

Review of the Employment Land Position for Lancaster District

July 2014

Final Report issued January 2015



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Client

Lancaster City Council

LPA reference

LANM2011

1. Introduction

- 1.1 Turley, in partnership with Development Economics and Colliers International, was commissioned by Lancaster City Council to undertake a review of the Employment Land Position and Economic Strategy for Lancaster District. The review forms a key part of the evidence base underpinning the emerging Local Plan for Lancaster District consisting of a Land Allocations DPD, Development Management DPD and Area Action Plan for Central Morecambe.
- 1.2 To ensure a robust and up to date evidence base in relation to the economy the study seeks to review the existing evidence base, identify future employment requirements and set out a strategy for how such requirements will be delivered. To this end, the study is divided into three distinct stages:
- Stage 1 – Review of Employment Land Portfolio and Existing Floorspace
 - Stage 2 – Future Quantitative Employment Requirements
 - Stage 3 – Economic Strategy
- 1.3 This report represents the findings and recommendations arising from the Stage 1 and 2 work¹.

Context for the research

- 1.4 Lancaster's Core Strategy was adopted in July 2008 and the City Council has subsequently progressed the preparation of a number of Development Plan Documents (DPDs), including the Development Management Policies DPD, Land Allocations DPD and Morecambe Area Action Plan DPD.
- 1.5 Since the adoption of the Core Strategy the informing evidence base has continued to be updated as has the wider policy context. Of particular note is the introduction of the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (PPG) which forms a new national planning policy context and places a strong emphasis on local authorities developing their own evidence base to inform local policy.
- 1.6 The Council's existing employment land evidence is now comparatively dated, with the latest study being an update prepared in 2008. The economic context has moved on considerably over the subsequent 6 years and an up-to-date and national policy compliant study will form an important part of the development of Local Plan policy through the Land Allocations DPD. This study therefore provides a clear evidenced position regarding the future economic prospects for the authority area and the implications for the provision of employment land, factoring in the existing and identified supply of land across the district.
- 1.7 In addition to commissioning this element of the evidence base Lancaster's Strategic Housing Market Assessment (SHMA) has sought to identify the objectively assessed

¹ The underlying data and analysis used to inform this study was compiled between February and July 2014. This report represents the final issue version, published by the Council in January 2015.

housing needs over the future plan period. This includes modelling which links future housing need and demand to changing economic prospects. This study will also therefore augment the evidence of economic potential in the district to justify a reasonable level of economic growth in the authority against which the Local Plan should seek to provide sufficient supporting infrastructure.

Methodological approach

1.8 In March 2012 the National Planning Policy Framework (NPPF) was published, which replaced the guidance in Planning Policy Statements (PPSs) and Planning Policy Guidance (PPG). The aim of the NPPF is to give provide a more concise and understandable approach to the planning system and to deliver sustainable development and economic growth.

1.9 Looking specifically at the NPPF in relation to the guidance it sets for preparing this evidence, firstly it is important to recognise that the NPPF is built around a policy commitment to the achievement of sustainable development. At the heart of the NPPF is a *“presumption in favour of sustainable development”*, which requires local authorities in the development of their Local Plans to adopt a positive approach in order to *“seek opportunities to meet the development needs of an area”* (CLG, 2012, para 14 first bullet).

1.10 Further clarification is provided through the core planning principles set out at Paragraph 17 of the Framework. Importantly, this includes the following requirement that planning should:

“Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.” (CLG, 2012, para 17, 3rd bullet).

1.11 The Framework provides further guidance on the use of a ‘proportionate evidence base’. At paragraph 158 it states that:

“Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.” (CLG, 2012, para 158).

1.12 Importantly, the NPPF states that policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of it being used for that purpose, including the need for regular reviews of sites, having regard to market signals.

Duty to Co-operate: The policy and legislative framework

- 1.13 The NPPF sets out that local authorities have a 'duty to cooperate' on planning issues that cross administrative boundaries. The Planning and Compulsory Purchase Act (2004) also requires that the local authority engage constructively with its neighbours.
- 1.14 Particular reference within the NPPF is made to the importance of effectively fulfilling this duty when considering, and presenting, the strategic policies to deliver new homes and jobs within Local Plan preparation.
- 1.15 The NPPF provides guidance to local authorities regarding the appropriate measures to undertake in order to fulfil the duty:
- Joint working on areas of common interest is to be diligently undertaken to the mutual benefit of neighbouring local authorities.
 - Collaborative working is to be undertaken between local authorities and other bodies such as Local Enterprise Partnerships (LEPs).
 - Consideration of the preparation of joint planning policies on strategic matters.
- 1.16 The duty to cooperate therefore acts as the mechanism by which local planning authorities can effectively:
- "...ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected clearly in Local Plans" (DCLG, 2012 para 179).*
- 1.17 The NPPF states that the required outcome of the duty to cooperate is that, through this constructive process, it should enable:
- "...local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas..." (DCLG, 2012 para 179)*

Relevant planning practice guidance

- 1.18 The policy direction of the NPPF is expressed more explicitly through National Planning Practice Guidance (PPG), which was published in full in March 2014. Specific guidance is provided on the measures local planning authorities should take to support economic growth and plan proactively to meet the future development needs of businesses.
- 1.19 PPG has been published relating to the assessment of economic development needs and provides a framework for objectively assessing and evidencing development needs to support economic growth and development. The primary objectives of the assessment are to;
- identify the future quantity of land or floorspace required for economic development uses including both the quantitative and qualitative needs for new development; and
 - provide a breakdown of that analysis in terms of quality and location, and to provide an indication of gaps in current land supply.

- 1.20 In assessing need, the guidance states that needs should be assessed in relation to the relevant functional area, which for economic development purposes is the functional economic area in relation to economic uses. However, the guidance states that it may be appropriate to identify smaller sub-markets with specific features, and it may be appropriate to investigate these specifically in order to create a detailed picture of local need.
- 1.21 Within this context the assessment of land availability is an important step and an integral part of the plan making process. This study has therefore been prepared giving due consideration to guidance relating to the assessment of economic land availability. The primary purpose of this assessment is to identify the future supply of land which is suitable, available and achievable for economic development uses over the plan period. Furthermore, PPG states that in preparing the assessment local planning authorities should;
- identify sites and broad locations with potential for development;
 - assess their development potential; and
 - assess their suitability for development and the likelihood of development coming forward (the availability and achievability).
- 1.22 This approach is designed to ensure that all land is assessed together as part of plan preparation to identify which sites and/or broad locations are the most suitable and deliverable for future economic development use. It also provides the basis for testing the sufficiency of identified land supply in meeting the quantitative and qualitative economic development needs of the district and any potential gaps in the current land supply.
- 1.23 The NPPF identifies the advantages of carrying out land assessments for housing and economic development as part of the same exercise, in order that sites may be allocated for the use which is most appropriate, however with Lancaster City Council having recently completed a refresh of their Strategic Housing Land Availability Assessment (SHLAA), the land assessment for economic development has been undertaken separately through this study.

Report structure

- 1.24 The structure of the report reflects the key requirement and stages of the Economic Development Needs Assessment and Economic Land Availability Assessment PPG². On this basis the report is structured as follows:
- **Section 2 –Strategic economic context and baseline.** This section presents an overview of the strategic economic context and policy relevant to Lancaster district and the assessment of future economic development needs. This is followed by a baseline assessment of business and labour market trends drawing on key business, economic and employment statistics. This section also

² The focus of the assessment has been on economic development needs for B Class employment sectors, namely B1 (Business) B2 (General Industrial) and B8 (Storage or Distribution). Other Non B and main town centre uses (including retail and leisure) have not formed part of the assessment.

includes an analysis of travel to work areas in order to understand the functional economic area upon which to base the study of economic development need.

