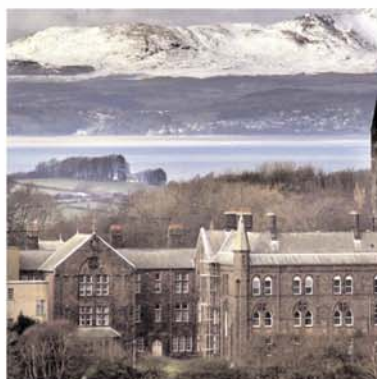
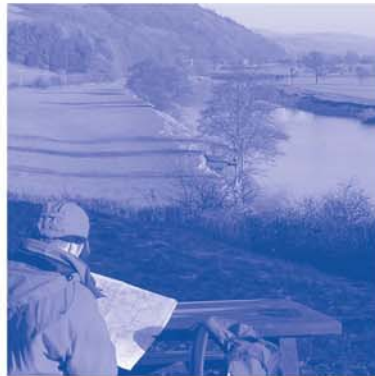


Core Strategy

(2003-2021) Adopted July 2008



Crook o' Lune

With thanks to the Environment Agency

Moor Hospital and Lake District Hills

Photograph by Nigel Slater

With thanks to Lancaster & Morecambe Newspapers

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1 Introduction

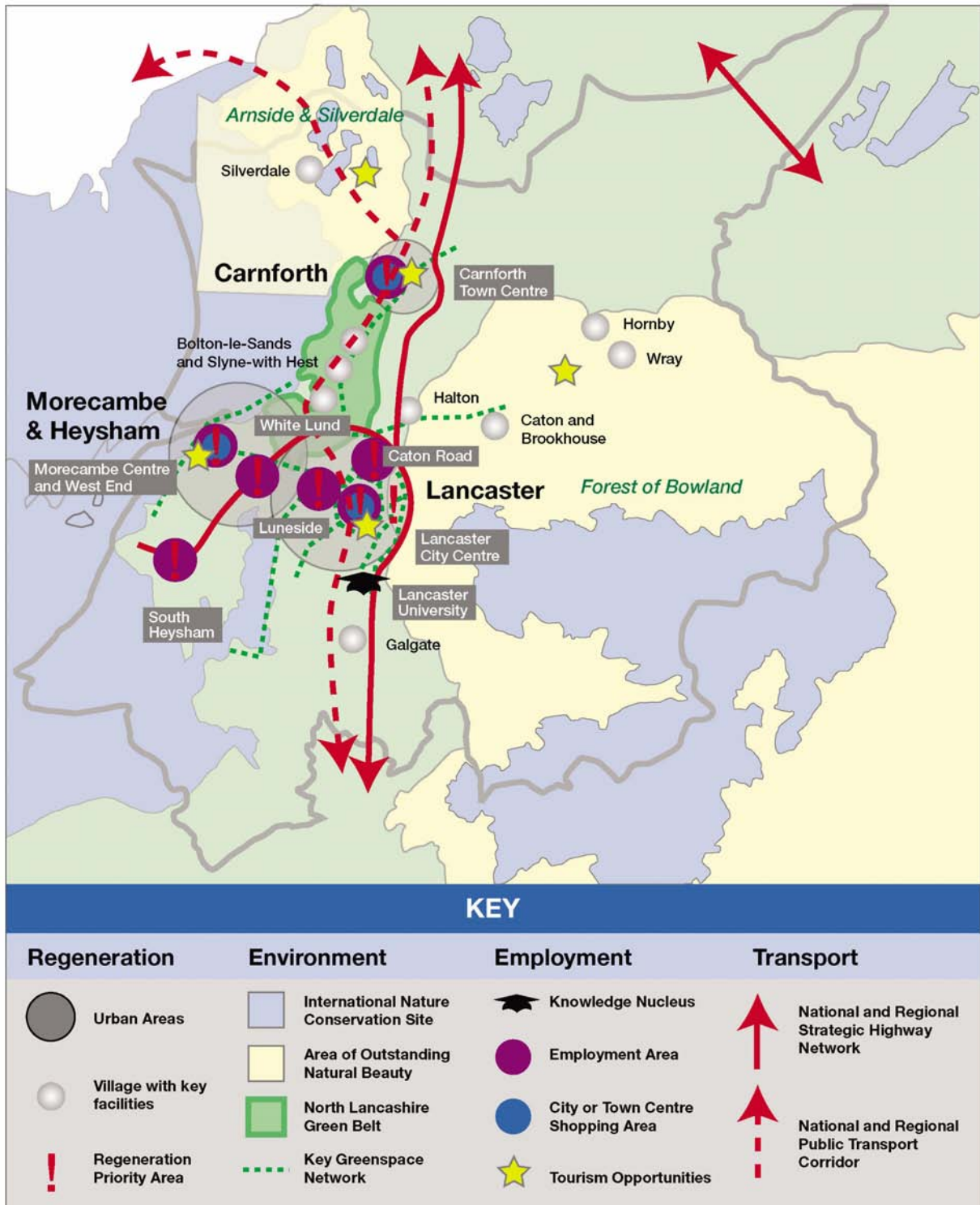


Figure 1 - Core Strategy Key Diagram

Background

1.1 The **Core Strategy** is a key part of the Local Development Framework. This document is the adopted Core Strategy. Appendix 1 shows the different LDF documents and what they do.

1.2 The Strategy outlines a spatial vision of a sustainable District whose quality of life and standards of development will lead the North West, comprising a prosperous knowledge-based City, a regenerated Coast and a conserved Countryside. It also explains where new homes and jobs will be located, which areas will be regenerated and which areas will be conserved. It also sets out how public and private agencies will realise the vision between 2003 and 2021. The Core Strategy must:

- Have a clear spatial vision from which plans, policies and strategies will flow;
- Follow Sustainable Development principles;
- Be linked to the Sustainable Communities Agenda ⁽ⁱ⁾, and provide for new housing and jobs in conformity with the North West Regional Spatial Strategy;
- Not repeat national and regional policies.

1.3 The Core Strategy cannot allocate sites for development or protection on a map. It does however set out broad locations for land-use. Actual sites for development or protection will be identified in a forthcoming Land Allocations document.

How the Strategy is Structured

1.4 This Core Strategy is in 8 parts.

- **Part 1** introduces the strategy and explains how to comment;
- **Part 2** describes our District and its influences;
- **Part 3** is our vision and Spatial Development Framework – (our overall strategy);
- **Part 4** shows how we will build Sustainable Communities;
- **Part 5** shows how we will regenerate the Local Economy;
- **Part 6** shows how we will protect and enhance the local Environment;
- **Part 7** shows how we will make public and private services more accessible;
- **Part 8** shows how we will monitor progress and review the Strategy;

Additional Documents

1.5 This Document is accompanied by:

- A Statement of Compliance (dealing with consultation measures);
- A Sustainability Appraisal Report and Annexe relating to the Submission Document; and
- A Screening Opinion for Habitat Regulations Assessment under EU Directive 92/43 on the Conservation of Natural Habitats and of Wild Fauna and Flora.

1.6 There is also a comprehensive evidence base addressing issues such as:

- Urban Capacity;
- Housing needs;
- Employment Land needs;
- Shopping floorspace needs;
- Flood Risk;
- Recreation open space Needs;

1.7 Appendix 2 lists the evidence base. All documents are on the Council's website.

ⁱ The Communities Plan is the Government's Strategy for new communities and housing development across England. See www.communities.gov.uk for more.

How the Strategy has Emerged

1.8 Preparation of the Core Strategy has been guided by the Council's [Local Development Scheme](#) (see Para 1.1) and [Statement of Community Involvement](#) (SCI) adopted in June 2006. The Council consulted on Issues and Options for the Core Strategy in Spring 2005. Six strategic options were consulted upon (see Appendix 3). A 'preferred option' of Urban Concentration was consulted on in Spring 2006 and a further 'addendum' consultation carried out on the other options considered. Full details of Community Involvement and consultation are set out in the Statement of Compliance (see Para 1.5).

1.9 Sustainability Appraisal and Strategic Environmental Assessment have been carried out throughout the Strategy preparation process. The Strategy has also been screened and Habitat Regulations Appropriate Assessment is not required. Options for achieving the vision have been tested for their impact on the environment (including internationally important nature conservation sites), the economy and the community (see Appendix 3). The Sustainability Appraisal confirmed the Council's preferred option of **Urban Concentration** as the most sustainable option. The Sustainability Appraisal Report is published separately.

1.10 The Strategy was submitted to the Secretary of State in May 2007. An independent examination by a Planning Inspector was carried out in March 2008. The Strategy was amended in line with the Inspector's binding report. The Council formally adopted the Strategy in July 2008.

2 Lancaster District - People and Influences

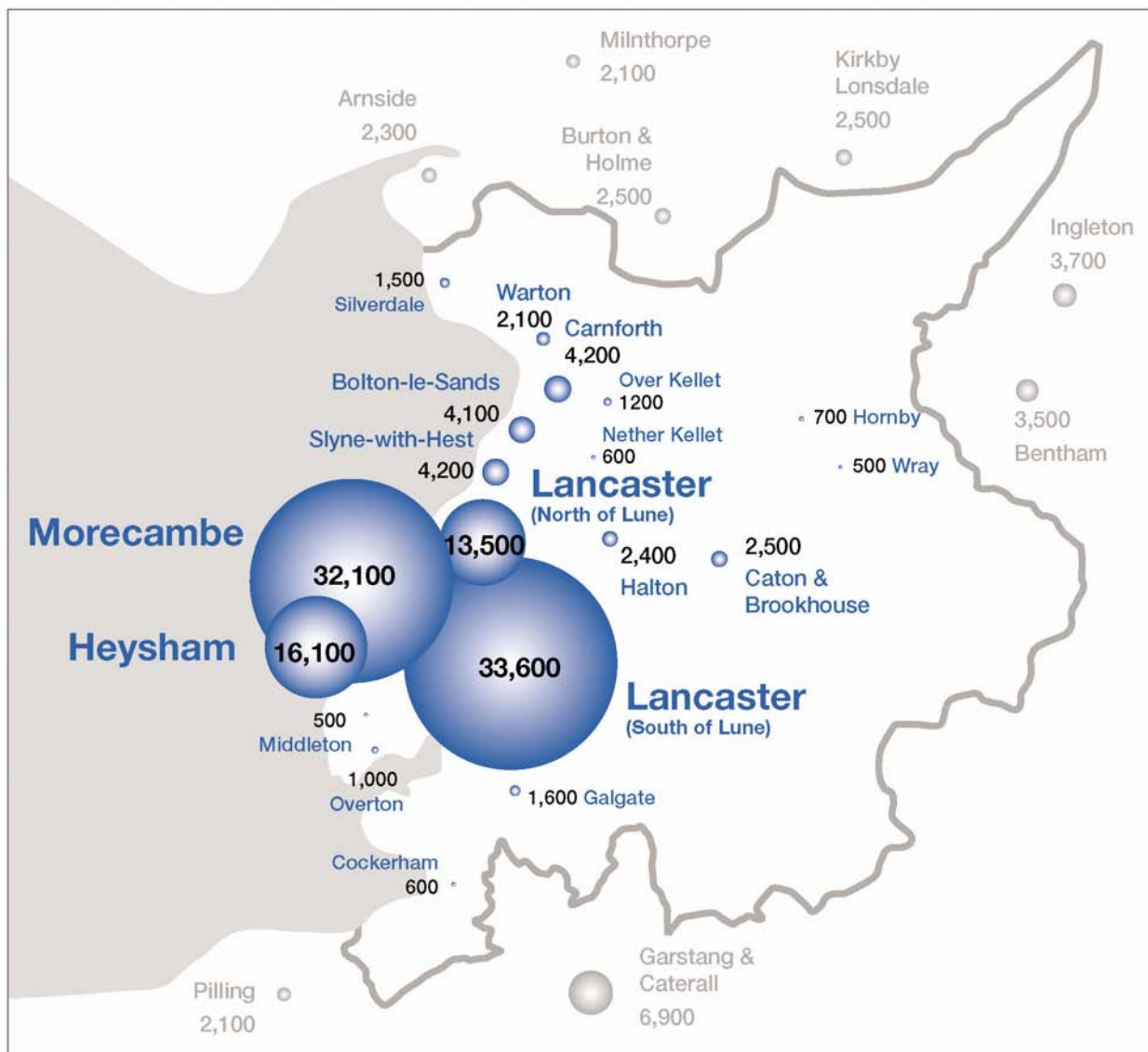


Figure 2 - 2001 Population of Main Settlements

2.1 Lancaster District contains the coastal towns of Morecambe and Heysham, the historic city of Lancaster, the railway town of Carnforth and an extensive rural area. Its population was estimated at 143,000 in 2006. Some distinctive features are;

- A high proportion of students in Higher and Further Education (nearly 15,000);
- High numbers of retired people in north Morecambe and Silverdale;
- Fewer people of non-white ethnic origin than national averages;
- Locally significant numbers of people of Indian origin in Central Lancaster.
- High levels of disability or limiting long-term illness, particularly in Morecambe and Heysham;
- High levels of educational qualification except in Morecambe, Heysham and North Lancaster. High numbers of people with degrees in Silverdale and Central Lancaster.

2.2 The District's key economic asset is Lancaster's expanding University. Together with the planned Lancaster Science Park, it will form a regional 'knowledge nucleus' bringing together academic research and knowledge based industries. Of around 54,000 employee jobs. 85% are in service industries and only 7% in manufacturing. Unemployment is close to the national average but parts of both Morecambe and Lancaster suffer deprivation. Jobs are clustered at the University, in Central Lancaster, at the White Lund industrial estate and Heysham's port and power stations.

2.3 The District is relatively self-contained. 16% of working age residents commute out whilst around 13% of employees commute in. Around 2000 people commute between Lancaster and South Lakeland in either direction. Lancaster is a major shopping and service centre for the Morecambe Bay area with around 420 town centre businesses.

2.4 Lancaster is on the M6/ West Coast Main Line corridor with fast (2 hr 55 minutes) links to London and direct links to Manchester Airport. Heysham Port has links to Ireland (freight) and the Isle of Man (passenger and freight). There is also a port at Glasson Dock. Local traffic congestion occurs at times. Two Quality Bus Routes run from Lancaster University to Heysham. Lancaster (and Morecambe) is a Cycling Demonstration Town and has an excellent off-road cycle network including the Lune Millennium Bridge.

2.5 Lancaster District is proud of its many rich and diverse landscapes and internationally important habitats including Morecambe Bay (wading birds), limestone pavements, open water and reed bed habitats in the Silverdale area and the Bowland Fells (birds of prey). The District is a major tourism destination. Its countryside, including two Areas of Outstanding Natural Beauty, offers many recreation opportunities. Morecambe's new tourism offer is based on the wildlife of its Bay and its 'crown jewels' the Art Deco Midland Hotel and the Victoria Pavilion (Winter Gardens). Lancaster's historic and cultural assets and shopping offer are also a major opportunity.

Strategic Linkages

2.6 Key influences on the Core Strategy are shown in Figure 3 and described in full in Appendix 5. The most important internal and community linkages are;

- The **Lancaster Community Strategy** prepared by the Lancaster Local Strategic Partnership which seeks to ensure that development enhances the community, takes place in sustainable locations, meets community needs and safeguards the natural and built heritage.
- The Council's **Corporate Strategy**;
- Lancashire County Council's Community Strategy (**Ambition Lancashire**) and Community Strategies in neighbouring Councils.
- The economic vision prepared by the **Lancaster and Morecambe Vision Board** which envisages a local economy based on knowledge-based industries and environmental technologies with an improved transport system and a regenerated Morecambe.
- Lancashire County Council strategies such as the **Local Transport Plan (LTP)** (which includes the Heysham/M6 Link Road) Landscape Strategies, guidance on parking and planning obligations and Minerals and Waste planning;
- The **North West Regional Spatial Strategy (RSS)** which sets out the regional spatial development framework and the District's new housing targets.
- The **Regional Economic Strategy (RES)** which sets out the strategic economic context and identifies Lancaster as a regionally important economic driver and centre of knowledge-based industries.
- National **Planning Policy Statements (PPS)** and guidance on matters such as housing, shopping and the Green Belt;
- Cross-border issues such as the management of Areas of Outstanding Natural Beauty (**AONBs**) and Development Plans in neighbouring authorities.

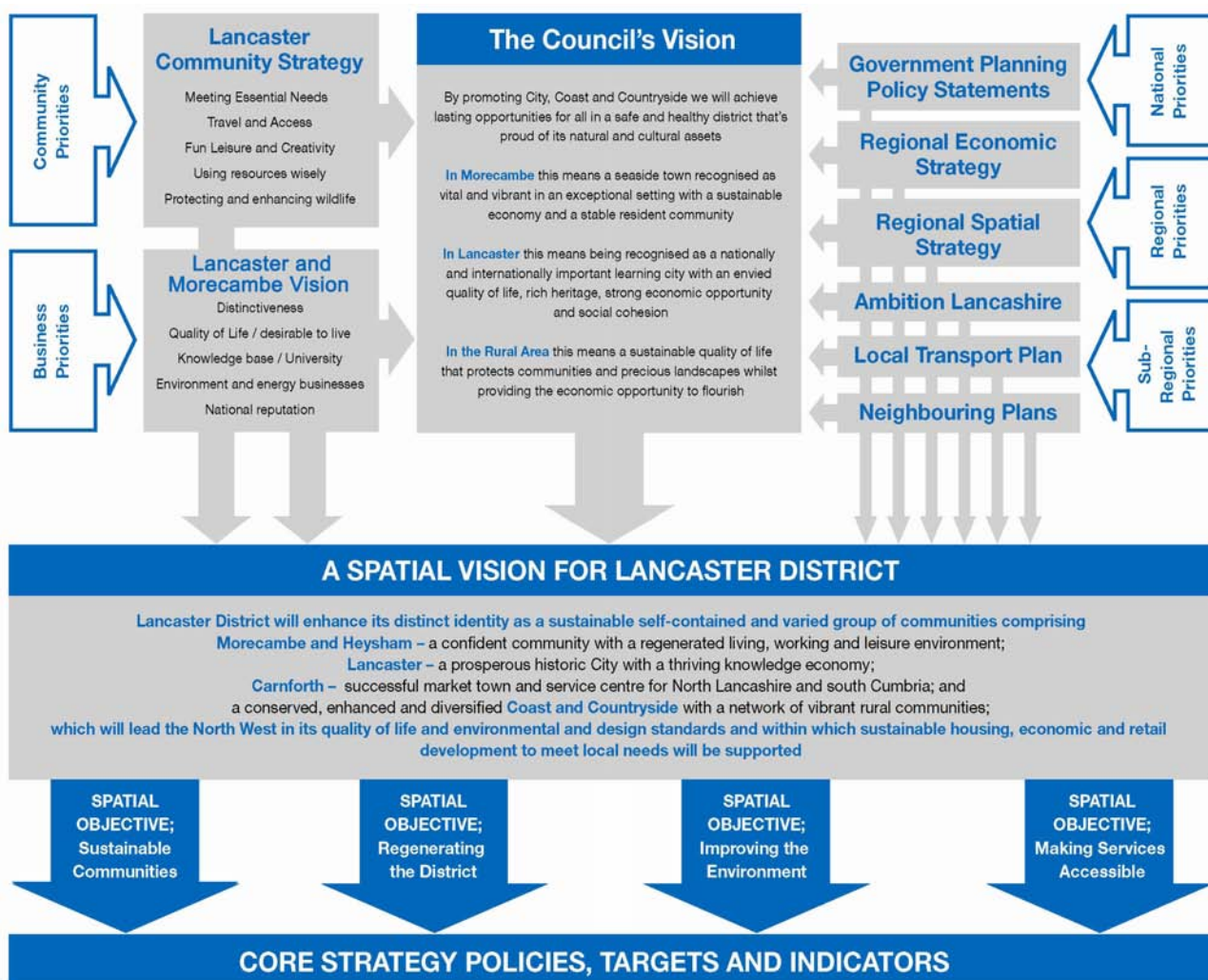


Figure 3 - Vision and Strategic Linkages

Policy		Objective
Policies to Develop Sustainable Communities		
SC1	SUSTAINABLE DEVELOPMENT	To ensure that new development proposals are as sustainable as possible.
SC2	URBAN CONCENTRATION	To build healthy sustainable communities by focusing development where it will support the vitality of existing settlements, regenerate areas of need and minimise the need for travel.
SC3	RURAL COMMUNITIES	To build healthy sustainable communities by working with empowered rural communities to develop local vision and identity, meet local needs and manage change in the rural economy and landscape.
SC4	MEETING THE DISTRICTS HOUSING REQUIREMENTS	To set out the principles which will ensure that housing needs are met through housing allocations and through determining planning applications in a way which builds sustainable communities.
SC5	ACHIEVING QUALITY IN DESIGN	To ensure that development proposals, plans and strategies help to lead the North West in terms of urban design.
SC6	CRIME AND COMMUNITY SAFETY	To build sustainable communities by using spatial planning to reduce crime and the fear of crime.
SC7	DEVELOPMENT AND THE RISK OF FLOODING	To build sustainable communities by ensuring that new homes, workplaces and public areas are not exposed to unacceptable levels of flood risk.
SC8	RECREATION AND OPEN SPACE PROVISION	To build sustainable communities by ensuring that existing and future residents and visitors have access to sports facilities, greenspaces and greenspace networks.
MR1	PLANNING OBLIGATIONS	To ensure that development meets the needs of local communities and the delivery of sustainable development.
Policies to Regenerate the Local Economy		
ER1	HIGHER AND FURTHER EDUCATION	To maximise the regeneration benefits of growth at Lancaster University.
ER2	REGENERATION PRIORITY AREAS	To set out a spatial framework for regeneration in Lancaster District.
ER3	EMPLOYMENT LAND ALLOCATIONS	To promote regeneration by ensuring that the right amount of employment land is provided in the right places to meet needs generated by existing businesses, new businesses and inward investment.
ER4	TOWN CENTRES AND SHOPPING	To promote regeneration by defining spatial roles for the District's city, town and local shopping centres.
ER5	NEW RETAIL DEVELOPMENT	To focus retail need on regenerating and re-enforcing the vitality and viability of existing centres.
ER6	DEVELOPING TOURISM	To maximise the potential of tourism to regenerate the Local Economy.
ER7	RENEWABLE ENERGY	To maximise the proportion of energy generated from renewable sources where compatible with other sustainability objectives.
Policies to Regenerate the Local Environment		
E1	ENVIRONMENTAL CAPITAL	To improve the quality of the District's environment.
E2	TRANSPORTATION MEASURES	To support the District's Regeneration, improve Residents' Quality of Life and minimise the environmental impact of traffic.
Policies to improve Customer Service		
CS1	IMPROVING CUSTOMER SERVICES	To ensure that people have access to services in a location and delivered by means that are convenient to them.

Figure 4 - List of Policies

3 Spatial Development Framework

The Vision

3.1 This part of the Core Strategy explains the **Vision for 2021** (what the Strategy is working towards), the overall **Spatial Objectives** (the means by which the Vision will be achieved). It also sets out the main changes which the Strategy seeks to achieve in local areas. **Spatial planning** means integrating traditional planning policies on the use of land and buildings with other policies and programs which influence the **nature of places** and **how they function**. The various spatial influences on the Strategy have been combined into a single spatial vision of Lancaster District **as...**

THE COUNCIL'S VISION

A SUSTAINABLE SELF CONTAINED AND VARIED GROUP OF COMMUNITIES COMPRISING

- **MORECAMBE AND HEYSHAM** - A CONFIDENT COMMUNITY WITH A REGENERATED LIVING, WORKING AND LEISURE ENVIRONMENT;
- **LANCASTER** - A PROSPEROUS HISTORIC CITY WITH A THRIVING KNOWLEDGE ECONOMY;
- **CARNFORTH** - A SUCCESSFUL MARKET TOWN AND SERVICE CENTRE FOR NORTH LANCASHIRE AND SOUTH CUMBRIA; AND
- A CONSERVED, ENHANCED AND DIVERSIFIED **COAST AND COUNTRYSIDE** WITH A NETWORK OF VIBRANT RURAL COMMUNITIES;

WHICH WILL LEAD THE NORTH WEST IN ITS QUALITY OF LIFE AND ENVIRONMENTAL AND DESIGN STANDARDS AND WITHIN WHICH SUSTAINABLE HOUSING, ECONOMIC AND RETAIL DEVELOPMENT TO MEET LOCAL NEEDS WILL BE SUPPORTED

Spatial Objectives

3.2 To achieve this spatial vision, there are four Spatial Objectives which the Council will seek to achieve by 2021. These are:

- Sustainable Communities
- Regenerating the District
- Improving the Local Environment
- Making Services Accessible.

3.3 The measures proposed to support these objectives and how these will affect different parts of the District are explained in the following paragraphs.

Sustainable Communities:

3.4 The Government describes Sustainable Communities as places where people want to live and work. They meet the needs of residents, are sensitive to their environment, and provide a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all. Lancaster District's communities offer a wide variety of experiences and services whilst being of a human scale and of a sustainable size. Together they make up a self-contained District which offers an enviable quality of life.

3.5 The Strategy seeks to maintain these qualities. It seeks to build and maintain sustainable communities in Lancaster District through;

- **Urban Concentration** – siting new homes, jobs, shops and community facilities as sustainably as possible. (Policy SC2);
- **In Rural Areas**, helping to meet needs for homes, jobs, services, and facilities (Policy SC3);

- **Sustainable Development**, located, designed, built, operated and removed to minimise harmful impacts and energy use, and maximise benefits (Policy SC1);
- Meeting the District's housing needs in **Balanced Communities** (Policy SC4);
- Achieving **Quality in Design** (Policy SC5);
- **Reducing Crime** and the fear of crime (Policy SC6);
- Minimising the number of homes, businesses and public buildings at **risk of flooding** (Policy SC7);
- Meeting needs for **Sport and Recreation** (Policy SC8).

Regenerating the Economy

3.6 Our local economy is growing. The Strategy aims to foster growth, widen benefits and reduce spatial inequalities by;

- Developing sustainable economies in Central Morecambe and the District's other **Regeneration Priority Areas**. (Policy ER2);
- Maximising the knowledge based economic potential of **Higher and Further Education** (Policy ER1);
- Developing **Environmental Technologies** (Policy ER7);
- Meeting needs for new **employment development** (Policy ER3);
- Developing vibrant **City and Town Centres** and managing the impacts of retail development (Policies ER4-5);
- Developing the District as a **tourism destination** (Policy ER6).

Enhancing the Environment

3.7 The District's environment, landscape, built heritage and lifestyle give it an enviable quality of life which is a key economic asset. The Strategy will seek to maintain and enhance the high quality of our local environment through;

- Development and stakeholder actions which strengthen the positive qualities of our **Environmental Capital** and enhance biodiversity (Policy E1);
- Conserving and enhancing the **Natural and Built Environment** (Policy E1);
- Providing efficient and attractive **transport** choices as sustainably as possible (Policies E2).

Accessible Services

3.8 A key part of the vision is bringing Government closer to the people. This means providing public and private services in an inclusive way which meets everyone's needs. The Strategy proposes to improve access to services by;

- Reviewing how which the Council delivers services (Policy CS1);
- Delivering public and other services as close as possible to where people live (Policy CS1);
- Maximising accessibility to people with disabilities (Policy CS1).

What the Core Strategy means for your Community

3.9 Maintaining the distinct identity of different communities in the District is at the heart of the Core Strategy. Local distinctiveness is central to high quality design, our quality of life and our environmental quality and standards. The the vision for different parts of the District is explained below.

Lancaster – A Prosperous Historic City with a Thriving Knowledge Economy

3.10 The Strategy seeks to develop the Higher Education and Knowledge based industries sector by expanding Lancaster University within the built-up part of the campus and developing the Lancaster Science Park for linked knowledge based industries. It seeks to master plan the development of other educational institutions in partnership with local communities. It focuses most student housing on campus and in places with good public transport links to Higher Education institutions.

3.11 The Strategy sees Lancaster as the main shopping centre for the District and neighbouring areas, as a historic city visitor attraction, as the main office location and as a cultural centre. It aims to conserve historic townscape, enhance the public realm and to develop existing and find new roles for St George's Quay, the Castle and the Town Hall. It expects new development to respect and enhance the sense of place of the City.

3.12 The Strategy seeks to transform industrial areas around the City Centre. Caton Road will be enhanced as a gateway with improved public transport and pedestrian and cycle links. Uses that employ a lot of people will be focused close to Lancaster City Centre. The mixed-use regeneration of Luneside will be completed and supporting infrastructure provided. In residential parts of Lancaster, the Strategy aims to maintain the environmental quality of the high density Victorian and Edwardian areas, focus new residential development on previously used land and prevent growth of the urban area into the Countryside.

3.13 The Strategy seeks to improve public transport with more 'Quality Bus' services and, after completion of the Heysham/M6 link, provide more road space for buses or introduce other innovative transport solutions. The City's cycling and walking network will be completed and there will be integrated management of parking and park and ride.

Morecambe and Heysham - A Confident Community With A Regenerated Living, Working And Leisure Environment

3.14 The Strategy seeks to regenerate central Morecambe as a visitor destination, with the restoration of the Midland Hotel and Victoria Pavilion (Winter Gardens) and the creation of a quality leisure offer. The Town Centre will be the main local comparison and convenience shopping centre for the area north of the River Lune. It will be complemented by local centres at Bare, Heysham, Torrisholme and Westgate. Retail development to meet regeneration needs may be appropriate. Morecambe could also develop as an office location with restored historic townscape and a revived housing market.

3.15 White Lund will remain the District's general employment area. Transport choice will be improved and the environment upgraded. South Heysham will be regenerated with new habitats including woodland as well as renewable energy, environment and recycling technologies and port related development.

3.16 The Strategy seeks a more stable and balanced community in Central Morecambe and the West End. Development will reduce the impact of traffic and be of a quality which will raise standards and help to deliver a step change in environmental quality and sense of place. House price convergence with Lancaster should be maintained. The suburbs can develop as executive housing in a regenerated Morecambe. The Mossgate development will deliver new community facilities in Heysham.

3.17 The Strategy seeks better public transport links to Lancaster, a completed cycle and walking network and investment in the local rail network. The Heysham/M6 Link Road will deliver better access to White Lund and south Heysham.

Carnforth – A successful Market Town And Service Centre For North Lancashire And South Cumbria

3.18 The Strategy proposes the regeneration of Carnforth as a Market Town and a visitor destination focused on its railway heritage. It proposes reclaiming derelict sites and moving poorly located uses. It proposes to maintain the town's population and services with attractive new housing on previously used sites. The impact of lorry traffic will be addressed by rationalising land uses and using road capacity freed by the Heysham/M6 link.

A Conserved, Enhanced And Diversified Coast And Countryside With A Network Of Vibrant Rural Communities

3.19 In the villages and the rural areas, the Strategy seeks to retain a population which sustains key local services. Housing will be limited to that which meets a clear local need and "in-perpetuity" affordable housing opportunities will be favoured.

3.20 The Green Belt will be retained, landscapes protected from inappropriate development; and the coalescence of larger suburban villages prevented. Caton and Silverdale will maintain their roles as service centres. In the countryside, agricultural diversification will be encouraged for quiet recreation and small scale sensitively designed visitor attractions, new walking and cycle routes will be protected. The Strategy seeks to support innovative rural transport initiatives such as Carnforth Connect.

Who will Implement the Core Strategy?

