilising incentives (such as Section 215 Untidy Land Notices) to improve the amenity of parts of the area.

Environmental Protection and Improvements

- Managing potential conflicts between development requirements and environmental interests by conserving existing assets and promoting improvements/enhancements;
- Utilising planning gain to promote and manage environmental and recreational features, including and public access within the area.

Infrastructure-led Investment and Improvements

- Assisting in the growth and expansion of the Port of Heysham and accommodating demand arising from associated growth in the logistics sector;
- Anticipating demand associated with future decisions on Heysham 3 nuclear power station;
- Facilitating and co-ordinating the needs of off-shore wind and national grid connections;
- Resolving existing infrastructure deficiencies and gaps including a comprehensive drainage solution for the area;
- Improving accessibility by non-car modes of transport.

Site Development

11. A review of the South Heysham area reveals a complex mix of existing land uses, including established business and residential areas, as well as areas of open land. Through regular dialogue, public announcements and knowledge of recent developments it is possible to build up a picture of the main development activity and aspirations in South Heysham. Existing business development focuses on energy, port/transportation and waste management, and the key sites may be summarised as follows:

Heysham Power Station is operated by EDF. The two nuclear power stations are due to be de-commissioned in 2024 and 2030 (unless the operators obtain licences to continue power generation extensions): a process that will have economic impacts on the workforce and the locality. EDF has an option to seek consent for a third nuclear reactor, but has yet to commit to the project. Land is safeguarded for expansion of the site in the Preferred Options version of the Local Plan.

Heysham Port is operated by Peel Ports. The port expects to become more attractive to hauliers moving goods between England and Ireland when the M6 link road opens in 2016. It is also one of the ports under consideration for an expansion in operations and management capabilities for the wind farms in the Irish Sea. These changes may increase demand for businesses to re-locate close to or within the port site. Peel has permitted development rights for port related activities on operational land under Part 17, Class B of the General Permitted Development Order (GDPO) 1995.

National Grid is responsible for transmitting power generated at the nuclear power stations and the offshore wind farms to homes and businesses throughout the country. It operates sub-stations and power line infrastructure in South Heysham. National Grid is building a new sub-station north-west of the A683/Imperial Road roundabout, which will be capable of connecting with new routes as part of the North West Coast Connections project.

DONG Energy is a major investor in offshore wind farms in the Irish Sea. Two of its offshore wind farms already bring power ashore in South Heysham and connect into a new sub-station on Middleton Road. The Walney Extension wind farm gained consent in November 2014; construction will begin in 2015 with underground cables installed between Potts Corner and another sub-station site north-east of the A683/Imperial Road roundabout.

Heysham Business Park is owned by Celtech Estates Limited, although the freehold is currently being marketed. The estate comprises some 280,000 sq ft of low quality industrial accommodation, including waste and recycling industries, and several vacant sites. It would benefit substantially from a programme of investment to improve its quality and make it more attractive to the market and potential occupiers.

Morecambe Waste Water Treatment Works is operated by United Utilities (UU) and is situated immediately to the north-west of Heysham Business Park. UU is investigating the need to increase the capacity of the treatment works to enable compliance with the revised bathing water directive.

Major Industrial Estate is in multiple ownership, with the largest portion being operated by Solvent Resource Management Limited. It is an established estate characterised by a mix of lower grade premises providing small workshop space together with some larger modern infill for local occupiers. The estate would provide access to one of the development sites identified below (paragraph 12B), and may also offer suitable alternative sites to any businesses relocated from the port.

12. Beyond these key existing sites, there is scope to bring forward further land in South Heysham to develop the skills and employment in existing business sectors, and to provide opportunities for new development. Taking all existing development and known constraints into account, four potential development sites present opportunities for consideration in this policy statement:

(A) Lancaster West Business Park

Site Area: 28.35 hectares

Owners: Lancaster City Council, Lancashire County Council

This land is allocated for business development in the Land Allocations DPD (Policy Emp1.7), and is identified in the County Council's Minerals & Waste Local Plan as being suitable for large scale built waste management facilities, including inert waste recycling (policies WM2, WM4 and site number BWF17). Lancaster West Business Park is the site with the most obvious potential to improve the gateway to Heysham for all traffic using the M6 link road, including the existing A683. It is visible and prominently located and so any development has the potential to improve the quality of the local built environment. The majority of the land is level or gently sloping and currently used for rough grazing. Land adjoining this site to the south at Middleton Business Park is also in business/industrial use, some of which is used for waste management.

Known constraints include the presence of four large disused kerosene storage tanks embedded in the ground to the west of Imperial Road. Land between the tanks and Imperial Road was used as a tipping site in the 1980s for inert waste in connection with the construction of the A683. Finally, the site is bordered at various points by Local Nature Reserves, the Middleton Marsh Biological Heritage Site and land within Flood Zones 2 and 3, and a small area of land

close to the A683 roundabout is within a Minerals Safeguarded Area.

The land has direct access from the A683/Imperial Road roundabout, and could easily be developed with service roads, parking and business units for employment purposes. The prominence of this land supports the principle of promoting and developing it for high-value business users, linked with supply chain activities for the port or power industries, and the universities. Development of this land must facilitate the completion of Imperial Road with a new junction on Middleton Road.