- **Section 3 – Property market baseline.** This section presents a baseline assessment of employment space trends and commercial property conditions across Lancaster district, including an assessment of the supply and demand for different types of employment space and the needs of different market segments.
- **Section 4 – Understanding the needs of local businesses.** In understanding the current market in relation to economic uses, the PPG notes that plan makers should liaise closely with the business community to understand their current and potential future requirements. This section responds to this requirement by presenting the results of a business survey which seeks to identify the needs and requirements of Lancaster’s business community.
- **Section 5 – Understanding future economic development needs and land requirements.** This section again examines recent take-up of employment land, alongside other available projections and forecasts, providing an understanding of the objectively assessed need for office and industrial floorspace/land across the district. A key output from this section is an estimate of the scale of future needs, in relation to land and jobs growth, broken down by economic sectors.
- **Section 6 - Review of the district’s employment land portfolio.** This section presents a quantitative and qualitative assessment of the existing stock of employment land across the district. Commercial property agent inputs from Colliers International have been sought to inform this analysis and has helped to determine the demand for and supply of a deliverable portfolio of employment land across the district.
- **Section 7 – Supply/demand balance and policy recommendations.** Identifies whether there is a suitable adequate balance between quantitative and qualitative supply of and demand for employment sites. Building on the analysis presented through the previous section, the available stock of land is compared with the particular requirements of the area so that ‘gaps’ in local employment land provision can be identified. It concludes by considering policy and other measures the Council may wish to consider to meet future economic growth and business needs.

2. Strategic economic context and baseline

2.1 This section presents an overview of the strategic economic context and policy relevant to Lancaster and the assessment of the district's future economic development needs.

Key economic assets and drivers

2.2 Lancaster district comprises a number of key settlement areas; namely the coastal towns of Morecambe and Heysham, the historic city of Lancaster and the railway town of Carnforth. The district also has an extensive rural hinterland which borders Cumbria (South Lakeland District) to the North, Craven District and the Yorkshire Dales National Park to the east and Wyre and the Ribble Valley to the South.

2.3 Key areas of Lancaster's economy, which are examined in more detail in the economic baseline section that follows, are education, health, public utilities and energy with growth sectors in the low carbon economy, environmental technologies, creative and digital industries, and tourism³. Heysham 1 and 2 also represent one of the largest concentrations of power generation in the UK⁴.

2.4 Lancaster is also home to two universities – Lancaster University and the University of Cumbria. Lancaster University is a major employer in the district and forms a regional 'knowledge nucleus' bringing together academic research and knowledge based industries⁵.

2.5 Lancaster University, Lancaster City Council and Lancashire County Council (the project partners), together with the Home and Communities Agency, are currently working in partnership to deliver a "science park" (now known as the "Lancaster University Innovation Campus or 'LUIC'") linked to Lancaster University.

2.6 The University has developed a broad vision for new space that embraces research, education, innovation and knowledge exchange in health and medicine. The objectives established for the LUIC are to:

- Establish a new state-of-the-art whole life ageing healthcare Innovation Campus focused in Lancaster, providing new Faculty space, and new innovation space;
- Deliver as part of the first phase, the residential village community, incorporating state-of-the-art extra care provision;
- Improve and enhance the profile of Lancaster University's ageing research output – distinctive to Lancashire and focussed on the applied research sector;
- Improvements to GVA (productivity) contribution of Lancashire, creating over 6,200 jobs across a range of sectors including construction, care and health services and ICT, through to academic and clinical sectors and delivering over £246m GVA contribution;

³ Lancashire Economic Assessment

⁴ Heysham 1 and Heysham 2 are nuclear power stations and contribute over 20% of the UK's nuclear energy – TheGreenAge, 2014

⁵ Lancaster City Council (2008) Core Strategy

- To support new entrepreneurial activity and SME growth;
 - To provide a bespoke governance and delivery model that is economic development focussed, provides overall leadership and direction of the project over its lifetime, and draws in an integrated asset management and funding support network, as part of a new company structure; and
- 2.7 Accessibility is another key economic asset. The district is located on the M6/ West Coast Main Line corridor with fast links to London and direct links to Manchester Airport. Heysham Port has links to Ireland (freight) and the Isle of Man (passenger and freight). The port also has further scope for expansion. It is understood that Peel Ports has already invested £12m in 2 replacement linkspans to increase capacity and the Heysham M6 Link Road offers the potential to act as a catalyst for the further growth and expansion once complete.
- 2.8 Significant investment by both Norfolkline and Seatruck has also been made through the introduction of new enhanced capacity vessels and additional scheduled sailings. It is understood that the Isle of Man Steam Packet Company has also invested in a new passenger terminal.
- 2.9 The provision of operations and maintenance activities to support the private sector off shore wind industry is viewed as a further potential growth opportunity, given that the government has now issued licenses for development within the Irish Sea.

Sub-regional policy drivers

Lancashire Enterprise Partnership (LEP)

- 2.10 Lancaster district forms part of the Lancashire Local Enterprise Partnership (LEP) area. The LEP was established in April 2011 to provide leadership for Lancashire's economy and be a catalyst for job creation and economic growth. It is a Government-endorsed partnership between the private and public sectors, with a board comprising representatives from some of Lancashire's biggest employers, chambers of commerce, local councils and academic institutions.
- 2.11 The LEP is the focal point for directing economic development in the county and is hugely influential in the work of councils and other agencies responsible for stimulating economic growth. It also has an important role in drawing investment into Lancashire through national government schemes such as Growing Places and Regional Growth Funds.
- 2.12 The Lancashire Enterprise Partnership has adopted a 'best business case' model to direct available resources into investment priorities and a strategic outlook that focuses on some key areas for development:
- Raising the profile and visibility of Lancashire;
 - Inward investment and strategic development;
 - Business support;

- Supply chain and sector development; and
 - Skills development.
- 2.13 One of the key documents that sets out the aims and the strategies of the LEP is the Lancashire Growth Plan 2013/14. It demonstrates how the LEP intends to achieve strong economic growth, what the priorities are and the significant activities already underway.
- 2.14 Another important document that sets out the growth ambitions of the LEP for the next 10 years is the Lancashire Strategic Economic Plan (SEP) (March 2014). It has a clear focus on realising the potential of the whole of Lancashire and provide framework to the Growth Deal with Government and will direct the resources within the agreed European Structural Investment Fund (ESIF) strategy.
- 2.15 The SEP is designed to build on the momentum established since 2011 and will create an overarching framework for economic success.