3.21 The Council's Forward Planning Service will lead the implementation of the Core Strategy. Other bodies whose activities will shape the District include Council Departments such as;

- **Property Services** which looks after Council land and property;
- **Economic Development and Tourism Service** which carries out economic and tourism regeneration and promotion;
- **Council Housing Services** which manages Council housing estates;
- **Cultural Services** which manages parks, leisure centres and performance venues;
- The **Health and Strategic Housing Service** which deals with housing needs, private rented housing and environmental health;
- Neighbourhood and Regeneration Partnerships such as initiatives such as **Poulton Neighbourhood Management, Winning Back the West End** and **Carnforth Area Regeneration**.

3.22 Other agencies who will play a major role include;

- The Lancaster Local Strategic Partnership, the Vision Board and the Lancashire Economic Partnership;
- Individuals, land-owners and private developers;
- Parish Councils, Community Groups and Amenity Societies;
- Lancashire County Council;
- The North West Development Agency and the Homes and Communities Agency who fund most regeneration projects;
- Government Agencies such as The Environment Agency, the Highways Agency, Natural England and English Heritage;
- Statutory Undertakers (gas, water, sewerage, electricity, telecommunications) and Public Transport Operators;
- Health Service Providers for primary health care and hospitals and Education Institutions.

4 Building Sustainable Communities

Sustainable Development

4.1 Sustainable Development is the guiding principle of spatial planning. Building Sustainable Communities is a key priority of the Core strategy. All new development must therefore be as sustainable as possible. This means new homes which are close to public transport, shops, doctor's surgeries, post offices, schools, recreation facilities, recycling facilities and open spaces. It also means meeting needs in a way that minimises harmful environmental impacts. The Strategy has been subjected to Sustainability Appraisal to ensure that this is achieved.

4.2 Whether a development is sustainable will depend on a combination of all the factors set out in Policy SC1. These are intended to manage the demand for travel, minimise the consumption of natural resources and safeguard environmental capital. Table 4.1 below lists the indicative characteristics of a sustainable location reflected in the Core Targets. The sustainability tests in Policy SC1 (below) will:

- Be the key consideration in siting new allocations and sequencing residential development in future Local Development Documents;
- Be incorporated into Development Control Policies for all significant new development;
- As far as possible, inform other Council Functions and the actions of other stakeholders.

4.3 Development proposals which meet local needs in rural areas must be locally sustainable. This means being well related to any settlement and within easy reach of village facilities. Particularly strong justification will be necessary to demonstrate that rural sites show a sustainable balance between addressing genuine rural needs and offering a realistic choice of means of transport.

4.4 Decisions on development sites and allocations will have regard to the search sequence set out in RSS Policy D4, namely:

- first, using buildings (including conversions) within settlements and previously developed land within settlements;
- second, using other suitable infill opportunities within settlements where compatible with other RSS policies;
- third, the development of other land where this is well located in relation to housing, jobs other services and infrastructure, normally on the fringes of settlements.

A SUSTAINABLE LOCATION IS NORMALLY...	
•	Within the urban area of Lancaster, Morecambe , Heysham or Carnforth;
•	For Housing and B2 and B8 employment, within 400m safe walking distance from a public transport route with a day time service frequency of at least 30 minutes;
•	For retail, leisure and office development within 200m safe walking distance from a public transport route with a day time service frequency of at least 30 minutes;
•	For housing development, less than 1/2 hour by public transport from a GP practice, hospital, employment area, town centre and primary and secondary schools;
•	Less than 1km by a safe, direct route, from the District's Strategic Cycle Network;
•	Previously developed land;
•	Not at unacceptable risk of flooding in line with Planning Policy Statement 25 (See Policy SC7);
•	Capable of being developed without the loss of or damage to features of significant landscape, biodiversity , archaeological or built heritage importance.
Note; This is an indicative list and the criteria should be regarded as minima.	

Table 4.1 Indicative Characteristics of a Sustainable site

Policy SC 1

SUSTAINABLE DEVELOPMENT

Purpose: to ensure that new development proposals are as sustainable as possible, minimise greenhouse gas emissions and are adaptable to the likely effects of Climate Change.

In assessing whether a development proposal or allocation is as sustainable as possible, the Council will apply the following principles;

Location (Core Strategy and Allocations):

- It is convenient to walk, cycle and travel by public transport between the site and homes, workplaces, shops, schools, health centres, recreation, leisure and community facilities; and
- The site is previously developed; and
- The current use, appearance or condition of the site cause adverse environmental impacts which could be alleviated through development;
- The site can be developed without incurring unacceptable flood risk or drainage problems; and
- The site can be developed without the loss of or harm to features of significant biodiversity, landscape, archaeological or built heritage importance; and
- The proposed use would be appropriate to the character of the landscape.

Design Construction and Use (Development Control Policies)

- It is convenient to walk or cycle around the site; and
- The proposal re-uses existing buildings; and
- The proposal uses locally sourced, sustainable or recycled construction materials, sustainable waste management practices and minimises construction waste; and
- The proposal would clean up contamination and other environmental problems associated with the site; and
- The proposal uses energy efficient design and orientation, energy efficiency and renewable energy technologies; and
- The proposal has an acceptable impact on drainage systems and uses Sustainable Drainage Systems (SUDS) where appropriate; and
- The proposal is integrated with the character of the landscape and, where appropriate, enhances biodiversity, increases tree-cover, provides for archaeological investigation and creates publicly accessible open space.

TARGETS (2003-2021)	INDICATORS
1.1a-e) access to Public Transport; 1.2a-b) access to Cycle Network; 1.3a-e) efficiency in use of land; 1.7 a-d) Design Quality; 2.5 a-c) Renewable Energy; 3.1 a) Flood Risk; 3.2 a-d) Biodiversity; 3.3 a-b) Conservation.	Housing Allocations meeting criteria in Table 1; Employment Allocations meeting criteria in Table 1; Retail Allocations meeting criteria in Table 1; Housing Permissions meeting criteria in Table 1; Employment Permissions meeting criteria in Table 1; Retail Permissions meeting criteria in Table 1;

MILESTONES	IMPLEMENTED BY	MEANS
<i>DC Policies DPD - Preferred Options - 09/07;</i> <i>DC Policies DPD - Submission - 05/08;</i> <i>DC Policies DPD - Adoption - 09/09;</i> <i>Allocations DPD - Preferred Options - 08/08;</i> <i>Allocations DPD - Submission - 01/09;</i> <i>Allocations DPD - Adoption - 04/10;</i> <i>Monitoring of Applications through AMR;</i>	<i>Lancaster City Council;</i> <i>Private Developers;</i> <i>Environment Agency;</i> <i>Natural England;</i> <i>Lancs County Council;</i> <i>Local and National Environmental Groups.</i>	<i>Allocations DPD;</i> <i>DC Policies DPD;</i> <i>Design SPD;</i> <i>DC Process.</i>

Urban Concentration

4.5 Morecambe, Heysham Lancaster and Carnforth contain most of the District's people, jobs, schools, shops, health, community and leisure facilities. They have the best roads, public transport and cycle routes as well as water, power, telecommunications and gas networks. They contain most of the District's 'brownfield' sites and regeneration areas. Focusing development in urban areas gives people;

- Employment, shops, services and community facilities close to where they live;
- The widest choice of transport modes and alternatives to the car;
- Services as electricity, water, gas, sewerage, healthcare, schools, public open space, refuse collection and recycling, provided efficiently and sustainably;
- The efficient recycling of previously used land and the maximum regeneration benefit from development;
- Minimum urban sprawl and high quality, accessible countryside.

4.6 For all of these reasons, the Regional Spatial Strategy identifies Lancaster (including Morecambe and Heysham) as the first priority for growth and development in Lancaster District. Carnforth satisfies RSS criteria for Key Service Centre status. Based on a robust assessment of Urban Capacity, and making an allowance to meet rural needs, the Strategy seeks to accommodate 90% of new homes, 95% of new employment floorspace and 98% of new retail floorspace within the urban area during the period 2003-21. It is intended that around 40% of new homes be developed in Lancaster, 40% in Morecambe and Heysham and 10% in Carnforth. These figures are based on existing populations with adjustments for prioritising regeneration in Morecambe and to reflect Carnforth's role as a service centre for constrained surrounding settlements and countryside where development opportunities are limited.



Figure 5 - The Urban Concentration Strategy

4.7 95% of employment development (by floorspace) is likely to take place in urban areas. It is envisaged that the overall split will be 45% in Lancaster, 45% in Morecambe and Heysham and 5% in Carnforth. These reflect identified levels of demand with a small adjustment for regeneration in Morecambe. It is anticipated that Lancaster City Centre and its surroundings will be the location for most new B1 office development whilst the focus of general industry will be White Lund, Caton Road and Luneside.

4.8 Lancaster is a major shopping centre of sub-regional significance, whereas Morecambe caters primarily for local and visitor needs. Accordingly 60% of new retail development, including most comparison goods retailing is anticipated to be completed in Lancaster. 30% - predominantly convenience is anticipated to be completed in Morecambe. There is an allowance of 8% for Carnforth reflecting its market town role.

North Lancashire Green Belt

4.9 The North Lancashire Green Belt is one of England's newest having been designated in 1991. At 17.3 sq km it is also one of the smallest, comprising less than 3% of the District's rural area. It safeguards a small but strategic area of countryside which prevents the coalescence of six settlements (Lancaster, Morecambe, Carnforth, Slyne, Hest Bank and Bolton-le-Sands). It is less than 900m wide in places. Small scale change can therefore have a significant effect on the purpose of the Green Belt and for this reason, the Green Belt boundary is tight to the urban edge.

4.10 The Regional Spatial Strategy states that there shall be no review of the Green Belt until 2011. The Council is not aware of any strategic development needs which could not be sustainably accommodated outside the Green Belt. There is capacity in rural settlements to meet local needs as well as a significant reserve of previously developed land in Carnforth. Unless there is significant and unforeseen change both to strategic development needs and urban and non-Green Belt rural capacity, there will be no need, either for a review, or for changes to the Green Belt during the Strategy period.

Policy SC 2

URBAN CONCENTRATION

Purpose: To Build Healthy Sustainable Communities By Focusing Development Where It Will Support The Vitality Of Existing Settlements, Regenerate Areas Of Need And Minimise The Need To Travel.

Over the period of the Strategy;

90% of new dwellings;

95% of new ⁽ⁱⁱ⁾ employment floorspace; and

98% of new ⁽ⁱⁱⁱ⁾ retail floorspace

Will be accommodated within the existing urban area of Lancaster, Morecambe, Heysham and Carnforth. The distribution of development will reflect the different roles of these settlements within the regional hierarchy of Regional Spatial Strategy. ^(iv)

Allocations, Development Control policies and Development proposals will only be allowed where they do not result in a negative impact on a Natura 2000 site. Particular attention will be paid to the impacts of recreation pressure, water or airborne pollution on Morecambe Bay.

TARGETS	INDICATORS
1.4a) Urban Concentration - Residential; 1.4b) Urban Concentration - Employment; 1.4c) Urban Concentration - Retail.	Dwelling Completions by location; Employment Sq m (gross) by location; Retail sq m (gross) by location.

MILESTONES	IMPLEMENTED BY	MEANS
DC Policies DPD - Preferred Options - 09/07; DC Policies DPD - Submission - 05/08; DC Policies DPD - Adoption - 09/09; Allocations DPD - Preferred Options - 08/08; Allocations DPD - Submission - 01/09; Allocations DPD - Adoption - 04/10; Degree to which locational targets met to be assessed annually through AMR	Lancaster City Council; Planning Service; Private and other Developers.	Allocations DPD; DC Policies DPD; Development Control Process.

- ii Employment means new B1 (office, light and research and development), B2 (general industry) and B8 (storage and distribution) floorspace created either through new build or through changes of use.
- iii Retail means new A1 floorspace created either through new build or through changes of use.
- iv Urban means within the urban areas as defined on the Lancaster District Local Plan proposals map. This includes the urban areas of Lancaster, Morecambe and Carnforth as well as Lancaster University and employment sites in south Heysham which are more effectively detached portions of the urban area.

Rural Communities

4.11 More than 90% (602 sq m) of Lancaster District is rural and around 34,000 people live in villages and the Countryside. Around half of these live in large suburban villages such as Bolton-le-Sands, Halton and Galgate. The rest live in the District's sparse rural hinterland. The Strategy proposes that most new residential and employment development in the rural area be focused in sustainable locations. This means villages which retain services such as basic shopping, schools, medical care and public transport. Outside the urban areas, the only types of retail development likely to be acceptable are village shops and farm shops.

4.12 Parish Councils provide many rural communities with representation. Our rural areas have the lowest deprivation, the best health and education and the highest incomes. Many communities, however, lack employment, basic services and public transport. This means that deprived people in rural areas are particularly isolated. Key issues for rural communities include:

- Meeting local needs for affordable and key-worker housing in the context of the impact of second homes, affluent commuters and the well-off retired on house prices;
- The loss of local facilities such as schools, village shops, pubs and rural employment opportunities;
- Ongoing decline in agriculture and rural industries and the impacts of changes to farm subsidies;
- A limited supply of business premises and access to technology;
- Poor and expensive public transport and isolation for people who do not have access to a car;
- Growing demands for recreation and alternative lifestyles.

4.13 These issues are particularly important in remote areas such as the Upper Lune Valley, Wyresdale, and the Cockerham and Glasson areas.

4.14 Opportunities in the rural area include rural tourism (large areas of the Forest of Bowland are now open to walkers for the first time), renewable energy and biofuels, and high quality local foods. Home working in villages can also help village shops and post offices and the wider vitality of village communities. The Council seeks to help to build sustainable rural communities through working with parish councils to:

- Identify and provide for affordable and local needs housing;
- Re-use redundant farm buildings to provide employment premises;
- Provide facilities such as village halls, playgrounds and sports facilities;
- Encourage community involvement in the running of village shops and other key local facilities and protect necessary facilities;
- Support sensitive proposals for agricultural diversification;
- Develop links between town and country such as farmers markets and speciality foods;
- Encourage tourism, develop recreational walking and cycling routes and the accommodation and catering facilities to support it;
- Encourage home working and develop and safeguard the telecommunications and post office network to support it;
- Promote innovative public transport, including the 'Carnforth Connect' bus service and the Lancaster-Leeds community railway, and encourage leisure use of the public transport network;
- Allow sustainable low impact housing in appropriate locations.

4.15 Some measures may be controversial and community involvement is essential. Local needs and low impact housing must be brought forward with a degree of consensus. Parish Councils are an invaluable source of local expertise. Parish Plans can identify local needs and build community cohesion in developing solutions. The Council will provide help and guidance to Parishes preparing parish plans. Needs and issues identified in Parish plans will feed into the Councils own policy framework.

Policy SC 3

RURAL COMMUNITIES

Purpose: To Build Healthy Sustainable Communities By Empowering Rural Communities To Develop Local Vision And Identity, Identify And Meet Local Needs And Manage Change In The Rural Economy And Landscape.

An allowance of 10% of new homes and 5% of employment is made to accommodate development to meet local needs in villages. This will be focused in villages that have five basic services.^(v) At present these are:

- Bolton-le-Sands
- Caton and Brookhouse
- Halton
- Hornby
- Wray
- Slyne-with-Hest
- Silverdale
- Galgate

Development outside these settlements will require exceptional justification.

In Rural Areas and in smaller, more remote villages in particular, the Council will work with the Local Strategic Partnership, Parish Councils and other local stakeholders to:

- Help Parish Councils to develop as local community leaders and engage in spatial planning and Local Strategic Partnership processes;
- Protect, conserve and enhance rural landscapes and the distinctive characteristics of rural settlements;
- Identify housing needs and opportunities for meeting them and ensuring that any housing permitted is directly related to those needs;
- Identify local employment needs and opportunities for meeting them;
- Encourage local involvement in the provision and management of essential rural facilities and resist development proposals which would result in their loss;
- Encourage appropriate employment development within villages including home-working, particularly by supporting increased broadband availability;
- Promote and market sensitive tourist attractions, accommodation and catering with particular emphasis on the potential of farm diversification;
- Enhance sensitive recreation and develop walking and cycling networks.

Allocations, Development Control policies and Development proposals will only be allowed where they do not result in a negative impact on a Natura 2000 site. Particular attention will be paid to the impacts of development proposals in Silverdale and Bolton-le-Sands on the Morecambe Bay and Morecambe Bay Pavements sites due to recreation pressure, water or airborne pollution.

v The five key services defined by the Lancashire Structure Plan at paragraph 4.6 are: A General Practitioner, Primary School, a food shop, Post Office and a Bus Stop.

TARGETS (2003-2021)		INDICATORS	
1.5a) Parish Plans; 1.5b) Affordable Housing; 1.3c) Rural employment premises; 4.1 a) Access to services - general; 4.1 b) Access to services - large villages; 4.1 c) Access to services - smaller villages.		Parish Plans prepared; Affordable Housing completed; Local Needs Housing completed; Rural Employment Premises delivered; Facilities available in villages;	
MILESTONES	IMPLEMENTED BY	MEANS	
Annual Housing Land Monitoring; Annual Monitoring Report; Timetable for preparation of Parish Plans set by Parishes	Parish Councils; Lancaster City Council; Natural England; Local Strategic Partnership; Lancashire County Council	Development Control; Parish Plans; Rights of Way Improvement Plan;	

Balanced Communities in Lancaster District

Introduction

4.16 Lancaster District is a largely self-contained housing market with housing demand largely generated by existing residents. There is limited interaction with neighbouring areas with most movements confined to existing households. The Ecotec Housing Market Areas in the North West Report confirms the status of Lancaster District as a single housing market.

Spatial Objectives for Housing

4.17 The City Council's overall spatial objective is to deliver strong, stable, sustainable communities with decent homes for everyone. This spatial objective accords with the Community Strategy's intention that the essential needs of the district's residents will have access to safe, affordable, warm homes. The Council owns around 3,900 homes. Around two thirds are in Lancaster. Most of the rest are in Morecambe and Heysham. The Council works with residents to maintain sustainable communities with good quality homes in a living environment that provides an attractive alternative to private renting or owner-occupancy for many types of household.

4.18 In **Lancaster**, the Council will endeavour to maintain the environmental quality and vitality of the Victorian and Edwardian terraces and other residential suburbs, which makes them consistently desirable places to live. Elsewhere, the Council will minimise the expansion of the urban area into adjacent countryside.

4.19 In **Morecambe and Heysham**, the Council will seek to maintain the recent alignment of house prices with those of Lancaster without increasing exclusion due to affordability. In Central Morecambe, it will diversify the range of household types and improve community stability. Morecambe's suburbs will develop a role as desirable residential areas serving a regenerated centre. In Heysham, the Mossgate development will be completed and new community facilities provided.

4.20 In **Carnforth**, the Council will continue to support the redevelopment of sustainably located brownfield sites for new housing, relocation of poorly located industries and the improvement of the amenity of existing residential areas. Residential development providing affordable housing can help to improve the viability of the town as a local service centre for the surrounding rural area by providing housing opportunities for both families and single people who struggle to buy or rent housing at open market rates.

4.21 **Bolton-le-Sands, Slyne and Hest Bank** will remain attractive alternative locations to suburban Lancaster and Morecambe. Green Belt boundaries will be retained.

4.22 In the **rural areas**, a viable population will be retained to maintain essential local services. Development will be restricted to that which meets local needs and encourages a more normalised age and income profile. “In-perpetuity” affordable housing opportunities will help new-forming households whilst outside villages, new housing will generally be limited to that required for workers in agriculture or other activity requiring a rural location.

Communities with Special Needs

4.23 As a responsible and tolerant community, Lancaster District will address the needs of groups with legitimate special requirements where these are clearly evidenced and locally generated. These include the travelling community, the elderly, students, vulnerable people, ethnic and cultural minorities and people with disabilities.

Gypsies and Travellers

4.24 Healthy sustainable communities provide sites for gypsies and travelling people. They have a long-established presence in Lancaster District, many families live on sites in Heaton-with-Oxcliffe and South Heysham. Gypsies and Traveller needs have been investigated by the Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Service Assessment (2007). It shows that existing provision is broadly meeting local needs. It identifies a need for around 16 additional pitches by 2011 and a further 7-8 by 2016.

4.25 The Assessment findings will inform any necessary allocations during preparation of the forthcoming Land Allocations DPD. Provision will be made by protecting existing sites and approving small scale extensions or additional small sites. The Council will also ensure through its development control policies that new sites have an acceptable impact on the landscape, provide acceptable amenities for both site residents and neighbouring properties, have access to essential services and make the most of existing infrastructure.

4.26 To ensure that the concerns and aspirations of the Gypsy and Traveller communities are addressed, the City Council will continue to work with the Gypsy and Traveller Community and bodies such as the education authority to review provision. Issues could include the implications of a concentration of sites within a limited geographical whilst ensuring that sites are well located to permit easy access to preferred schools.

Students

4.27 Student numbers at both Lancaster University and the University of Cumbria - Lancaster Campus (formerly St Martin's College) have shown a steady increase over recent years. At Lancaster University, total student numbers for the academic year 2005/2006 were 9,607 students and 6,331 rooms. This represents an exceptionally high ratio of students to rooms of 1.5 to 1. Following the completion of the current phase of hall of residence construction on the university campus this ratio will increase further to 1.4 to 1. In 2005-6, the Lancaster Campus of the University of Cumbria had 3216 students, 400 on campus rooms and 91 off-campus (Mill Hall, Lancaster) thus giving a ratio of students to rooms of 6.5 to 1.

4.28 While recent development at Lancaster University has increased the capacity to house students on campus, accommodation will continue to be required for a significant number of students in off-campus housing. Students therefore represent an important component of the Lancaster Housing Market and the City Council is committed to ensuring that their needs are addressed through the overall housing strategy. The City Council will continue to work with both universities in addressing student needs and monitoring student numbers.

Meeting the District's Housing Requirements

4.29 This part of the Strategy describes the Council's overall approach to the new housing delivery as required by the Regional Spatial Strategy (RSS) and Planning Policy Statement 3 on Housing (PPS3). Policy SC4 sets out how the Council will identify and manage a housing land supply to meet the (draft) RSS housing requirement. The other objectives of the policy are:

- To achieve the orderly release of land for housing in sustainable locations (Policy SC1) that prioritises development on previously developed sites (Policy SC2) and contributes to regeneration aims (Policy ER2);
- To balance local housing markets by increasing the variety of stock, in terms of house type and tenure within the district's neighbourhoods in accordance with the Housing Needs Study and Council's Housing Strategy; and
- To consistently, dependably and transparently achieve an appropriate contribution to the District's stock of held-in-perpetuity affordable housing.

4.30 PPS3 requires councils to plan for the delivery of new housing that is demonstrably appropriate to the specific needs, characteristics and requirements of their local communities. The housing needs of Lancaster District's residents are identified in the Local Housing Needs Study (2005). A full explanation of how the detailed requirements of PPS3 have been met, together with detailed housing trajectories is set out in Appendix 6.

Establishing the Requirement for the Core Strategy period

4.31 Both the Core Strategy and RSS cover the same time period i.e. 2003/04 to 2020/21. RSS requires the Council to plan for 7,200 dwellings over this period, equal to an annual mean requirement of 400. To allow for demolitions and changes of use, the Council has added at total of 90 dwellings to this total.

4.32 PPS3 also requires the Council to set out how housing will be delivered for least 15 years from the date of adoption of the Strategy (in this case from around December 2008). This requires planning for the period 2009/10 to 2023/24 (beyond the Core Strategy period). PPS3 contains several tests of housing supply and deliverability (see Table below). In the absence of any detailed national guidance, the Council has determined its own local definitions, of these tests. These definitions are described in detail within the Strategic Housing Market Assessments, described in the next section.

Sub-divisions of PPS3 15 Year Continuous Delivery Strategy Period		
PPS3 Sub Period	Core Strategy Financial Years	Paragraph 54 Test
First 5 Years	2009/10 to 2013/14	Deliverable: <ul style="list-style-type: none"> • Available • Suitable • Achievable
Second 5 Years	2014/15 to 2018/19	Specific, Developable Sites
Third 5 Years	2019/20 to 2023/24	Where possible specific, developable sites. Where not possible then broad locations for future growth.

Housing Evidence Base

4.33 PPS3 advises that Local Development Documents should be informed by a robust, shared evidence base, in particular, of housing need and demand and recommends the production of **Strategic Housing Market Assessments (SHMA)** and **Strategic Housing Land Availability Assessments (SHLAA)**. Annex C of PPS3 anticipates the contents of these documents. This Core Strategy has been prepared with the benefit of the following robust and up-to-date evidence base documents envisaged by PPS3:

- **Urban Potential Study (UPS)**

- **Annual Housing Land Monitoring Reports (HLMR)**
- **Housing Land Portfolio**
- **Housing Needs Study**

4.34 Details of these documents and how to access them is also contained in Appendix 2.

Strategic Housing Market Assessment

4.35 A Strategic Housing Market Assessment considers issues of housing need and demand. The City Council has already addressed these issues in its Housing Needs Study (IBP3), the Gypsies and Travellers study (IBP15) and its Housing Strategy. The Council is also prioritising the preparation of an Affordable Housing SPD.

4.36 The City Council is therefore satisfied that this Core Strategy, supplemented by forthcoming additional Local Development Documents, has had full regard to the matters required to be addressed by a Strategic Housing Market Assessment. Lancaster City Council will publish an SHMA that formalises its consideration of housing market assessment issues in accordance with the detailed practice guidance published by the DCLG at the end of March 2007.

Housing Land Availability Assessment

4.37 A Strategic Housing Land Availability Assessment (SHLAA) investigates the availability of the full range of housing opportunities and tests and validates the deliverability of the proposed housing land supply. In undertaking this task, the Council first produced a series of local Urban Potential Studies followed by a rigorous process of assessing deliverability, including consultation with developers, agents and landowners. A detailed appraisal of each site, including a description of the evidence sources is reported in the Housing Land Portfolio of January 2007 (IBP2a). This was prepared to conduct a validation exercise in compliance with advice on SHLAA, and in doing so clearly demonstrates the soundness of the Core Strategy's assumptions on housing land supply.

Housing Land Commitment Position at Submission

4.38 At the point of Submission of this Core Strategy the dwelling commitment (unimplemented planning permissions) was **2,410** dwellings (HLM Report for 1 April 2006). This is the equivalent of six years of the emerging (gross) RSS dwelling requirement (2410/405).

Housing Land Supply Position at Submission

4.39 The Core Strategy's housing strategy is based on (Draft) RSS figures - with a commitment base date of 1 April 2006, and a delivery assessment base date of 1 Jan 2007. In line with PPS3, the Council has made no allowance for windfalls or "unplanned sites" in the housing land supply. At the point of submission, the City Council can demonstrate:

- A "conventional" 5-year supply of housing land that is in net surplus by 598 dwellings; and
- A "conventional" 10-year supply of housing land that is in net deficit by 10 dwellings; and
- A "PPS3 LDD Definition" 5-year supply of housing land that is in net surplus by 639 dwellings from the first financial year following adoption i.e. from 2009/10 to 2013/14.

4.40 At the end of the second five-year PPS3 period (2014/15 to 2018/19), a net deficit of 1,180 dwellings emerges which increases to 3,205 dwellings at the end of the third five-year period (from 2019/20 to 2023/24) i.e. beyond the end of this Core Strategy period.

Addressing the Housing Land Shortfall within the Core Strategy Period

4.41 Appendix 6 demonstrates that completions on presently "planned sites" will provide 5,300 dwellings. Once account has been taken of the dwellings completed in the first three years of the RSS period prior to the 1 April 2006 base date of the Core Strategy, then the Trajectory reveals that sites for a further 1,990 dwelling

completions, that is on sites not listed within the Trajectory at Appendix 6.5, are needed to meet the RSS Requirement of 7,300 net dwelling completions by 1st April 2021. On the basis of the Urban Potential Studies of 2004 and 2007, the Council is confident that suitable sites for the additional dwellings needed to fully address both the 1,990 dwelling deficit on the RSS Requirement, and also the dwelling needs of the three years (2021/22 to 2023/24) beyond the end of the RSS Period can be found within the context of a policy of urban concentration (the three years 2021/22 to 2023/24 comprise the final years of a PPS3 15 year post-adoption period).^(vi)

4.42 The medium to long term housing land shortfall will be addressed in the forthcoming Land Allocations Local Development Document. This will identify any necessary additional components of the housing land supply. The identification of sites in the Land Allocations Document will be informed by reference to the list of previously developed sites provided in the UPS and sites that will be described in the forthcoming SHLAA. Additional housing land supply sites will be identified in accordance with the Core Strategy's principles and will be subject to Sustainability Appraisal.

The Approach to Implementation

4.43 The Core Strategy must contain a housing implementation strategy that describes how the Council will manage the delivery of its housing and previously-developed land targets and trajectories. This, in effect, represents a continuation of many years of successfully managing housing land delivery through a combination of development plan preparation, robust monitoring, and regular review of housing land release policy. This activity includes:

- Maintaining currency on development opportunities by making annual returns to the National Land Use Database (NLUD) and preparing successive Urban Capacity/Urban Potential Studies, from the mid-1990s;
- Publishing annual Housing Land Monitoring Reports (HLMRs); and
- Since 2003, implementing Supplementary Planning Guidance Note 16 "The Phasing of New Residential Development", a policy of constraining residential approvals.

4.44 As the RSS figure has yet to be finalised, the Strategy must contain sufficient flexibility to account for possible changes to the housing requirement. As supply in the early years of the strategy period exceeds RSS requirements by around 40%, the Council is confident that the housing land supply position is sufficiently robust to accommodate possible increases in the housing requirement. In the event of a significant increase, the Council will make any necessary adjustments to its housing and previously developed land trajectories.

4.45 Given that anticipating dwelling completions is subject to the vagaries of the development industry, the Council will monitor its housing trajectory to check for significant under or over-achievement. In the context of achieving a five-year housing requirement, a variance of more than 10% will trigger a consideration of the need to review the planned housing delivery programme. To ensure that it has the best and most up-to-date information, the Council will continue to engage with house builders and other key stakeholders and maintain a voluntary forum that can be called upon to respond to emerging housing policy issues and monitoring information. Regular reviews of the "Housing Land Portfolio" and Housing Land Monitoring Report will also involve developers and key stakeholders.

Dwelling Delivery Mechanisms

4.46 Private developers will deliver most of the district's housing requirement. The rest will be delivered by Registered Social Landlords (RSLs). Developers should deliver homes that address specific local housing needs. Information concerning the housing needs of the residents of Lancaster District is robust, current and both readily and freely available. The forthcoming Development Control Policies DPD will describe how planning applications for residential development must be accompanied by a description of how the proposal will address local housing needs and assist in achieving a more balanced local housing market.

vi All of the sites listed in the Housing Trajectory at Appendix 6.5 either have consent at the time of Submission or have had the benefit of the Council's prior consideration of their suitability for housing in the Lancaster District Local Plan or adopted Supplementary Planning Guidance.

Dwelling Densities

4.47 Lancaster City Council has an excellent record of promoting the efficient use of land. It fully supports the national indicative minimum of 30 dwellings per hectare and will continue to promote densities in excess of 30 dwellings per hectare where appropriate. The urban concentration strategy, which directs development to previously developed land will help ensure that high-density development continue to be achieved. A more detailed policy on appropriate local densities for residential development will appear in the Development Control Policies LDD.

The Location and Distribution of Residential Development

4.48 The location and distribution of new residential development must accord with the main principles of the Core Strategy and must be capable of implementation without prejudicing policy objective (e.g. maintaining green belt).