(B) Land south of Major Industrial Estate

Site Area: 5.03 hectares

Owner: Lancaster City Council

This land is identified as being suitable for business development in the Land Allocations DPD (Policy Emp1.10). It is currently unused, undulating open land which has been partially reclaimed from use as part of an oil refinery, with potential for business uses, including potential expansion or re-location of businesses from elsewhere in the local area. Access and services could be taken from the existing internal road network on the Major Industrial Estate, or from Main Avenue to the south and across land owned by the City Council.

The main constraints are environmental, with much of the land having been tipped following earlier uses associated with the oil refinery. In addition, three sides of the site are bordered by the Middleton Former Refinery Biological Heritage Site designation, and two of those include the boundary of the Middleton Local Nature Reserve.

This land could be developed in a variety of ways: along with other vacant units on the Major Industrial Estate, the site could provide overspill for further expansion of haulage businesses or logistic related activities connected to Heysham Port. A wider area of land, including some of the Middleton Wood Local Nature Reserve, has been the subject of a feasibility study for the installation of solar panels. Finally, a small parcel of land immediately to the south of the existing industrial estate has planning consent for the development of a Gas Fired Power Station (14/01117/FUL).

(C) Land at Middleton Towers

Site Area: 15.88 hectares

Owners: Glory Hole Limited and Moorfields Corporate Recovery LLP

This site forms the major part of the former Pontins Holiday Camp which closed in 1994. It is serviced and cleared, allocated for development in the Land Allocations DPD (Policy HEY 4), with outline planning consent for residential development and potential to accommodate upto 570 dwellings (13/01145/VLA). Adjoining land uses include the Ocean Edge Caravan Park, the Heysham Waste Water Treatment Works, Heysham Industrial Estate and the partially built retirement village.

Known constraints include land to the east of the site which lies within Flood Zones 2 and 3. A slightly smaller area of this part of the site is situated within the Carr Lane Meadows Biological Heritage Site. This part of the site is also crossed by the Shell Heysham to Stanlow ethylene pipeline.

Glory Hole Limited wish to develop their land for residential-led land use. The potential for this site is to bring forward new residential development and to

improve local services and transport links. This could be by supporting public transport or by providing a second access into the site broadly following the route of Compression Road. Land to the east of the land identified in this policy statement, but within the ownership of the Glory Hole Limited, could be adapted to improve drainage and surface water attenuation, and is suitable for adding to the land protected and managed as the Middleton Wood Local Nature Reserve. To the west, the predicted rates of coastal erosion as indicated in the Shoreline Management Plan (2009) requires that any new development be set back at least 50 metres from the mean high water mark.

(D) Land between Middleton Wood and Middleton Village

Site Area: 4.98 hectares

Owners: TH & D Hargreaves; R Casson & SM Walker

This land comprises five small pasture fields on the western fringe of Middleton. The central portion, comprising 3.6 hectares, has been submitted to the City Council for consideration as part of its SHLAA in 2014. The Council identified that the land is suitable for residential development for approximately 75 dwellings accessed from Westbourne Road, deliverable over the next 5 years; however this land has not been formally allocated for development.

Known constraints include the nature conservation significances of the Middleton Wood Local Nature Reserve which is immediately to the west of this land.

The potential for this site is to bring forward residential development to complement the business growth anticipated at Imperial Road and the Major Industrial Estate, and be well located close to existing services and facilities at Middleton village. Some of the low-lying land maybe suitable for adding to the land protected and managed as the Middleton Wood Local Nature Reserve.

Presentation and Image Improvements

13. Previous uses on parcels of land in South Heysham, combined with some aspects of the current industrial uses, has created a low amenity built environment. Industrial activity and dereliction are not good neighbours for holiday accommodation and residential areas, even though the industry brings jobs for local people. This policy statement sets out to utilise some of the benefits of new development for improving the visual amenity of the area, by a targeted intervention on eyesores and poorly maintained land.
14. In the first instance, all new development will be required to meet high standards of amenity and presentation, secured if necessary through s106 agreements. On existing private sites, land-owners and occupiers will be encouraged to make improvements, backed up by grant assistance where available including the use of the Community Benefits Fund operated on behalf of the DONG Energy Walney Extension Wind Farm. On Council and other publicly owned land, improvements will be prioritised as set out below in paragraphs 18, 19 and 21, funded by contributions from planning agreements and supported by grant assistance where available.
15. Where there is no commitment to making agreed improvements, the Council will consider the use of section 215 Untidy Land Notices which have been effective in improving the presentation of land and buildings elsewhere in the district.
16. Examples of what better image would look like include: tree planting, seating

areas, safe open spaces, better road surfaces, paving, street-lighting or flower-beds, new or better fencing or screening, improved entrances to industrial areas, advertisement and litter controls, public art or an “entrance” feature along A683, investment in roads or road safety improvements (especially the completion of Imperial Road so that it joins Middleton Road) and safe cycle lanes.