Lancashire Growth Plan 2013/14

- 2.16 The main purpose and focus of the Lancashire Enterprise Partnership (LEP) as stated in the Lancashire Growth Plan 2013/14 is to:
- Establish Lancashire as a home for high growth companies, with a clear focus on maximising the competitive strengths of the local economy;
 - Reclaim Lancashire's role as one of the nation's key centres for advanced manufacturing;
 - Maximise the economic values and benefits of an emerging arc of innovation across Lancashire;
 - Drive forward the Lancashire Enterprise Zone and Preston City Deal, as the key drivers of new growth;
 - Oversee and develop complementary Local Growth Accelerator Strategies with the aim of creating economic opportunities for local communities in acute need;
 - Develop Sector Delivery Plans to unlock opportunities of national significance in emerging and established growth sectors;
 - Create the right local conditions for business success by investing in projects such as Superfast Lancashire and the Lancashire Business Growth Hub;
 - Refocus the local skills system to make it more responsive to business skills demands;
 - Ensure Lancashire's major transport projects are fully aligned with the delivery of key economic priorities. Major transport investment priorities will be agreed by the LEP in conjunction with Lancashire's three local transport authorities and will be underpinned by local Transport Master Plans; and

- Strengthen Lancashire's strategic case-making and refresh the area's offer to attract investors and businesses. The newly refocused Marketing Lancashire will play a key role in delivering LEP's plans to re-position the area with investors and visitors alike.
- 2.17 In terms of Lancaster and the different localities there, the purpose of the Lancashire Growth Plan 2013/14 is to maximise the economic value and benefits of an emerging arc of innovation. The aim is to work in collaboration with world class clusters of industry, technological development and research excellence in Lancaster, but also Hillhouse, Warton, Preston, Samlesbury, Darwen, Burnley and Barnoldswick.
- 2.18 The LEP's Core Delivery Programme for 2013/14 includes the development of a Delivery Plan which will have an initial focus on maximising synergies between the above mentioned centres of excellence, with Lancaster at the forefront.
- 2.19 The Arc of Innovation that the Lancashire Growth Plan 2013/14 identifies in the county will specifically support the growth plans of Lancaster University, especially its innovation-focused and industry spin-out/spin-in developments in Lancashire.
- 2.20 In terms of addressing needs on a more local level, the LEP will support the delivery of Local Growth Accelerator Strategies that Lancaster will start to deliver by summer 2014. The LEP will expect the strategy for Lancaster to support the delivery of innovative approaches to tackling deprivation and economic inactivity, in particular enabling residents from deprived communities to access new jobs or enterprise opportunities.
- 2.21 The Lancashire Growth Plan 2013/14 recognises that key local gateways such as Heysham Port need to play a full role in strengthening linkages with international trade and visitor market.

Lancashire Strategic Economic Plan (March 2014)

- 2.22 The Lancashire Strategic Economic Plan (SEP) identifies key priorities and programmes, which command local support and funding commitments. All programmes have the ability to deliver and benefit from Growth Deal and European Structural and Investment Fund (ESIF) support from 2015/16 onwards. The LEP is also seeking a number of specific Government policy flexibilities to maximise their impact.
- 2.23 The LEP's key programmes are summarised as follows:
- A sector development programme seeking £11m in competitive Growth Deal funding to improve the capability and capacity of Lancashire's competitive strengths in advanced manufacturing – especially in aerospace, automotive and energy.
 - A major research and innovation programme seeking £57.2m in competitive Growth Deal funding to enable Lancaster University and the University of Central Lancashire (UCLan) to expand and develop national centres of excellence linked to the delivery of local economic priorities.
 - A skills for growth programme seeking £47m in competitive Growth Deal funding, underpinned by a capital investment strategy consistent with agreed

economic priorities, including a new Apprenticeship Hub to drive-up SME engagement and the local take-up of apprenticeships as career pathways.

- An enhanced business growth hub requiring £12.8m in competitive Growth Deal funding to strengthen the support Boost can deliver to high growth SMEs;
- An enhanced Growing Places investment fund seeking £30m in competitive Growth Deal funding to enable the LEP to continue unblocking stalled development opportunities critical to the economic regeneration of Lancashire.
- A strategic transport programme seeking £195.7m in competitive Growth Deal funding to release the economic and housing growth potential of Preston, East Lancashire, Lancaster, and Skelmersdale in West Lancashire, strengthen cross-boundary connectivity with neighbouring city regions, and maximise the local advantage of national infrastructure initiatives such as HS2.

2.24 The LEP will continue to work with its universities to realise the growth potential of their world class applied research and development centres to ensure they continue to contribute to closing Lancashire's productivity gap with the rest of the nation. By combining the research excellence and industry capacities of Lancaster University and UCLan, the LEP is developing an innovation programme that can deliver a step-change in local economic performance.

2.25 In spatial terms, the LEP cites the importance of Lancaster as a major location for economic and housing growth, underpinned by its world-class research intensive university, a renewed city centre, and the prospect of further growth as an energy centre and port serving Lancashire and the wider region;

2.26 Heysham 1 and 2, in Lancaster, also represent one of the largest concentrations of power generation in the UK6. Nuclear decommissioning is anticipated to commence at Heysham 1 in 2019, with Heysham 2 soon after. Energy generation is also major element of Lancaster district's economy and its close proximity to a number of Nuclear Decommissioning Authority sites makes it an ideal central location from which to serve the industry. The longer potential of the Heysham 3 project is also recognised and through the emerging Land Allocations DPD the Council are proposing to safeguard and protect the nominated site for the proposed new nuclear reactor.

2.27 The Port of Heysham, owned and operated by Peel Ports, is a 24 hour gateway offering easy round-the-clock access for Irish Sea ferries, a diverse range of general cargo services and is an important UK offshore supply base, providing logistics support to one of the largest offshore gas fields in UK waters. The Port is well placed to exploit the market opportunities presented by existing and new offshore wind operations and maintenance facilities, and Peel is exploring new commercial investment opportunities following commencement of the Heysham to M6 Link Road⁷.

⁶ Heysham 1 and Heysham 2 are nuclear power stations and contribute over 20% of the UK's nuclear energy – TheGreenAge, 2014

⁷ Peel Ports has to date invested £12m in its operations at the Port of Heysham.

2.28 Lancashire is also recognised as a key location to bring offshore electricity onshore to connect with the National Grid, providing the opportunity to create a focal point for nationally significant infrastructure investment.

Lancashire Growth Deal

2.29 Lancashire's Growth Deal was announced in July 2014, with the Lancashire LEP securing £233.9m from the Government's Local Growth Fund to support economic growth in the area – with £36.4m of new funding confirmed for 2015/16 and £48.6m for 2016/17 to 2021.

2.30 The Growth Deal, subject to a satisfactory conclusion of the funding agreement, will bring together local, national and private funding as well as new freedoms and flexibilities to focus on 4 key priority areas as identified in the Local Enterprise Partnership's SEP:

- Releasing Growth Potential - by strengthening transport connectivity to create jobs and enable housing development;
- Supporting the renewal and growth of Blackpool;
- Growing the local skills and business base; and
- Innovation and manufacturing excellence.

2.31 This substantial investment from Government will bring forward at least £140m of additional investment from local partners and the private sector. Combined together this will create a total new investment package of £373.9m for the Lancashire area⁸.

2.32 It is anticipated that by 2021 this Deal will create at least 4,000 jobs and allow 3,000 homes to be built⁹.

2.33 The Growth Deal recognises the importance of Lancashire's universities in supporting the future growth of Lancashire, in particular Lancaster University, and commits to delivering £17m investment (£2m confirmed for 2015/16), for a new "Health Innovation Park" (the Lancaster University Innovation Campus or "LUIC") which will deliver new facilities and a test space for companies, working with the university and healthcare bodies to carry out product and service development¹⁰.

Local planning policy context

The Lancaster District Core Strategy

2.34 The Lancaster District Core Strategy was adopted by Lancaster City Council in July 2008; it was the first to be adopted in the North West. It outlines the council's spatial vision for the district, suggesting broad locations for new homes and jobs, identifying areas for regeneration and conservation, and how public and private sector agencies will work together to realise that vision in the period up to 2021. The Core Strategy has

⁸ Lancashire Growth Deal – July 2014

⁹ *Ibid*, p1

¹⁰ *Ibid*, p10

Development Plan status, and along with other Development Plan Documents, it is given material consideration in determining most planning applications.