4.49 The Urban Concentration Strategy assumes that around 90% of new dwellings will be accommodated within the existing urban area of Lancaster, Morecambe, Heysham and Carnforth with the remaining 10% meeting local needs in villages. These figures are based on past take-up rates, capacity in the settlements concerned and the distribution of the planned sites within the housing trajectory (see Table below). This shows a close alignment with the policy. The high figure for Morecambe and Heysham is due to the current policy of promoting regeneration schemes in this area. The City Council will continue to monitor the sub-district distribution of sites and review its trajectory if proportions vary significantly from those assumed in the strategy.

Distribution of the Planned Sites listed within the Housing Delivery Trajectory		
Sub-Area	Dwellings	Percentage
Lancaster	1,572	38%
Morecambe & Heysham	1,940	47%
Carnforth	259	6%
Rural	372	9%
District Totals	4,143	100%

4.50 Taking into account the housing trajectory and urban capacity studies, the Council is also confident that dwelling requirements and locational assumptions can be met without prejudicing the following policy objectives:

- Retaining existing Green Belt boundaries;
- Minimising the need for additional greenfield sites;
- Promoting vibrant rural settlements;
- Avoiding areas at risk of flooding; and
- Maintaining the quality and quantity of open space and recreation provision.

Housing Trajectory

4.51 PPS3 requires councils to prepare “Housing Trajectories” setting out how the District’s housing requirement will be met. The Council has prepared two trajectories; one covering the RSS requirement period to the end of 2020/21 (Appendix 6.3) and the other covering the longer PPS3 “15 year” requirement period to the end of 2023/24 (Appendix 6.5). Both trajectories adopt the same base-line monitoring date of 1 April 2006, utilise the assumptions about approvals and completions contained in the Housing Land Portfolio 2007 commence in financial year 2003/04, the first year of the RSS period.

4.52 The first trajectory, (Appendix 6 - Figure 3) describes how the current housing land supply will contribute to meeting the RSS Housing Requirement. As previously stated, additional sites identified in the forthcoming Allocation Document will supplement the land supply. This Trajectory is illustrated by a bar graph.

4.53 The second trajectory, (Appendix 6) addresses the requirement described in paragraph 53 of PPS3 that Local Development Documents should plan for the delivery of dwelling completions over a fifteen year period from adoption. The Trajectory is divided into three five-year periods, the first five year period commence in the first full financial year following the assumed Core Strategy adoption date of the December 2008.

Previously Developed Land Trajectory

4.54 Lancaster City Council has a long record of achieving a high proportion of dwelling completions on Previously Developed Land (PDL), typically achieving around 69% in recent years. Policy SC4 contains an indicative Previously Developed Land target (Minimum) of 70%. The Council is confident that it can achieve this figure given the overall strategy of urban concentration and the composition of the existing and planned housing land supply, virtually all of which is made up of PDL. The City Council consistently monitors the proportion of sites achieved on PDL land: this monitoring is reported in the Housing Land Monitoring Reports and Annual Monitoring Reports.

4.55 Appendix 6 sets out the details of how the Council intends to achieve its Previously Developed Land (PDL) Targets in a PDL Trajectory, including a description of the Trajectory Methodology. The PDL Trajectory is supplemented by an illustrative bar graph that shows the projected achievement against the overall draft RSS dwelling requirement.

4.56 The PDL Trajectory does not make any assumptions about how much of the future housing land supply which will be identified through the Land Allocations Document will be on PDL. However in the context of the findings of the Urban Capacity Study and the Core Strategy's Urban Concentration approach, it is reasonable to assume that much of the additional land supply will also be on PDL. In the unlikely event that future monitoring indicates that the PDL target will not be achieved, then the City Council will have plenty of time to adjust the PDL trajectory for the later stages of the Core Strategy period.

Affordable Housing

4.57 Providing a sufficient supply of affordable housing is a key local priority. The Council has considerable experience in negotiating Affordable Housing contributions via Section 106 Agreements based on its Supplementary Planning Guidance Note (SPG10), prepared in 2001. Given the changes to the housing market since 2001, and the emergence of new evidence in the Housing Needs Study and new guidance in PPS3, the Council has prioritised preparation of an Affordable Housing SPD. This will provide up-to-date guidance on definitions and site thresholds and set targets for tenure-types.

4.58 The Council's approach to Affordable Housing is informed by the 2005 Housing Needs Study and addressed in the Council's Housing Strategy. The Housing Needs Study revealed an annual overall shortfall of 216 Affordable Dwellings and recommends that the Council should aim to achieve a mix of types but mainly small units, particularly flats, to meet the needs of single adults and couples. The Study also recommends that the City Council should negotiate with prospective developers towards achieving up to 30% subsidised affordable homes from the total of all suitable sites coming forward for planning consent. The study recommends that the major requirement is dwellings for rent.

4.59 Policy SC4 sets the Core Strategy Target for Affordable Housing. This target is informed by reference to both the extent of the draft RSS Housing Requirement and the consultant's advice in the 2005 Housing Needs Study, hence on schemes above the threshold levels, the Council will seek a 30% contribution of the dwellings as Affordable Housing. This equates to a target of negotiating 70 Affordable Homes each year and delivering 60 Affordable Homes completions each year during the RSS period. The Core Strategy's Targets are therefore subject to potential revision.

4.60 The Core Strategy's approach to delivering affordable housing will be expanded upon in both the forthcoming formal Strategic Housing Market Assessment and Affordable Housing SPDs. The Affordable Housing SPD will establish site threshold levels for both urban and rural areas. Given the limited opportunities available for negotiating affordable housing in the district's rural areas (few sites and smaller sites) it is anticipated that the threshold level in rural areas, currently set at 10 dwellings will continue to be less than that in urban areas. The preparation of these documents will provide detailed consideration of the recent new advice and

updated background information. The forthcoming Affordable Housing SPD is therefore the appropriate LDD document to provide the City Council's detailed approach on achieving the delivery of the Core Strategy's Affordable Housing Targets.

Policy SC 4

MEETING THE DISTRICT'S HOUSING REQUIREMENTS

Purpose: *To set out the Principles which will ensure that Housing Needs are met, through Housing Allocations and through determining Planning Applications, in a way which builds Sustainable Communities.*

The Council will:

- Identify a housing land supply sufficient to meet the Housing Requirement of 7,200 dwellings (net of clearance replacement) *[as currently anticipated]* in the period 2003-2021 as established by Policy L4 (Table 7.1) of the Regional Spatial Strategy;
- Manage the phased release of housing land such that the number of recorded dwelling completions is closely aligned to the Annual Average Dwelling Requirement of 400 dwellings *[as currently anticipated]* as established by Policy L4 (Table 7.1) of the Regional Spatial Strategy;

The Council will both identify a housing land supply and release sites via the granting of planning consent in accordance with the Core Strategy principles of:

- Urban Concentration, as described in Policy SC2
- Sustainable Development, as described in Policy SC1, and,
- Supporting regeneration within the Regeneration Priority Areas identified in Policy ER2.

The Council will aim to maximise the opportunities offered by the development of new dwellings to:

- Redress imbalances in the local housing market;
- Achieve housing that genuinely addresses identified local housing need; and,
- Secure units of "in-perpetuity" affordable housing.

TARGETS (2003-2021)		INDICATORS
1.1a-b) e-f) Access to Public Transport; 1.2a-b) Access to Strategic Cycle Network; 1.3a) Previously Developed Land; 1.3d-e) Density; 1.4a) Urban Concentration; 1.5b) Rural Affordable Housing; 1.6a) Housing Completions; 1.6b) Affordable Housing Negotiated; 1.6c) Affordable Housing Completions; 1.6d) Previously Developed Land Target;		Dwelling Completions; Affordable Housing Permissions; Affordable Housing Completions;
MILESTONES	IMPLEMENTED BY	MEANS
Allocations DPD - Preferred Options - 08/08; Allocations DPD - Submission - 01/09; Allocations DPD - Adoption - 04/10;	Lancaster City Council; Housebuilders; Registered Social Landlords	Land Use Allocations; Development Control ; Development Monitoring; Managed Release of Housing Land

Achieving Quality in Design

4.61 Many of the District's townscapes and natural landscapes are of exceptional quality. The environmental quality of the District is a key economic asset. The Council, through its spatial planning and place shaping role has a key role both in protecting and enhancing existing environments and making sure that new development enhances the quality of life in the District. Local people take pride in the District's natural and built heritage and there is great local interest and expertise in architecture and urban design. The Council will draw on this energy and expertise by engaging and building consensus with local amenity societies and national design and heritage agencies.

4.62 In recognition of the importance that the Council attaches to Urban Design, the Council has prioritised the preparation of a Supplementary Planning Document on design issues. Some areas are less sensitive than others. Examples include development within within employment areas. Some of these areas are proposed as Business Development Zones (Policy ER2).

Policy SC 5

ACHIEVING QUALITY IN DESIGN

Purpose: To Ensure That Development Proposals, Plans and Strategies achieve The Core Strategy Vision of Leading The North West in terms of Urban Design.

The Council will work with developers, local and national stakeholders and communities to maintain and improve the quality of development by seeking to ensure that throughout the District and particularly within the following areas:

- Lancaster City Centre and its approaches;
- Morecambe Town Centre, Seafront and approaches;
- Lancaster University and Bailrigg Science Park;
- Conservation Areas;
- The North Lancashire Green Belt;
- Regeneration Priority Areas (see Policy ER2);
- Areas of Outstanding Natural Beauty;
- Other rural areas.

New development is of a quality which reflects and enhances the positive characteristics of its surroundings including the quality of the landscape, results in an improved appearance where conditions are unsatisfactory, complements and enhances the public realm and, in high profile locations, creates landmark buildings of genuine and lasting architectural merit.

TARGETS (2003-2021)	INDICATORS
1.7a) National Recognition; 1.7b) Design Panel; 1.7c) Design Award Scheme; 1.4d) Energy Efficiency Targets.	Entries for Lancaster Design Awards; Developments receiving Civic Trust awards; Developments receiving BURA awards; Developments receiving RTP1 awards; Applications referred to CABE.

MILESTONES	IMPLEMENTED BY	MEANS
DC Policies DPD - Preferred Options - 09/07;~ DC Policies DPD - Submission - 05/08; DC Policies DPD - Adoption - 09/09; Design SPD adopted - September 2007; Awards monitored through AMR; Random sampling of applications;	Lancaster City Council CABE Lancaster Civic Society LAWSA	DC Policies DPD; Design SPD; Development Control decisions; Design competitions; Local award schemes

Crime Reduction and Community Safety

4.63 In a sustainable community people feel safe from crime. They are confident to use community facilities, parks, open spaces and public transport and to go out at night. We need communities in which crime of all kinds is low. There is a need to ensure that the following do not create environments that make people unduly fearful:

- Apparent neglect such as dereliction, litter and vandalism;
- Poor lighting and surveillance;

- The apparent toleration of aggressive or rowdy behaviour; and
- Excessive or dominant security measures such as razor wire, steel roller shutters and blank walls at street level.

4.64 As well as crime, other community safety issues are pollution, fire safety and road safety, particularly for children, pedestrians and cyclists. Through the Community Safety Partnerships, the Council is bringing a holistic approach to reducing crime and the fear of crime. As a spatial planning authority, the Council can seek to ensure that development and management of the public realm contributes to enhancing community safety.

Policy SC 6

CRIME AND COMMUNITY SAFETY

Purpose: *To build Sustainable Communities By using Spatial Planning to reduce Crime And The Fear Of Crime*

The Council will use spatial planning to enhance community safety by:

- Throughout the District, encouraging high quality, pedestrian friendly designs and incorporating “Secure by Design” principles and attention to personal safety issues in all new development;
- Throughout the District, avoiding car dominated environments and reducing the impact of traffic;
- Managing Lancaster City Centre and Morecambe and Carnforth Town Centres to promote vitality and viability and deliver safe high quality public realm;
- Co-ordinating planning and licensing policies to tackle disorder in Lancaster and Morecambe centres;
- Attracting older people and families into Lancaster and Morecambe Centres during the evening with leisure and cultural attractions, events and increasing their residential population;
- Using development to remove dereliction and eyesore sites particularly in Regeneration Priority Areas identified in Policy ER2;
- Achieving greater use of pedestrian and cycle networks, parks and open spaces in particular the key greenspace systems identified in Policy ER2.

TARGETS (2003-2021)	INDICATORS
1.7 a-d) Design Quality; 1.8a) Reported Crime; 1.8b) Road Accidents; 2.1 a-h) Regeneration Priority Areas; 2.3 a-c) Town Centre Vitality.	Recorded Crime (BCS Compactor) per 1000 popn; Incidences of disorder; Reported violent crime in Lancaster City Centre; Reported violent crime in Central Morecambe;

MILESTONES	IMPLEMENTED BY	MEANS
DC Policies DPD - Preferred Options - 09/07; DC Policies DPD - Submission - 05/08; DC Policies DPD - Adoption - 09/09; SPD for all Regeneration Areas by 2021;	Lancaster City Council; Lancaster Community; Safety Partnership;	Community Safety Strategy; D C Policies DPD; Local Spatial Strategies; Local Transport Plan

Flood Risk

4.65 Large parts of the District are defined by the Environment Agency as being at risk of flooding. There are areas of low lying coast and estuary, three river systems (Wyre/Conder, Lune and Keer) all with extensive flood plains and much lumpy glacial topography which can create local flood risk. Major flood defence schemes are in progress at Morecambe and Luneside. Ensuring that new homes, businesses and public areas are not exposed to unacceptable flood risk is essential to building sustainable communities.

4.66 The Council has commissioned a Strategic Flood Risk Assessment to identify degrees of flood risk having regard to the effectiveness of existing and proposed flood defences. It will inform decisions on site allocations and provide guidance to applicants on how to produce site specific flood risk assessments. Government Planning Policy Statement 25 sets out a sequential test which seeks to locate vulnerable activities in areas of low risk. PPS25 also limits development in functional flood plains to water-compatible uses. It seeks to restrict vulnerable development in high or medium risk areas where lower risk sites exist. An exceptions test allows for exceptions to the sequential test where:

- The benefits to sustainable communities outweigh the flood risk;
- The development is on brown-field land and there are no reasonable alternatives on brown field land; and
- The development will be safe and where possible makes a positive contribution to managing flood risk.

4.67 The Core Strategy anticipates that land-use needs can be met in Lancaster District without the need for exceptional development.

Policy SC 7

DEVELOPMENT AND THE RISK OF FLOODING

Purpose: To build Sustainable Communities by ensuring that new Homes, Workplaces and Public Areas are not exposed to unacceptable levels of Flood Risk.

Flood Defence Schemes will be completed for the Luneside and Central Morecambe Regeneration Priority Areas.

The Council will prepare a Strategic Flood Risk assessment defining areas of high risk and low to medium risk of flooding.

Development proposals and allocations will be assessed in line with the search sequence set out in Planning Policy Statement 25 on Development and Flood Risk.

Proposals and Development Control Policies relating to flood defence and flood management should ensure beneficial outcomes for the natural environment. Morecambe Bay is an internationally important wildlife site and proposals should meet the strict tests set out in Regulation 48 and 49 of the Habitats Regulations. Any proposal or policy that cannot demonstrate that it would not have an adverse effect on the European Site will not be supported.

TARGETS (2003-2021)	INDICATORS	
3.1 a) Strategic Flood Risk Assessment; 3.2 b) Environment Agency objections;	Planning permissions granted contrary to the advice of the Environment Agency on either flood risk or water quality grounds Areas of Land within Flood Zone 3; Serious flooding incidents involving damage to property;	
MILESTONES	IMPLEMENTED BY	MEANS
SFRA completed –Sept2007; Allocations DPD - Preferred Options - 08/08; Allocations DPD - Submission - 01/09; Allocations DPD - Adoption - 04/10; Lower Lune Flood Alleviation Complete Dec 07; Morecambe Coast Protection Works Complete Dec 08	Lancaster City Council Environment Agency	Strategic Flood Risk Assessment; Allocations document; Development Control Process;



Figure 6 - Recreation Issues

Recreation and Leisure

4.68 High quality recreation opportunities are essential to help people stay healthy. They also contribute to the District's exceptional quality of life which is its key economic asset. The District's urban area has 112 ha of formal playing space and 39 ha of informal recreational open space for 95,000 people, well below NPFA minimum standards. The deficiency applies across the whole urban area. Much of the stock is of poor quality. This situation justifies a general approach of resisting development which would result in the loss of playing pitches including school playing fields. An Open Space and Recreation Study is currently in preparation and will inform future policy on sport and recreation in the District.

4.69 Opportunities for improvement include the Willow Lane/Coronation Field area in Lancaster where qualitative and quantitative improvements could allow for the rationalisation of sports provision. A feasibility study has been carried out into rationalising sports club provision in Carnforth.

4.70 The most important **formal sports facilities** are the Salt Ayre leisure centre which contains a swimming pool, athletics track and grass and all weather pitches. Other major formal sports facilities in the District are at Lancaster University, Lancaster and Morecambe College and St Martin's College.

4.71 In terms of **informal leisure**, the District has a number of high quality parks and open spaces such as Williamson Park in Lancaster and Morecambe Promenade. In some areas, notably the West End and Westgate areas of Morecambe, and Central Lancaster, public open spaces are either small or non-existent. Many properties in these areas are flatted or terraced with no gardens. Morecambe has a particular need for a large park. Within these areas, opportunities for new open space use of existing spaces should be maximised. The District has around 15 ha of allotments with around 530 pitches mainly located in south Lancaster. The Council will safeguard the existing stock and monitor demand.

4.72 There are a number of **greenspace networks** and recreational open space systems. These are chains of parks, school playing fields, allotments and private open spaces. These greenspace systems form the basis of a network of open spaces for recreation, biodiversity and the development of the District's walking and cycling networks and have been identified using the following criteria:

- Forming a chain of 3 or more individual green-spaces;
- Areas which 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 which include significant open land in areas of recreational open space deficiency;
- Areas which provide a setting for important townscapes.

4.73 The main greenspace systems are:

- Morecambe and Heysham Promenade and Coastline;
- The chain of open spaces surrounding Lancaster City Centre (Ryelands Park- Giant Axe - Fairfield-Ripley St Thomas School – Greaves Park, St Martin's College – Williamson Park – Lancaster Moor);
- The River Lune Corridor from Glasson Dock to Brookhouse;
- The Burrow Beck valley from Lancaster Moor to Scotforth;
- The Lancaster Canal through both Lancaster and Carnforth;
- Lancaster University Campus and the eastern fringes of Lancaster;
- The Lancaster-Morecambe cycle track and the large area of open space in Central Morecambe.

4.74 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. The Council's Development Control policies DPD will address this issue.

Policy SC 8

RECREATION AND OPEN SPACE

Purpose: *To build Sustainable Communities by ensuring that existing and future Residents and Visitors have access to Sports Facilities, Green Spaces and Greenspace Networks.*

Existing sports facilities and green spaces will be retained unless identified as no longer capable of meeting identified needs through the Open Space and Recreation Study.

New residential development will make appropriate provision for formal and informal sports provision in line with needs identified in the Open Space and Recreation Study.

Through future Local Development Documents, the Council will identify, protect and enhance a greenspace and informal recreation network based around the following greenspace systems:

- Morecambe and 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;
- The Lancaster Canal through both Lancaster and Carnforth;
- Lancaster University Campus and the eastern fringes of Lancaster;
- The Lancaster-Morecambe cycle track and the Morecambe railway triangle.

Through future Local Development Documents, the Council will investigate the potential to provide significant new or improved open space in the following areas of deficiency :

- Central Morecambe;
- Central Lancaster;
- The West End of Morecambe;
- The Westgate area;
- The Marsh area of Lancaster;
- Carnforth.

The Council will seek to maximise the involvement of communities in the design and layout of new recreational open space;

TARGETS (2003-2021)	INDICATORS
1.9a) Open Space and Recreation study completed; 1.8b) Sports Pitch provision; 1.8c) Informal Open Space in areas of deficiency; 1.8d) Open spaces with Green Flag status;	Sports Pitches to acceptable standards; Children's playspaces; Ha Public Open Space per 1000 population; New public open space delivered annually; Children's playspace delivered annually;

MILESTONES	IMPLEMENTED BY	MEANS
Open Space & Recreation Study Complete – 09/07 Allocations DPD - Preferred Options - 08/08; Allocations DPD - Submission - 01/09; Allocations DPD - Adoption - 04/10;	Lancaster City Council - Planning Lancaster City Centre – Leisure Services Environment Agency	Open Space and Recreation Study Allocations document; Development Control Process,

5 Regenerating the Local Economy

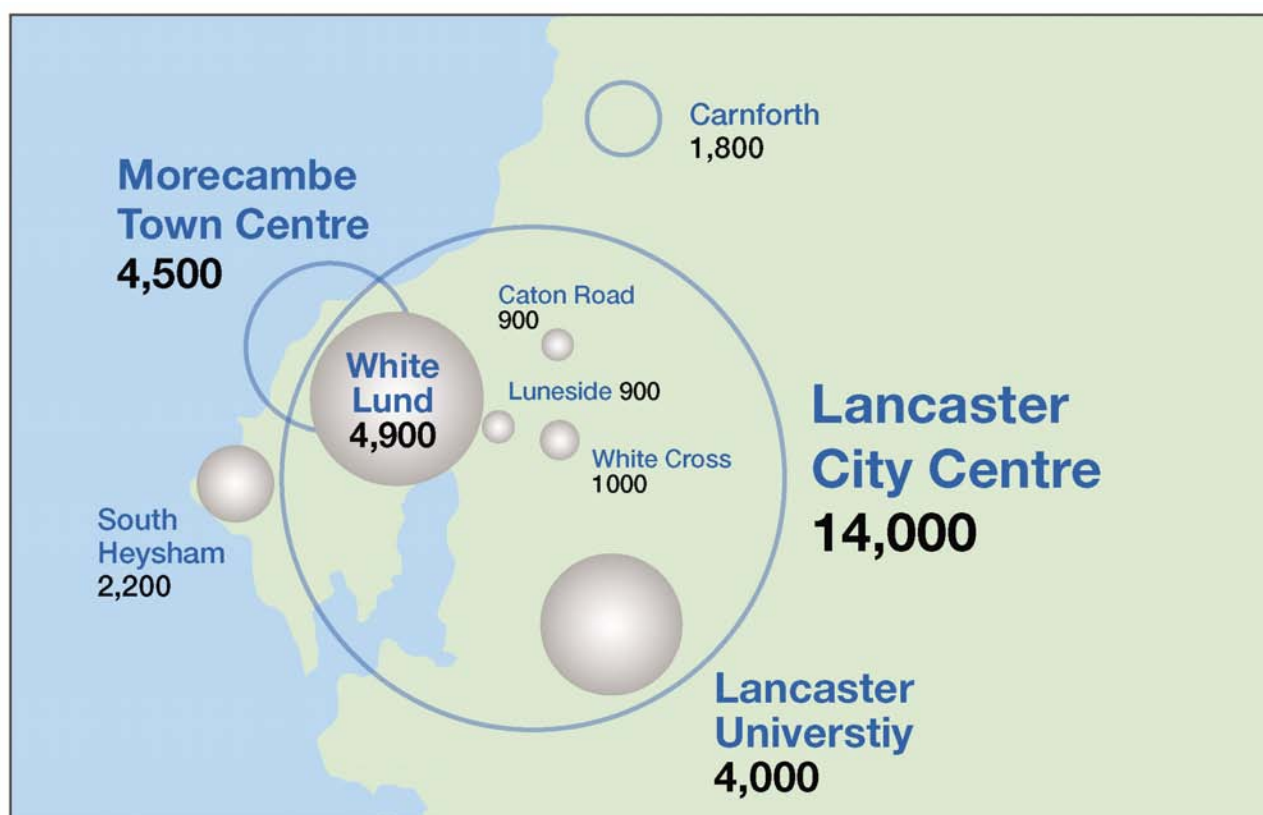


Figure 7 - Spatial Distribution of Employment in Lancaster District

Planning for Growth

5.1 Lancaster District added an estimated £1.7bn to the economy in 2005. The economy has grown rapidly driven by service and knowledge based industries. Employment growth has been outstanding and unemployment has fallen. Key specialisms are education, energy, and health. Higher Education provides 8% of jobs directly and has major economic potential. Other key growth areas are ICT, new media and creative industries, environmental technologies, health and tourism. Manufacturing makes up only 7.6% of jobs and is in long-term decline. 27% of the District's jobs are located in central Lancaster. Other major concentrations illustrated in Figure 7 above, are White Lund, Central Morecambe, Lancaster University, South Heysham, Caton Road and Luneside.

5.2 In line with Regional Economic Strategy, the Lancaster and Morecambe Vision and the findings of the Lancaster Employment Land Study, the Core Strategy proposes the long-term transformation of the local economy based on the growth of key sectors. The potential has been identified to generate 8,300 jobs between 2003 and 2015. Economic growth is essential to;

- Deliver high quality jobs;
- Retain graduates and skilled people;
- Fund the provision of local services;
- Regenerate declining areas and generate the investment necessary to maintain the District's environmental quality;
- Reduce national spatial inequalities between the North West and the South East.

5.3 The following measures are proposed to generate economic growth;

- Developing the District's **Higher Education** institutions as a regionally important nucleus for Knowledge Based industries including Information and Communications Technologies and Research and Development (Policy ER1);
- Developing **Lancaster City Centre** as a major centre for shopping, leisure, culture, tourism, offices, creative industries, financial and professional services (Policy ER2);
- In **Morecambe Town Centre**, refining and developing its visitor offer, regenerating its built heritage and developing its role as an office centre (Policy ER2);
- Maintaining **White Lund, Caton Road** and **Luneside** as key locations for general employment (Policy ER2);
- Developing the **Port of Heysham** as a gateway to Ireland and the Isle of Man with improved surface transport links (Policy ER2);
- Developing a role for the **Rural Area** for sustainable tourism, home-working, renewable energy, farm diversification and local foods whilst managing landscape change (Policy ER2);
- Developing the potential of **Renewable Energy** technologies, particularly in the South Heysham area;
- Allocating land for new **business and industrial** development.
- Reducing the impact of congestion and **improving access** to the Heysham peninsula (Policy E2).

5.4 The **Regulatory Burden** will be reduced with clear, simple policies. Business Development Zones with simplified planning procedures for employment development will be identified and established in the White Lund and Caton Road areas.

Maximise the Benefit of the Higher Education Sector

5.5 Lancaster University is the District's most important economic asset and its continued growth is important both to the District and to the Region. Current expansion, includes projects such as Infolab21, the Lancaster Environment Centre, the establishment of a medical school, stronger business links and enhanced IT infrastructure. Future developments such as the Lancaster Science Park will reinforce the development of a nucleus for knowledge based industries in south Lancaster. The University of Cumbria at Lancaster is also an important higher education institution whilst Lancaster and Morecambe College and the adult College are also important further education providers.

5.6 The demands of University expansion must however be tempered with the need to manage demands for travel and student accommodation and the need to accommodate development within a prominent, high profile landscaped site in a sensitive location. One option may be to develop university facilities in central Lancaster or Morecambe.

Policy ER 1

HIGHER AND FURTHER EDUCATION

Purpose: *To maximise the Regeneration Benefits to Lancaster District of growth at Lancaster University and the University of Cumbria.*

Through the preparation of Local Development Documents, the Council will seek to maximise the economic benefits of the Higher Education sector and seek to spread its impacts to areas of deprivation by:

- **Supporting the continued expansion of Lancaster University within the existing built-up part of the campus and, outside this area, where special justification is demonstrated;**
- **Developing the Lancaster Science Park as a high quality location for knowledge based industries and with functional and physical linkages between the Park and Lancaster University;**

- Introducing a master planned approach to the campuses of the University of Cumbria and Lancaster and Morecambe College involving local communities;
- Developing travel plans for Higher and Further Education Institutions;
- Concentrating new student accommodation on campus where possible and failing that in locations with good public transport, walking and cycling links to the institutions they are intended to serve
- Bringing the benefits of university expansion to target communities through better transport links, outreach work and encouraging a higher education presence in Morecambe.

TARGETS (2003-2021)	INDICATORS
2.1a) Morecambe Spatial Strategy; 2.2a) Development of Lancaster Science Park;	Student Numbers; Sq m teaching accommodation completed; Sq m research and development floorspace completed; Student accommodation completed on-campus; Student accommodation completed off campus; Knowledge-based jobs created;

MILESTONES	IMPLEMENTED BY	MEANS
Work on Lancaster Science Park begins Dec 2008; Lancaster University Travel Plan completed - (LU); University of Cumbria - Lancaster campus Travel Plan completed - (UoC); Lancaster University Master Plan completed - (LU); University of Cumbria - Lancaster Master Plan completed - (UoC);	Lancaster City Council; NWDA; Lancaster and Morecambe Vision; Higher Education Institutions.	Allocations DPD; Regional Economic Strategy; D C Policies DPD; Spatial Strategies.

Regeneration Priority Areas

5.7 Regenerating areas of need within the the District is a key priority. It includes **Physical Regeneration** - reclaiming derelict land and buildings and carrying out environmental improvements, **Economic Regeneration** - providing jobs and the training and skills for people to access them, **Social Regeneration** - improving health, education and community facilities, and reducing disadvantage and **Environmental Regeneration** - creating and enhancing habitats, reducing pollution and increasing bio-diversity. **Spatial Regeneration** means combining all these elements to create better places and to narrow the gap between struggling and successful areas.

5.8 The following criteria were used to identify the Regeneration Priority Areas:

- Areas which contain major concentrations of previously developed and underused land as identified through the Urban Potential Study;
- Areas where environmental conditions are unsatisfactory;
- Areas where there is a strong possibility of major change during the Strategy period;
- Areas where regeneration would have major benefits;
- Areas where public sector intervention may be necessary to bring about change;
- Areas subject to development pressure.

Morecambe sub-regional Regeneration Priority Area

5.9 The Regional Spatial Strategy singles out the importance of the regeneration of Morecambe within the District. **Central Morecambe** remains an important visitor destination and its regeneration seeks to develop a modern visitor offer based on its outstanding Promenade, its built heritage, its natural surroundings and its iconic seafront buildings. A repositioned visitor offer will complement housing development and employment provision and will be boosted by the improved accessibility which will be delivered by the Heysham-M6 Link Road.

Local Regeneration Priority Areas

5.10 The design and heritage led regeneration of **Central Lancaster** will focus on its role as a major shopping centre (see Policy ER4), a historic City with major tourism potential (see Policy ER6), and an important cultural centre. The City Centre is also the District's largest centre of employment. New offices at the former Reebok Building, Gateway House and Luneside East will develop this role;

5.11 **Caton Road** will be regenerated as the main gateway to the Lancaster and Morecambe area from the M6. The Lancaster Business Park will be completed. Public transport, pedestrian and cycle links will be improved including Park and Ride. A Business Development Zone will be investigated. The mixed-use development of the **Luneside** area for waterfront housing and employment will continue. Flood alleviation works are well advanced and a link to the new Heysham/M6 Link Road could reduce access constraints.

5.12 In **North East Lancaster**, the former rendering plant and Lancaster Moor North sites present a major regeneration challenge. Redevelopment here must achieve a balanced community, provide an attractive setting for the City and the major listed buildings in the area and improve sustainable transport links to surrounding areas.

