

# LANCASTER CITY COUNCIL

## Expression of Interest for a locally-led Garden Village.

### BAILRIGG GARDEN VILLAGE, LANCASTER

#### Project objectives, Scale and Planning Status.

##### The Concept

*“ **B**ailrigg Garden Village presents the best opportunity in generations to extend Lancaster’s strategic housing supply in a manner which respects and reflects the ethical beliefs of the local community about sustainable living, local identity, and high levels of connectivity through public transport and cycling.*

*It will address the long standing “Town and Gown” challenge of integrating the university campus with the city, in a carefully master planned and themed manner, without simply extending the urban area around it.*

*The Garden Village will also assist the university with its aspirations to attract the highest calibre of staff and students to Lancaster by providing a bespoke new residential neighbourhood closely assimilated with the Bailrigg and Innovation campuses during an unprecedented period of growth”.*

##### **1.0 Project description:** Bailrigg Garden Village :-

- Abuts the narrow southern boundary of the city of Lancaster.

- Incorporates the existing Bailrigg campus of the Lancaster University.
- Is an opportunity to strengthen the visual disconnect between town and country and enable a bespoke development to evolve as a Garden Village with the university campus at its centre.
- Will be built around the most effective public transport corridor in the district linking Lancaster city centre with the university's public transport hub.
- Addresses needs arising from the next generation of growth at the Lancaster University.
- Could deliver 3,000 new homes up to 2031.

1.1 The key will be careful master planning and building vision into that plan. The landform around Bailrigg allows for creativity in design with interlinking heavy landscaped belts to create intimate neighbourhoods and corridors. Lancaster district enjoys a distinct range of urban design capable of being interpreted in both traditional and contemporary, and this must be at the heart of Bailrigg Garden Village. It must complement and enhance the evolving university campus yet have the ability to stand alone as a distinct settlement on the edge of the City of Lancaster.

1.2 Many of the original Garden Cities lost their main local employment hubs and have become commuter settlements within larger conurbations in recent years. At Lancaster there is a very real opportunity to create a bespoke Garden Village built around the districts most significant employment site with the added advantage of being directly connected to two of its other main hubs of employment none of which will need a car to access.