2.35 The policies from the Core Strategy (2008) that are relevant to the review of district employment land supply are as follows:

- Policy SC1 Sustainable Development
- Policy SC2 Urban Concentration
- Policy ER1 Higher and Further Education
- Policy ER2 Regeneration Priority Areas
- Policy ER3 Employment Land Allocations
- Policy ER7 Renewable Energy

2.36 A full review of relevant policies can be found at Appendix 1.

Development Management DPD

2.37 The Development Management DPD will provide detailed policy guidance on a range of planning matters, whether environmental, social or economic. It will be of material importance to the determination of planning applications. The document will be applicable to any location within the district and any type of development proposed.

2.38 Following the Development Management DPD Public Examination (1st to 9th April 2014), the Council have published formal proposed modifications. Consultation on the proposed modifications concluded in July 2014. It is anticipated that the Planning Inspectors' report will be published in late summer 2014, with adoption of the plan scheduled to take place before the end of the year.

2.39 The policies from the Development Management Plan DPD Proposed Modifications (2014) that are relevant to employment land in the Lancaster district are as follows:

- Policy DM7 Economic Development in Rural Areas;
- Policy DM9 Diversification of the Rural Economy;
- Policy DM15 Proposals Involving Employment Land & Premises;
- Policy DM16 Small Business Generation;

2.40 Again, a full review of relevant policies can be found at Appendix 1.

Emerging Land Allocations DPD

2.41 The Land Allocations Development Plan Document (DPD) will have site, location and area specific policies. It will identify areas for development as well as areas which should be protected from development, directing where homes, employment land, services and future investment will go in the district over the next 15 years.

- 2.42 The Draft Preferred Options Land Allocations DPD identified four key areas of growth across the district; namely South Lancaster; East Lancaster; Central and West Lancaster; and South Heysham. These are those areas which contain a number of development opportunities which together have the potential to significantly contribute to meeting the district's objectively assessed needs in accordance with the requirements of the NPPF. As these needs are based on more recent demographic, household and economic projections and forecasts, the objectively assessed needs of the district will be different to those previously outlined in the Core Strategy.
- 2.43 In light of the need to identify additional land to respond to the district's objectively assessed need for housing, Lancaster City Council is currently consulting on five potential options to identify additional sites for future development. The consultation will run from 2 June 2014 to 31 July 2014 and will include a number of drop-in events across the district.
- 2.44 A summary of the Emerging Land Allocation Policies are provided at Appendix 1

Morecambe Area Action Plan DPD

- 2.45 The Morecambe Area Action Plan (MAAP) will set a vision and will map the opportunities for regeneration in central Morecambe. It will be a formal development plan document and so part of the Local Plan for Lancaster district. The plan will present a framework for the development, conservation and change needed to secure lasting regeneration gains for the town.
- 2.46 The reason for preparing the MAAP is to focus the attention of stakeholders to the regeneration opportunities that central Morecambe provides. Policy ER2 of the Lancaster Core Strategy (2008) identifies central Morecambe as a Regeneration Priority Area of sub-regional importance.
- 2.47 The Morecambe Area Action Plan was submitted for an independent examination on Friday 13 December 2013. It is anticipated that the Planning Inspectors' report will be published in late summer 2014, with adoption of the plan scheduled to take place before the end of the year.

Baseline economic conditions

- 2.48 The remainder of this section presents a socio-economic overview of Lancaster local authority area and covers business base characteristics, labour market characteristics and recent trends in employment. It also presents an overview of potential future trends over the period relevant to the new Local Plan (i.e. 2011 to 2031): this analysis is primarily based on the implications of current population projections issued by ONS as well as economic forecasts for Lancaster generated by Experian.

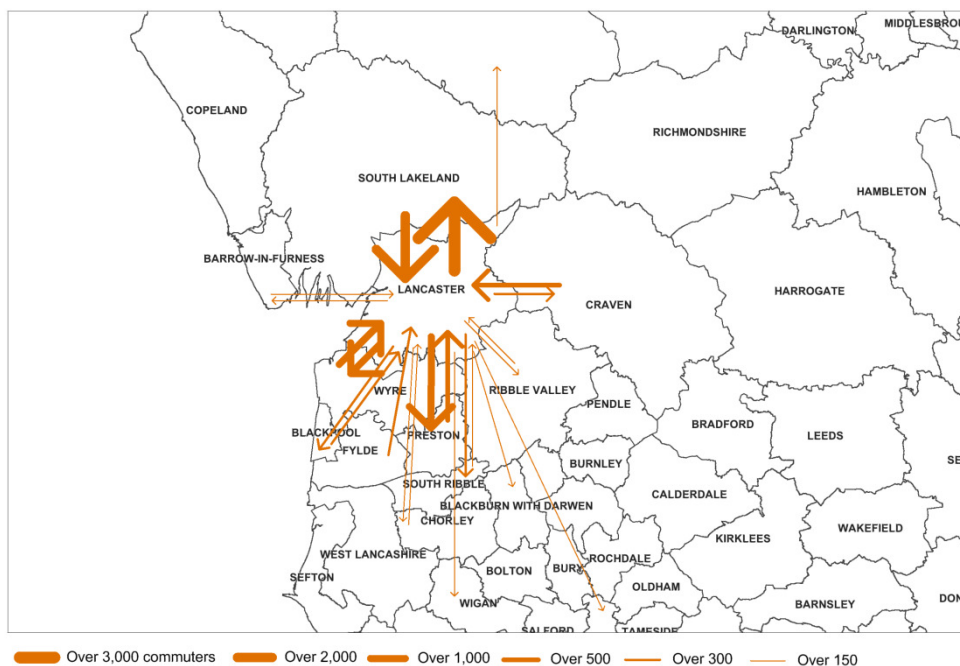
Economic geography

- 2.49 The Lancashire Economic Assessment¹¹ identifies that the economic geography of Lancashire is complex with a number of relatively interdependent and distinct economic footprints. The Lancaster economy falls within the latter of these two classifications, operating as a relatively self-contained economic area.

¹¹ Lancashire County Council (2011) Lancashire County Economic Assessment

- 2.50 The Assessment (2011) notes that of all the districts, Lancaster has the most self-contained local labour market in Lancashire, with nearly 83% of employed residents living and working in the area. Lancaster's strongest travel to work links with South Lakeland in Cumbria, with further limited flows out of Lancaster into Preston. Consequently, Lancaster retains a very large proportion of its travel to work movements and there is a relative lack of travel for employment, beyond travelling within a district or to districts adjacent to where people live. The assessment goes on to highlight that Lancaster also has a relative high proportion (53%) of people travelling less than 5km to work, reflecting the districts self-contained labour market and in particular the significant impact of Lancaster University as an employer of local people in the area.
- 2.51 This can be brought up to date through a more detailed analysis of 2011 Census travel to work (TTW) data. This analysis helps to ascertain the areas with which Lancaster shares the strongest relationships, based on a strong inward or outward commuting link.
- 2.52 In terms of overall flows the Census data shows that Lancaster has a relatively balanced position with regards the ratio between the number of workers in the authority and the number of jobs. The value of this ratio (referred to as the commuting ratio) for Lancaster was revealed by the 2001 census to be 1.056, indicating that the authority is a small net exporter of labour. At 1.075, the ratio was slightly higher at the time of the 2011 Census; nevertheless Lancaster continues to be a relatively small net exporter, with a surplus of workers over jobs.
- 2.53 Considering these relationships in more detail, the following plan shows the local authorities with which there is a commuting flow of 150 people or more. This shows that the strongest community linkages are with South Lakeland, Preston and Wyre.