Environmental Protection Improvements

17. The Heysham Gateway lies close to land protected by SPA, SAC and RAMSAR designations, on the sands into the Bay and along the mouth of the Lune. Several sites with nature conservation qualities lie within South Heysham, protected as Sites of Special Scientific Interest and Biological Heritage Sites. Much of the protected land is managed as a Local Nature Reserve. These sites often adjoin industrial areas, some associated with contamination and dereliction.
18. This policy statement sets out to endorse the planning designations of the environmentally protected sites, and facilitate practical measures for continuing to protect them, and for some small areas, to extend them. From the benefits of the developments described above, combined with any appropriate land management grants, the City Council intends to direct funds towards capital and maintenance works, and a long term maintenance agreement to manage the Middleton Wood Local Nature Reserve. This will include managing public access, rights of way and the enjoyment of the reserve and other open space areas in South Heysham. Specific capital measures will be subject to neighbourhood and landowner consultation but could include:
 - The treatment of parcels of contaminated land and the treatment or removal remnant former industrial structures.
 - Installation or replacement of boundary fencing, with a preference for using welded mesh style security fencing where robust boundary treatments are required, supplemented by planting suitable thorny species to deter unauthorised access and vandalism.
 - Marking out and creating new footpaths to improve and manage public access, especially on land at the Middleton Wood Local Nature Reserve. This work to be accompanied by minor changes to the planting and habitat management of some areas.
19. Specific operational measures will include:
 - Making a formal declaration of a Local Nature Reserve at Middleton Wood and securing long-term funding to manage the land for public access and the protection of its nature conservation significances.
 - A management regime which cares for the significant habitats and species, allows and manages public access, in which all features are maintained in safe condition for all users.

Infrastructure-led Investments and Improvements

20. The City Council supports the development of new infrastructure at Heysham 3 nuclear power station and at the Port of Heysham. These sites are covered by Policies HEY 2 and HEY 3 in the Land Allocations DPD. This policy statement sets out to complement the investment in infrastructure at the power station and port, together with related wind, solar and gas powered investment opportunities in the area. The development sites, image improvements and

investment in the environmental open spaces are designed to provide business premises for supply chain operators, new homes for the workforce and a pleasant environment to live and work in.

21. In order to improve the accessibility and quality of the environment in south Heysham, it will be necessary to invest in highways and other traffic measures. The highest priority is the completion of Imperial Road to form a new junction with Middleton Road. There are opportunities to provide safe cycling routes at Trumacar Lane, Rothesay Road, Money Close Lane, Compression Road/Main Road, Imperial Road, the A683 (Lancaster-Morecambe By-Pass), and off-road in between the A683/Imperial Road roundabout and Mossgate. In addition small scale improvements to the local environment could be made, subject to neighbourhood consultation, to improve road and footpath surfaces, street lighting, and introduce road safety measures.
22. An important area requiring infrastructure investment is to minimise flood risk. The Heysham Gateway area is coastal and low lying, surrounded by land at risk of flooding. The City Council is the lead authority for the Shoreline Management Plan (SMP) for Morecambe Bay, which includes coastal land covered by this policy statement in sub-cell 11c. The main purpose of the SMP is to understand coastal processes, predict change and plan for the most appropriate interventions, including coastal defence. **Areas to highlight?**
23. The discharge of most of the existing and future surface water in South Heysham follows a single channel which runs north to south through the area before draining into the river Lune at Lades Bridge. This includes an existing pipe which runs from land north of the Major Industrial Estate to a pumping station close to the Water Treatment Works.
24. This policy statement proposes to invest in an integrated drainage plan for South Heysham, currently in draft form and subject to detailed costing and prioritisation of works. This plan is designed to improve the surface water drainage of the area (including the use of reed beds), remove contaminants from the water courses and the pipe, restricting the rate at which water enters the pipe, and re-connect the pipe to the watercourse. It includes scope for agreeing future maintenance of the infrastructure, including its adoption where appropriate. A key aspect of the proposed revisions is the control of flood risk, but additional benefits will include cleaner water discharge into the river Lune and potential improvements to some of the micro habitats within the Local Nature Reserve and other open land.
25. South Heysham cannot be developed fully and effectively without investment in its coastal and drainage infrastructure. Implementation of the drainage plan will help to maximise the scope for redevelopment and regeneration, reduce the risk of flooding elsewhere and beneficially affect the local biodiversity.

Actions **[status of the brief etc]**

26. The City Council is recommended to:
 - Instruct Carillion to undertake a Stage 2 commercial investigation into the sites at Lancaster West Business Park and South of Major Industrial Estate, with a view to marketing and developing the sites for business uses.
 - Work with the owners of the land at Middleton Towers to promote the masterplanning and development of the site.
 - Work with the owners of the land between Middleton Wood and

Middleton village to promote the masterplanning and development of the site.

- Work with landowners, utility providers, regulatory organisations, neighbourhood groups and the County Council Highways Engineers to draw up costed and targeted proposals for the improvement of the highways, drainage, utilities and public open space in South Heysham.
- Work with owners and managers of the nature improvement areas in South Heysham to clarify constraints to development and prioritise investment in and protection of nature conservation significances.

Officer Draft

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