# Bailrigg Garden Village - Location Plan

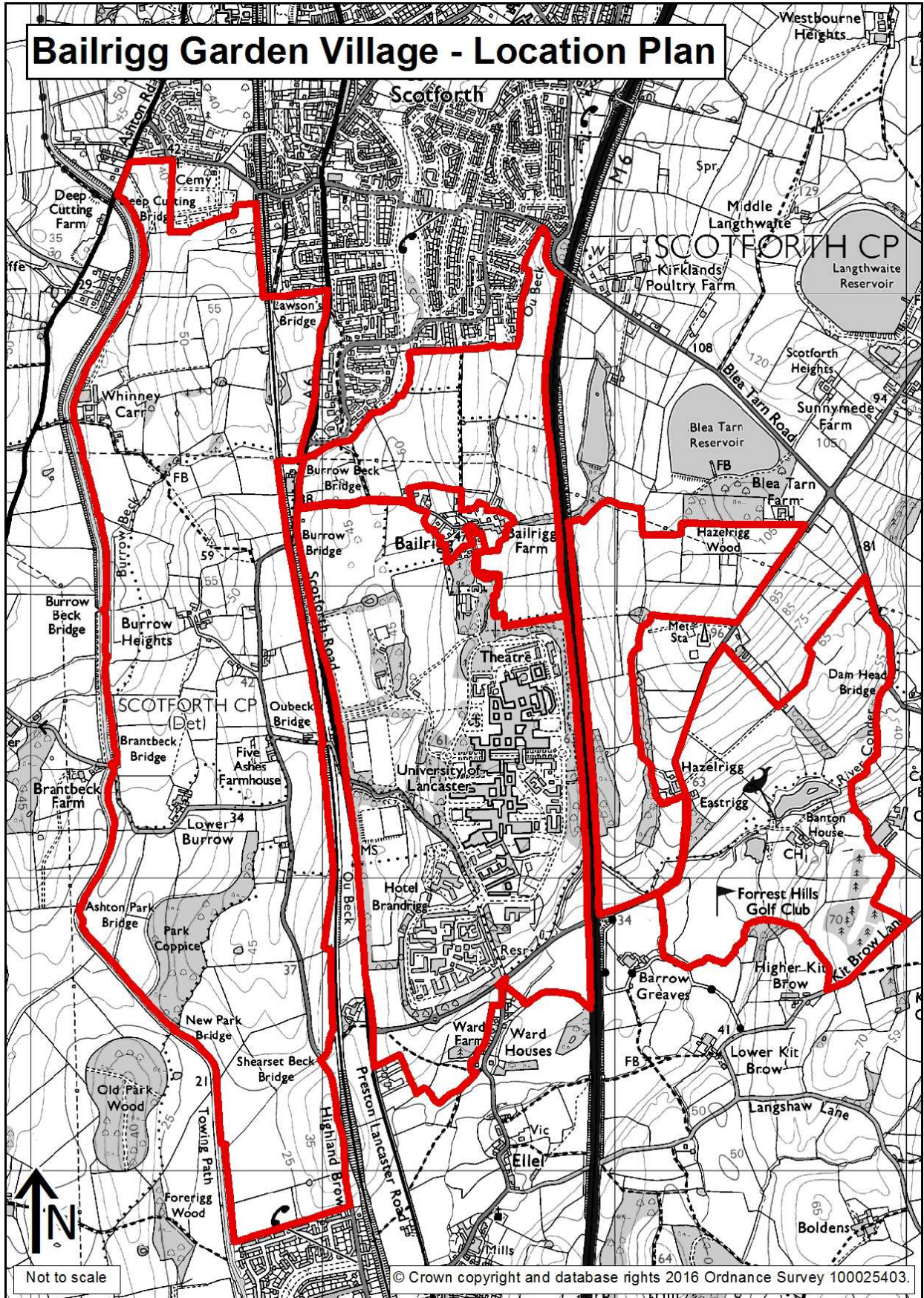


Figure 1: Location plan for Bailrigg Garden Village

## **2.0 The Strategic Growth Challenge for Lancaster**

2.1 Work undertaken by Turley Associates to provide the evidence base for Lancaster District's emerging Local Plan 2013-2031 highlights :-

- Low levels of natural population growth
- Low levels of inward migration
- Negligible graduate retention
- Outward migration by hidden households
- An ageing workforce within the local economy

2.2 The current sustainability the district enjoys with 80% of people living and working locally is under threat (For contextual background within Northern Powerhouse refer to Appendix A).

2.3 The councils new Local Plan expects to plan for between 13,000 and 14,000 new homes between 2013 and 2031 to start to address the demographic challenge evidenced by Turley.

2.4 Within the context of that growth Bailrigg Garden Village has the ability to:-

- Deliver around 3,000 new dwellings and make a significant contribution to meeting housing needs, including starter homes – a national priority. Sufficient highway capacity will be released to consider increasing this figure even further to at least 5,000 in the longer term (subject to future planning decisions).
- Secure the long term growth aspirations of the Lancaster University. That growth would see 1,000 new staff employed on campus with associated housing and travel needs to be met.
- Enable the full potential of the Health Innovation Campus (2,000 jobs) which is of national significance to be realised. Growth is currently constrained by highway issues which can be unblocked by this proposal.
- Realise the full potential of the university through its leading work with SMEs to maximise the economic impacts to Lancaster and Lancashire.

### **3.0 High Level Spatial Plan**

3.1 The ambition to create a Garden Village at Bailrigg arises from:-

- a) The need to stimulate significant growth in the delivery of new housing in north Lancashire; and
- b) The need to address a number of the key blockages to development in one of the few corridors where the Lancaster's true growth potential can be realised.
- c) Options to deliver a significant housing growth being restricted because of natural constraints. These broadly fall into coastal flood risk, Green Belt, Mineral interests, and Protected Landscape constraints.
- d) The need to relieve a major corridor heavily constrained by traffic congestion which already has an impact on the level of growth permissible within the Lancaster University campus, the phasing of the Health Innovation Campus, and the delivery of housing.

3.2 The creation of a Garden Village enables a critical mass of development to be promoted which addresses these challenges by :-

- a) Facilitating growth along the congested A6 Corridor by the construction of a major junction re design to M6 Junction 33, including potential new northern slips relocated close to the Lancaster University. These improvements are identified in the Lancaster District Transport Master Plan with an estimated cost £55m.
- b) The delivery of a comprehensive land drainage strategy to facilitate the development and deal with current flooding challenges around Ou Beck, Burrow Beck and Galgate.
- c) Integrating a new village within developing public transport networks and hubs, including investigating the potential for a southern park and ride interchange for the university and Lancaster city centre.
- d) Delivering a commercially viable district centre serving the Garden Village, the Health Innovation Campus and the

Lancaster University. This may include new education provision.