5.13 **White Lund** will remain the District's main area for general industry. Employment intensive and office based industries will be focused at the north east of the estate, close to shops, bus and cycle routes and residential areas. Further south and west there will be a greater focus on storage and distribution and heavier manufacturing uses. A **Business Development Zone** will be investigated. **South Heysham** can accommodate recycling-based industries and has significant potential for renewable energy. The completion of the Heysham-M6 Link Road will increase the accessibility of the area and could stimulate further growth. The Port and Power station may also generate land needs.

5.14 In **Carnforth**, poor access draws heavy vehicles along the main shopping street. The mixed-use redevelopment of the Warton Road area for housing and offices would offer substantial environmental and employment gains. The completion of the Heysham-M6 Link Road would also reduce through traffic in Carnforth.

Policy ER 2

REGENERATION PRIORITY AREAS

Purpose: To set out a Strategic Spatial Framework for Regeneration in Lancaster District.

CENTRAL MORECAMBE is identified as a Regeneration Priority Area of sub-regional importance. Through tourism, housing renewal and heritage led regeneration, central Morecambe will be re-invented as a visitor destination drawing on its natural and built heritage, and as an office and service centre with restored historic townscape and a revived housing market;

The following are identified as Regeneration Priority Areas of local importance:

- **CENTRAL LANCASTER:** ***Design-led Regeneration*** will be strengthened as a shopping destination, enhanced as a historic city visitor attraction with a restored and enhanced historic environment, as the District's main centre for office based employment and as a cultural centre;

- **CATON ROAD:** Gateway and Transport Corridor Regeneration will be enhanced. A transport strategy will improve public transport and pedestrian and cycle links. A Business Development Zone will be identified. Areas close to the M6 will accommodate industries with a demonstrated need for direct motorway access. Uses that employ a lot of people will be focused close to Lancaster City Centre;
- **LUNESIDE:** Mixed-use waterfront regeneration will receive flood defences and remediation. In the longer term, a river crossing providing access, cycle, pedestrian and public transport links could assist the westward extension of the mixed-use regeneration of Luneside East. Measures to manage the heavy goods vehicle movements generated by development will continue to be a major factor;
- **NORTH EAST LANCASTER:** Urban edge Regeneration Regeneration of the Lancaster Moor Hospital area which reflects the District's ambitions on sustainable development, balanced communities and design quality and reflects the importance of this area in shaping perceptions of the District;
- **WHITE LUND:** Employment Regeneration will continue to be the District's main location for general employment uses. Employment intensive- uses will be located on the main public transport axis of Northgate and linkages with the District cycle network will be encouraged; Transport choice will be improved and environmental quality upgraded. A Business Development Zone will be identified;
- **SOUTH HEYSHAM:** Green Regeneration will be upgraded with habitat creation including woodland, renewable energy, environment and recycling technologies. Provision will be made for port related development. Employment-intensive development in this area will be concentrated at the Port Industrial Estate;
- **CARNFORTH:** Market Town Regeneration will be developed as a rural service centre with the development of large derelict sites, relocation of poorly located uses and new pedestrian links.

TARGETS (2003-2021)	INDICATORS
2.1a) Morecambe Spatial Strategy; 2.1b) Midland Hotel; 2.1c) Central Promenade Master Plan; 2.1d) Other Spatial Strategies; 2.1e) City Centre Strategy; 2.1f-g) Luneside; 2.1h) Canal Corridor;	Spatial Strategies in Place; Luneside East commenced; Central Canal Corridor commenced; Central Promenade area commenced;

MILESTONES	IMPLEMENTED BY	MEANS
Midland Hotel restored – Dec 2007; Luneside East remediation completed by Mar 2008; Central Promenade Planning Application – Aug 2007; Carnforth Action Plan implemented – July 2016; All Spatial Strategies in place - 2021;	NWDA; Environment Agency; English Partnerships; Lancaster City Council; Lancaster and Morecambe Vision; Lancaster District Chamber of Commerce Trade and Industry; Carnforth Project; Urban Splash; Private developers;	Allocations DPD; Area Spatial Strategies, Regional Economic Strategy Development Control

Business Land and Property

Employment Land Supply (March 06)	
Lancaster Science Park - 9.7 ha	Knowledge-based only - not part of general land supply
Lancaster Business Park - 4.9 ha	0.8 ha currently under construction
Mellishaw North - 7.0 ha	Serviced
Mellishaw South - 22.3 ha	Recommended for deletion by Employment Land Study
Carnforth Business Park - 8.0 ha	Outline permission for development of Business Park
Other vacant land within existing employment areas	Lancaster Employment Land Study estimates that of this, 6.4 ha can be considered immediately available

Employment Land Supply

5.15 The Lancaster Employment Land Study estimates that, for the transformational scenario, 18 ha of employment land will be needed by 2016 comprising 20 ha for B1 (Offices, light industry and research and development), 6 ha for B8 (storage and distribution) and a **reduction** of 8 ha for B2 (general industry). A further 6 ha will be needed by 2021.

5.16 In March 2006, there were 52 ha of employment land allocations and a further 65 ha of unused land within employment areas (Table 4). Much is constrained by service costs and poor environmental quality. Only a small portion is immediately available for development. The existing 22 ha employment allocation at Mellishaw South has no prospect of implementation and its continued allocation will be examined in the Land Allocations Document. Between 2001 and 2005, an average of 3.35 ha per annum was taken up for B1, B2 and B8 industry. Of this, an average of 0.15 ha was taken up on allocated sites whilst a further 2.4 ha was taken up within identified employment areas. Around 1.1 ha per year is developed for other uses.

5.17 The Council is confident that needs for employment land in the District can be met within existing urban areas and existing employment land without the need for additional green field allocations and without the Mellishaw south site. The Council envisages that over the Strategy period, around 45% of new employment floorspace will be provided in Lancaster, 45% in Morecambe and 5% in Carnforth. These ratios reflect forecast demand with an adjustment to support the regeneration of Morecambe.

5.18 Specific sites and premises needs within the District are likely to include;

- Knowledge based industries;
- City and town centre office locations;
- The expansion needs of local firms;
- Port related needs;
- Environmental technologies;
- Rural employment sites.

5.19 Sites employing large numbers of people should in general be located within existing urban areas to minimise commuting distances and provide a choice of means of transport. For low intensity storage and distribution or heavily mechanised manufacturing uses that occupy large sites but employ few people, HGV access may be the key consideration. Finally for uses with major adverse environmental impacts such as light, noise, smell or frequent HGV movements, a key consideration will be minimising impacts on residential areas.

5.20 The Lancaster Science Park is a regionally significant proposal aimed at meeting strategic regional needs. Development will be driven by knowledge-based industries originating from outside the District or within the University. The highly specialised nature and location of this proposal makes it unsuitable for meeting general employment land needs. It therefore forms no part of the employment land allocations set out in Policy ER3 below.

Policy ER 3

EMPLOYMENT LAND ALLOCATIONS

Purpose: To promote Regeneration by ensuring that the right amount of Employment Land is provided, in the right place to meet needs generated by existing businesses, new businesses and inward investment.

At least 24 ha will be developed for new B1, B2 and B8 employment use within the District between 2003 and 2021. Sites will be identified in accordance with the following principles:

- Located within the main urban areas of Lancaster, Morecambe and Carnforth;
- Be attractive to key target sectors and have a reasonable prospect of coming forward for development;
- Be located on previously used land as far as possible;
- Be served by a realistic choice of means of transport;
- Be accessible to shops and community facilities;
- Be connected to the M6 via suitable roads that do not pass through residential areas.

The Council will promote mixed-use development in sustainable locations where such development would not prejudice the District's need for business and industrial premises.

Land developed at the Lancaster Science Park shall not be included within the general employment land targets set out above.

TARGETS (2003-2021)	INDICATORS
1.1c,e) Public Transport Access; 1.2b) Cycle Access; 1.4b) Urban Concentration; 1.7a) Design Quality; 2.2a) Lancaster Science Park; 2.2b) B1 floorspace completed; 2.2c) B8 floorspace completed; 2.2d) Development in Regeneration Priority Areas.	Ha developed for B1; Ha developed for B2; Ha developed for B8; B1 floorspace completed; B2 floorspace completed; B8 floorspace completed; Employment in knowledge-based industries Employment in environmental technologies;

MILESTONES	IMPLEMENTED BY	MEANS
Allocations DPD - Preferred Options - Aug 2008; Allocations DPD - Submission - Jan 2009; Allocations DPD - Adoption - April 2010; Annual Monitoring of Take-Up - March 2006-2021	Lancaster City Council; North West Development Agency; Lancaster and Morecambe Vision; Lancaster District Chamber of Commerce, Trade and Industry	Allocations DPD; Regional Economic Strategy; Development Control; Spatial Strategies;

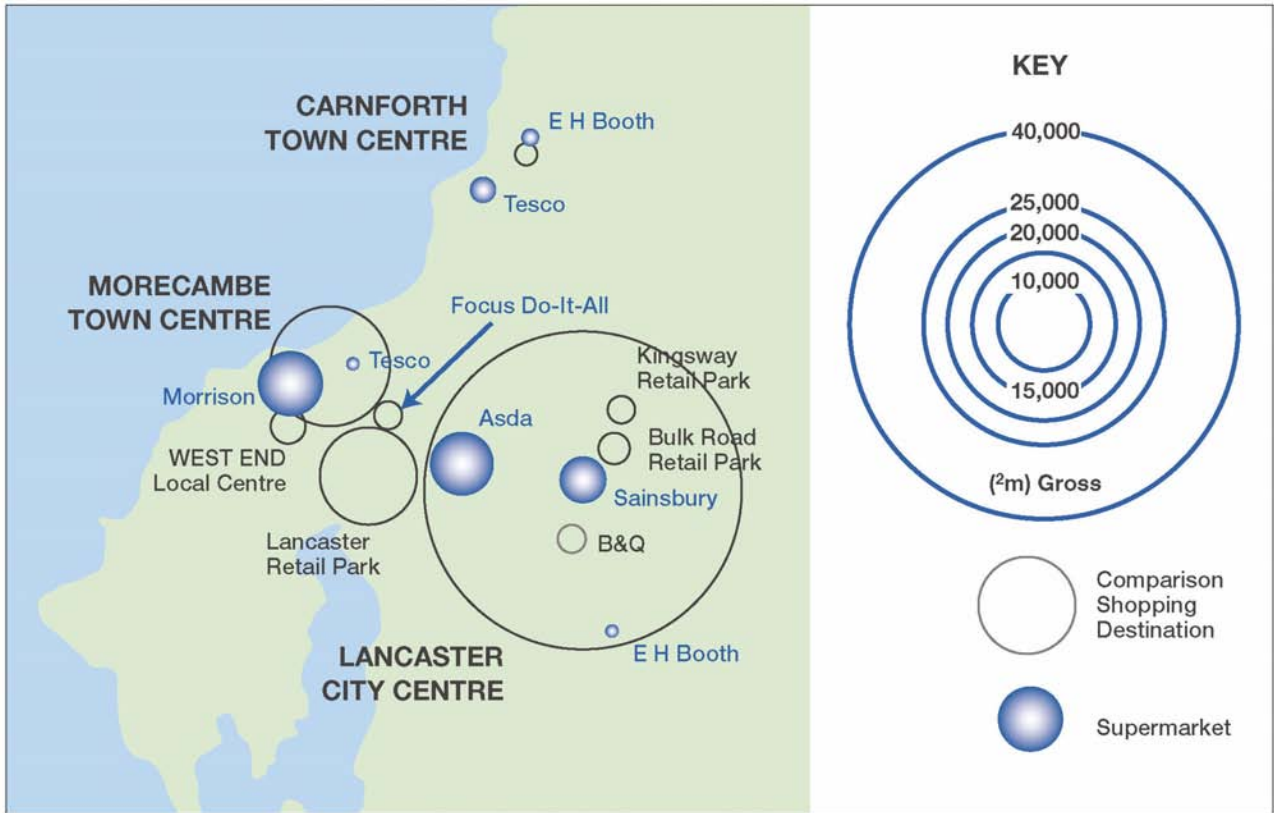


Figure 8 - Shopping Provision in Lancaster District

Town Centres and New Retail Development

5.21 The District's Town Centres are places to shop, visit, work, eat and drink, enjoy leisure activities and increasingly to live. They are also key economic assets. 14,000 people work in Central Lancaster and 4,500 in Central Morecambe. The retail economy underpins both centres. Retailing is one of the District's largest sources of employment. Around 8,500 people work in wholesale and retail trades and a further 4200 work in hotels and catering. The District's City and Town Centres face increasing competition from

- Other centres such as Preston, Kendal and Manchester;
- Out of centre retail parks;
- Supermarkets selling comparison goods;
- Online sales.

5.22 The Regional Spatial Strategy identifies Lancaster as a centre in which comparison retailing facilities will be enhanced and encouraged. The Core Strategy defines roles for the District's centres. It identifies how retail, leisure and other town centre development needs will be met, looks at deficiencies in provision and identifies centres where decline needs to be managed. Office needs are addressed in Policy ER2 and ER3. Tourism and Commercial Leisure development needs are addressed in Policy ER5.

5.23 The Lancaster Retail Study identifies needs for both comparison and convenience retailing in Lancaster District for the period to 2016. The Core Strategy seeks to direct investment to enhance the vitality of Lancaster and to help to regenerate Morecambe. The Strategy seeks to accommodate around 60% of new retail development, including most comparison retailing, in Lancaster City Centre, and 30% (mainly convenience) in Morecambe. There is an allowance of 8% for Carnforth reflecting its market town role.

5.24 **Lancaster** is a major sub-regional centre for most comparison goods. Its catchment covers Lancaster District and adjoining parts of Wyre, Cumbria and Yorkshire. It is stable and successful with low vacancy rates. It attracts investment. Managing growth whilst enhancing its historic fabric is the key issue. Because there are few development opportunities, retail and other development needs will need to be met in a planned extension to the primary shopping area. This will require strong links and measures to avoid an unbalanced pattern of retailing in the City.

5.25 **Morecambe** is a large but under-performing centre. It has a smaller catchment than Lancaster and sells convenience and some comparison goods including clothes and shoes. The challenge for Morecambe is to develop its offer to visitors whilst maintaining and developing its role as a general shopping centre for residents of the District north of the River Lune and to manage the transition of peripheral shopping areas to other uses.

5.26 **Carnforth** is a small but important centre providing convenience and some comparison goods to rural north Lancashire and neighbouring parts of Cumbria. Carnforth is adjusting to the impact of a new Tesco store. It is also developing a role as a visitor destination with the establishment of a number of tourist shops in the restored Carnforth Station buildings;

5.27 A number of **local centres** offer basic local shops including Post Office, General Store, Chemist and other specialist shops. These remain important as providing sustainable shopping facilities for local communities and their continued vitality is important. Morecambe's West End is an under-performing centre where through the transformational 'Winning Back the West End' Project, the retail core will be consolidated and enhanced.

Policy ER 4**TOWN CENTRES AND SHOPPING**

Purpose: To promote Regeneration By defining and establishing Spatial Roles for the District's City Town and local shopping Centres.

In order to maintain the vitality and viability of its town centres, provide services as locally as possible and minimise the need to shop by car, the Council proposes the following retail hierarchy:

- **LANCASTER CITY CENTRE** will be a sub-regional City Centre - the main comparison shopping destination for Lancaster District attracting significant numbers of shopping trips from adjoining parts of Cumbria, North Yorkshire and Central Lancashire as well as developing a role as a tourist destination;
- **MORECAMBE TOWN CENTRE** will continue to develop as a Town Centre providing local comparison and convenience shopping goods for the District north of the River Lune and retaining an important role as a visitor destination;
- **CARNFORTH TOWN CENTRE** will develop a District centre role as a Key Service Centre, Market Town and visitor destination;
- **BARE (PRINCES CRESCENT), CATON, HEYSHAM ROAD, HEYSHAM, LANCASTER UNIVERSITY, SILVERDALE, TORRISHOLME, WEST END and WESTGATE** will develop as local service centres providing key services to local communities.

TARGETS (2003-2021)	INDICATORS
1.4c) Proportion of retail floorspace completed in main urban areas; 2.3a) Vacancy - Lancaster; 2.3b) Vacancy - Morecambe; 2.3c) Zone A Rental Growth; 2.3f) Town Centre Management;	Gross convenience and comparison floorspace in Lancaster, Morecambe and Carnforth Centres; Proportion of retail floorspace completed in main urban areas; Retailer Representation in Lancaster, Morecambe and Carnforth Centres; Mix of uses in Lancaster, Morecambe, Carnforth and Local Centres; Primary and Overall Vacancy in Lancaster, Morecambe and Carnforth Centres; Zone A Rents in Lancaster and Morecambe; Pedestrian Flows in Lancaster and Morecambe; Retail Yields in Lancaster and Morecambe;

MILESTONES	IMPLEMENTED BY	MEANS
Shopping Floorspace Survey (Annual) Shopping Monitoring Report (Annual)	Lancaster City Council; North West Development Agency; Lancaster and Morecambe Vision; Lancaster District Chamber of Commerce, Trade and Industry; Carnforth Market Town Project;	Land Use Allocations; Regional Economic Strategy; Development Control; Spatial Strategies

New Retail Development

5.28 The District's key retail development opportunity is the Canal Corridor site in Central Lancaster. If sound linkages with the City Centre are accompanied by measures to reinforce the vitality of the existing centre, then the Corridor offers the opportunity to combine its current role as a cultural centre with an extension to the City's primary shopping area, new homes, workspaces and public realm. There is also scope for some retail development to enable the restructuring and regeneration of Morecambe Town Centre.

5.29 Government Planning Policy (Planning Policy Statement 6 - Town Centres) states that retail development should be focused in existing centres. Needs which cannot be accommodated in existing centres should be in edge of centre locations with good pedestrian links and public transport.

5.30 Some parts of the District are remote from convenience shopping. Here, pedestrian and cycle friendly local shopping at the right scale in locations with large walk-in catchments can reduce the need to travel to shop. The Council does not foresee needs for out-of-centre comparison floorspace which would outweigh the national policy presumption against such development. Existing out-of-centre outlets developed in the 1980s and early 1990s such as the Lancaster City Retail Park (Mellishaw Lane) and Asda on Ovangle Road are remote from walk-in trade and have a restricted choice of means of transport. Further extensions to these are not considered sustainable.

Policy ER 5

NEW RETAIL DEVELOPMENT

Purpose: To focus retail need on regenerating and reinforcing the vitality and viability of existing centres.

Between 2005 and 2021, new comparison retailing will be focused on a planned expansion of Lancaster's Primary Shopping Area and to meet regeneration needs in Central Morecambe.

In order to address existing and future needs and to ensure that day-to-day shopping needs are met locally, the Council proposes that, between 2005 and 2021, new local food retailing be provided in town or local centres or, at an appropriate scale in sustainable locations in areas of deficiency.

TARGETS (2003-2021)	INDICATORS
1.4c) Proportion of retail floorspace completed in main urban areas; 1.7a) Design quality; 2.3d) Location of new retail floorspace; 2.3e) Location of Trip Generating Development;	Town Centre Comparison Floorspace Completed; Town Centre Convenience Floorspace Completed; Edge of Centre Comparison Floorspace Completed; Edge of Centre Convenience Floorspace Completed; Out of Centre Comparison Floorspace Completed; Out of Centre Convenience Floorspace Completed; Proportion of retail floorspace completed in main urban areas;

MILESTONES	IMPLEMENTED BY	MEANS
Allocations DPD - Preferred Options - Aug 2008; Allocations DPD - Submission - Jan 2009; Allocations DPD - Adoption - April 2010; Annual Monitoring of Development - March 2006-2021.	Developers/Retailers; Lancaster City Council; Lancaster and Morecambe Vision; Lancaster District Chamber of Commerce, Trade and Industry.	Allocations DPD; Regional Economic Strategy; Development Control Process; Spatial Strategies

Sustainable Tourism

5.31 Lancaster’s Economic Vision identifies significant growth potential in tourism. The District has many tourism assets and a comprehensive range of cultural and commercial leisure attractions. It is also well located for the Lake District, Yorkshire Dales and Blackpool.

5.32 The regeneration of Morecambe is a cornerstone of the Core Strategy and offers the main opportunity to meet commercial leisure needs. **Morecambe and Heysham** are developing new roles based on world class natural setting (Morecambe Bay) and built heritage (the Midland Hotel and other resort heritage). Green regeneration in South Heysham may also create opportunities for environmental tourism.

5.33 Historic **Lancaster** has many attractions some of which, such as the Castle (currently used as a prison), Lancaster Town Hall and the historic St George’s Quay are under-used. A better tourism offer, including more city centre hotels, will enhance the vitality and viability of the City Centre.

5.34 **Carnforth** is developing a tourism role based on its regenerated Station and leisure complexes north of the town. Other opportunities are as the ‘gateway’ to the Arnside-Silverdale AONB, the canal and railway heritage, the Carnforth-Leeds Community Railway and the Lancashire Coastal Footpath.

5.35 The District’s **countryside** abounds in opportunities for quiet recreation. The two AONBs, the Crook o’Lune and Clougha Pike and guided walks across Morecambe Bay all offer unique experiences. The Countryside and Rights of Way Act has opened large areas of the Bowland Fells. Potential improvements include recreational routes using the Lancaster Canal and Lancaster- Wennington former rail route.

Policy ER 6

DEVELOPING TOURISM

Purpose: *To maximise the potential of Tourism to regenerate the Local Economy.*

The Council will promote and enhance tourism development in the District by:

- Supporting the restoration of the Midland Hotel and Victoria Pavilion (Winter Gardens) and the creation of a quality leisure offer in Central MORECAMBE;
- Creating a high quality historic environment in LANCASTER CITY CENTRE developing the potential of the Castle and Town Hall and, through regeneration and new development create new environments of a quality which enhance the City;
- Continuing the regeneration of CARNFORTH’s railway, canal and industrial heritage;
- In the District’s COUNTRYSIDE, encouraging agricultural diversification to create quiet recreation and small scale sensitively designed visitor attractions and accommodation in the District’s countryside, promoting new walking and cycling routes including long-distance routes and linkages to national networks;
- Monitoring the availability and quality of the District’s stock of visitor accommodation and making provision for new accommodation where necessary.

TARGETS (2003-2021)	INDICATORS
2.1 a) Morecambe Spatial Strategy; 2.1 b) Midland Hotel; 2.1 c) Central Promenade Master Plan; 2.4 a) Lancaster Castle; 2.4 b) Hotel Provision; 2.3 c) Tourist Information Centre;	Progress on major projects; Destination Benchmarking; TIC inquiries; Quantity and quality of accommodation; Parish Plans – rural tourism opportunities identified;

MILESTONES	IMPLEMENTED BY	MEANS
<p><i>Midland Hotel restored – Dec 2007;</i> <i>Central Promenade Planning Application – Aug 2007;</i></p>	<p><i>City Council Planning;</i> <i>City Council Tourism;</i> <i>Lancaster and Morecambe Vision</i> <i>Urban Splash;</i> <i>Lancashire County Council</i></p>	<p><i>Tourism Strategy</i> <i>Development Control</i> <i>Spatial Strategies;</i> <i>Rights of Way Improvement Plan.</i></p>

Renewable Energy and Environmental Technologies

5.36 Energy generation is a major element of Lancaster District’s Economy due to the two nuclear power stations at Heysham. Renewable capacity is being expanded with the repowered Caton Moor wind farm and major offshore schemes in Morecambe Bay. Establishing the District as a centre of Environmental technologies is part of the District’s economic vision and a study of renewable energy potential has been undertaken. The North West Sustainable Energy Strategy and the emerging Regional Spatial Strategy set out targets for renewable energy capacity (Table overleaf). Local authorities are asked to prepare sub-regional studies of renewable energy potential.

5.37 The need for renewable energy must be balanced against landscape impacts (particularly in and around AONBs and National Parks). Schemes need to consider individual and cumulative impact on;

- Local amenity, landscape character and the Green Belt;
- Habitats and species;
- Farming and land based industries.

5.38 Other considerations will include;

- The local transport network;
- Connections to the electricity distribution network;
- Integration with existing or new development; and
- For wood-fuel biomass plants, proximity to a fuel source.

5.39 The Renewable Energy and Recycling Technologies study identifies the Heysham peninsula and the area around Glasson Dock as having particular potential for wind energy. In South Heysham, there are synergies with other renewable and environmental technologies such as biomass.

5.40 A major area of potential is micro renewables including domestic wind and water turbines, solar panels and geothermal heating. The Council supports such measures subject to acceptable impacts on important townscape, landscape and residential amenity. It will seek through its Development Control policies to ensure the integration of renewable energy within new development. The Design Code will provide more detailed guidance on how this can be achieved, particularly in sensitive townscapes.

Indicative Renewable Energy Targets						
Scheme Type	Number of Schemes (Cumulative Total)					
	Lancashire Including Unitary Authorities			North West Total		
	2010	2015	2020	2010	2015	2020
Offshore Wind Farms				3	4	5
Onshore Windfarms and Clusters	11-16	13-20	13-20	37-51	>44-62	44-62
Single large Wind Turbines	7	11	11	30	50	50
Small stand alone turbines	8	15	15	50	75	75
Building Mounted Turbines	205	2050	4100	1000	10,000	20,000
Biomass CHP/ Electricity	1	2	3	7	12	15
Anaerobic Digestion of Farm Biogas	1	3	5	5	10	15
Hydro-power	2	2	2	12	12	12
Solar Photovoltaics	205	5125	10,250	1000	25,000	50,000
Tidal Energy					2	2
Wave Energy						1
Landfill Gas	14	7	0	52	19	0
Sewerage Gas	4	4	4	16	16	16
Waste Incineration	0	0	1	1	3	6

5.41 Measures to maximise renewable energy generation must be matched by measures to improve energy efficiency in buildings. This is addressed in Policy SC1 and will be amplified in the Development Control policies and the Design Code. Building Control will also play a major role. Together with Lancaster and Morecambe Vision Board, the Council is also seeking to establish the District as a centre for environmental technologies. Recycling is one area which the Council is actively promoting.

5.42 Lancashire County Council are the Minerals and Waste Planning Authority and are proposing a major recycling centre in South Heysham. The Minerals and Waste Disposal Local Development Framework is the main vehicle for developing planning policies for recycling. The Lancaster Science Park may offer opportunities for knowledge based environmental technology enterprises spinning out from Lancaster University.

Policy ER 7

RENEWABLE ENERGY

Purpose: To maximise the proportion of energy generated in the District from renewable sources where compatible with other sustainability objectives.

The Council will promote renewable energy in the District by:

- Promoting and encouraging the development of renewable energy resources across the District including, but not limited to, the promotion of South Heysham as a key focus for renewable energy generation including wind and biomass technology whilst ensuring the protection of Natura 2000 sites including the Morecambe Bay, Bowland Fells and Leighton Moss Special Protection Areas from adverse effects;
- Promoting micro-renewables through its Development Control policies;
- Promoting energy efficiency through Building Control;
- Participating in a study of the economic potential of environmental technologies in the District.

TARGETS (2003-2021)	INDICATORS
2.5 a) Areas of Renewable Energy potential identified; 2.5 b) Micro-renewables targets; 2.5 c) Electricity Generation;	On-shore wind turbine capacity installed; Biomass capacity installed; Micro-renewables approved (where known);

MILESTONES	IMPLEMENTED BY	MEANS
Environmental Technologies Study – August 2006; DC Policies DPD – Preferred Options – Sept 2007; DC Policies DPD – Submission – May 2008; DC Policies DPD – Adoption – Sept 2009; Design SPD adopted - December 2007; South Heysham SPD – timetable set by future LDS	City Council Planning City Council Property Services City Council Building Control Lancaster and Morecambe Vision Generators Development Industry	Development Control Policies Design Code Environmental Technologies Study

6 Improving the Local Environment

Lancaster District: An Environment of Quality and Variety

6.1 Lancaster District has substantial environmental capital of which the community can be justifiably proud. Natural assets include two AONBs, Morecambe Bay, the settings of Lancaster and Morecambe including the North Lancashire Green Belt and the Lune Valley. Rural landscapes range from Silverdale limestone to Bowland gritstone, from lush valleys to expansive coastal and estuarine lands. It has a variety of rich semi-natural habitats, particularly woodland and moorland. A comprehensive landscape assessment has been carried out by Lancashire County Council. The District has a variety of rich semi-natural habitats, particularly woodland and moorland.

6.2 It has 4 Natura 2000 sites - Morecambe Bay (SAC, SPA and Ramsar Site), Morecambe Bay Pavements (SAC) (which includes 5 sites in the Silverdale area including the Leighton Moss Ramsar Site and Gait Barrows National Nature Reserve as well as a number of sites in South Cumbria) Bowland Fells (SPA) and Calf Hill/Crag Wood (SAC) near Caton.

6.3 The District has 29 Sites of Special Scientific Interest covering 385 sq km. This represents 42% of Lancashire's SSSIs and 66% of their total area. All 12 of Lancashire's Limestone Pavement Orders are in Lancaster District. The District has local nature reserves at Warton Crag and Trowbarrow Quarry and around 250 County Biological Heritage Sites and 25 County Geological Heritage sites. The Lancashire Biodiversity Action Plan identifies a number of priority habitats.

6.4 In accordance with the requirements of the Habitats Regulations, this Core Strategy has been checked and amended to ensure that it will not have an adverse effect on the integrity of any Natura 2000 Site. The Habitats Regulations Assessment Record is available and should be read in conjunction with this Core Strategy.

6.5 Our built heritage includes 1300 listed buildings, 37 Conservation Areas, 38 Scheduled Ancient Monuments and 2 historic parks and gardens. Collectively this natural and built 'Environmental Capital' is a major economic asset. Lancaster is one of the North West's most important historic cities. Visually coherent, it is little damaged by inappropriate development. Places and buildings show a strong historic legacy. Its unique strong historical legacy mixes Roman and Mediaeval elements such as the Castle with strongly Georgian and Victorian inner areas and more recent suburbs.

6.6 Morecambe grew from the fishing village of Poulton. The centre is late Victorian / Edwardian in character. Inland are inter-war, post war and modern-day estates. Views across the Bay from the seafront are outstanding.

6.7 The North Lancashire Green Belt separates Lancaster, Morecambe and Carnforth. The Council will continue to protect the Green Belt by meeting most development needs within the urban area and by meeting rural development needs in rural areas outside the Green Belt. Strategic Green Belt issues are considered in Para 4.8 under Urban Concentration.

Threats to the District's Environment

6.8 Much of the District's environment is under threat. Urban fringe areas need upgrading. Morecambe's buildings need investment. Low grade development and sprawl, traffic, the pressures on, modern agriculture and land-management, habitat loss and damage and air, water, ground and light pollution all erode environmental quality.

6.9 In the last thirty years, Lancaster has advanced from being under-invested in and down-at-heel to today's valued and regenerated historic city. Older parts of Morecambe have suffered from neglect and low grade alterations. Many buildings are in disrepair and of poor appearance. Quality however remains retrievable given substantial investment linked to careful control of development. Some streets and spaces are unappealing due to litter, clutter, bad design, poor management, congestion and pollution. There is scope for a major upgrade of the District's public realm.

6.10 In contrast, much of the countryside appears attractive. Much is accessible via the Rights of Way Network or with open access. There is however little accessible woodland close to the urban areas. In some of the countryside agricultural activity has left little room for wildlife and significant scope to enhance biodiversity.