Figure 2.1: Inward and Outward Commuting Flows



Source: Census 2011, Turley Analysis

2.54 The following tables summarise the main areas of work for people who live in Lancaster, and the main areas of residence for workers in the district. This shows that Lancaster is relatively self-contained, with over 77% of working residents employed within the district. Collectively, about 11,763 people travel elsewhere to work, with the main destinations listed in the table above. There is a relatively strong connection with South Lakeland to the north (3046 residents), and Preston is also an important employment destination for around 1,650 residents. Approximately 2,000 residents – or 4% of all workers – travel to work in the Fylde Coast, with Wyre a particularly prominent destination. There are also evident, albeit relatively weak, links with neighbouring South Ribble and Craven.

Table 2.1: Place of Work for Residents of Lancaster

Place of residence	Place of work	Flow	%
Lancaster	Lancaster	39,800	77.2%
	South Lakeland	3,046	5.9%
	Preston	1,657	3.2%
	Wyre	1,040	2.0%
	Fylde	536	1.0%
	Blackpool	500	1.0%
	South Ribble	457	0.9%
	Craven	340	0.7%
	Ribble Valley	275	0.5%
	Manchester	259	0.5%
	Blackburn with Darwen	242	0.5%
	Barrow in Furness	198	0.4%
	Chorley	173	0.3%
	Eden	169	0.3%
Wigan	153	0.3%	

Source: Census 2011

2.55 Considering where people who work in Lancaster live, again using the 2011 Census, there is evidence of a strong level of containment, with around 83% of jobs in Lancaster taken by people who live in the district. South Lakeland is again prominent, with around 2,000 people travelling from South Lakeland to work in Lancaster, and there is evidence of a relatively strong link with Wyre.

2.56 There are also inflows of over 500 residents from Craven and Preston, with smaller flows from the other Fylde Coast authorities (Blackpool and Fylde), the Ribble Valley, the Central Lancashire authorities of South Ribble and Chorley, as well as Barrow in Furness.

2.57 These trends are summarised in the table overleaf.

Table 2.2: Place of Residence for Workers in Lancaster

Place of work	Place of residence	Flow	%
Lancaster	Lancaster	39,800	83%
	South Lakeland	2,007	4.2%
	Wyre	1,452	3.0%
	Preston	542	1.1%
	Craven	516	1.1%
	Blackpool	354	0.7%
	Fylde	343	0.7%
	Ribble Valley	261	0.5%
	South Ribble	250	0.5%
	Chorley	213	0.4%
	Barrow-in-Furness	177	0.4%

Source: Census 2011

- 2.58 As shown above, the functional relationships with South Cumbria are the most pronounced, attributable in part due to the presence of major employers such as Glaxosmithkline (GSK) and Siemens in Ulverston. Extensive employment opportunities are also provided by BAE Systems in Barrow in Furness.
- 2.59 It is important to note that the above trends represent a point in time and will be sensitive to planned job creation in both Lancaster as well as outside of the district. Of particular note are a number of strategic projects currently within the pipeline across Lancaster including, for example, proposed investment at the Port of Heysham and the Lancaster University Innovation Campus, the impacts of which are assessed in Section 5 of this report.
- 2.60 Outside of the district in South Cumbria, it is understood that Glaxosmithkline have significant investment plans including the construction of a new pharmaceutical manufacturing facility at their existing site in Ulverston¹², with Phase 1 alone estimated to generate a peak construction workforce on site of approximately 430 workers with the operational phase of the development expected to accommodate 708 employees (208 in Phase 1)¹³.
- 2.61 It is also understood that major investment is planned at BAE Systems in Barrow in Furness. The Council understand that BAE Systems will be competing for skilled construction staff with nuclear operators Toshiba and GDF Suez who intend to build three reactors at Moorside, (Sellafield) to come online from 2024 with an estimated 21,000 jobs over the construction period, including peak on-site employment of more than 6,000 people.

¹² GSK Ulverston: GSK Biopharm Development

¹³ *Ibid*, para 8.29-8.30

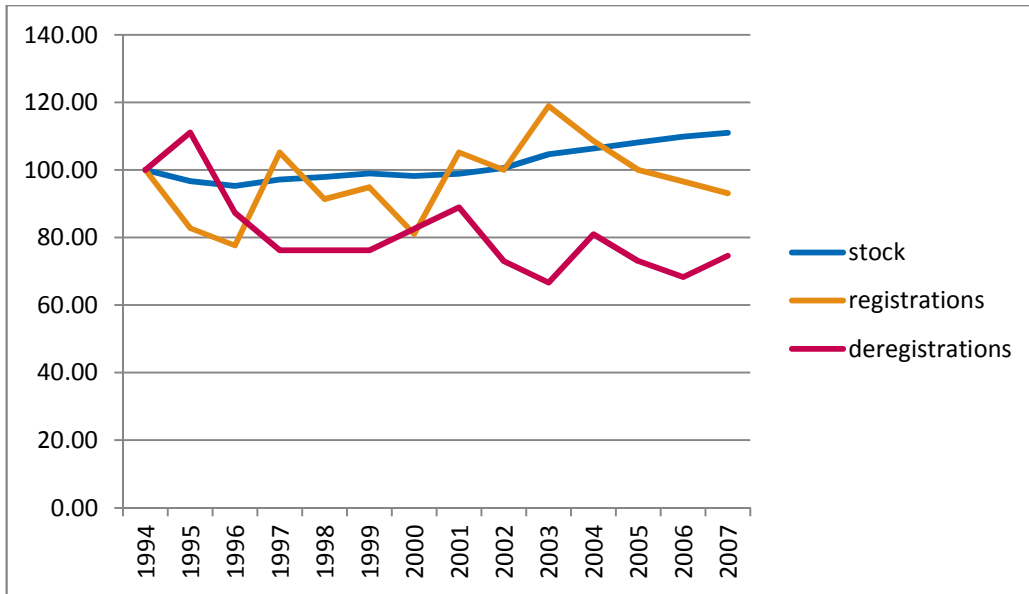
- 2.62 Given the existing functional relationships and commuting patterns highlighted above, it is anticipated that some of this labour will be drawn from Lancaster district, with Carnforth in particular, being well placed in geographic terms, with its rail links to Barrow and easy access to the M6 and the A6 and onto the A590.
- 2.63 According to the 2010 UK Competitiveness Index (which is based on ONS data), Lancaster has about 30.5 VAT registered businesses per 1,000 population. As a result it lies on the 66th percentile of local authority areas in Great Britain (i.e. about two-thirds of GB local authorities perform better on this measure). This is a potential concern for two reasons. Firstly, the private sector is likely to be the main source of new employment creation in the UK over the next five years or more; and secondly, public sector employment is likely to be relatively static, at least in the short-to-medium term.
- 2.64 Moreover, only about 15.5% of all businesses in Lancaster qualify as being 'knowledge-intensive' based on the OECD definition. This places Lancaster just within the lowest quartile of ranked local authority areas in Britain on this indicator.¹⁴
- 2.65 An equally important measure of competitiveness is entrepreneurship. This is the rate at which new businesses are formed. The Government's preferred measure of entrepreneurship (new business formation) is the number of VAT registrations per 10,000 adult population. However, according to the UK Competitiveness Index, Lancaster has one of the very lowest rates of new business formation in Great Britain, at only 18.8 new VAT registrations per 10,000 adult population¹⁵. This places Lancaster on the 98th percentile of local authority areas based on this measure of competitiveness.
- 2.66 The table below shows the trends in VAT registrations and de-registrations for Lancaster over the 1994-2007 period, based on data from the DTI Small Business Service. This shows a trend whereby the stock rose steadily over this period, but the number of new registrations was more erratic. This is attributable to the fact that the decline in the rate of VAT de-registrations was greater than the decline in the level of registrations.
- 2.67 By implication, it can be suggested that Lancaster provides (at least prior to 2007) a positive environment for business survival once new start-ups become established. Although updated data is not yet available¹⁶, there is likely to have been a recession-induced decline in business stock since 2008.