- e) Delivering an efficient and permeable local transport network whilst addressing the challenges of crossing the West Coast Main Line in two places.
- f) Maintaining the integrity of the Lancaster Canal which forms the entire western boundary of the Garden Village at high level.
- g) Delivering an effective balance between high quality market housing and affordable / starter homes for those needed to grow the districts workforce.
- h) Supplying the Garden Village with high quality digital services.

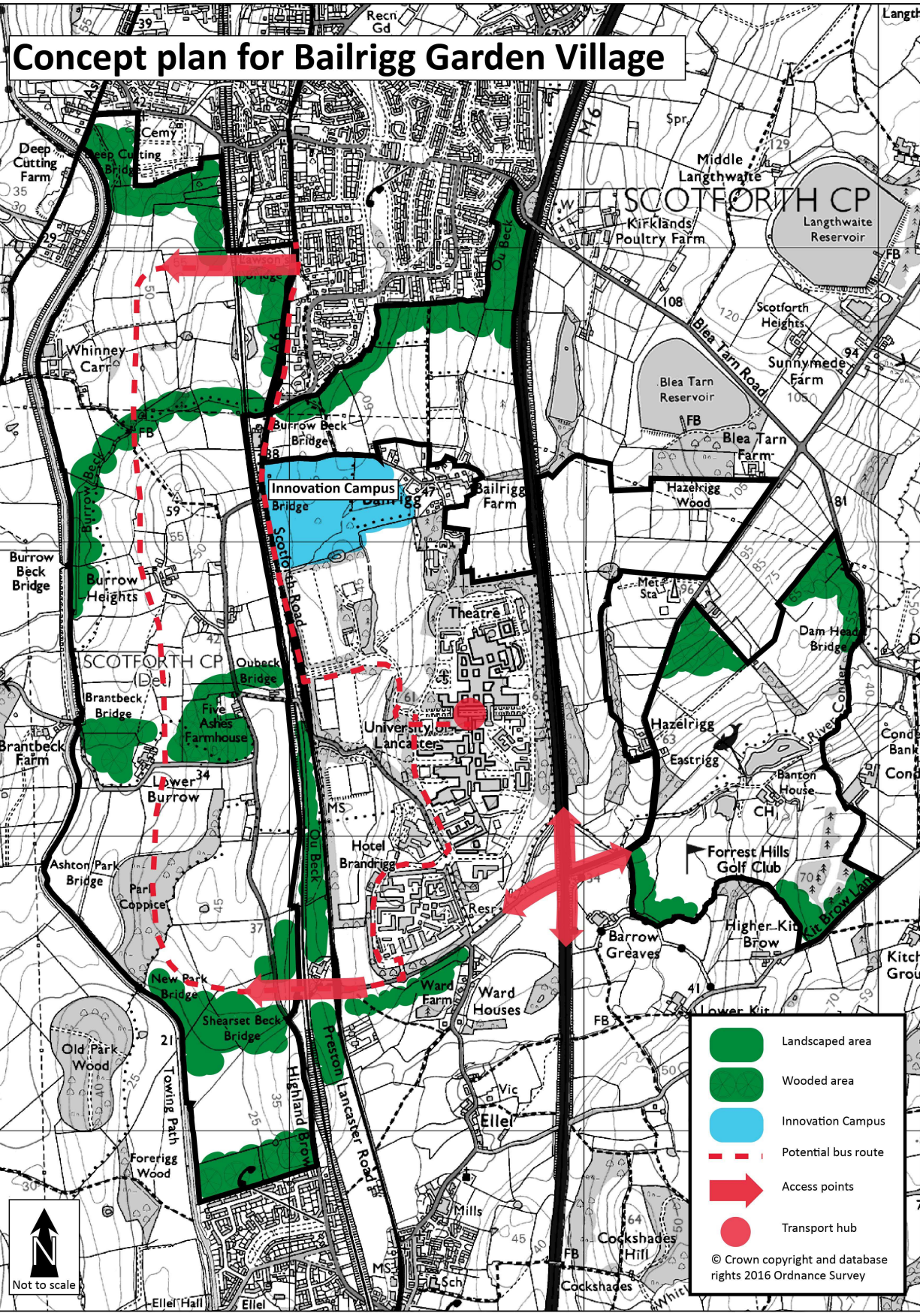


Figure 2: Concept plan of Bailrigg Garden Village

## **4.0 Planning Status**

### 4.1 Bailrigg Garden Village is:

- a) An emerging allocation in the City Councils statutory Development Plan.
- b) Identified as the most favoured option to deliver a large quantum of housing in a public consultation on options for housing growth between October and November 2015.
- c) Expected to be included in the deposit draft Land Allocations DPD for the councils' new Local Plan in December 2016.