6.11 The Core Strategy must safeguard and enhance environmental capital, protect finite resources, manage threats such as climate change and flooding, prevent erosion of environmental quality through low grade development and sprawl, poor land management and pollution. Real improvements in environmental quality, require a focus on minimising any adverse development effects and securing gains for the environment. There are gains to be made in;

- Working with local communities to address genuine local needs;
- Improving the public realm and creating more liveable, places;
- Clearing dereliction;
- Conserving and enhancing the built heritage;
- Reducing energy consumption;
- Facilitating renewable energy generation;
- Diversifying land use, creating more and better habitats for wildlife and enhance landscapes.

Policy E 1

ENVIRONMENTAL CAPITAL

Purpose: To improve the District's Environment

The Council will safeguard and enhance the District's Environmental Capital by applying national and regional planning policies and:

- **Protecting and enhancing nature conservation sites, urban greenspaces, allotments, landscapes of national importance, listed buildings, conservation areas and archaeological sites;**
- **Protecting the North Lancashire Green Belt;**
- **Encouraging development which makes the minimum and most efficient use of finite natural resources including land, buildings soil, non-renewable energy, water and raw materials;**
- **Resisting development in places where environmental risks including from flooding cannot be properly managed;**
- **Taking full account of the needs and wishes of communities and, in particular, vulnerable and disadvantaged groups such as the elderly, young people and people with disabilities;**
- **Using all practicable means to make places more pleasant and liveable with safer, cleaner, more legible and more attractive streets and spaces;**
- **Resisting development which would have a detrimental effect on environmental quality and public amenity;**
- **Ensuring that development in the city of Lancaster and other historic areas conserves and enhances their sense of place;**
- **In areas where environmental quality is unsatisfactory such as Poulton and the West End of Morecambe, seeking development of a quality which will raise standards and help to deliver a step change in their environmental quality and sense of place;**
- **Identifying how habitats in urban and rural areas will be protected and, where possible, enhanced in extent and in their diversity of wildlife species;**
- **Directing development to locations, where previously developed land can be recycled and re-used, dereliction cleared and contamination remediated;**
- **Conserving and enhancing landscapes.**

TARGETS (2003-2021)	INDICATORS
3.1 a) <i>Strategic Flood Risk assessment completed;</i> 3.2 a) <i>Condition of SSSIs;</i> 3.2 b) <i>Loss of Heritage Assets;</i> 3.2 c) <i>Biodiversity Action Plans;</i> 3.2 d) <i>Native Woodland coverage;</i> 3.3 a) <i>National Listed Buildings at Risk;</i> 3.3 b) <i>Local Listed Buildings at Risk;</i> 3.3 c) <i>Conservation Area Appraisals;</i>	<i>Biodiversity;</i> <i>Listed Buildings at Risk;</i> <i>Renewable Energy capacity installed;</i> <i>Habitats created;</i> <i>AONB Management Plans in place;</i>

MILESTONES	IMPLEMENTED BY	MEANS
<i>Biodiversity Indicators monitored through Annual Monitoring Report;</i> <i>Spatial Strategies for Regeneration Priority Areas;</i>	<i>Lancaster City Council</i> <i>Lancashire County Council</i> <i>English Nature</i> <i>English Heritage</i> <i>Environment Agency</i> <i>Woodland Trust</i>	<i>Land Use Allocations;</i> <i>Development Control Policies;</i> <i>Spatial Strategies</i> <i>Conservation Area Strategies</i>

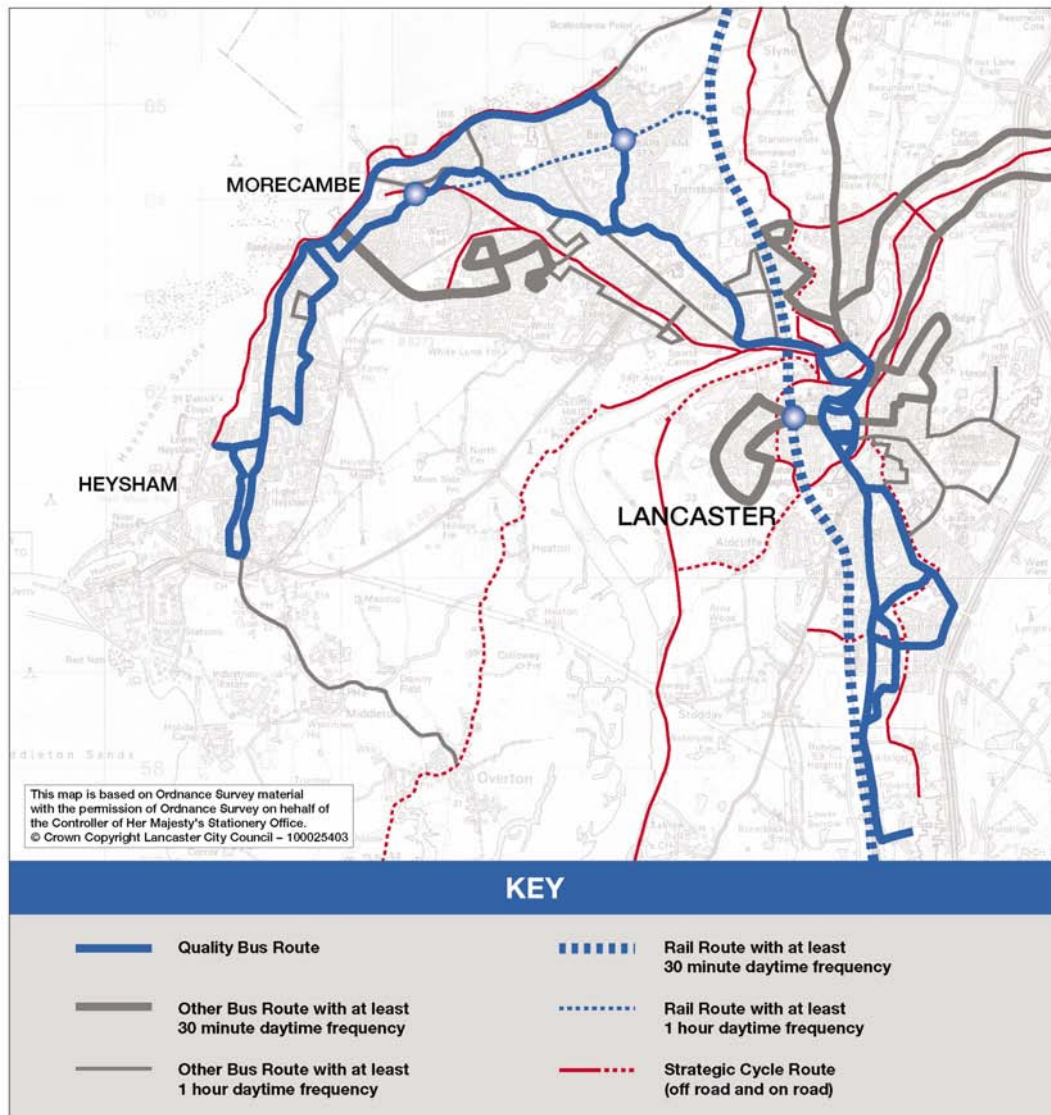


Figure 9 - Urban Public Transport and Main Cycle Routes in Lancaster District

Transport - Background

6.12 The impacts of traffic and transport on the environment, on mobility and on the local economy are key issues for the Core Strategy. Morecambe and Heysham have particular accessibility problems in that the main road access from these areas to the M6 passes through the congested gyratory systems to the north of Lancaster City Centre. The problem is compounded as port traffic tends to coincide with peak hour traffic in Lancaster City Centre.

6.13 The Community Strategy identifies transport as its key priority whilst the Vision Board's number one "transformational" project focuses upon finding a long term integrated solution to the congestion between Lancaster and Morecambe. Both the LSP and Vision Board support the Heysham/M6 link road.

Existing Transport Infrastructure

6.14 The District's main transportation network is shown in Figures 9-10. The strategic routes are the M6 motorway, which runs north-south to the east of Lancaster City, and the West Coast main railway line. The Primary Road Network identified in the Lancashire Local Transport Plan includes the:

- A6 running north south through Lancaster City;
- A589 linking Lancaster to Heysham via Morecambe;
- A5105 linking Morecambe to Bolton-le-Sands, and
- A683 linking Lancaster to the M6 at Junction 34.

6.15 Other A roads and a number of B, C and unclassified roads complete the highway network.

6.16 Lancaster is served by West Coast Main Line services with a local service to Bare Lane, Morecambe and Heysham Harbour. From Carnforth, trains go west to Silverdale and Barrow and east to Wennington and Leeds. Lancaster has slightly higher patronage levels than Lancashire as a whole. There are Rail freight facilities at Heysham's port and power station. Rail connected sites in Carnforth have poor road links.

6.17 Despite being affected by congestion, the District is well served by buses, particularly in the main urban area which has three Quality Bus services. These link Heysham to the University via Morecambe and Lancaster City Centre. In 2004, passenger numbers grew by 12% on the Lancaster and Morecambe network. Further Quality Bus improvements are currently being implemented between Middleton and the University. Bus routes also link Lancaster with Preston, Carnforth, and the Lune Valley.

6.18 The District has an excellent and growing network of off road cycleways which are also open to pedestrians. Walking and cycling offer a practical and economical form of transport. The Cycling Demonstration Town Project is building on the existing cycling infrastructure and Personalised Travel Planning is promoting the use of the growing infrastructure. Lancaster's compact urban form means that, proportionally more people walk to work, than anywhere else in Lancashire. Car dependence is high in rural areas and in some housing estates where walking distances are long and public transport opportunities limited.

Usage and Issues

6.19 The District's transport networks for pedestrians, cycles, road vehicles and trains are well used at all times of the day, with peak periods extending beyond the traditional peak hours. The highway network is highly used for local movements with the majority of journeys to work being intra-district. The high proportion of local movements has influenced modal choice, with the proportion of private car users being lower than other Districts and cycling and walking being popular. Other factors that impact on modal choice are the proximity of residential areas to centres and the high number of students in the District.

6.20 Many roads in the District, particularly those in and surrounding Lancaster City, have high levels of traffic. In the city centre, for example, the A6 has an average daily flow of over 20,000 vehicles per day northbound and over 24,000 southbound. A high proportion of vehicle movements are across Lancaster City Centre bringing congestion to the local network.

6.21 The high volume of vehicles using the constrained and sensitive network of the city centre results in excessive queuing and high levels of congestion, leading to poor air quality. In 2004, the City Council declared an Air Quality Management Area in the city centre. The City and County Councils are working closely together to ensure that suitable measures are provided on this sensitive network to alleviate the problem of air quality.

The Strategy

6.22 Chapter 5 sets out the Council's key objectives for growing the local economy and furthering its regeneration objectives. Substantial investment in the District's transport infrastructure is needed to help achieve these aims. This investment ranges from that needed to meet regionally important infrastructure needs (such as the Heysham/M6 link road) to more locally based measures to facilitate continued regeneration in Morecambe, Luneside and other regeneration priority areas.

6.23 The key means of improving transport in the District is the Lancashire Local Transport Plan. The key schemes for Lancaster District in the period up to 2011 are;

- the Heysham to M6 Link Road;
- Lancaster City Centre Air Quality Zone;
- Cycling Demonstration Project;
- Personalised Travel Planning;
- Morecambe West End Neighbourhood Schemes.
- Other schemes under development include Park & Ride and Intelligent Transport Systems including Variable Message Signs to improve network management.

Heysham/M6 Link Road

6.24 This new road will complete the link between the Port of Heysham and the M6 motorway at Junction 34 and will run to the north of Lancaster and Morecambe. The County Council submitted a Major Scheme Business Case in July 2005 and resolved to grant planning permission in November 2006. Following a public inquiry in July/August 2007, this road scheme was approved by the Secretary of State in February 2008. The scheme has been included in the Regional Funding Allocation Programme. The new road is intended to;

- reduce delay on journeys to the Port of Heysham;
- support the local economy;
- improve access to business areas north of River Lune;
- take through traffic out of residential and commercial areas;
- reduce road casualties and improve air quality;
- allow reallocation of highway space to walking, cycling, public transport and the public realm.

6.25 The City Council supports the link road subject to the following issues being addressed:

- The scheme should be delivered in connection with a full range of sustainable traffic initiatives to avoid the released road space being filled by private vehicular traffic;
- The scheme should also include provision for park and ride facilities to the north of the City;
- Consideration be given to measures to reduce construction noise; and
- All HGV's should be routed along the link once it is constructed.

6.26 If approved, the road will not be completed until 2012. This means that the road's potential to contribute to alleviating congestion will not be realised until later in the plan period.

The Short-Term (2003-2012)

6.27 Until then, the Council and its partners will continue to implement measures to minimise the environmental impact of traffic, maximise use of non-car modes including public transport, bike and pedestrian networks and to manage car parking. It will also ensure that the transport impacts of development are mitigated by the negotiation of appropriate planning agreements.

The Long Term (2012-2021)

6.28 The Lancaster and Morecambe Vision, in conjunction with the City and County councils, is undertaking a major study of Transport in the district. This will examine the potential offered by the Heysham-M6 Link, make radical changes to the local road network to transform movement within the urban area. This study document will be a major element in developing transport strategy long-term for the District through the Local Transport Plan process and will be picked up in a future review of the Core Strategy.

6.29 The Council is committed to developing an action plan based on the findings of the Local Transport Study as the basis for its future transport strategy and will work with Lancashire County Council, the Highways Agency and other stakeholders on the development of future planning policy affecting the strategic road network.



Figure 10 - Lancaster District - Main Road Network

Policy E 2

TRANSPORTATION MEASURES

Purpose: To support the District's regeneration, improve residents quality of life and minimise the environmental impacts of traffic.

The Council will minimise the need to travel by car by:

- Focusing development on town centres and locations which offer a choice of modes of transport and resisting major development in car dependent locations;
- Improving walking and cycle networks, creating links and removing barriers and ensuring that development is integrated with pedestrian and cycle networks;
- Protecting land for strategic transport improvements such as the Heysham-M6 Link;
- Monitoring vehicle technological change and providing for low-emission vehicles;
- Reducing local traffic impacts through the Lancaster Air Quality Management Plan;

Ensuring all major development proposals are accompanied by enforceable measures to minimise the the transport impacts of development.

The Council will work with partners to promote the following transportation measures:

- Better access to White Lund, South Heysham and its Port via the Heysham/M6 link;
- Better public transport between Heysham, Morecambe, Lancaster City Centre and University, more 'Quality Bus' services and, after completion of the Heysham/M6 link, more road space for buses, and other innovative solutions;
- Innovative rural transport initiatives such as Carnforth Connect;
- Integrating the provision and management of car parking and park and ride in Lancaster and Morecambe and managing parking (including disabled parking) in association with development;
- Innovative traffic management solutions such as Intelligent Transport Systems;
- Addressing the problems of lorry traffic in Carnforth by rationalising land uses and using road capacity freed up by the Heysham/M6 link;
- Investment in local freight and passenger rail services and additional halts.

TARGETS (2003-2021)	INDICATORS	
<p>1.1 a-e) Public Transport Accessibility; 1.2 a-b) Cycle accessibility; 1.4 a-c) Urban Concentration; 3.4 a) Integrated Transport Study; 3.4 b) Heysham-M6 Link Road; 3.4 c) Cycling and Walking Networks; 3.4 d) Travel to work by bicycle; 3.4 e) Travel to work by foot; 3.4 f) Traffic flows in central Lancaster; 4.1 a-c) Access to services;</p>	<p>Progress on Heysham-M6 Link proposals; Quality Bus Routes; Quality Bus Patronage; Local Rail Patronage; Business Travel Plans approved; Cycle route length;</p>	
MILESTONES	IMPLEMENTED BY	MEANS
<p>LMV Transport Study Completed Autumn 2007 Local Transport Plan Approved January 2007 Cycling Strategy Reviewed 2009 City Centre Cycle Strategy completed Autumn 2007 Heysham-M6 Link – Permission Granted Spring 2008; Heysham-M6 Link – Work Commences Spring 2010; Heysham-M6 Link – Completed – Summer 2012;</p>	<p>Lancashire County Council; Private/Public partnership; Lancaster City Council; Lancaster and Morecambe Vision; Rail and Bus Operators; Cycling and Walking Groups; One Voice;</p>	<p>Local Transport Plan Cycle Strategy Walking Strategy Planning obligations Parking Strategy</p>

7 Customer Services

7.1 The Council is reforming service provision to become more responsive to customers and community needs. Customers for spatial planning include;

- Local people - as applicants, as affected parties and as people interested in the future of the District;
- Developers who require fast planning decisions to maximise income and minimise costs;
- Local interest groups and amenity societies with specific interests;
- Disadvantaged groups who may feel excluded from decision making;
- Government bodies and agencies implementing national policies;

7.2 Everyone should receive efficient, convenient and impartial services. A major review of access to services is currently under way, with the introduction of customer service centres in Lancaster and Morecambe. The Core Strategy provides the spatial planning framework for the review. The Council's Statement of Community Involvement sets out how people can get involved in preparing planning policy documents and considering planning applications.

7.3 Spatial planning is about more than Council services. It includes ensuring that people have convenient access to other services that they need. Measures to widen access to services include;

- maintaining town centres and local shopping provision;
- protecting rural services;
- providing new development, and public realm which is accessible to people with disabilities;
- ensuring that major new developments provide shops, community facilities and public transport through travel plans;
- Removing barriers in the pedestrian and cycle network and making local services as easy as possible to access on foot.

Policy CS 1

IMPROVING CUSTOMER SERVICES

Purpose: To ensure that people have Access To Services in a location and delivered by means that are convenient to them.

The Council will;

- Establish face-to-face customer service centres in Lancaster and Morecambe;
- Seek to maintain and develop the quality and range of services offered in the District's Town Centres;
- Seek to ensure that people have access to basic services close to where they live by focusing local services in local centres and key villages in rural areas.

TARGETS (2003-2021)	INDICATORS
4.1 a-c) Access to services; 4.2 a-b) Access to Council Services; 4.3 a-e) Disabled Access.	Face-to-Face Customer Service Centres established; Diversity of uses in Town Centres; Availability of basic services; Accessibility of commercial premises;

MILESTONES	IMPLEMENTED BY	MEANS
Access to Services milestones; Town Centre Floorspace Survey – Annual; Accessibility Audits of Town Centres;	Lancaster City Council Lancashire County Council	Access to Services Review Development Control Cycling and Walking Strategies

8 Monitoring, Review and Implementation

8.1 The Core Strategy is the Council's first spatial planning document. It has been prepared through a new, unproven and evolving Development Plan system. The system is in its infancy and good practise will take time to become established. The Council sees spatial planning as an iterative process and will constantly strive to improve. It will monitor and pay heed to best practise advice and monitor the way spatial planning is being developed in other local authorities to see if there are lessons to be learnt.

8.2 Planning strategies inevitably become dated. The most soundly based plan can be undermined or lose relevance as a result of a changing economic climate, changes in public opinion and attitudes and consequent changes in political and government priorities. Global issues such as energy supply, factors such as climate change giving rise to changing patterns of flood risk, all of these may necessitate changes to the Core Strategy.

8.3 The District's communities in 2021 will be different from today's with younger generations growing up and people moving in and moving out. The further a plan looks into the future, the less reliable its predictions and assumptions become. Every attempt has been made to produce a Core Strategy that is durable enough to withstand foreseeable changes. Nonetheless it is entirely possible that the Core Strategy will require modification well before the end of the Core Strategy period in 2021.

8.4 The Council produces an Annual Monitoring Report that reviews the progress of the Core Strategy and other Local Development Framework documents. The Annual Monitoring Report identifies progress on the preparation and implementation of the LDF Documents, identifies resource constraints and considers the implications of any important contextual changes. The Annual Monitoring Report will be subject to consultation, offering the opportunity for outside bodies to comment on the monitoring and review process. Each year following adoption, the Core Strategy will be evaluated and if a partial or total review is necessary, it will be undertaken. In spite of these qualifications, the Council expects that most of the principles of the Strategy will remain sound and will help achieve the Spatial Vision for Lancaster District.

Planning Obligations

8.5 Planning Obligations are a key delivery tool. Sustainable development relies on the provision of infrastructure, services and facilities. All development, large or small, will place additional demands on services impacting on their ability to meet community needs. Planning obligations provide the opportunity to overcome this by ensuring that developers contribute towards any necessary improvements required to make the development acceptable in planning terms, and address those needs that will arise from the development. They also provide the opportunity to enhance the quality of proposals on the surrounding environment.

8.6 Lancashire County Council guidance on planning obligations in Lancashire forms the basis of the Council's approach. A Supplementary Planning Document will provide detailed guidance on the scope, scale and thresholds for Planning Obligations. Matters appropriate for Planning Obligation contributions include;

- Affordable Housing (Policy SC5);
- Countryside Access (Policy SC3);
- Cultural Heritage, built heritage and conservation (Policy E1);
- Flood Defences (Policy SC7);
- Inland Waterways (Policy E1);
- Landscape Character (Policy E1);
- Biodiversity including habitat creation and local environmental improvements (Policy E1);
- Open Space, Sport and Recreation, including allotments (Policy SC8);
- Regeneration Initiatives (Policy ER2);
- Town Centre, Public Realm and Public Art (Policy E1);
- Transport including Park and Ride (Policy E2).

Policy MR 1**PLANNING OBLIGATIONS**

Purpose: To ensure that development contributes to the needs of local communities and the delivery of sustainable development.

The Council will work with developers to ensure that the long-term implications of development on existing infrastructure, services and facilities are addressed.

Where a development would create a need for additional or improved infrastructure, services or facilities or exacerbate an existing deficiency, contributions will be sought to ensure that the appropriate improvements are completed in advance of completion. Exceptionally, where provision on site is not appropriate, the Council will seek the delivery of equivalent community benefits off site, or a financial contribution in lieu.

TARGETS (2003-2021)	INDICATORS
1.5 b) Rural Affordable Housing; 1.6 b) Affordable Housing; 1.9 a-d) Recreational Open Space; 2.1a-h) Regeneration Priority Areas; 3.1a-b) Flood Risk; 3.2 a-d) Biodiversity; 3.4 a-d) Transport;	Number of schemes with S106 Contributions; Contributions secured for infrastructure; Contributions secured for open space; Contributions secured for biodiversity;

MILESTONES	IMPLEMENTED BY	MEANS
Draft Supplementary Planning Document prepared; Supplementary Planning Document adopted;	Lancaster City Council; Lancashire County Council; Private Developers;	Supplementary Planning Document; Development Control process; Lancashire County Council Guidance on Planning Obligations;

Appendix 1 Local Development Framework

WHAT THE LOCAL DEVELOPMENT FRAMEWORK HAS TO DO	PROCESS	WHICH DOCUMENT DOES IT	
<p>SET OUT HOW THE COMMUNITY WILL BE INVOLVED IN PLANNING DECISIONS:</p> <ul style="list-style-type: none"> Show how the Community will be involved in the preparation of LDF documents Explain how people will be consulted on planning applications Advise developers on Community involvement 		<p>STATEMENT OF COMMUNITY INVOLVEMENT (adopted June 2006)</p>	
<p>SET OUT THE VISION AND CONTEXT:</p> <ul style="list-style-type: none"> The Community's vision set out in the Community Strategy The social, economic and environmental context Corporate Council objectives, other Council Strategies and the plans and strategies of other stakeholders National and regional planning policy The roles of Lancashire County Council including local transport and Heysham-M6 Link Cross Border Issues including the plans of neighbouring authorities, the AONBs and Local Government re-organisation 	<p>COMMUNITY INVOLVEMENT</p>	<p>CORE STRATEGY</p>	
<p>SET OUT THE STRATEGY FOR MEETING DEVELOPMENT NEEDS:</p> <ul style="list-style-type: none"> Set out needs for housing, affordable housing, employment and retail development as well as recreation and greenspace; Identify strategic constraints and areas to be safeguarded; Identify settlements where development will be permitted; Relate development to managing demand for travel; Identify the roles of the District's shopping centres; Identify priority areas for regeneration and improvement; Set out the search sequence for the release of new housing 			<p>SUSTAINABILITY APPRAISAL</p>
<p>ALLOCATE LAND TO MEET DEVELOPMENT NEEDS:</p> <ul style="list-style-type: none"> Allocate land for housing, employment, retail and other development Define settlement boundaries, Green Belt, Nature Conservation Sites, Countryside and Greenspaces Identify technical constraints such as flood risk 		<p>LAND ALLOCATIONS</p>	
<p>SET OUT HOW PLANNING APPLICATIONS WILL BE DETERMINED:</p> <ul style="list-style-type: none"> Detailed policies on the design and location of new development Specific policies relating to development in rural areas 		<p>DEVELOPMENT CONTROL POLICIES</p>	
<p>PROVIDE DETAILED GUIDANCE IN COMPLEX AREAS:</p> <ul style="list-style-type: none"> Design guides and subject guidance on complex policy areas Development Briefs for major sites, area strategies Policies relating to shopfronts and minor development 		<p>SUPPLEMENTARY PLANNING DOCUMENTS</p>	

What the Local Development Framework has to do.

Appendix 2 LDF Evidence Base

2.1 The documents in the table below provide the evidence base for the preparation of Local Development Framework Documents. In addition to the Evidence Base documents listed below, the Lancaster District Local Development Framework is also informed by the following documents [a) to d)] either directly or indirectly by reference to the evidence that supported the preparation of the documents;

2.2 a) Local Community Strategies

- The Lancaster District [Community Strategy](#) - "Life in the Lancaster District - A Vision for 2020" - prepared by the Lancaster District Local Strategic Partnership (LSP)
- [Ambition Lancashire](#) 2005-2025, the "Strategic Vision for the Future of Lancashire", prepared by the Lancashire Partnership

2.3 b) National Planning Guidance

- Government guidance provided in [Planning Policy Guidelines \(PPGs\) and Planning Policy Statements \(PPSs\)](#) ;

2.4 c) Other Development Plan Documents

- The [Regional Spatial Strategy](#) (RSS) prepared by the North West Regional Assembly and published by the Government Office for the North West;
- The [Replacement Joint Lancashire Structure Plan](#) prepared by the Joint Structure Plan Authorities - Lancashire County Council and the unitary authorities of Blackburn and Blackpool;
- The [Minerals and Waste Local Plan](#) prepared by Lancashire County Council;

2.5 d) Other Contextual Documents

- The [Regional Economic Strategy](#) (RES) prepared by the North West Development Agency (NWDA) ;
- The [Local Transport Plan 2006/07-2010/11](#) prepared by the Highway Authority, Lancashire County Council;

2.6 LDF Evidence Base as at 6th February 2007

No	Document Name	Date	Prepared by	Review
IBP 1	Urban Potential for Housing in the Lancaster District 2004-16	Nov 2004	Forward Planning Team	Likely to be reviewed around every five years
IBP 2	Housing Monitoring Report 2006	July 2006	Forward Planning Team	>Prepared Annually to a base date of 1 April
IBP 2a	Portfolio of Housing Sites	Jan 2007	Forward Planning Team	To be read in association with Annual Housing Land Monitoring Reports. Will be revised periodically
IBP 3	Housing Needs Study	2004	Consultants - David Coultie Associates	Likely to be reviewed around every five years
IBP 4	Shopping and Town Centres Monitoring Report	Jan 2004	Forward Planning Team	Review not imminent

No	Document Name	Date	Prepared by	Review
IBP 5	Local Economy Monitoring Report	Aug 2006	Forward Planning Team	Aug 2007
IBP 6	Census Handbook	2001	Forward Planning Team	2011
IBP 7	Retail Study	2006	White Young Green	Review not imminent
IBP 7a	Addendum to Retail Study (IBP 7) for period 2016-2021	2006	White Young Green	Review not imminent
IBP 8	Open Spaces Study (PPG17 Study)	Nov 2007		
IBP 9	Strategic Flood Risk Assessment (SFRA)	Sept 2007	Jacobs	
IBP 10	Air Quality Management Area (City of Lancaster) (No 1) Order 2004	March 2004	City Council's Health and Strategic Housing Services	N/a
IBP 11	Lancaster District Economic Base Line.	Oct 2005	Regeneris Consulting for Lancaster and Morecambe Vision.	Review not imminent
IBP 12	Morecambe Resort Action Plan	Oct 2002	DTZ Pidea	Review not imminent
IBP 14	Landscape Character Assessment	2000	Environmental Resources Management (ERM) for Lancashire County Council	
IBP 15 Not yet available	Gypsy and traveller accommodation need study	May 2007	North West Regional Assembly with additional detailed Lancashire-wide study commissioned by constituent local authorities	
IBP 16	Employment Land Study and Premises Assessment Report Provides a full assessment of demand and supply of employment land and property for the period to 2016	Sept 2006	Regeneris /King Sturge	Review not imminent
IBP 16a	Employment Land Study - Technical Appendix Projected Demand to 2021	Sept 2006	Regeneris	Review not imminent
IBP 17	Development of New Renewable Energy and Recycling Industries for Lancaster and Morecambe	June 2006	Quantum Strategy & Technology Ltd for Lancaster and Morecambe Vision	Review not imminent
IBP 18a	Tourism Strategy for Morecambe, Lancaster and the Lune Valley	June 2006	Lancaster City Council	Regularly reviewed
IBP 18b	Historic Towns and Cities in England's North West		North West Regional Development Agency and English Heritage	Review not imminent
IBP 19	Completion of the Heysham to M6 Link Web based Evidence Archive	2006	Prepared by Lancashire County Council	Ongoing updates

Table 2.1 LDF EVIDENCE BASE AS AT 6/2/07

Appendix 3 Options Considered

Sustainability Appraisal

3.1 The Council carried out a Sustainability Appraisal and Strategic Environmental Assessment of the Options for a Core Strategy. The detailed Sustainability Appraisal Report is published separately. It considered six options. These were;

- i. **Urban Concentration** – Focusing development and investment within the urban areas of Lancaster, Morecambe, Heysham and Carnforth;
- ii. **Dispersion** – Spreading development across the District, allowing urban areas and villages to grow and dispersing development along road corridors;
- iii. **Urban Extension** – Focusing development and investment on a single urban extension on the edge of the existing urban area;
- iv. **Regeneration** – Focusing development in the Regional Regeneration Priority Area of Morecambe and Heysham and restricting development elsewhere;
- v. **Market Driven** – Promoting development in out-of-centre locations, along major roads and at motorway junctions;
- vi. **Incremental** – Not seeking to define a strategic framework and dealing with development proposals and investment decisions on their individual merits.

3.2 The Sustainability Appraisal looked at the environmental, economic and social implications of all of these options. It concluded that three of the options - ii) Dispersion, v) Market Driven, and, vi) Incremental, - were considered manifestly unsustainable and were therefore discounted

3.3 The appraisal concluded that;

- Option i) **Urban Concentration** is the best option to a significant degree both in terms of sustainability and in terms of risk as long as there is a reasonable split between Lancaster, Morecambe and Carnforth.
- Option ii) **Urban Extension** has some advantages. An extension to the south of Lancaster could potentially help to integrate Lancaster and Lancaster University. An urban extension could also be designed and planned along sustainable development principles from the start. It could incorporate renewable energy, sustainable drainage systems, recycling, pedestrian and cycle networks, public transport, linkages to new employment development and the creation of habitats. On the negative side however, it would increase journey lengths and car travel. It would present a major design challenge which many existing urban extensions elsewhere have struggled to meet. It would divert activity from the District's town centres and potentially have an adverse impact on areas in need of regeneration and Morecambe and Heysham in particular.
- Option iv) **Regeneration** also scores highly but raises concerns in terms of satisfying the needs of businesses who require proximity to Lancaster University. It also carries a risk in terms of relying on the completion of a Heysham M6 Link Road. A further longer-term risk was the extent of reliance on land that may become more vulnerable to flooding due to climate change. Should Government policy on development in low-lying areas become more stringent, such areas may either become unsuitable for development or require major investment in flood protection.