¹⁴ Data on knowledge intensity is from the 2010 UK Competitiveness Index.

¹⁵ UK Competitiveness Index 2010

¹⁶ Government is not currently releasing updated data on VAT registrations as the dataset will shortly be replaced by UK Business Count series

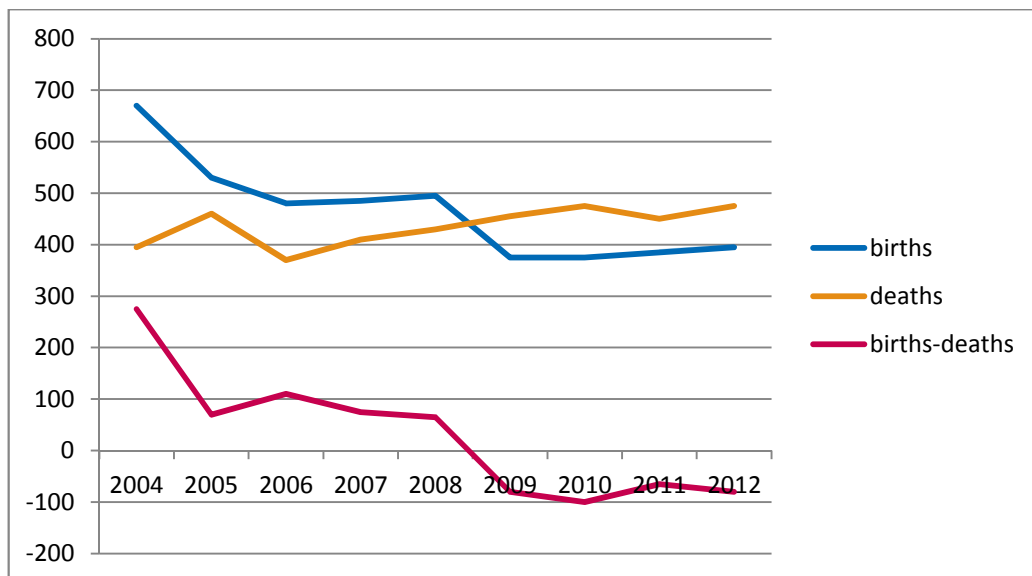
Figure 2.2: Lancaster District: VAT stock and registrations (1994=100.0)



Source: DTI Small Business Service

2.68 An alternative source of information is the ONS business demography series published by ONS. This series estimates business formation and cessations (i.e. “births” and “deaths”) for all businesses, including those that are not VAT registered. The data shows a net loss of businesses occurring since the onset of the 2008/09 credit crunch and subsequent recession from 2008 onwards.

Figure 2.3: Lancaster District: Business births and deaths since 2004



Source: ONS business demography statistics

2.69 Further insight into the recent challenges facing the business base in Lancaster (in common with other parts of the country) can be obtained with reference to business survival data. The table below shows the recent trends in business survival rates for

Lancaster, using data since 2007. The data shows the percentage of businesses that are present in a given year that are still active (in terms of providing employment and generating turnover) at the same time 12 months later.

Table 2.3: 2007-2012 Business Survival Rates: Lancaster District

	Year 1	Year 2	Year 3	Year 4	Year 5
2007 births	99.0	85.6	70.1	61.9	51.5
2008 births	91.9	75.8	59.6	47.5	
2009 births	90.7	73.3	60.0		
2010 births	88.0	76.0			
2011 births	92.2				

Source: ONS Annual population survey, January 2012 – December 2012

- 2.70 The data shows a sharply declining rate of 1-year survival from 2007 to 2008, and that a similar pattern occurred across the 2-year and other survival rates. Given the severity of the recession that commenced in 2008, this is not unexpected. There was, however, a modest upturn in 12-month survival for businesses starting in 2011, the first increase since 2007. This perhaps indicates the beginning of a return to more benign business conditions.
- 2.71 The data presented on business survival and VAT de-registrations would normally be expected to be manifested in higher rates of vacancies among business premises, such as shops, workshops and factory units.

Business size

- 2.72 The business base in Lancaster is dominated by a large number of small businesses. The table overleaf shows the distribution of businesses by employee numbers, benchmarked against England as a whole. The size distribution in Lancaster is similar to the country as a whole, with the exception of a slightly smaller proportion of businesses with 0-4 employees and a slightly larger proportion with 5-9 employees. There is also a slightly larger proportion of businesses with 20-49 employees in Lancaster.

Table 2.4: Business population by employment size (2013)

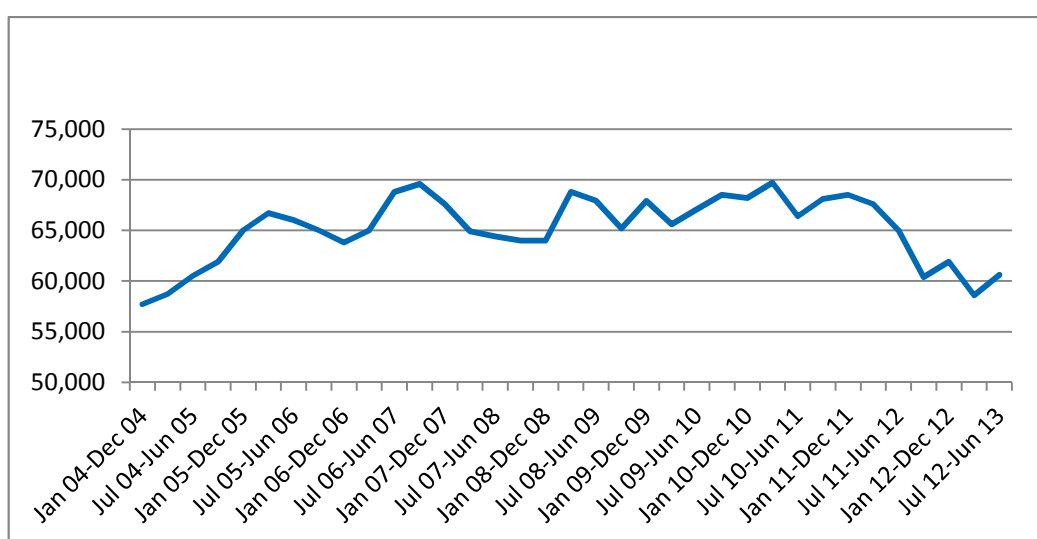
Area	0 - 4	5 - 9	10 - 19	20 - 49	50 - 99	100 - 249	250 +	TOTAL
Lancaster (no.)	2,900	565	245	165	40	30	15	3,960
Lancaster (%)	73.2%	14.3%	6.2%	4.2%	1.0%	0.8%	0.4%	100.0%
England (%)	75.8%	12.5%	6.2%	3.4%	1.1%	0.6%	0.4%	100.0%