### 4.2 The Lancaster University Innovation Campus :-

- a) Has planning permission which has started to be implemented.
- b) Reserved matters applications due to be submitted in August 2016 for the first phase of development.
- c) Has been delivered through a development partnership between Lancaster City Council, Lancashire County Council and Lancaster University.

### 4.3 The Transport Master Plan for Lancaster due to be adopted by Lancashire County Council in September 2016 already identifies the infrastructure requirements to support the proposal.

## **5.0 Master Planning**

5.1 **Design ambition:** The key to creating a well-planned and distinctive Garden Village will be master planning. The post-recession town planning environment in the north of England is faced with volume housebuilders who have jettisoned much of their commitment to urban design practice and the experiences learnt in the early years of the millennium. A return to quality place making requires the identification of very firm design objectives and standards. Bailrigg Garden Village must create a step change in the return to high standards and local distinctiveness.



5.2 **Integration:** The Lancaster University is about to embark on a refresh of its campus master plan to account for the innovation campus and Forest Hills. This process will be integrated with a wider master plan for Bailrigg Garden Village. There is already engagement with master planning specialists John McAslan and Partners in relation to this refresh and many of the design principles established for the university campus are capable of being applied in the same landscape setting.

5.3 **Connectivity:** The scheme presents a unique opportunity to achieve levels of connectivity otherwise only possible in metropolitan areas. The potential in this regard is huge as one of the districts major sources of employment already sits within the scheme and delivers integrated links to the city centre along an uncomplicated route, shared by a number of the districts other major employers.

## 6.0 Governance

6.1 The success of the current partnership between the City Council, the County Council and University will be the driving force.

- a) Lancaster City Council will be responsible for planning policy, development management, land drainage and economic promotion and project management.
- b) Lancashire County Council will be responsible for delivering highway infrastructure, transport planning, strategic economic development and support linkages with the Lancashire LEP through the current Growth Deal 3 applications.
- c) The Lancaster University will be responsible for Master Planning, integrating high quality design criteria, and delivery of campus growth. Their estates management operation has the potential to become the management organisation for landscape and community infrastructure within the scheme.

6.2 The above partnership expects to operate as a Strategic Management Board assembling the key development interests which include Peel Estates and Bailrigg Farm Trust in a JVC or SDV.

- 6.3 Lancashire Enterprise Partnership supports the project and views the Lancaster University as one of its major economic drivers, and fully understands, through its Strategic Economic Plan, the importance of Lancaster District in cross boundary economic relations with Cumbria.
- 6.4 Since the identification of this potential land allocation information has been assembled about other landowners with a controlling interest.
- 6.5 Strategic highway infrastructure both within the A6 corridor and at junction 33 have been the subject of detailed discussions with Highways England. Detailed design work for potential junction improvement options is already underway.
- 6.6 The project has already been submitted as a bid for Growth Deal 3 funding and is currently ranked 2 out of 23 by the Lancashire LEP.
- 6.7 Virgin Media have taken the strategic decision to invest in upgrading digital infrastructure in Lancaster and have identified Bailrigg as a new digital hub for their product.