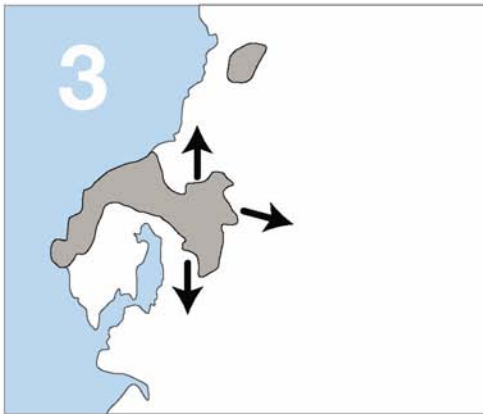
3.4 Pursuing Option (i), Option (iii) or Option (iv) does carry the risk that the concentration of all development in urban areas will have an adverse effect on the vitality of rural communities through exacerbating housing shortages and reducing the viability of rural services.



URBAN



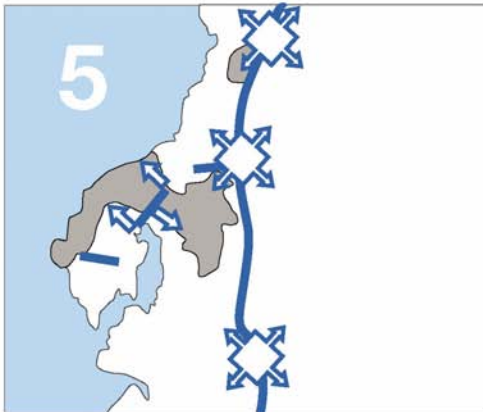
DISPERSAL



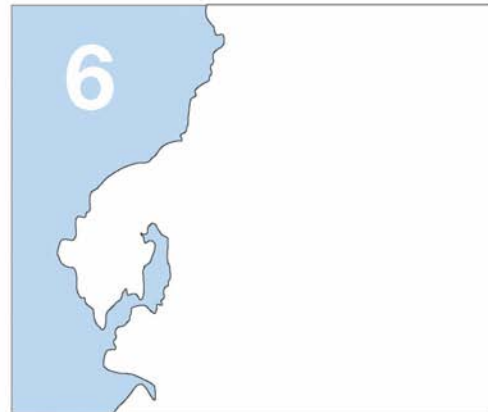
URBAN EXTENSION



REGENERATION



MARKET - DRIVEN



NO STRATEGY

Appendix 4 Tests of Soundness

4.1 Procedural Tests

- The Development Plan Document has been prepared in accordance with the Local Development scheme;
- The Development Plan Document has been prepared in compliance with the Statement of Community Involvement (SCI), or with the minimum requirements set out in the regulations where no SCI exists;
- The Development Plan Document and its policies have been subjected to sustainability appraisal.

4.2 Conformity tests

- The Development Plan Document is a spatial plan which is consistent with national planning policy and in general conformity with the North West Regional Spatial Strategy and it has properly had regard to any other relevant plans, policies and strategies relating to the area or to adjoining areas;
- The Development Plan Document has had regard to the authority's community strategy.

4.3 Coherence Consistency and Effectiveness

- The strategies / policies / allocations in the Development Plan Document are coherent and consistent within and between development plan documents prepared by the authority and by neighbouring authorities, where cross boundary issues are relevant;
- The strategies / policies / allocations represent the most appropriate in all the circumstances, having considered the relevant alternatives, and they are founded on a robust and credible evidence base;
- There are clear mechanisms for implementation and monitoring;
- It is reasonably flexible to enable it to deal with changing circumstances.

Appendix 5 Contextual Influences

Internal Influences

5.1 The Strategy must have regard to the Community Strategy and other relevant local strategies.

The Community Strategy and the Core Strategy

5.2 The Lancaster Community Strategy (2004) sets out the Community's vision for the District. It has been prepared by the Local Strategic Partnership ^(vii) which includes the Council, community and faith groups, business organisations and public service providers. All partnership members are working together to improve the District's quality of life, build fair, just and safe communities, improve travel and access, increase the range of leisure activities, protect and conserve the District's natural and built-heritage resources and achieve sustainable economic growth. A detailed assessment of how the Core Strategy contributes to Community Strategy objectives is set out in the Sustainability Appraisal document.

5.3 The Core Strategy is about how planning helps to achieve the vision of the Community Strategy by shaping the places where Lancaster District's people live and work. The Strategy will set out the Council's overall approach to managing new development. It should ensure that development enhances the community, takes place in sustainable locations, meets community and infrastructure needs and safeguards the natural and built heritage. The Table below sets out the key linkages between the Core Strategy and the Community Strategy.

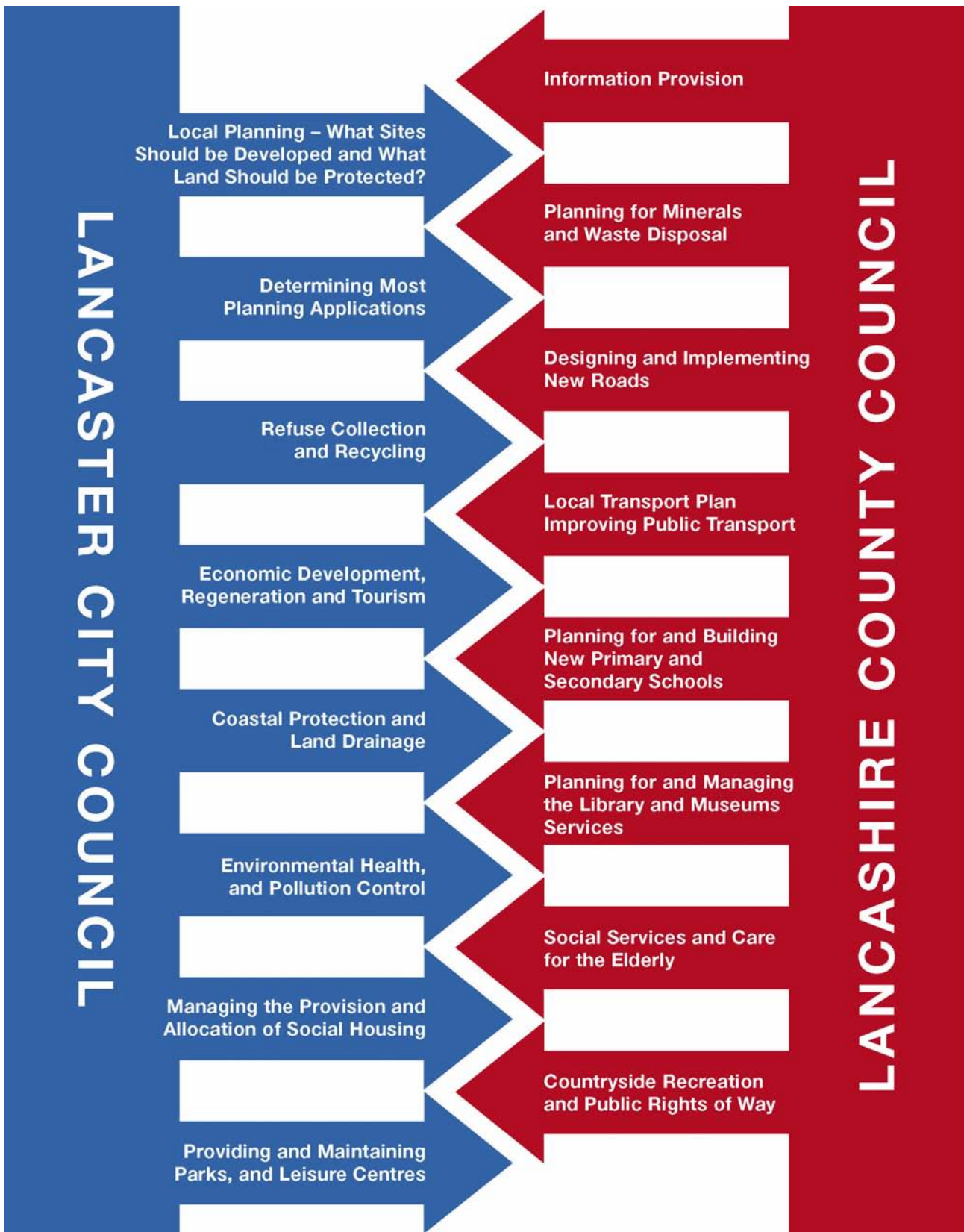
Community Strategy Vision	How the Core Strategy has regard to it
<p>Page 6 CORE PRINCIPLES</p> <p>Our vision for 2020 is of a District where the actions of the Council and all major stakeholders are underpinned by the five principles of equity, accessibility, participation, inclusivity and reducing health inequality; and where;</p>	<p>Policy SC1, SC2, SC3, CS1 Works for Spatial equity, accessibility, participation, inclusivity and reduces spatial inequality ; by seeking to ensure that high quality public and private services, amenities and facilities are delivered where people need them, in an accessible form, close to where people live and accessible by a choice of means of transport</p>
<p>Page 8 MEETING ESSENTIAL NEEDS</p> <p>Everyone can achieve their full potential for health and well being. We live in a fair and just society. We feel safe everywhere. We have access to safe, affordable, warm homes and affordable, nutritious and safe food and water.</p>	<p>Policy E1 Seeks to deliver a healthier environment; Policy SC8 Seeks to provide sport and informal recreation opportunities close to where people live; Policy SC6 Seeks to deliver environments which reduce crime and the fear of crime; Policy SC4 Provides the strategic framework for the delivery of new affordable and market homes</p>
<p>Page 17 TAKING PART</p> <p>Everyone has a sense of belonging and community pride and can influence the decisions which affect their lives locally and beyond;</p>	<p>Through front loading, a wide variety of community interests have been encouraged to take part in the development of the Core Strategy. Policy SC5 encourages high quality design and encourages community involvement in decisions about design. In the long term, this will enhance a sense of belonging; Policy SC3 seeks to encourage the preparation of village, parish and neighbourhood plans and the inclusion of the findings of such plans within the Council's decision making processes;</p>

vii The Local Strategic Partnership (LSP) brings together representatives of the public, business, education, voluntary and community sectors. The Lancaster District LSP was formed in 2002 and meets every two months

Community Strategy Vision	How the Core Strategy has regard to it
<p>Page 20 CARE AND RESPECT FOR EVERYONE</p> <p>All manifestations of prejudice such as discrimination, harassment and bullying are deemed unacceptable. Diversity is embraced and celebrated, freedom of conscience respected, the needs of people who require support are met.</p>	<p>Policy CS1 seeks to ensure that services are accessible to all;</p> <p>Measures to include all sections of the community including hard to reach groups, people with disabilities and minority language groups are addressed in the adopted Statement of Community Involvement.</p>
<p>Page 23 LIFE LONG LEARNING</p> <p>An inclusive, learning community in which children and adults are enabled to achieve their full potential and contributes towards the economic and social growth of the District and the nation. Educational and Training opportunities are accessible to all.</p>	<p>Policy ER1 seeks to maximise the benefits to disadvantaged communities of growth in the Higher Education Sector;</p> <p>Policy E1, in seeking to enhance the District's built and natural heritage, develops the District's history, wildlife and landscape as an outstanding environmental education resource;</p> <p>Policy SC8, in seeking to provide sport and informal recreation opportunities close to where people live, seeks to deliver a physical education resource;</p>
<p>Page 26 TRAVEL AND ACCESS</p> <p>Our transport system is integrated, sustainable and reliable and delivers real choice for the movement of goods and people. Public transport, cycling and walking are promoted. As quality services are locally accessible, congestion, accidents, journey time, stress and expense are reduced;</p>	<p>Policies SC1 and SC2 seek to locate development and facilities in sustainable locations with the maximum possible choice of means of transport;</p> <p>Policy E2 safeguards the route of the Heysham-M6 link, seeks to develop the public transport, cycling and pedestrian network, to safeguard potential opportunities for rail freight and shipping and to maximise transport choice;</p>
<p>Page 29 FUN, LEISURE AND CREATIVITY</p> <p>There are a variety of satisfying leisure and creative activities to meet the diverse needs of local people and visitors and people are actively participating in these activities.</p>	<p>Policy SC8, in seeking to provide sport and informal recreation opportunities close to where people live, seeks to deliver a physical education resource;</p> <p>Policy ER2 seeks to develop Lancaster and Morecambe town centres as centres of cultural and leisure activities;</p> <p>Policy ER6 seeks to develop tourism and visitor activities in Lancaster, Morecambe, Carnforth and the Rural Area;</p> <p>Policy E2 seeks to develop the District's walking and cycling networks.</p>
<p>Page 32 USING RESOURCES WISELY</p> <p>The materials, goods and services we use are produced and used in an environmentally friendly way and we only use our fair share of resources. Everything we use is made to last a long time and then be recycled. We all reduce, re-use and recycle our waste at work, in business and at home. Individuals and organisations use energy efficiently in their buildings, heating, lighting and transport. Renewable resources are used to produce a substantial and increasing proportion of our energy.</p>	<p>Policy SC1 seeks to ensure that new development proposals uses locally-sourced, environmentally friendly or recycled construction materials, uses sustainable waste management practices and minimises construction waste;</p> <p>Policy SC2 seeks to direct most new development to recycled land and buildings in urban areas;</p> <p>Policy SC5 sets a land recycling target for new housing development;</p> <p>Policy ER7 seeks to maximise the District's potential for renewable energy;</p> <p>Waste disposal policies for the District are contained in the Minerals and Waste Local Development Framework prepared by Lancashire County Council.</p>

Community Strategy Vision	How the Core Strategy has regard to it
<p>Page 35 PROTECTING AND ENHANCING WILDLIFE</p> <p>Lancaster District continues to be a place of great natural beauty with a variety of landscapes. Our air, water and land are clean and healthy. Together we encourage and nurture the diversity of wildlife and quality of the rural and urban landscapes that make the District so special and important to our economy, health and well-being. Our back yards, gardens and urban landscapes meet the needs of people and wildlife. We all have access to greenspace and heritage.</p>	<p>Policy SC8, defines an urban greenspace network and seeks to reduce open space deficiencies;</p> <p>Policy E1 safeguards and seeks to enhance the District's environmental capital including the Countryside, the historic environment and sites of nature conservation importance.</p>
<p>Page 38 ECONOMY AND WORK</p> <p>Our local economy and opportunity to work is sustained by a wide variety of competitive industrial, agricultural and commercial organisations thriving in an environmentally and socially responsible way. A culture of enterprise and innovation encourages new business opportunities that contributes positively to local communities, the environment and our economic well being. We value both paid and unpaid work and recognise the value of the private, voluntary and public sectors to local people and in particular the economic benefits of our excellent higher educational establishments. Our needs are met locally wherever possible and fair trade is encouraged.</p>	<p>Policy ER1 seeks to maximise the economic potential of the University;</p> <p>Policy ER2 seeks to regenerate and diversify existing employment area;</p> <p>Policy ER3 seeks to provide land for new employment development;</p> <p>Policy ER4 seeks to develop the District's town centres as centres for office development;</p> <p>Policy ER6 seeks to develop the District as a tourism destination.</p> <p>Policy ER7 seeks to develop renewable energy including wind energy and biofuels;</p>
<p>Page 41 POSITIVE PLANNING AND DEVELOPMENT</p> <p>Positive Planning and development is used to encourage wealth creation whilst protecting the environment. Development is sustainable. New buildings are energy efficient. Buildings are built on recycled land where possible and use reclaimed and recycled materials. Developments are near local services and transport networks. Local traditions, culture and heritage are promoted and pursued.</p>	<p>Encouraging wealth creation whilst protecting the environment (i.e. Sustainable Development) is the guiding principle of the Strategy. Policy SC1 seeks to ensure that new buildings are energy efficient, recycle land and materials and are energy efficient. Policies SC1 and SC2 seek to ensure that development is located close to local services</p>

Table 5.1 Key Linkages between the Core Strategy and the Community Strategy



Key Linkages

External Influences

5.4 A key element of spatial planning is ensuring that the Core Strategy is linked to other plans and strategies in the area. These are listed below.

Lancaster City Council and Lancashire County Council

5.5 Lancashire County Council delivers some services in Lancaster District (see above) including;

The Joint Lancashire Structure Plan

5.6 The Replacement Lancashire Structure Plan was adopted in 2005 by Lancashire County Council and the unitary authorities of Blackburn with Darwen and Blackpool. Although it loses Development Plan status in 2008, some policies may be retained depending on the approval of the Secretary of State. The Structure Plan seeks to direct development to brown-field sites, to declining coastal resorts and industrial East Lancashire whilst controlling green field development.

The Heysham-M6 Link

5.7 As Local Highway Authority, Lancashire County Council is responsible for the Heysham-M6 Link. The planning application has, now been approved by the Secretary of State. The County Council's role is to acquire the necessary land, secure finance for the road and construct the road. The City Council's role is to safeguard the route and to address some of its wider consequences for land use in the District.

The Lancashire Minerals and Waste Plan

5.8 The County Councils current Minerals and Waste Local Plan (2001) protects the Kellet area as a Mineral Resource area, allows for a large scale extension to Dunald Mill Quarry near Over Kellet and maintains a site for the disposal of biodegradable waste at Salt Ayre. The Lancashire Minerals and Waste Local Development Framework currently comprises an adopted Statement of Community Involvement. The Core Strategy has now been submitted. Key proposals include;

- Continuing to identify and conserve mineral resources and keeping minerals consultation areas under review.
- Ensuring that 25% of construction aggregates used in Lancashire are recycled by 2021
- Extracting of 57.8m tonnes of limestone between 2001 and 2021 from existing sites;
- Support proposals for the extraction of locally sourced building stone;
- No sites to be allocated for mineral extraction in Lancashire except for high quality sand;
- An area of search around Forton for future extraction of sand and gravel.
- All major developments to include details of measures to minimise construction waste;
- All development to provide facilities for handling, storage and collection of segregated waste;
- Demanding recovery and recycling targets for municipal solid waste, construction and demolition waste and industrial and commercial waste.

5.9 A draft Supplementary Planning Document on Managing and Minimising Waste in New Development has also been produced. The County Council also propose to prepare a Generic Development Control Policies DPD and a Site Specific Policies and Allocations DPD. The Core Strategy provides the general planning policy context for minerals and waste planning.

Ambition Lancashire

5.10 Lancashire County Council operates its own Local Strategic Partnership which deals with matters of county wide importance. The County LSP has produced a county-wide Community Strategy called Ambition Lancashire which sets out a vision for Lancashire as a whole. Ambition Lancashire contains a vision of a prosperous, accessible Lancashire with dynamic rural areas, an improved image, a Lancashire which values learning and respects the needs of children, a caring and healthy Lancashire, a Lancashire which is welcoming

and harmonious, a safe Lancashire, a Lancashire which values older people, which offers a good quality of life, has a vibrant culture and cares for its environment. All of these themes are reflected in Lancaster's Community Strategy and the spatial aspects are reflected in many aspects of this Core Strategy.

Lancaster Local Area Committee

5.11 The County Council has recently set up a Lancaster local area committee which will consider matters of local significance. These include

- local highway authority functions including street lighting schemes, local safety schemes, pavement café licences, residents parking schemes, Traffic regulation orders, school crossing patrols, on-street parking, and pedestrianisation, bus shelters, 20mph zones, street furniture management and highway maintenance
- Locations for household waste recycling centres
- School Travel Plans
- Environmental Projects
- The Public Rights of Way Network
- Countryside Recreation.

5.12 Many of these issues are directly related to Spatial Planning and the Council will work closely with the Local Area Committee.

Lancashire Local Transport Plan

5.13 Lancashire County Council is the Highway Authority for Lancaster District It also co-ordinates public transport in the District and funds improvements to public transport infrastructure. The Lancashire Local Transport Plan was published in 2006.

5.14 Key proposals include;

- Planning jobs, homes, shops, leisure facilities and other services within easy reach when preparing land use plans and developing major sites;
- Ensuring good access to education, jobs, healthcare and other services as well as leisure opportunities through a combination of transport services and innovative service provision.
- Developing bus and rail based Park and Ride schemes close to major road corridors, railway stations and rapid transit corridors.
- Developing and promoting a 'world class' digital infrastructure in Lancashire to help meet economic and travel-reduction objectives.
- Reducing long-stay car parking in principal urban areas and main towns through an integrated approach to parking standards and network management.
- Press for improved cross-boundary links with our neighbours and beyond and press for improvements to the strategic rail network and local rail services including Barrow/Windermere to Manchester Airport
- Pursue major improvements to the strategic highway network in Lancashire including the Heysham-M6 Link, press for improved links to Ports and Promote Lancashire's role in a West-East Eurocorridor extending from Northern and Southern Ireland across the Irish Sea to the Trans-Pennine Corridor of Northern England and thence via the Humber ports and North Sea to the Netherlands, North Germany, Poland and beyond.
- Develop a network of quieter and safer rural roads in the County;
- Promote the development of work, school and personal Travel Plans..
- Provide a well-maintained safe cycle and footpath network and promote its use throughout Lancashire.
- Promote the growth of rail freight in Lancashire including at Heysham Port.
- Implement a programme of route-by-route improvements to support a Quality Bus network in Lancashire.

5.15 The Core Strategy helps by creating sustainable patterns of development safeguarding the routes of major road schemes, directing development to areas which offer a choice of modes of transport, providing policies dealing with access, car parking and town centre issues and helping development proposals can manage the demand for travel that they create.

Core Strategy Proposal (POLICY E2)	Lancashire Local Transport Plan
Strategic Approach	
Reduce the need to travel by car and focussing development in sustainable locations;	<p>Para 4.2.12 Developments</p> <p>A number of areas within the District will be developed during this LTP period. The impact of any development on the transport network must be minimised and meet the County Council's objectives. Evidence of the suitability of measures and their impact on the shared priorities may be required in areas such as a declared Air Quality Management Area.</p>
Improving walking and cycling networks;	<p>4.2.10 Active Travel</p> <p>Lancaster has a network of off road cycleways established on former railway lines and the canal towpath, also open to pedestrians. The centrepiece is the Lune Millennium Bridge. Walking and cycling offer an alternative to the peak hour congestion on the main corridors leading into Lancaster. They also offer a practical and economical form of transport for students and people from disadvantaged backgrounds. The Cycling Demonstration Town Project will build on the existing cycling infrastructure and Personalised Travel Planning will promote the use of the growing infrastructure. Car journeys transferred to active travel will reduce the number of car journeys into the city centre, reducing congestion and improving air quality.</p> <p>The Millennium Park and Cycleway stretches along the Lune Valley from the estuary at Glasson Dock to Lancaster and upstream as far as Caton. It serves as a route to work on weekdays and as a leisure route at weekends and in the holidays. Under the Rights of Way Improvement Plan we will build a network of multi-user bridleways to improve access from urban to rural areas. Schemes under development include;</p> <ul style="list-style-type: none"> • North Lancashire Bridleway • Safe Road Crossing near Scotforth • Carnforth Bridleway Project • North Bowland Bridleway Network • Hornby Railway Link • Bare to Hest Bank Safe Route to School. <p>4.2.17 Cycling Demonstration Town Project</p> <p>The DfT Cycling Demonstration Project pilot will build upon the cycling infrastructure already in place in Lancaster to produce a sharp increase in the levels of cycling. The objectives are to;</p> <ul style="list-style-type: none"> • produce growth in number of journeys made by bike • reduce congestion and journey time • support Air Quality Zone and Personalised Travel Planning <p>improve accessibility to essential services and promote social inclusion.</p>
Protecting land for strategic infrastructure improvements;	<p>4.2.15 Heysham-M6 Link Road</p>

Core Strategy Proposal (POLICY E2)	Lancashire Local Transport Plan
	<p>This new road will complete the link between the Port of Heysham and the M6. We submitted a Major Scheme Business Case at Programme Entry in July 2005 and have now made a Planning Application. Further details are contained in the Major Scheme Proposals chapter. The scheme has been included in the Regional Funding Allocation Programme. The new road will;</p> <ul style="list-style-type: none"> • reduce delay on journeys to the Port of Heysham • support the local economy • improve access to business areas north of River Lune • take through traffic out of residential and commercial areas <p>reduce road casualties and improve air quality allow reallocation of highway space to walking, cycling, public transport and the public realm.</p>
<p>Reducing the local environmental impact of traffic including the impacts on air quality;</p>	<p>4.2.13 Air Quality and Congestion in Lancaster City</p> <p>The high volume of vehicles using the constrained and sensitive network of the city centre results in excessive queuing and high levels of congestion, leading to poor air quality. In 2004, Lancaster City Council declared an Air Quality Management Area in the city centre and is required to undertake a Stage IV Assessment of air quality. The Stage IV Assessment includes the collection of additional traffic data and an increase in the number of nitrogen oxide monitoring sites from 6 to 20. It is expected that annual average NO₂ concentrations at relevant locations will exceed the Government's objectives.</p> <p>Results from the Stage IV Assessment combined with our highway modelling work have helped us to understand the transport network and predict the impact of LTP schemes. The Councils are working closely together to ensure that suitable measures are provided on this sensitive network to alleviate the problem of air quality and also to contribute to the LTP objectives and the Government's shared priorities. The LTP schemes for Lancaster also form part of the Air Quality Action Plan. Their impacts on transport are detailed below and their impacts on air quality within the AQMA are included in the Air Quality chapter. The Annual Progress Report will include details of the agreed Air Quality Action Plan. We will also report the effect of LTP and Action Plan schemes on the transport network and air quality.</p> <p>4.2.16 Lancaster City Centre Air Quality Zone</p> <p>Pending the outcome of the Stage IV Assessment, preparations are being made for an Action Plan to improve air quality in the Lancaster AQMA. All options for improving air quality will be assessed and the measures taken forward to a formal Action Plan will be decided through a process involving stakeholder and public consultation. A package of measures drawing upon the experience of similarly affected cities will be taken forward incrementally to meet local conditions. The opening of the Heysham-M6 Link road will also affect the area.</p> <p>The objectives are to;</p> <ul style="list-style-type: none"> • limit admission of vehicles that does not meet specified emission standards • support the use of vehicles using cleaner fuels including cars, buses and taxis

Core Strategy Proposal (POLICY E2)	Lancashire Local Transport Plan
	<ul style="list-style-type: none"> • support modal shift to walking, cycling and public transport • provide a healthier environment within the zone • reduce impact of traffic whilst maintaining accessibility, viability and vitality • reduce total vehicle emissions in the zone • improve network management through ITS.
<p>Ensuring that all major development proposals are accompanied by measures to minimise the impact of traffic including Business Travel Plans and contributions to appropriate off site measures.</p>	<p>4.2.14 Key Schemes in Lancaster</p> <p>The prospect of developments in Lancaster does offer the opportunity of developer funding towards transportation schemes. Whilst we are developing a number of schemes, the nature of development makes it difficult to determine when these funds will become available. Schemes under development include Park & Ride and Intelligent Transport Systems including Variable Message Signs to improve network management.</p>
<p>Detailed Measures</p>	
<p>Better access to White Lund, South Heysham and the Port via the Heysham-M6 Link</p>	<p>4.2.5 Highway Usage</p> <p>The completion of the Heysham-M6 Link will reduce journey times to the Port of Heysham, Heysham Power Stations and the Economic Development Zone north of the Lune. It will remove through traffic from urban areas, reducing congestion. This will lead to greater reliability of bus services, lower risk of road casualties and higher air quality. The Link will have a parallel cycle path and highway space will be re-allocated to give better access for buses, cycling and walking and to improve the public realm</p>
<p>Better Public Transport between Heysham, Morecambe, Lancaster City Centre and the University</p>	<p>4.2.6 Buses</p> <p>The District is currently well served by buses and includes three Quality Bus services along the main transport corridor from Heysham to the University via Morecambe and Lancaster City Centre. In 2004, passenger numbers grew by 12% on the Lancaster and Morecambe network, putting it amongst the 15 fastest growing networks in the country. Further Quality Bus improvements are currently being implemented between Middleton and the University.</p>
<p>Parking and Park and Ride</p>	<p>4.2.7 Private Cars</p> <p>Private cars are the predominant mode of transport accounting for approximately 93% of vehicles on the highway network. They make the greatest contribution to existing congestion levels and poor air quality in the declared AQMA. However, the use of the private car for the journey to work movement is only 55%, below the average for Lancashire. Lancaster City Council is currently developing a Parking Strategy for off street car parks. Together with improved management of the highway network, it will direct drivers to vacant parking places and reduce wasted trips in the city centre.</p> <p>4.2.14 Key Schemes in Lancaster</p> <p>Schemes under development include Park & Ride.</p>

Core Strategy Proposal (POLICY E2)	Lancashire Local Transport Plan
Intelligent Transport Systems	<p>4.2.14 Key Schemes in Lancaster</p> <p>Schemes under development include Intelligent Transport Systems including Variable Message Signs to improve network management</p>
Local Rail Network	<p>4.2.9 Rail</p> <p>Lancaster is served by West Coast Main Line services with a local service to Bare Lane, Morecambe and Heysham Harbour. From Carnforth, trains go west to Silverdale and Barrow and east to Wennington and Leeds. Lancaster has slightly higher patronage levels than Lancashire as a whole and this may be due to the number of stations in the District</p>

Table 5.2 Linkages between the Core Strategy (Policy E2) and the Lancashire District Transport Plan

Other Roles

5.16 Lancashire County Council also provides specialist advice on archaeology, ecology and landscape design. The County Council is the Local Education Authority and is also responsible for social services. Finally it maintains the Library service and the County archive which contains many historic documents which relate to land-use. In Lancaster, it also runs the City's museums.

The Regional Spatial Strategy

5.17 The Core Strategy must be in general conformity with the Regional Spatial Strategy. This seeks an urban renaissance in cities and towns, sustainable rural communities and efficient integrated transport. The emerging Regional Spatial Strategy is expected to be adopted shortly. Key elements of the RSS are;

5.18 Achieving a Sustainable economy by

- building on the Region's economic strengths,
- identifying investment opportunities for business sectors identified as transformational
- developing the Region's knowledge economy
- ensuring a forward supply of business land;
- Linking job opportunities to deprived communities;
- Making town centres the focus of retail, leisure and office development;
- Supporting the sustainable diversification of the rural economy;

5.19 Ensuring a Strong, Healthy and Just Society by

- ensuring that health and education services and good quality housing are available to all within the North West
- increase, overall the amount of additional housing required to be built in the region to accommodate additional households, to improve quality and choice, and to secure more sustainable communities including 400 units per annum in Lancaster District.
- Intervening in Lancashire Coastal Towns to achieve housing market restructuring;

5.20 Connecting People and Places by

- focusing on increasing the contribution made towards the movement of people, goods and services
- by the more sustainable modes of transport: rail, road-based public transport, waterways, walking and cycling.

- defining a Regional Public Transport Framework including London-Manchester/ Liverpool /Central Lancashire/Scotland and Manchester/Cumbria;
- improving surface linkages to ports;

5.21 Enjoying and Managing the North West by:

- ensuring that proposals and schemes for investment or development are of high quality and take into account the wider environmental costs associated with them.
- delivering sound environmental management;
- requiring protection and enhancement of the most significant biodiversity, landscape, heritage and woodlands and more sustainable approaches to land remediation;
- delivering a better relationship of new development to water resources, flood risk and adaptation to the impacts of climate change;
- delivering Green Infrastructure — creating multi-functional networks of green spaces which are important not only in terms of environmental quality, but also in providing recreation, in improving health, adapting to changing climate as well as other social and economic benefits.
- implementing Regional Parks in the North West Coast and ensuring that the coast is properly managed.
- additional (onshore) generation capacity from renewable sources.