Source: ONS Annual population survey, January 2012 – December 2012

Employment base

- 2.73 According to the ONS, the normally defined working age population (16-64 years) of Lancaster was about 90,200 persons at mid-year 2012. This is a slightly higher proportion of the overall population (64.6%) compared to the regional (64.0%) and national (64.2%) averages.
- 2.74 Over the 12 month period July 2012-June 2013, the ONS (via the Annual Population Survey) estimated there to be 65,400 economically active persons residing in Lancaster, representing 71.0% of the estimated 16-64 population¹⁷. This is a lower rate of economic activity compared to the regional (75.4%) and national (77.3%) averages for the same time period.
- 2.75 Of these economically active residents in Lancaster, 60,600 (65.7% of the 16-64 population) were in employment. This is a significantly lower proportion than the regional (69.1%) and national (71.1%) averages for the same time period. Of the residents in employment, 52,700 were employees and 7,500 were self-employed.
- 2.76 According to the 2012 Business Register and Employment Survey (BRES), of the employees in Lancaster 64% were working on a full time basis with the remaining 36% working part-time.
- 2.77 The following chart shows the number of residents in employment since 2004. This shows that between 2004 and 2007 there was steady growth in the number of local residents in employment. This was followed by a sharp decline during 2007 and 2008, with a slight recovering in the period from 2010 and June 2011. Since then the number of residents in employment in Lancaster appears to have fallen. This position can be expected to begin to recover in line with improving economic prospects that is now occurring nationally.

Figure 2.4: Lancaster District: Number of Residents in Employment since 2004

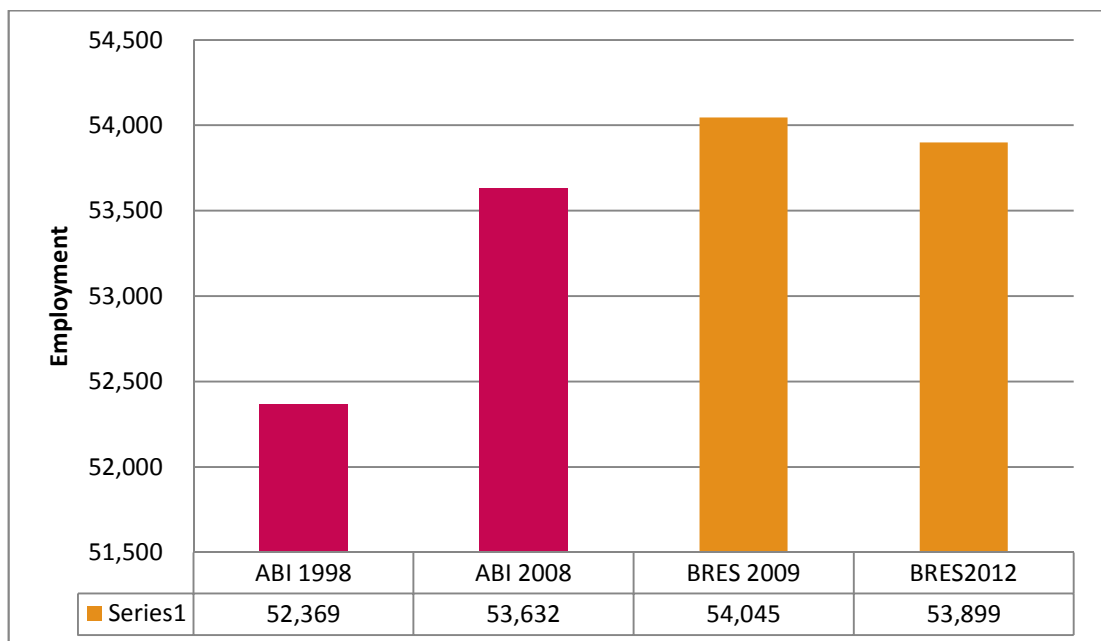


Source: NOMIS: Annual Population surveys 2004-2013

¹⁷ Annual Population Survey: data accessed via NOMIS on 30th November 2013

- 2.78 In terms of workplace-based employment, according to the latest ONS data (BRES, 2012) there were 53,899 employee and self-employed jobs found at workplaces located in the Lancaster Borough area in 2012¹⁸. This represents a decline of around 0.3% in total since the BRES data series commenced in 2009.
- 2.79 Prior to 2009, trends in workplace based employment were estimated through the predecessor ABI survey series. This data series provides an assessment of trends over the period 1998-2008. The ABI data shows an overall increase of 2.4% in the Lancaster area's employment base over this 11-year period.
- 2.80 It is not possible to provide an overall 1998-2012 trend assessment because of data discontinuities between the two survey series. The overall impression, however, is that Lancaster's total employment base has grown only modestly over the past 14 years or so.

Figure 2.5: Lancaster District: Employment trends since 1998



Source: NOMIS: Annual Population surveys 2004-2013

¹⁸ Source: ONS, Business Register and Employment Survey, 2012, data released October 2013

Sectoral composition of the business base

2.81 The 2012 BRES survey identified that employment in Lancaster amounted to 53,900 jobs. The largest sectoral shares were provided by:

- Health related activities (9,390, 17.4%)
- Education (9,170, 17.0%)
- Wholesale and retail trade (8,560, 15.9%)
- Accommodation and food (4,750, 8.8%)

2.82 The data is provided below for broad sectors.¹⁹ A more detailed breakdown at a 2-digit SIC level is provided in an Appendix 2.

Table 2.5: 2012 Employment in Lancaster

Sector	2012 Employment	%
Agriculture and mining	412	0.8%
Manufacturing	2,597	4.8%
Utilities	1,614	3.0%
Construction	2,759	5.1%
Wholesale and retail trade	8,564	15.9%
Transportation and storage	2,393	4.4%
Accommodation and food services	4,753	8.8%
Information and communication	1,415	2.6%
Financial and insurance activities	840	1.6%
Real estate activities	713	1.3%
Professional activities	1,995	3.7%
Administrative and support services	3,292	6.1%
Public administration and defence	1,646	3.1%
Education	9,169	17.0%
Human health and social work activities	9,389	17.4%
Arts, entertainment and recreation	1,000	1.9%
Other service activities	1,348	2.5%
Total	53,899	100.0%

Source: BRES, 2012

¹⁹ Note: agriculture and mining employment has been aggregated to avoid disclosure issues. The same applies to the utilities sector.

- 2.83 The data in the table above identifies the absolute importance of the various business sectors in Lancaster. A better appreciation of the relative importance of the same sectors can be derived from an assessment of the location quotients of each of these sectors: the location quotient is a ratio of the proportionate contribution of each sector to employment compared to a benchmark area: in this case, the selected benchmark area is the North West of England. For example, if a particular sector provided 5% of Lancaster's employment, but for the North West the same figure was 10%, then for Lancaster the LQ for that sector is 0.50 – i.e. the sector is only half as important as far the region as a whole.
- 2.84 The table of LQs for Lancaster is provided below.