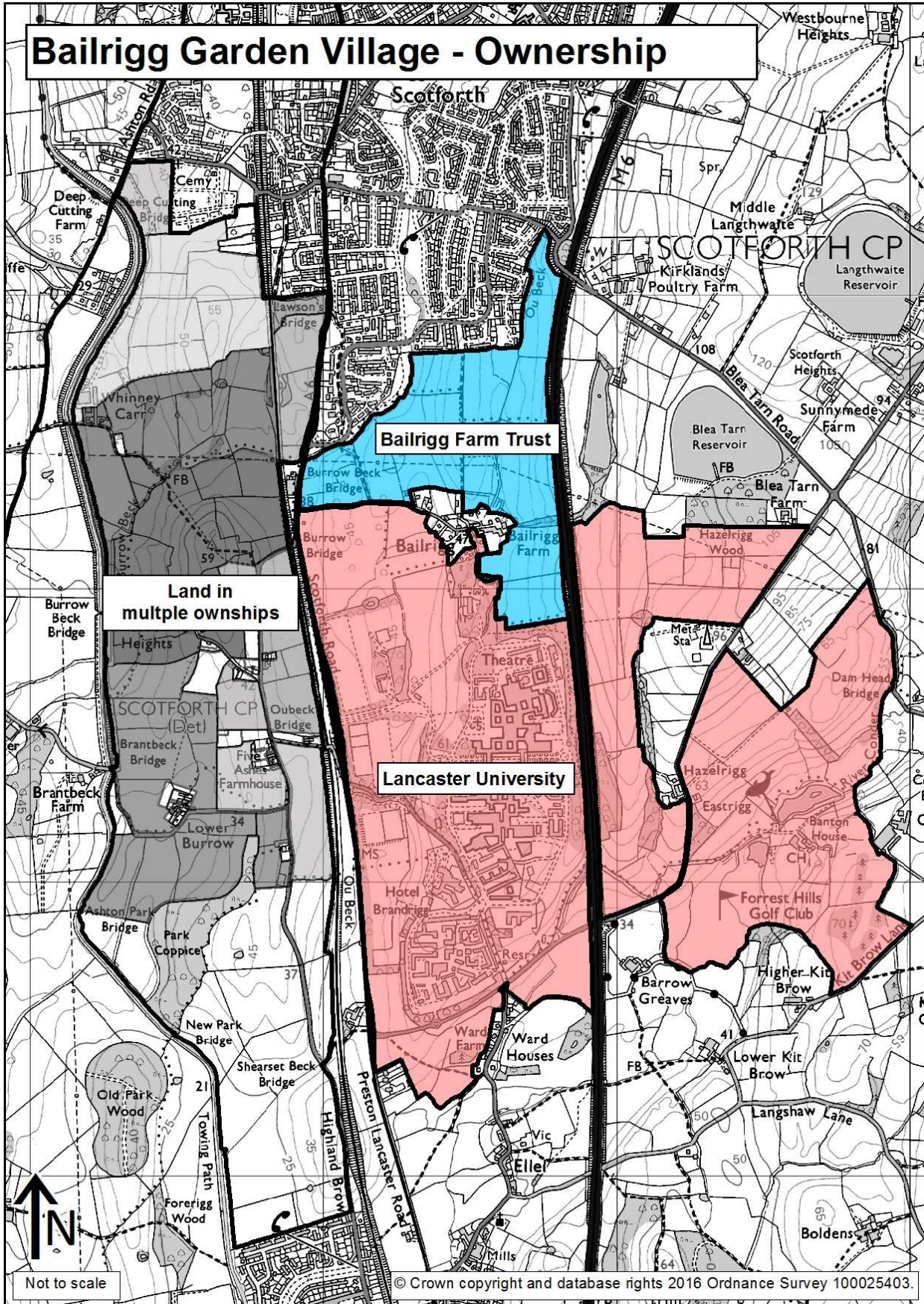


Figure 3: Map of known ownership parcels across the Bailrigg Village Garden site.

## **7.0 Constraints**

- 7.1 The range of constraints which represent potential threats / blockage to the scheme fall within policy, land ownership and infrastructure challenges.
- a) Out of date Local Plan in process of replacement.
  - b) Public support required for new draft plan in Winter 2016/17.
  - c) Support from Planning Inspectorate requires certainty over infrastructure delivery.
  - d) Introduction of CIL within district still uncertain.
  - e) The infrastructure requirements for flood risk management have not been evaluated since Storm Desmond.

## **8.0 Delivery**

- 8.1 There is currently no specific delivery option preferred over another. All the potential options are to be evaluated alongside the master planning process. The Growth Deal 3 submission includes the potential for delivery of:-
- 450 dwellings between a 2019 and 2022
  - Delivery of junction improvements to JCN 33 by 2022
  - Accelerated delivery to 300 dwellings pa to 2031
  - Increase of 4,000 new students by 2027
  - 3,000 additional university employees by 2027
- 8.2 Experience at Lancaster City Council includes a track record of delivering an entirely new settlement through a master planning and high quality urban design processes. Wychewood Park, Nantwich, Cheshire.