5.22 In North Lancashire, the RSS ^(viii) states that the overall aim is to address the challenge of creating a model sustainable urban area, which serves and supports the needs of an extensive rural hinterland. There are significant challenges in creating highly skilled employment opportunities, harnessing development needed in Lancaster to regenerate areas such as Morecambe and providing affordable housing. The RSS specifically requires Plans and Strategies to;

- Secure the regeneration of Morecambe through the development of tourism and the restructuring of the housing market;
- Harness opportunities for sustainable having due regard to the historic character of the city;
- Build on the strengths and opportunities offered by Lancaster University and the University of Cumbria;
- Ensure an increase in the supply of affordable housing;
- Support the role of the Port of Heysham in line with Policy RT4; and
- Develop proposals for the safe and effective management of traffic in Lancaster and Morecambe to enhance the public realm and support their leisure and tourism roles.

The Communities Plan and the Northern Way

5.23 The Communities Plan is a Government action plan to ‘deliver sustainable communities’ which aims to tackle housing supply issues in the South East and low demand in other parts of the country. In the North West, it identifies the mismatch between housing supply and demand as a key issue with some areas suffering from low demand and housing market failure, others where high demand is pricing housing out of the reach of local people and areas where the housing stock suffers from poor condition and obsolescence. It identifies four Housing Market Renewal ‘Pathfinder’ areas in Merseyside, Greater Manchester and central Lancashire.

5.24 Building on the Communities Plan, the North East, Yorkshire and North West Development Agencies have launched a draft growth strategy for the North of England called the Northern Way. This seeks to bring about the economic renaissance of the North of England and;

- Bring more people into employment;
- strengthen the North’s knowledge base by establishing key clusters ensuring that key manufacturing and services continue to grow;
- improve access to the North’s sea ports;

viii The emerging Regional Spatial Strategy is expected to be adopted in the summer of 2008.

- creating premier transit systems, reducing congestion and increase reliability on strategic routes including the M6 and the West Coast Main Line;
- create truly sustainable communities;

5.25 Central Lancashire is identified as a City region with a development programme to enable economic growth with specific proposals for housing, transport and economic development. The Northern Way is a key input to the review of the Regional Economic Strategy. The Northern Way is a major influence on the Regional Spatial Strategy.

North West Regional Economic Strategy

5.26 The North West Regional Development Agency promotes economic development and regeneration in the Region. Its Regional Economic Strategy (March 2006) guides assistance for regeneration projects and has a major impact on regeneration in Lancaster District. In relation to Lancaster it;

- Seeks to develop productivity and enterprise levels in a low carbon economy driven by innovation, leadership excellence and skills;
- Seeks to ensure that growth opportunities around Lancaster are fully developed;
- That key growth assets are fully utilised including the Higher Education and Science base, Ports, Strategic Regional sites (including the Bailrigg Science Park), the natural environment and the rural economy;
- Seeks the early implementation of the Heysham-M6 Link.

5.27 The Core Strategy drives the implementation of the Strategy by identifying and safeguarding employment sites for new employment and directing development to priority areas and developing the South Lancaster Knowledge Nucleus.

Areas of Outstanding Natural Beauty and National Parks

Arnside/Silverdale Area of Outstanding Natural Beauty

5.28 The Arnside/Silverdale Area of Outstanding Natural Beauty, designated in 1972, is a peninsula between Morecambe Bay and the Kent Estuary. It comprises wooded limestone hills and coastline and contains nature conservation sites of national and international importance including the RSPB reserve at Leighton Moss.

5.29 Management of the AONB, including conservation, recreation and educational work, is carried out by the Arnside/Silverdale AONB Management Committee with funding from the two district and two county councils, the Countryside Agency, the Arnside/Silverdale AONB Landscape Trust, Parish Councils and English Nature. It has a Management Plan addressing countryside, community, tourism and built environment issues. The Council's Local Development Scheme proposes that, in time, this be replaced with an Arnside/Silverdale Spatial Strategy to be jointly prepared by the constituent authorities.

Forest of Bowland Area of Outstanding Natural Beauty

5.30 Around half of Lancaster District lies within the Forest of Bowland AONB. This area, designated in 1964, occupies an extensive area of moors and rural valleys between the Lune Valley, the Yorkshire Dales and industrial East Lancashire, a total of around 800 sq. km. It includes a number of important nature conservation sites including the Bowland Fells Special Protection Area which is particularly important for birds of prey and the Hen Harrier in particular. It covers eight local authorities in three Counties.

5.31 The Forest of Bowland AONB Unit manages the Forest of Bowland. The Unit is led by Lancashire County Council in partnership with the local authorities, the Countryside Agency, parish and town councils, United Utilities (who own a large landholding in the area), the Environment Agency, the RSPB and English Nature and land-owning and recreational interest groups.

5.32 The AONB Management Plan addresses countryside, community, tourism, and, built environment issues. The core of the AONB is a large moorland area that separates the communities around its edge. Any joint Local Development Document would be extremely complex to prepare with linkages to six local development frameworks and two Regional Spatial Strategies.

Possible Future Changes to AONB and National Park boundaries

5.33 Natural England carried out a review of AONB and National Park boundaries in North Lancashire and Cumbria in 2005. The review raised the possibility of including of the Leck Fell area within the Yorkshire Dales National Park and the inclusion of Hutton Roof Crags and Farleton Fell within the Arnside Silverdale AONB.

Neighbouring parts of Lancashire

5.34 The current plan for Wyre District, which borders Lancaster to the south, is the Wyre Local Plan adopted in 1999. The plan restrains development in the countryside to the south of Lancaster District and contains policies to ensure a high standard of development within the Wyre portion of the Forest of Bowland AONB. It is likely that these elements will be taken forward in Wyre's Local Development Framework. Wyre intend to commence preparation of their Core Strategy in early 2008.

5.35 The District is bordered to the south west by Ribble Valley District. This border consists entirely of high moorland within the Area of Outstanding Natural Beauty and there are few cross-border planning issues. The Ribble Valley Local Plan was adopted in 1998 and is currently under review. The Ribble Valley Local Development Framework is at an early stage.

Neighbouring parts of Yorkshire

5.36 Much of the Bowland Fells and Upper Lune Valley adjoin Craven District in North Yorkshire. Key planning documents in Yorkshire are the draft Yorkshire and Humber Plan (the Regional Spatial Strategy for Yorkshire and Humberside), the Yorkshire Regional Economic Strategy, the North Yorkshire Local Transport Plan, the Craven Local Plan and the Yorkshire Dales Local Plan. Relevant issues are;

- The draft RSS identifies the area adjoining Lancaster District as a 'remoter rural' sub-region with service centres at Bentham and Settle and notes the influence of Kendal and Lancaster. It identifies key issues as landscape conservation and affordable housing and seeks to focus development on Bentham and Settle;
- Conserving the Yorkshire Dales National Park and Forest of Bowland AONB;
- Maintaining Ingleton and Bentham as local centres and protecting village shops;
- Proposals for bypasses for Coniston Cold, Gargrave and Long Preston/Hellifield on the A65 which would improve road linkages between the District and West Yorkshire.
- Inclusion of the Leeds-Carnforth railway line within the Strategic Transport Network and its potential future role as a Community Railway;
- Developing links to the Pennine Cycleway that runs through Ingleton and protecting surviving sections of the former Clapham-Sedbergh railway line for recreational use.

Neighbouring Parts of Cumbria

5.37 South Lakeland District in Cumbria forms the northern boundary of Lancaster District. The key planning policy documents here are the adopted Cumbria Joint Structure Plan, the South Lakeland Local Plan. Local Development Frameworks for South Lakeland and Cumbria are both at a very early stage. Key issues are;

- Maintaining Arnside, Milnthorpe and Kirkby Lonsdale as key service centres;
- The identification of the M6, A65, A6, A6070 and the West Coast and Furness Railway Lines as part of the Strategic Transport Network;
- The safeguarding of the Northern Reaches of the Lancaster Canal;
- Policies to protect the Arnside-Silverdale AONB and the nature conservation interest of Morecambe Bay and the identification of countryside outside the AONB to the north of the District as an area of landscape of County importance.

Appendix 6 Housing Issues and Trajectories

Appendix 6.1 Key Dwelling Requirement and Supply Scenario Figures at January 2007

Based on assumption that the requirement for Lancaster District in the Draft RSS of 7,200 net dwelling completions (equivalent to 400 per annum) [7290/405 Gross] will be confirmed in the Published RSS.

<p>“Conventional” 5-year housing land supply position 2006/07 to 2010/11</p> <p>Commitment base date = 1 April 2006</p> <p>Completions anticipated base date = 1 January 2007</p>	Gross Requirement 2006/07-2010/11	2,025
	Completions Anticipated	2,681
	“Manage” – over/under completions carried forward from year prior to commencement of this period year (2005/06)	-58
	Surplus	+598
<p>“Conventional” 10-year housing land supply position 2006/07 to 2015/16</p> <p>Commitment base date = 1 April 2006</p> <p>Completions anticipated base date = 1 January 2007</p>	Gross Requirement	4,050
	Completions Anticipated	4,098
	“Manage” – over/under completions carried forward from year prior to commencement of this period year (2005/06)	-58
	Surplus	-10
PPS3 Paragraph 53 Definition		
<p>Housing land supply position in years 1-5 commencing in the first full year following adoption of Core Strategy 2009/10 to 2013/14</p>	Gross Requirement	2,025
	Completions Anticipated	2,617
	“Manage” from previous period	+47
	Surplus	+639 dwellings
<p>Housing land supply position in years 6-10 (Second 5-year period) commencing in the first full year following adoption of Core Strategy 2014/15 to 2018/19</p> <p>Commitment/planned sites largely expired by 2015/16</p> <p>No allowance yet made for windfalls.</p>	Gross Requirement	2,025
	Completions Anticipated	206
	“Manage” from previous period	+639
	Deficit	-1,180 dwellings
To be addressed through forthcoming Land Allocations LDD		
<p>THIS PERIOD EXTENDS THREE YEARS BEYOND CORE STRATEGY PERIOD</p> <p>Housing land supply position in years 11-15 (Third 5-year period) commencing in the first full year following adoption of Core Strategy 2019/2000 to 2023/24</p> <p>Note: Commitments/planned sites expired long by commencement</p> <p>No allowance yet made for windfalls.</p>	Gross Requirement	2,025
	Completions Anticipated	0
	“Manage” from previous period	-1,180
	Deficit	-3,205 dwellings
To be addressed through forthcoming Land Allocations LDD		

Key Dwelling Requirement and Supply Scenario Figures at January 2007

Appendix 6.2 Dwelling Requirement and Supply Positions 2003/04-2023/24					
Commencement of Core Strategy Period					
Historic Dwelling Completions					
		Dwelling Completions	Gross Requirement	Surplus/ Deficit	Cumulative Surplus/ Deficit
2003/04 to 2005/06	Core Strategy Pre-Submission Period Part 1 Period 2003/04-2005/06 – requirement set as that contained with draft RSS Three years: -2, -1 and Monitoring Year	1,157	1,215	-58	-58
Anticipated Dwelling Completions ^(ix)					
2006/07 to 2008/09	Core Strategy Pre-Submission and Examination Period 2006/07-2008/09 – requirement set as that by draft RSS Three Years +1,+2 and +3	1,320	1,215	+105	+47
Core Strategy Adopted (Assumption: December 2008)					
2009/10 to 2013/14	First Five Years of PPS3 Post Adoption Continuous Delivery of Housing Period +4,+5,+6,+7,+8	2,617	2,025	+592	+639
2014/15 to 2018/19	Second Five Years of Post Adoption PPS3 Continuous Delivery of Housing Period +9,+10,+11,+12,+13	206	2,025	-1,819	-1,180
2019/20 to 2020/21	Post Adoption third five years of PPS3 Continuous Delivery of Housing Period +14,+15,+16,+17,+18	0	810	-810	-1,990
End of 18 Year Core Strategy Period					
2021/22 to 2023/24	Post Core Strategy Period Last 3 years of PPS3 Continuous Delivery of Housing Period	0	1,215 ^(x)	-1,215	-3,205

Dwelling Requirement and Supply Positions 2001/02 - 2023/24

- ix Anticipated Dwelling Completions from Deliverable & Developable Sites identified in Portfolio of Housing Sites 1 January 2007 – Specifically **excludes all** “not planned” sites and “windfalls” [That is sites without consent or not identified through the local plan process as at 1 January 2007]. The identification of additional housing supply will be addressed in the forthcoming Land Allocations Document on sites that accord with the principles established in this Core Strategy.
- x Assumption: Requirement continues at level established by RSS

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Appendix 6.3 - Housing Trajectory Components- (Planned Sites only) in Development Plan Period 2003/04 to 2020/21. (Continued on next page)

					Completions					
Sites providing anticipated dwelling contributions					2003-04	2004-06	2005-06	2006-07	2007-08	2008-09
					Present	Present	Monitoring	Present	Present	Present
					-2	-1	Year	+1	+2	+3
	Large Sites with Consent or awaiting Section 106	Status	Outstanding approvals at 01.04.06	Awaiting Section 106 Agreements						
Lancaster										
L083	Moor Hospital South	Site nearing completion	24	0				10	14	
L085	Arfa Daines, (Part of King Street HOS)	Site commenced	32	0					32	
L080	Marton Street, Lancaster (136)	Site commenced	0	139						90
L091	Luneside East	Outline approval	360	0						125
L092	Kingsway	Outline approval	100	0						25
Morecambe										
MD19/32	Mossgate, Heysham	Current phase nearing completion next phase with full approval	380	0				20	10	40
MD28	Barrows Lane, Heysham	Site nearing completion	1	0				1		
MD81	Trumacar Lane, Heysham	Awaiting development	40	0						20
MD82	Former Pontins Holiday Camp	Development commenced	620	0				34	80	80
MD83	Heysham Roads Depot	Awaiting development	82	0					10	43
MD84	Morecambe Centre - Morrisons/Frontierland	Outline consent	190	0						30
Camforth										
CD16	North Road Coal Yard	Site nearing completion	22	0				22		
Rural										
RD34	Halton Mills	Site commenced	74	48				12	123	89
TOTAL	Large Sites with Consent or awaiting Section 106		1,915	187				99	269	542
	Large Sites with City Council Prior Consideration			Anticipated Dwelling Numbers						
CIP 1	Nightingale Hall Farm, Lancaster	Lancaster District Local Plan, Housing Opportunity Site	0	185						
CIP 2	Former Bubbles Site - Design Competition Area within Central Morecambe Regeneration priority Area of Regional Importance	City Council working with Urban Splash as Preferred Developer. RIBA Design Competition concluded.	0	300						
CIP 3	Centros Miller Retail & Residential scheme Lancaster Centre	Lancaster District Local Plan Housing Opportunity Site. City Council working with Centros Miller as Preferred Developer. Planning application anticipated.	0	150						
CIP 4	Lundsfield Quarry, Camforth (Identified as component of Camforth Master Plan/Urban Design Uplift)	Lancaster District Local Plan Housing Opportunity Site. Planning Application anticipated.	0	150				25	60	
CIP 6	Lancaster Moor North Hospital Site (Contains Listed Buildings)	Lancaster District Local Plan Housing Opportunity Site. English Partnerships development team operational since late 2005. Planning Application Anticipated.	0	320						65
TOTAL	Large Sites with City Council Prior Consideration		0	1,085				0	25	115
			Large Site Commitment	Large Sites Anticipated						
	All Large Site Completions		1,915	1,272				99	294	657
	Small Sites		All Small Site Commitment at 01.04.06	Anticipated Approvals						
			495							
	Significant Small Sites									
	Grosvenor Hotel, Morecambe	Development Commenced	included above						37	
	Ferrocrete, Arkholme	Development Commenced	included above						9	
	New Hazelmere Hotel, 301-303 Marine Road East, Morecambe	Development Commenced	included above					14		
	Queen Street, Morecambe	Development Commenced	included above							31
	The Crags 457-459 Marine Road East	Development Commenced	included above						11	
	Morecambe Community Education Centre	Development Commenced	included above						22	
	Land at Damside Street/Rear of 54-58 Church Street	Awaits Development	included above							
	Significant Small Sites - without consent but anticipated at 01.04.06									
	Bulk Road (Former Shoe Factory), Lancaster	Lancaster District Local Plan, Housing Opportunity Site		52					38	20
	Other significant small sites not yet approved (plus 10 dwellings or more)	In short term: SPG16 Exceptions. In longer term approved under LDF policies.		See columns					0	0
	Other minor small sites	In short term from existing commitment and further SPG16 exceptions. In the longer term new sites approved under LDF policies.		See columns					30	30
	Total Small Site Completions								44	145
	Total Dwelling Completions							556	348	253
	RSS Net Requirement							400	400	400
	Allowance for clearance and other stock loss							5	5	5
	RSS Gross Requirement							405	405	405
	Annual Balance							151	-57	-152
	Net Running Balance							151	94	-58
								-320	-288	47
			Total Commitment	Total Anticipated Approvals on Large Sites						
			2,410	1,272						
			Large & Small Sites	Large Sites Only						
					2003-04	2004-06	2005-06	2006-07	2007-08	2008-09

The identification of additional housing supply will be addressed in the forthcoming Land Allocations Document on sites that comply with the principles established in the Core Strategy

Appendix 6.3 Housing Trajectory - Development Plan Period 2003/04 to 202/21

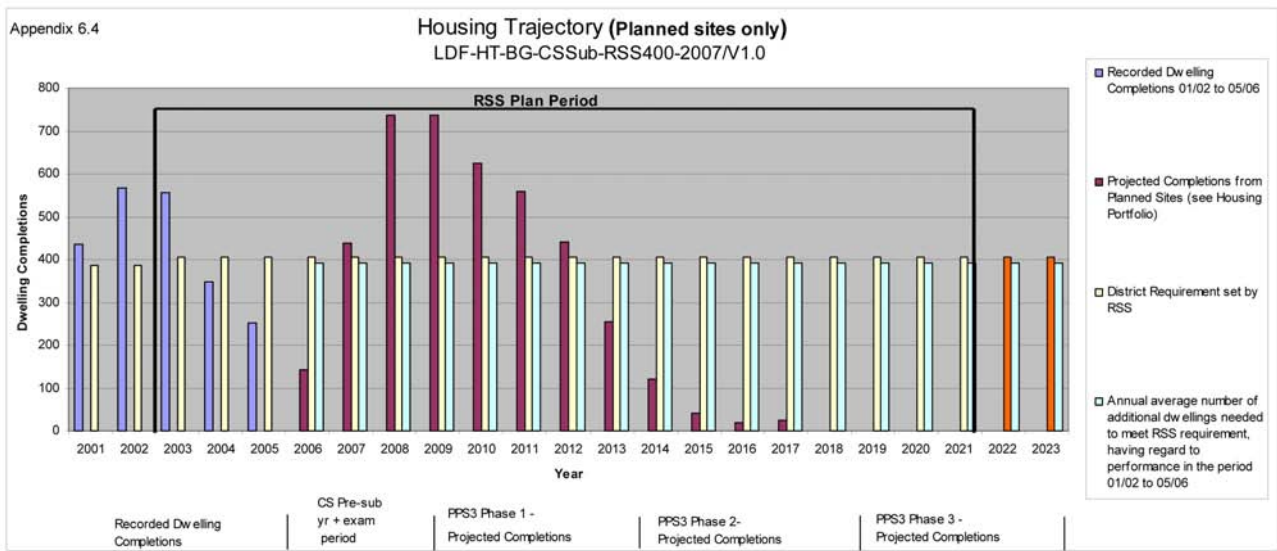
Appendix 6.3 - Continued from previous page

2009-10 Present +4	2010-11 Present +5	2011-12 Present +6	2012-13 Present +7	2013-14 Present +8	2014-15 Present +9	2015-16 Present +10	2016-17 Present +11	2017-18 Present +12	2018-19 Present +13	2019-20 Present +14	2020-21 Present +15	Site Totals Phases 2a & 2b
												24
												32
												139
	49											400
	125	100	50									100
	75											365
	40	40	40	40	40	40	40	20	25			1
												40
	20											660
	80	80	80	80	80	66						83
	30											160
	40	40	40	40								22
												224
												2300
489	260	210	160	120	95	40	20	25	0	0	0	2390
												164
	50	40	40	34								360
		100	75	75	75	25						148
			65	83								230
												400
	50	50	55									1282
	120	120	60	35								0
												0
220	310	295	227	75	25	0	0	0	0	0	0	3892
Annual Completions on Large Sites												
679	570	505	387	195	121	40	20	25	0	0	0	3892
												27
												9
												14
	10											41
												11
												22
	17											17
												56
												100
	0	25	25	25	25							244
	30	30	30	30	34							551
												Completed Phases
Annual Completions on Small Sites												
57	55	55	55	59	0	0	0	0	0	0	0	5,300
736	625	560	442	254	121	40	20	25	0	0	0	Required
400	400	400	400	400	400	400	400	400	400	400	400	7,290
5	5	5	5	5	5	5	5	5	5	5	5	Over
405	405	405	405	405	405	405	405	405	405	405	405	-1,990
331	220	155	37	-151	-284	-365	-385	-380	-405	-405	-405	
378	598	753	790	639	355	-10	-365	-778	-1,180	-1,585	-1,960	
2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	

Picture Appendix 6.3 Housing Trajectory -Development Plan Period 2003/04 to 2020/21

Appendix 6.3 Housing Trajectory - Development Plan Period 2003/04 to 202/21

Appendix 6.4 - Housing Trajectory Annual Total



Appendix 6.4 Housing Trajectory Annual Total (Planned Sites Only)

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Appendix 6.5 - Housing Trajectory (divided into 3 five-year periods post assumed Core Strategy Adoption Date).
(Continued on next Page)

		Status	Outstanding approvals at 01.04.06	Awaiting Section 106 Agreements	Phase 1 2003-2006 COMPLETE	Completions			Total	
						2006-07 Present + 1	2007-08 Present + 2	2008-09 Present + 3		
Sites providing anticipated dwelling contributions										
Lancaster	Large Sites with Consent or awaiting Section 106									
L083	Moor Hospital South	Site nearing completion	24	0					24	
L085	Arfa Dairies, (Part of King Street HOS)	Site commenced	32	0		10	14	32	32	
L090	Marion Street, Lancaster (139)	Site commenced	0	139					90	
L091	Luneside East	Outline approval	350	0					125	
L092	Kingsway	Outline approval	100	0					25	
Morecambe										
M019/32	Mossgate, Heysham	Current phase nearing completion next phase with full approval	380	0		20	10	40	70	
M028	Barrows Lane, Heysham	Site nearing completion	1	0		1			1	
M061	Trumacar Lane, Heysham	Awaiting development	40	0					20	
M062	Former Pontins Holiday Camp	Development commenced	620	0		34	80	80	194	
M063	Heysham Roads Depot	Awaiting development	82	0			10		43	
M064	Morecambe Centre	Outline consent	190	0					30	
	Morrisons/Frontierland								30	
Camforth										
C016	North Road Coal Yard	Site nearing completion	22	0		22			22	
Rural										
R034	Halton Mills	Site commenced	74	48		12	123	89	224	
TOTAL	Large Sites with Consent or awaiting Section 106		1,915	187		99	269	542	910	
	Large Sites with City Council Prior Consideration			Anticipated Dwelling Numbers						
CIP 1	Nightingale Hall Farm, Lancaster	Lancaster District Local Plan. Housing Opportunity Site	0	165						
CIP 2	Former Bubbles Site - Design Competition Area within Central Morecambe Regeneration priority Area of Regional importance	City Council working with Urban Splash as Preferred Developer. RIBA Design Competition concluded.	0	300						
CIP 3	Centros Miller Retail & Residential scheme Lancaster Centre	Lancaster District Local Plan Housing Opportunity Site. City Council working with Centros Miller as Preferred Developer. Planning application anticipated	0	150						
CIP 4	Lundsfield Quarry, Camforth identified as component of Camforth Master Plan/Urban Design Uplift	Lancaster District Local Plan Housing Opportunity Site. Planning Application anticipated.	0	150			25	50	75	
CIP 5	Lancaster Moor North Hospital Site (Contains Listed Buildings)	Lancaster District Local Plan Housing Opportunity Site. English Partnerships development team operational since late 2005. Planning Application anticipated	0	320					65	
TOTAL	City Council Prior Consideration		0	1,085		0	25	115	140	
			Large Site Commitment	Large Sites Anticipated		Annual Completions on Large Sites				
	All Large Site Completions		1,915	1,272		99	294	657	1,050	
	Small Sites		All Small Site Commitment at 01.04.06	Anticipated Approvals						
	Significant Small Sites									
	Grosvenor Hotel, Morecambe	Development Commenced	included above				37		37	
	Ferrocetre, Arkholme	Development Commenced	included above				9		9	
	New Hazelmere Hotel, 391-393 Marine Road East, Morecambe	Development Commenced	included above			14			14	
	Queen Street, Morecambe	Development Commenced	included above					31	31	
	The Crags 457-459 Marine Road East	Development Commenced	included above				11		11	
	Morecambe Community Education Centre	Development Commenced	included above				22		22	
	Land at Damside Street/Rear of 54-56 Church Street	Awaits Development	included above							
	Significant Small Sites - without consent but anticipated at 01.04.06									
	Bulk Road (Former Shoe Factory), Lancaster	Lancaster District Local Plan. Housing Opportunity Site		52			36	20	56	
	Other significant small sites not yet approved (plus 10 dwellings or more)	In short term. SPG16 Exceptions. In longer term approved under LDF policies		See columns			0	0	0	
	Other minor small sites			See columns			30	30	30	
	*In short term from existing commitment and further SPG16 exceptions. In the longer term new sites approved under LDF policies.									
	Total Small Site Completions						44	145	81	
									270	
Total Dwelling Completions					1,157	143	439	738	1,320	
RSS Net Requirement	Allowance for clearance and other stock loss				1,215	Over	400	400	400	1200
RSS Gross Requirement	Annual Balance				-58		405	405	405	1215
Net Running Balance							-262	34	333	106
					-58		-320	-286	47	47
			Total Commitment	Total Anticipated Approvals on Large Sites						
			2,410	1,272						
			Large & Small Sites	Large Sites Only						
						2006-07	2007-08	2008-09		

Appendix 6.5 - (Continued from Previous Page)

PPS3 Phase 1						PPS3 Phase 2						PPS3 Phase 3						Site Totals Phases 2a & 2b
2009-10 Present + 4	2010-11 Present + 5	2011-12 Present + 6	2012-13 Present + 7	2013-14 Present + 8	Total Phase 1	2014-15 Present + 9	2015-16 Present + 10	2016-17 Present + 11	2017-18 Present + 12	2018-19 Present + 13	Site Total Phase 2	2019-20 Present + 14	2020-21 Present + 15	2021-22 Present + 16	2022-23 Present + 17	2023-24 Present + 18	Site Total Phase 3	
																		24
																		32
																		139
																		400
																		100
																		395
																		1
																		40
																		650
																		83
																		190
																		22
																		224
																		2500
																		164
																		350
																		148
																		230
																		400
																		1292
Annual Completions on Large Sites																		
679	570	505	387	195	2336	121	40	20	25	0	206	0	0	0	0	0	0	3592
																		37
																		9
																		14
																		41
																		11
																		22
																		17
																		56
																		100
																		244
Annual Completions on Small Sites																		
57	55	55	55	59	281	0	0	0	0	0	0	0	0	0	0	0	0	551
																		Completed Phases
736	625	560	442	254	2617	121	40	20	25	0	206	0	0	0	0	0	0	5,300
																		Required
400	400	400	400	400	2000	Over	400	400	400	400	2,000	Over	400	400	400	400	2,000	Over
5	5	5	5	5	5		-284	-365	-385	-380	-1,819		-405	-405	-405	-405	-2,025	
405	405	405	405	405	2025	639	405	405	405	405	2025	405	405	405	405	405	2025	8,505
331	220	155	37	-151	592		-284	-365	-385	-380	-1,819		-405	-405	-405	-405	-2,025	-3,205
376	598	753	790	639	639		355	-10	-395	-775	-1,180		-1,585	-1,990	-2,395	-2,800	-3,205	
2009-10	2010-11	2011-12	2012-13	2013-14		2014-15	2015-16	2016-17	2017-18	2018-19		2019-20	2020-21	2021-22	2022-23	2023-24		

Housing Trajectory (divided into 3 five-year periods post assumed Core Strategy Adoption Date)

Appendix 6.6

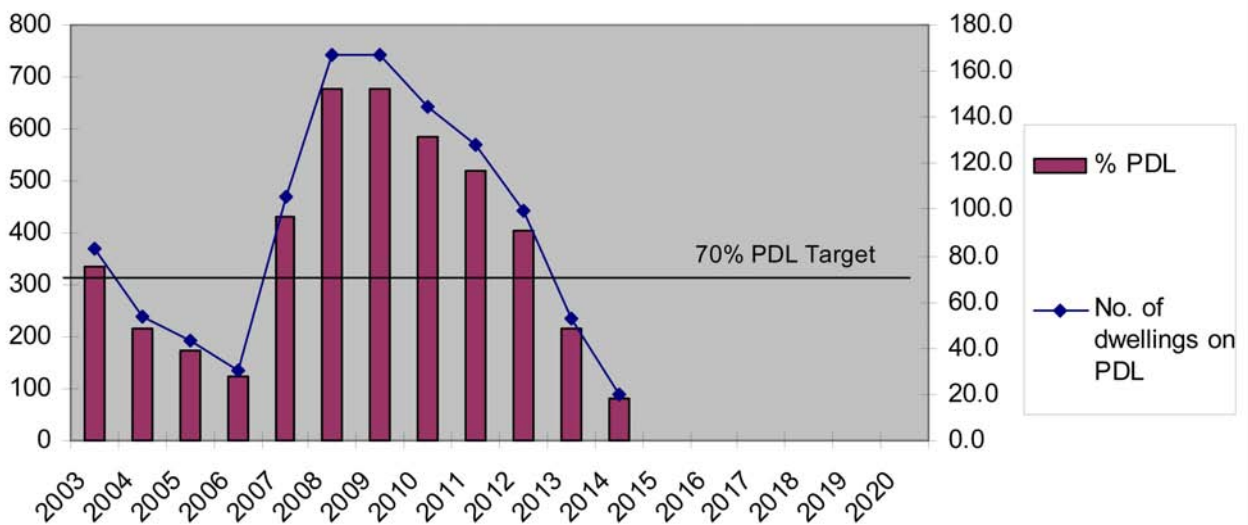
PDL Trajectory
LDF-PDL-CSSub-RSS400-2007/V1.0

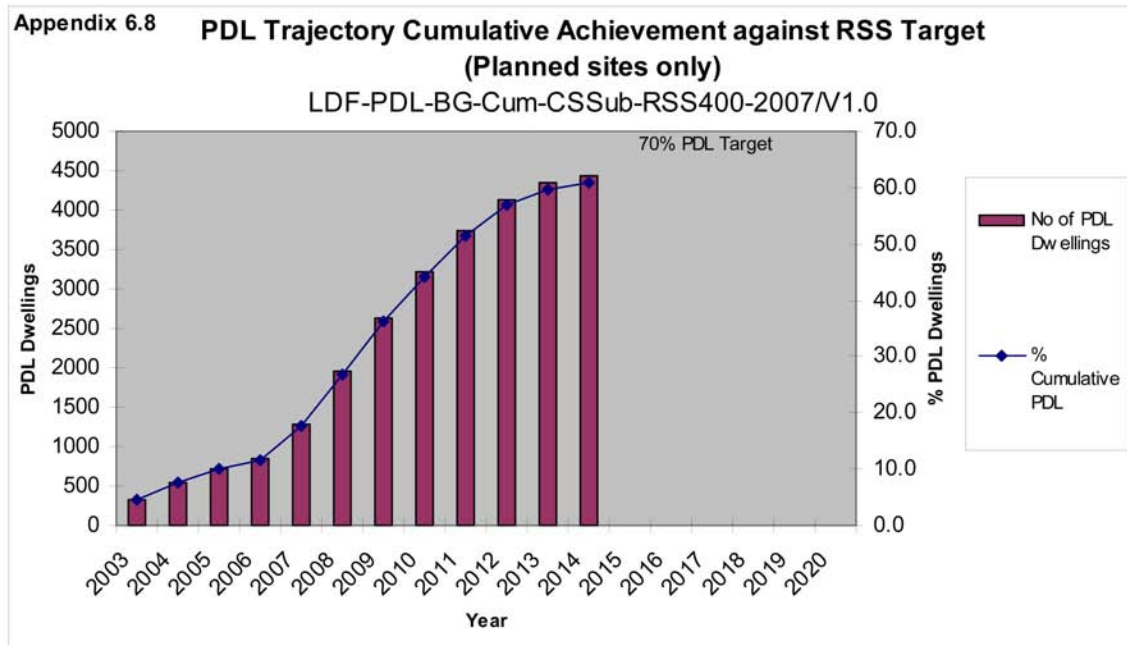
	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	Site Totals
	Present - 2	Present - 1	Monitoring Year	Present + 1	Present + 2	Present + 3	Present + 4	Present + 5	Present + 6	Present + 7	Present + 8	Present + 9	Present + 10	Present + 11	Present + 12	Present + 13	Present + 14	Present + 15	Phases 2a & 2b
Total Dwelling Completions	556	348	253	143	439	730	730	625	560	442	254	121	40	20	25	0	0	0	5300
Total PDL Completions	336	217	175	123	429	678	676	585	520	402	214	81	0	0	0	0	0	0	4438
RSS Gross Requirement	405	405	405	405	405	405	405	405	405	405	405	405	405	405	405	405	405	405	7200
Annual % of Dwellings on PDL	83.0	53.6	43.2	30.4	105.9	167.4	166.9	144.4	128.4	99.3	52.8	20.0	0.0	0.0	0.0	0.0	0.0	0.0	60.9%
Net Running Balance of PDL Completions	336	553	728	851	1280	1958	2634	3219	3739	4141	4355	4436							
Cumulative % of Dwellings on PDL	4.6	7.6	10.0	11.7	17.6	26.9	35.1	44.2	51.3	56.8	59.7	60.9							

Appendix 6.7

PDL Trajectory Annual Achievement against RSS Target (Planned sites only)

LDF-PDL-BG-Ann-CSSub-RSS400-2007/V1.0





Appendix 6.9

6.2 Trajectory Methodology

6.3 The housing trajectory for Lancaster District covers the period 2003 to 2023. This incorporates the full RSS time period (2003-2021) plus an additional two years to take account of the PPS3 requirement for a 15-year supply from the date of adoption.

6.4 In line with the good practice guidance the trajectory includes the following elements:

- Net additional dwellings over the previous 5 year period or since the start of the Core Strategy, whichever is longer;
- Net additional dwellings for the current year;
- Projected net additional dwellings to the end of the Core Strategy or over a 10 year period from its adoption, whichever is longer;
- Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years' performance.

6.5 The trajectory includes 3 spreadsheets showing the housing trajectory as it relates to RSS (appendix 6.3), the housing trajectory as it relates to the PPS3 requirements (appendix 6.5) and a Previously Developed Land (PDL) trajectory (appendix 6.6). Several charts have been produced to illustrate this information (appendix 6.4, appendix 6.7 and appendix 6.8).

The trajectories are based on two sources of information: housing commitments as identified in the Housing Land Monitoring Report which has a base date of April 2006 and housing delivery as identified in the Portfolio of Housing Sites which has a base date of January 2007. The later of the two includes assumptions on future approvals. A discrepancy therefore exists between the large sites commitment and the anticipated commitment of 3,682 dwellings identified in the Housing Land Monitoring Report and the delivery commitments of 5,300 as identified in the Portfolio of Housing Sites Document.

6.6 The trajectories are based on actual completions for the period 2003/04–2005/06. This period is referred to as pre-submission. A total of 1,157 dwellings were completed during this period.

6.7 From 2006 the trajectories shows anticipated completions. Anticipated completions are divided into several phases. The period from 2006/07 to 2008/09 is identified as the Core Strategy pre-submission year and examination year; the Core Strategy is due to be adopted in December 2008. The requirements of PPS3 paragraph 54 and 55 are taken to apply from commencement of the first full financial year from adoption which is 2009/2010. From this date housing delivery is divided into 5-year components matching the delivery phases in PPS3. This requires for the first 5 years, PPS3 Phase 1, the identification of specific deliverable sites; for years 6 to 10, PPS3 Phase 2, the identification of a further supply of specific deliverable sites; and for years 11 to 15, PPS3 Phase 3, where possible the identification of specific sites but where not possible broad locations for future growth. These phases are displayed on the housing trajectory chart (appendix 6.4).

6.8 Post 2006 all completions are based on the assumptions made in Evidence Base Document BP2a (January 2007) regarding the deliverability of identified housing sites across the District. Supply is identified to 2017 and includes both brownfield and greenfield completions. Housing requirements set by both the JLSP and RSS have been amended to reflect gross figures, with a 5 dwelling allowance made for each year to take account of demolitions.

6.9 An allowance for windfalls is included for the first 5 years from adoption of the Strategy 2009/2010. This acknowledges that these sites will not be windfalls on adoption of the Core Strategy. No allowance for windfalls is made after 2014, i.e. 5 years from the adoption year 2009/2010.

Appendix 6.3

6.10 This displays actual and projected completions against the RSS requirement for 7,290 dwellings for the period 2003–2021. Taking account of both actual and anticipated completions a total of 5,300 dwellings are recorded, leaving a residual requirement for 1,990 dwellings. Additional housing supply to meet the 1,990 deficit will be addressed in the forthcoming Land Allocations Document.

Appendix 6.4

6.11 This information is displayed as a chart in appendix 6.4. The chart displays the full time period of consideration 2003 to 2023.

6.12 In addition to showing actual and projected completion the annual average number of net additional dwellings needed to meet overall housing requirements for an extended RSS period to 2023/24, having regard to previous years' performance, is also plotted.

6.13 Actual completions for the period 2003–2006 (1,157) were subtracted from the 8,505 RSS requirement extended to 2023/24. The residual (7,348) was then divided by the number of remaining years in the RSS timeframe (18) to provide the average number of dwellings (408) that would be required for the remainder of the RSS plan period.

Appendix 6.5

6.14 This displays actual and projected completions against the PPS requirement for a 15-year supply from the date of adoption. In line with PPS3 the trajectory covers the period 2006 to 2023. Taking account of both actual and projected completions a total of 4,143 dwellings are recorded, leaving a residual requirement of 3,147 dwellings. When the carry over of -58 dwellings from the period 2003/04-2005/06 is added to this the residual requirement increases to 3,205 dwellings. Additional housing supply to meet the 3,205 deficit will be addressed in the forthcoming Land Allocations Document.

Appendix 6.6

6.15 Displays the PDL trajectory against the RSS requirement covering the period 2003 to 2021. Taking account of both actual and projected completions a total of 4,436 dwellings are recorded on PDL. This equated to 60.9% of the RSS requirement for this time period.

Appendix 6.7

6.16 The PDL trajectory is displayed as a chart in appendix 6.7. This shows the number of dwellings on PDL completed (actual and projected) per annum. This information is also displayed as a percentage based on the RSS annual requirement.

Appendix 6.8

The number of dwellings completed on PDL as a running total was also plotted. This enables progress towards the overall 70% RSS requirement to be displayed.

Appendix 7 National Planning Policies

TITLE	DATE	KEY ISSUES
PPS 1 Sustainable Development	Sep 2004	Sets out underlying principles. Confirms plan-led system and sets out the weight to be given to plans
Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1	Dec 2007	Sets out how planning, should shape places with lower carbon emissions and resilient to climate change.
PPG 2 Green Belts	Jan 1995	States purposes of Green Belt and confirms long-term nature of Green belt designation
PPS 3 Housing	Nov 2006	Seeks to ensure that everyone has the opportunity to live in a decent home, which they can afford in a community where they want to live.
PPG 4 Industrial and Commercial Development and Small Firms	Nov 1992	Set out requirement to provide choice of employment sites to meet business needs
PPS 6 Town Centres and Retail Development	Mar 2005	Directs new retail, leisure and office development to town centres and sets out sequential approach to the location of new retail development
PPS 7 Sustainable Development in Rural Areas	Aug 2004	Sets out principles for development in the countryside including the need to protect essential rural facilities
PPG 8 Telecommunications	Aug 2001	Sets out considerations in determining proposals for new aerials, antenna and other telecommunications development;
PPS 9 Biodiversity and Geological Conservation	Sep 2004	Sets out consideration for development affecting nature conservation sites of natural, regional and local importance and protected species
PPS 10 Planning for Sustainable Waste Management	Jul 2005	Primarily aimed at County Councils - concerned with sustainable waste management and maximising recycling
PPS 12 Local Development Frameworks	Sept 2004	Sets out guidance on the form and content of Local Development Documents and the procedures for their adoption
PPG 13 Transport	Oct 2002	Seeks to maximise opportunities for means of transport other than the car, encourage development at public transport nodes
PPG14 Development on Unstable Land	Apr 1990	Sets out guidance on development affecting areas of unstable land
PPG 15 Planning and the Historic Environment	Sep 1994	Sets out principles for the consideration of development proposals affecting listed buildings and conservation areas
PPG 16 Archaeology and Planning	Nov 1990	Sets out how the planning system should treat archaeological issues
PPG 17 Planning for Open Space, Sport and Recreation	Jul 2002	Sets out need to identify recreational needs and considerations in determining planning applications affecting recreational and other open space
PPG 20 Coastal Planning	Sep 1992	Sets out special considerations related to development on the Coast including Port Related Development
PPS 22 Renewable Energy	Aug 2004	Sets out considerations for renewable energy development including wind energy and solar panels
PPS 23 Planning and Pollution Control	2004	Sets out requirements for addressing pollution and contaminated land
PPS 24 Planning and Noise	Sep 1994	Provides guidance on planning and noise including development adjacent to major roads and railways
PPS 25 Development and Flood Risk	Dec 2006	Establishes a risk based sequential approach to development in areas of flood risk.

Table 7.1 National Planning Policies

Appendix 8 Core Target List

8.1 The table below sets out the targets which the Council is attempting to achieve through the Core Strategy. The Annual Monitoring Report will report on progress towards achieving these.

Core Targets		Monitoring
1	Sustainable Communities	
1.1;	Access to Public Transport	
1.1a)	Between 2003 and 2021, all site allocations which include residential development within the Urban Areas of Lancaster, Morecambe and Carnforth, shall be within 400m safe walking distance of a bus stop or other public transport route with a day time service frequency of at least 30 minutes	Through Planning Allocations Document
1.1b)	Between 2003 and 2021, all site allocations which include residential development within the Urban Areas of Lancaster, Morecambe and Carnforth, shall be within 1/2 hour by public transport of a GP practise and a hospital and an employment area and a town centre and a primary school and a secondary school	Through Planning Allocations Document
1.1c)	Between 2003 and 2021, all site allocations which include retail, leisure or office development shall be located within 200m safe walking distance of a bus stop or other public transport route with a day time service frequency of at least 30 minutes	Through Planning Allocations Document
1.1d)	Between 2003 and 2021, all sites allocated for industrial development within the Urban Areas of Lancaster, Morecambe and Carnforth, shall be within 400m safe walking distance of a bus stop or other public transport route with a day time service frequency of at least 1 hour	Through Planning Allocations Document
1.1e)	Between 2003 and 2021, 95% of new dwellings completed within the Urban Areas of Lancaster, Morecambe and Carnforth, shall be within 400m safe walking distance of a bus stop or other public transport route with a day time service frequency of at least 30 minutes	Through completions monitoring and annual monitoring report
1.1f)	Between 2003 and 2021, 95% of dwellings completed within the Urban Areas of Lancaster, Morecambe and Carnforth, shall be within 1/2 hour by public transport of a GP practise and a hospital and an employment area and a town centre and a primary school and a secondary school	Through completions monitoring and annual monitoring report
1.1g)	Between 2003 and 2021, all development proposals completed which incorporate more than 500 sq m gross of retail and/or leisure and/or office development shall be located within 200m safe walking distance of a bus stop or other public transport route with a day time service frequency of at least 30 minutes	Through completions monitoring and annual monitoring report

Core Targets		Monitoring
1.2;	Access to Cycle Network	
1.2a)	Between 2003 and 2021, all site allocations which include residential, retail, leisure, office or industrial development within the Urban Areas of Lancaster, Morecambe and Carnforth, shall be within 1km by a safe, direct route, of the District's Strategic Cycle Network as defined in the Council's cycle strategy	Through Planning Allocations document
1.2b)	Within the Urban Areas of Lancaster, Morecambe and Carnforth, between 2003 and 2021, 95% of new dwellings and 95% of development proposals completed which incorporate more than 500 sq m gross of retail and/or leisure and/or office development of completed shall be within 1km by a safe, direct route, of the District's Strategic Cycle Network as defined in the Council's cycle strategy	Through completions monitoring and annual monitoring report
1.3:	Efficiency in the Use of Land	
1.3a)	Between 2003 and 2021, at least 70% of all dwelling completions to be delivered through conversions of existing buildings or on Previously Developed Land	Through Completions monitoring
1.3b)	Between 2003 and 2021, at least 95 % of development proposals completed which incorporate more than 500 sq m gross of retail and/or leisure development to be completed on Previously Developed Land	Through Completions monitoring
1.3c)	Between 2003 and 2021, at least 70 % of development proposals completed which incorporate more than 500 sq m gross of office and industrial development to be completed on Previously Developed Land	Through Completions monitoring
1.3d)	At least 95% of residential development proposals of 5 dwellings or more completed between 2003 and 2021, shall be completed at a density of more than 30 dwellings per hectare	Through Completions monitoring
1.3e)	At least 30% of residential development proposals of 5 dwellings or more completed between 2003 and 2021, shall be completed at a density of more than 50 dwellings per hectare	Through Completions monitoring
1.4:	Urban Concentration	
1.4a)	Between 2003 and 2021, 40% of dwellings completed shall be located within the Urban Area of Lancaster, 40% shall be located within the Urban Area of Morecambe and Heysham, 10% shall be located within the Urban area of Carnforth and 7% of dwellings shall be located in villages which contain a GP practise and a Primary School and a Food Shop, and a Post Office and a Bus Stop	Through Completions monitoring
1.4b)	Between 2003 and 2021, 45% of new B1 (business),B2 (industrial) and B8 (storage and distribution) floorspace completed shall be located within the Urban Area of Lancaster, 45% shall be located within the Urban Area of Morecambe and Heysham, 5% shall be	Through Completions monitoring

Core Targets		Monitoring
	located within the Urban area of Carnforth and 3% shall be located in villages which contain a GP practise and a Primary School and a Food Shop, and a Post Office and a Bus Stop	
1.4c)	Between 2003 and 2021, 60% of new A1 retail floorspace completed shall be located within the Urban Area of Lancaster, 30% shall be located within the Urban Area of Morecambe and Heysham, 8% shall be located within the Urban area of Carnforth and 1.5 % shall be located in villages containing GP, Primary School, Food Shop, Post Office and Bus Stop	Through Completions monitoring
1.5:	Rural Communities	
1.5a)	All rural communities to have completed Parish plans by 2021	Through liaison with Parish and Town Councils
1.5b)	Affordable or local needs housing to be provided in accordance with needs identified in Parish Plans	Through liaison with Parish and Town Councils
1.5c)	Rural employment premises to be delivered in accordance with needs identified in Parish Plans	Through liaison with Parish and Town Councils
1.6;	Meeting Housing Needs	
1.6a)	Between 2003 and 2021, sufficient dwellings will be completed to meet the targets set out in the Regional Spatial Strategy.(This is currently anticipated to be 400 per annum. (Source Draft RSS Policy L4)	Through Completions Monitoring
1.6b)	Between 2003 and 2021, 70 affordable dwellings will be negotiated per annum (This assumes that 2/3 of dwellings will be achieved on sites above the threshold minimum. The Council anticipates that 30% of completions will be affordable. An allowance is made for sites where other factors mean that less than 30% can be achieved	Through Completions Monitoring
1.6c)	Between 2003 and 2021, 60 affordable dwellings will be completed per annum (This assumes that not all proposals will be implemented)	Through Completions Monitoring
1.6d)	Between 2003 and 2021, at least 70% of dwellings will be completed on Previously Developed Land (Source RSS Policy L4);	Through Completions Monitoring
1.7	Design Quality	
1.7a)	Between 2003 and 2021, 10 development proposals will achieve national recognition for design best practice	Through Development and media monitoring
1.7b)	Major development within the District will be subject to consideration by a design panel including external bodies with design expertise	Through Development monitoring
1.7c)	The Lancaster District Design Award scheme will be continued in partnership with Lancaster Civic Society;	Through Development monitoring

Core Targets		Monitoring
1.7d)	Develop targets for energy efficiency in new buildings through the Development Control process	Through Development Control Policy document
1.8	Community Safety	
1.8 a)	Reported Crime in the District will be reduced by 16% by 2008 (This target will be reviewed in future Community Safety strategies)	Through Community Safety Strategy Monitoring
1.8 b)	A 45% reduction in the number of people killed or seriously injured in road accidents by 2021 compared with 1994-1998 average	Through Local Transport Plan Monitoring
1.9	Recreational Open Space	
1.9 a)	Recreational Open Space Study to be completed by 2007	Through internal liaison
1.9 b)	Between 2003 and 2021 to increase the number and area of sports pitches of acceptable quality in accordance with needs identified in the Recreation study	Through Parks and Open Spaces Strategy monitoring
1.9 c)	Between 2003 and 2021 to increase the area of informal recreational open space in areas of deficiency in accordance with needs identified in the Recreation study	Through Parks and Open Spaces Strategy monitoring
1.9 d)	By March 2008, to increase the number of open spaces with Green Flag status by 50%	Through Parks and Open Spaces Strategy monitoring
2	Regeneration	
2.1	Regeneration Priority Areas	
2.1 a)	Spatial Strategy completed for Central Morecambe by September 2008	Through Local Development Scheme monitoring
2.1b)	Midland Hotel in Morecambe to be brought back to use by December 2007	Through Morecambe Central Promenade - Project Monitoring
2.1c)	Master Plan for Morecambe Central Promenade Area to be completed by December 2007;	Through Morecambe Central Promenade - Project Monitoring
2.1 d)	Spatial Strategies prepared for Local Regeneration Priority Areas by 2021;	Through Local Development Scheme monitoring
2.1 e)	Spatial Strategy completed for Lancaster City Centre by September 2007;	Through Local Development Scheme monitoring
2.1 f)	Remediation of Luneside East site completed by December 2007;	Luneside East Project monitoring
2.1 g)	office element of Luneside East completed by 2008 and res by end 2010;	Luneside East Project monitoring
2.1 h)	indicative masterplan for the Lancaster Canal Corridor site by Dec 2006	Corporate Plan monitoring
2.2	Employment Development	
2.2 a)	Development of Lancaster Science Park to be commenced by Dec 2008;	Through RES monitoring

Core Targets		Monitoring
2.2 b)	Between 2003 and 2021, 54,000 sq m (internal) of B1 and A2 floorspace to be completed;	Through completions monitoring
2.2 c)	Between 2003 and 2021, 4 ha to be developed for B8 use;	Through allocations document
2.2 d)	A 25% increase in the rate of development of business and industrial land in the Regeneration Priority Areas 2001-2021, compared with 1991-2000	Through completions monitoring
2.3	Shopping Development	
2.3 a)	Vacant ground floor floorspace in Primary Shopping Area of Lancaster City Centre to be maintained at less than 5% by 2021	Through annual shopping floorspace survey
2.3 b)	Vacant ground floor floorspace in Primary Shopping Area of Morecambe Town Centre to be maintained at less than 10% by 2021	Through annual shopping floorspace survey
2.3 c)	Growth in Zone A rentals to equal or exceed annual average Regional change 2003-2021.	Through shopping vitality and viability monitoring
2.3 d)	At least 80% of new A1 floorspace to be located in identified town centres by 2021	Through completions monitoring
2.3 e)	At least 80% of major trip generating development to be located in identified town centres by 2021	Through completions monitoring
2.3 f)	That a Town Centre Management Scheme be established in Lancaster by December 2008	Through Corporate Strategy Monitoring;
2.4	Tourism Development	
2.4 a)	Develop the potential of Lancaster Castle as a significant visitor attraction by 2021	Through Lancaster Vision Board Monitoring
2.4 b)	Hotel to be developed in Lancaster City Centre;	Tourism Strategy Monitoring
2.4 c)	new hub tourist information centre in Lancaster City Centre by 2008	Tourism Strategy Monitoring
2.5	Renewable Energy	
2.5 a)	Areas of renewable energy potential to be identified in allocations document	Through Allocations Document
2.5 b)	Development Control policy document to incorporate guidance on micro-renewables, including targets for new development	Through Development Control Document
2.5 c)	100% of electricity generation from non-fossil fuel sources;	Through RSS monitoring
3	Environmental Capital	
3.1	Flood Risk	
3.1a)	Strategic Flood Risk Assessment to be completed by September 2007;	

Core Targets		Monitoring
3.1b)	Between 2003 and 2021, Maintain number of planning permissions permitted contrary to Environment Agency advice where the objection was made on flood defence grounds below 3%	Through development control monitoring
3.2	Biodiversity	
3.2 a)	95% of SSSI units in Lancaster District in favourable condition by 2021	Through English Nature monitoring processes
3.2 b)	No net loss of heritage assets, networks or settings, 2001-2021;	Through Lancashire Structure Plan monitoring
3.2 c)	Deliver the Regional Biodiversity Targets and Targets outlined in Local Biodiversity Action Plans by 2020	Through English Nature monitoring processes
3.2 d)	Increasing the coverage of native woodland by 15% by 2021	Through Lancashire Structure Plan monitoring
3.3	Conservation	
3.3 a)	By 2021 the future of 3 Nationally identified Listed Buildings at risk to be secured;	Through Conservation service monitoring
3.3 b)	By 2021 the future of 12 locally identified Listed Buildings at risk to be secured;	Through Conservation service monitoring
3.3 c)	By 2021 all Conservation Areas appraisals to be completed;	Through Conservation service monitoring
3.4	Transport	
3.4 a)	Completion of Lancaster and Morecambe Integrated Transport Study by December 2008;	Through Lancaster Vision Board Monitoring;
3.4 b)	Completion of Heysham-M6 Link Road by 2011	Through Local Transport Plan monitoring
3.4 c)	Completion of Cycling and Walking Network by 2021	Through Local Transport Plan monitoring
3.4 d)	7.6% of working population travelling to work by cycle (baseline 3.8% (2001))	Through Cycle Demonstration Town Monitoring
3.4 e)	15% of working population travelling to work on foot (baseline 14.3% (2001))	Through Local Transport Plan monitoring
3.4 f)	Reduce traffic flows to and from central Lancaster by 5% for 2021 compared to 2001	Through Local Transport Plan monitoring
4	Access to Services	
4.1	Access to basic Services	
4.1a)	Between 2003 and 2021, the proportion of the population of Lancaster District within 1km of 5 basic services (GP, primary school, food shop, post office, bus stop) to be maintained to at least the 2004 level of 73.01%,	Through Annual Monitoring Report

Core Targets		Monitoring
4.1b)	All settlements with a population of 500 or more to be within 1km of a GP, Primary School, Food Shop, Post office, Public House and Public Transport of at least 2 hour frequency	Through Annual Monitoring Report
4.1c)	All settlements with a population of 300 or more to be within 1km of at least 3 of the following (GP, Primary School, Food Shop, Post office, Public House and Public Transport of at least 2 hour frequency) and that any such existing facilities be retained within these settlements	Through Annual Monitoring Report

Core Targets		Monitoring
4.2	Access to Council Services	
4.2 a)	Face to Face Customer Contact Centre to be established in Morecambe by December 2011;	Through Corporate Plan monitoring
4.2 b)	Face to Face Customer Contact Centre to be established in Lancaster by December 2011;	Through Corporate Plan monitoring
4.3	Disabled Access	
4.3 a)	All Council buildings open to the public to be fully accessible to the disabled by 2021	Through Corporate Plan monitoring
4.3 b)	90% of retail and commercial premises in Lancaster City Centre Primary Shopping Area to be fully accessible by 2021	Through accessibility audits
4.3 c)	60% of retail and commercial premises in the rest of Lancaster City Centre to be fully accessible by 2021	Through accessibility audits
4.3 d)	70% of retail and commercial premises in Morecambe Town Centre Primary Shopping Area to be fully accessible by 2021	Through accessibility audits
4.3 e)	50% of retail and commercial premises in the rest of Morecambe Town Centre to be fully accessible by 2021	Through accessibility audits

Table 8.3 Targets which the Council is attempting to achieve through the Core Strategy

Appendix 9 Schedule of Saved Policies Superseded in Whole or Part

APPENDIX 9 – Saved Policies of the adopted Lancaster District Local Plan which are wholly or partially superseded by the Core Strategy

9.1 The Lancaster District Local Plan was adopted in April 2004. Many of its policies have been saved by the Secretary of State. Some of these saved policies are superseded in whole or in part by policies in the adopted Lancaster District Core Strategy. Policies which are wholly superseded are cancelled following adoption of the Core Strategy and are no longer part of the Development Plan.

9.2 Policies cannot be divided so Policies which are superseded in part remain part of the Development Plan. In these cases, both old and new policies remain part of the Development Plan. Where there is a difference however, greater weight should be given to the Core Strategy policy.

9.3 Ultimately all Lancaster District Local Plan policies will be superseded by policies in Development Plan documents. A full list of saved policies and the Development Plan documents which will supersede them is in the Council's Local Development Scheme.

9.4 The Following Saved Lancaster District Local Plan policies are superseded in their entirety by the adopted Lancaster District Core Strategy and are hereby cancelled;

Saved Local Plan Policy	Replacement Core Strategy Policy	Notes
H1 Plan Monitor and Manage	SC1 Sustainable Development, SC2 Urban Concentration and SC4 Meeting the District's Housing Requirement	These are the policies which set out the Council's overall approach to the location of new housing development
Policy S2 – New Retail Development	Policy ER5 – Town Centres and Shopping	This Policy describes the Council's approach to new retail development. National and Regional retail policies will also be of major importance in considering retail development proposals
TO1 Tourism in Morecambe	ER6 Developing Tourism	This policy sets the strategic framework for tourism development in Morecambe
T1 Transport Strategy	E2 Transportation Measures	This policy sets the strategic framework for transport in Lancaster District
T4 Rail Freight		
T5 Primary Bus Corridor		
T21 Traffic in Carnforth		
E47 Access Corridors	SC5 Achieving Quality in Design	This Policy defines areas of the District where achieving high quality design is particularly important
R9 Recreation Opportunity Areas	SC8 Recreation and Open Space	This policy defines the District's strategic greenspace and Recreation network
R22 Crime Prevention	SC6 Community Safety	This Policy sets out the Council's spatial approach to community safety including Crime Prevention

9.5 The following policies are superseded in part by adopted Core Strategy policies. Both policies need to be taken into account but where there is a conflict or difference, the Core Strategy Policy should carry greater weight.

Saved Local Plan Policy	Replacement Core Strategy Policy	Notes
Policy H7 – Housing in Villages	Policy SC3 Rural Communities	Core Strategy Policy SC3 identifies key rural settlements. The detailed development control criteria in Local Plan Policy H7 will be replaced by the Development Management Policies DPD
Policy H10 – Affordable Housing	Policy SC4 – Meeting Housing Needs Policy SC3 – Rural Communities	The strategic approach to affordable housing is set out in Core Strategy Policy SC4 and to affordable housing in rural areas in Core Strategy Policy SC3. Replacement site targets will be set in the Allocations document. Replacement detailed criteria will be set out in the Development Management DPD augmented by frequently updated SPD. National and regional policies on Affordable Housing will also remain highly relevant
Policy H11 - Affordable Housing in Rural Areas		
Policy EC1 – Bailrigg Business Park	Policy EC1 – Higher and Further Education	The Overall spatial vision for the Lancaster Science Park is set out in Core Strategy Policy EC1. Site boundary and detailed development criteria issues will be addressed in the Allocations DPD
Policy EC14 - Luneside	Policy ER2 – Regeneration Priority Areas	The Spatial Vision for the Luneside area is set out in Core Strategy Policy ER2. The detailed traffic management issues will be addressed in the Allocations DPD
E26 Middleton Wood	ER2 Regeneration Priority Areas	This Policy sets the spatial vision for the South Heysham area and for other Regeneration Priority Areas. Issues related to the detailed boundaries will be addressed in the Allocations document
E30 Green Corridors	SC8 Recreation and Open Space	This policy defines the District's strategic greenspace and Recreation network. Issues related to the detailed boundaries will be addressed in the Allocations document
E31 Key Urban Landscapes		
Policy S1 – Retail Hierarchy	Policy ER4 – Town Centres and Shopping	Policy ER4 identifies the centres in the District's retail hierarchy. Centre boundaries and primary retail areas will be defined in the Allocations DPD
Policies T13-15 – Car parking in Lancaster City Centre	Policy E2 - Transportation Measures	The overall approach to parking in Lancaster City Centre is set out in Policy E2. Any designations or allocations affecting car parks will be addressed in the Allocations Document. Any detailed policies relating to the design of car parks and park and ride sites will be addressed in the Development Management DPD
Policy T24 – Cycle Network	Policy E2 - Transportation Measures. Core Strategy Figure 8	Policy T2 identifies the strategic approach to cycling and the strategic network is identified in Figure 8. Policies on cycle infrastructure and planning applications will be developed through the Development Management DPD
Policy E1 – The definition of the Green Belt	Policies E1 - Environmental Capital and SC2 - Urban Concentration	These policies set out the Strategic approach to the Green Belt. The Green Belt Boundary will be identified through the Allocations DPD
Policy E11 – Development and Flood Risk	Policy SC7 – Development and the Risk of Flooding	This policy sets out the strategic approach to flood risk. Detailed criteria related to flood risk will be identified in the Development Management DPD. National and Regional policies will also remain highly significant in addressing flood risk issues

Saved Local Plan Policy	Replacement Core Strategy Policy	Notes
Policy E22 – Wind Farms	ER7 – Renewable Energy	Policy EC7 sets out the strategic approach to renewable energy. Criteria for renewable energy development will be developed through the Development Management DPD
Policy R12 – Lancaster University	ER1 – Higher and Further Education	Policy ER1 sets out the overall strategy for Higher and Further Education. Allocations or designations for Higher Education use will be made through the Allocations document;
Policy R13 – St Martin’s College		
Policy R14 – Lancaster and Morecambe College		

Superseded Policies



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