## 9.0 Exemplar

- 9.1 ***Bailrigg Garden Village*** presents a significant opportunity to become a best practice exemplar. It can demonstrate how early master planning and the setting of locally distinctive urban design criteria can restore design quality to the process of volume house building which has been a major casualty of the recent recession.
- 9.2 ***Bailrigg Garden Village*** will demonstrate how close collaboration between a major economic driver and local authorities can set the vision and standards for the creation of a new settlement, and drive delivery of built form coupled to lifestyle and wellbeing, paying homage to the concepts delivered by the industrial philanthropists in the early town planning movement in this country.
- 9.3 ***Bailrigg Garden Village*** will demonstrate how critical mass and ambition can overcome previously insurmountable blockages to growth and within the scope of a strict master plan. There will also be scope for accommodating innovative new forms of pre-constructed housing and self-build projects given the considerable scope for intimate phases.

## 10.0 Package of support

- 10.1 To advance the proposal the City Council is examining a package of funding measures to assist in preparing an overarching master plan for the proposals.
- An initial £55,000 will be allocated by the City Council and Lancaster University to extend the master planning process to the wider garden village
  - Additional private sector funding which is capable of being recovered during the phased development amounts to a conservative estimate of £15 Million based on assumptions included in the council's evaluation of potential CIL charging undertaken by GVA.
  - These investments are estimated to assist in the delivery of over £600 Million in private sector housing investment.

10.2 Unblocking the current barriers to delivering Bailrigg Garden Village is estimated to require public sector support. This will be in the region of :-

- 1) Around £55m is required to provide the critical infrastructure to improve M6 Junction 33 and effect crossings of the west Coast railway line to unlock land for 3,000 -5,000 homes. Access to HCA funding streams required.
- 2) Around £15M is likely to be required to undertake detailed investigations into designing and constructing the land drainage infrastructure to facilitate the development and deliver the added benefit of mitigating surface water flooding evidenced during Storm Desmond. Access to EA design expertise and potential funding streams required.
- 3) The Local Planning Authority has experienced a depletion in its planning resources since 2010 so capacity funding to assemble a project delivery team for this major development would be required for a) the master planning exercise leading up to the consents process 2017/18 and b) the delivery phase post 2019 although this could partially be recovered through the use of a Planning Performance Agreement once a development partner or consortium is identified.
- 4) Master planning support and facilitation from ATLAS to work with the local authority and Lancaster University teams.

Andrew Dobson Dip EP MRTPI PDDMS  
Chief Officer (Regeneration and Planning)  
Lancaster City Council  
[adobson@lancaster.gov.uk](mailto:adobson@lancaster.gov.uk)

## APPENDIX A: LANCASTER DISTRICT'S STRATEGIC NARRATIVE IN THE NORTHERN POWERHOUSE.

Within the Northern Powerhouse concept there tends to be an over dominating emphasis on the importance of large metropolitan areas to the exclusion of other communities. The large northern cities may well be powerhouses of commerce and manufacturing but cannot, and do not accommodate all key economic drivers and infrastructure projects of national importance.

It is very clear that the new economic landscape in the north will be dominated by large Combined Authorities linked through HS2 and HS3. For areas like Lancaster District the evidence base already suggests that these very metropolitan areas are drawing away a significant proportion of young talent and skills with Newcastle, Leeds, Liverpool and Manchester being the most popular destinations for its young people to seek their university education. Many do not subsequently return to strengthen the local economy and workforce.

Between them the shire counties of Lancashire and Cumbria are home to major hubs of the energy and defence industries. Two out of seven of the country's nominated sites for new nuclear power stations are located there, together with National Grids largest infrastructure upgrade project in the UK. Both on shore and offshore, a significant amount of energy generation by wind power is housed here, serviced and linked into the national grid.

BAE systems have no less than three major manufacturing complexes in Lancashire and Cumbria and GSK are constructing a major new bio-pharmaceuticals plant at Ulverston. The two counties house several nationally and regionally important centres of higher education including the Lancaster University. There is however clear evidence of poor graduate retention and a mismatch between Higher Education provision and delivering the skills needed to support these vital industries. This evidence can be found in the skills plans for both LEP's and within the emerging Great North Plan.

Both Counties also face similar challenges which could affect their continuing ability to house these substantial economic assets for the nation. Those challenges relate in more remote areas to demographic problems associated with replacing the ageing workforce, skills retention and encouraging inward migration. In addition to these the challenges

poor transport and communications links are very real constraints especially in the rural areas. Concerted efforts are needed to rise to these challenges if Lancashire and Cumbria are to maintain the ability to house these key industries.

Some of the basic assumptions decision makers make about the natural attractiveness of the landscape, its heritage coast and culture as promotional assets for inward migration no longer align with the desires of young people and families who need to be attracted to live and work in this part of the region. In short the excitement and draw of the major metropolitan areas out competes what can often be seen as remoteness and culturally disadvantaged locations when it comes to quality of life decisions being made.

Both the Lancashire and Cumbria Local Economic Partnerships have produced Strategic Economic Plans. Both highlight very well the contribution that the counties make to the Northern Powerhouse but in different ways describe the challenges of matching the skills needed to generate higher levels of economic growth. For Lancaster District the economic research carried out to influence the decisions to be made in the emerging Local Plan for 2013-2031 suggests that there are elements of both Lancashire and Cumbria scenarios which need to be addressed to protect the long term sustainability of the local economy.

The location of a relatively high volume of Further Education establishments within and well connected to it does not seem to be a guarantee of delivery of the skills needed to meet future demand and provide a replacement workforce in the years to come. Given their relative remoteness from larger urban concentrations around central Lancashire and Carlisle the local communities around Morecambe Bay within the administrative areas of Lancaster, South Lakeland and Barrow could look to each other to provide mutual assistance in the maintenance of a healthy economy around Morecambe Bay.

Connectivity between employment growth in advanced manufacturing and housing/skills growth in popular locations is critical to success along with improving transport links between the two and taking positive action to match the cultural and service centre desires of those needed to be attracted to the area.

Increasing the local workforce need not start with encouraging increased inward migration. The first call could be to address the aspirations of school leavers and graduates many of whom also make up the hidden



households expecting to leave the district. These together with a proportion of graduates from the universities, who might aspire to stay in the area could be encouraged to do so with arrange of incentives. These incentives need to include:

- Affordable housing needs
- Access to employment
- Arts and Cultural enhancements in the districts service centres
- Retail and leisure enhancements in the districts service centres
- Broadband comparable to the metropolitan areas in both speed and reliability.

Attracting new workers to the area largely relies on the same set of incentives on top of the significant assets such as high quality schools, environment and accessibility which already exist.

There are already significant projects in the pipeline to address the deficiencies. The City Council wants to work with the HCA on a partnership to deliver the Governments Starter Homes initiative. A multi million pound investment in a Health Innovation Campus at the Lancaster University will be one of the Lancashire LEP's priority initiatives. It will deliver around 2,000 new jobs and become a world class centre for research into the provision of health care for ageing adults based on pioneering developments in North America. The district is a nominated location for new nuclear build once its two existing power stations need to be replaced. Currently however to support the extended lives of these stations EDF Energy need to recruit 700 new Engineers in 10 years to retain a sustainable workforce. The completion of the Heysham/M6 Link Road brings with it expanded activity between the Port of Heysham and Ireland with jobs related growth in the Heysham Gateway area.

In Lancaster City Centre a new masterplan will link together the major retail/cultural redevelopment opportunity at the Canal Corridor North, with regeneration in the visitor economy and arts sectors across the City Centre and the renovation of Lancaster Castle under the custodianship of the Duchy of Lancaster. The Dukes Playhouse and Lancaster Grand Theatre will be provided with opportunities to grow and refine their contribution to the vibrancy of the City Centre. Significant growth in new student accommodation and the promotion of young worker accommodation in a similar format will enhance the attractiveness of Lancaster as a place to learn and subsequently work.

Major investments by BT and Virgin Media are making significant changes to the digital connectivity of the district which is also home to a growing number of digital media companies.

The Morecambe Bay University Hospitals Trust is working closely with the City and County Councils to rationalise its estate and effect a major long term overhaul of Lancaster Royal Infirmary to strengthen the resilience of the NHS around the Bay. Other strong collaborations such as Morecambe Bay Partnership and Marketing Lancashire deliver targeted heritage and visitor economy related regeneration projects to enhance the identity of the district as a unique destination for lifestyle to visit and relocate to.

Initiatives between the local authorities, further education establishments and the schools system are beginning to examine ways to create a single point of access to job opportunities and intelligence on education and lifestyle. All geared to giving young people more accurate information on career planning and lifestyle choices with the specific aim of challenging the belief that outward migration is the best choice for economic prosperity.