Table 2.6: 2012 Employment Location Quotients, Lancaster

Sector	Location quotient (vs. North West)
Agriculture	0.11
Mining and quarrying	15.69
Manufacturing	0.51
Electricity and gas	5.74
Water	1.14
Construction	1.05
Wholesale and retail trade	0.96
Transportation and storage	0.97
Accommodation and food services	1.27
Information and communication	0.90
Financial and insurance activities	0.49
Real estate activities	0.76
Professional activities	0.53
Administrative and support services	0.74
Public administration and defence	0.60
Education	1.94
Human health and social work activities	1.20
Arts, entertainment and recreation	0.89
Other service activities	1.35

Source: Development Economics, based on BRES, 2012

2.85 In relative terms, therefore, the most important sectors are:

- Mining and quarrying (LQ=15.69)
- Electricity and gas production (5.74)
- Education (1.94)
- Other service activities (1.35)
- Health (1.20)

2.86 Sectors that are comparatively under-represented in the Lancaster economy include:

- Manufacturing (LQ = 0.51)
- Financial and insurance activities (0.49)
- Professional services (0.53)
- Public administration (0.60)

2.87 Therefore, in Lancaster there is a relative under-representation of high growth sectors such as professional services, but also a comparative under-representation of low-prospect sectors such as manufacturing and public administration.

2.88 This combination of factors is relatively unusual in the national and even regional context, and may explain why Lancaster has experienced both relatively modest levels of job growth throughout the period of economic buoyancy before 2008, as well as comparatively few net job losses in the period since 2008.

Gross value added

2.89 The ONS does not publish estimates for Gross Value Added contributions by sector at the spatial level of district authorities. However, it is possible to develop an approximation based on NUTS 3 level data (Lancashire CC area) for 2011, and through the use of 2011 BRES data to approximate the proportion of the NUTS3 total contributed by each constituent district. The resultant estimates for Lancaster are summarised in the table overleaf.

Table 2.7: Lancaster: Estimated gross value added by sector groupings (£millions, 2011)

Sector Groupings	GVA £ millions	%
A: Agriculture, forestry and fishing	82	3.9%
BCDE: Production	246	11.7%
F: Construction	153	7.3%
GHI: Distribution; transport; accommodation and food	432	20.6%
J: Information and communication	69	3.3%
K: Financial and insurance activities	67	3.2%
L: Real estate activities	226	10.8%
MN: Business service activities	159	7.6%
OPQ: Public administration; education; health	583	27.8%
RST: Other services and household activities	79	3.8%
Total	2,096	100.0%

Source: ONS GVA workplace data (NUTS3) at 2011 prices; 2011 BRES data

- 2.90 These estimates should be taken as a guide only: it is not official data. However, it appears that the largest contributions to GVA are supplied by the public sector (27.8%) and the Distribution; transport; accommodation & food grouping (20.6%) respectively.

Labour force characteristics

- 2.91 As noted above, the normally defined working age population (16-64 years) of Lancaster was about 90,200 persons at mid-year 2012.²⁰ This is a slightly higher proportion of the overall population (64.6%) compared to the regional (64.0%) and national (64.2%) averages
- 2.92 The trend over the past 10 years has been for working age population to increase: in 2002 the mid-year estimate of the 16-64 population was 85,300 (63.8% of overall population). Hence, over the past decade, the working age population has increased by around 4,900 persons in absolute terms, and one percentage point in relative terms.
- 2.93 ONS population survey data indicates that there is an above-average representation of professional occupations in Lancaster, compared to the regional average. There is also above average representation of skilled trades and caring and leisure related occupations. Managerial and associate professional qualifications are under-represented, however. The source data is provided below:²¹

²⁰ ONS mid-year population estimate, 2012

²¹ Note: agriculture and mining employment has been aggregated to avoid disclosure issues. The same applies to the utilities sector.

Table 2.8: 2012 Occupational Structure, 2012/13

Category	Lancaster	Lancaster (%)	North West %
Managers, directors and senior officials	4,600	7.6	9.7
Professional occupations	13,700	22.7	18.2
Associate professional & technical	5,100	8.5	12.3
Administrative & secretarial	4,100	6.8	11.8
Skilled trades	7,400	12.2	10.3
Caring, leisure and other service occupations	7,600	12.6	9.6
Sales and customer service occupations	5,400	9.0	9.0
Process plant & machine operatives	4,600	7.6	6.9
Elementary occupations	7,500	12.4	11.4

Source: ONS Annual population survey, July 2012 – June 2013

- 2.94 ONS population survey data also indicates that Lancaster's workforce is well qualified: nearly 35% are educated to degree level or higher, which is slightly higher than the national average and over 4.5 percentage points greater than the regional average. The same source indicates that the proportion with no qualifications is only around half the benchmark average.²²

Table 2.9: 2012 Qualifications levels, 2012

NVQ level	Lancaster (%)	North West %	GB (%)
NVQ4 and above	34.9	30.3	34.4
NVQ3 and above	61.9	52.0	55.1
NVQ2 and above	75.6	69.9	71.8
NVQ1 and above	88.4	83.1	84.0
Other qualifications	6.6	5.8	6.3
No qualifications	5.1	11.1	9.7

Source: ONS Annual population survey, January 2012 – December 2012

Summary

- 2.95 In summary, the following can be concluded from the above analysis;
- The districts key economic assets include Lancaster University and the Port of Heysham. Both are the subject of major investment proposals which offer the potential to generate substantial employment growth and bring further improvements to the long term economic competitiveness of the district.

²² Note: agriculture and mining employment has been aggregated to avoid disclosure issues. The same applies to the utilities sector.

- In spatial terms, the LEP Growth Plan cites the importance of Lancaster as a major location for economic and housing growth, underpinned by its world-class research intensive university, a renewed city centre, and the prospect of further growth as an energy centre and port serving Lancashire and the wider region. Indeed, from this sub-regional perspective, the district forms part of an emerging Arc of Innovation with the Lancashire LEP Growth Plan 2013/14, with the University of Lancaster viewed as a catalyst for innovation focussed and industry spin-out/spin-in developments across Lancashire.
- However, Lancaster currently exhibits comparatively low levels of VAT registered businesses, entrepreneurship and 'knowledge intensive' businesses. Given that the private sector is likely to be the main source of new employment creation in the UK over the next 5 years, it is not clear that Lancaster's business and enterprise base would currently provide the platform for achieving stronger rates of growth compared to what has been achieved in the past. Critically, with fewer start-ups, there is a risk that future employment creation may be constrained by insufficient new business formation.
- Notwithstanding this trend, analysis of business registrations and de-registrations shows that prior to the recession Lancaster provided a positive environment for business survival once new start-ups become established, with fewer de-registrations and registrations and over time a corresponding increasing stock of VAT registered businesses operating across the district. However, those businesses operating across the district tend to be small, with fewer than 5 employees.
- In terms of labour force and economic activity rates, over the 12 month period July 2012-June 2013, the ONS (via the Annual Population Survey) estimated there to be 65,400 economically active persons residing in Lancaster, representing 71.0% of the estimated 16-64 population²³. This is a lower rate of economic activity compared to the regional (75.4%) and national (77.3%) averages for the same time period.
- In terms of the sectoral composition of the business base the largest shares are provided by a number of sectors including health, education, wholesale and retail trade and accommodation food. Mining and quarrying and electricity and gas production are also important sector as identified through the location quotient analysis. In contrast, sectors which are comparatively under-represented in the economy include manufacturing, financial and insurance activities, professional services and public administration. It can be concluded therefore that in Lancaster there is a relative under-representation of high growth sectors.

²³ Annual Population Survey: data accessed via NOMIS on 30th November 2013

3. Property market baseline

3.1 This section considers the current stock of employment space and the commercial property market conditions across the district.

The current stock of employment floorspace

3.2 This section provides an overview of the current stock of employment space in Lancaster and adjoining local authority areas, providing an indication of the likely supply of employment land currently available to support economic development needs across the district.

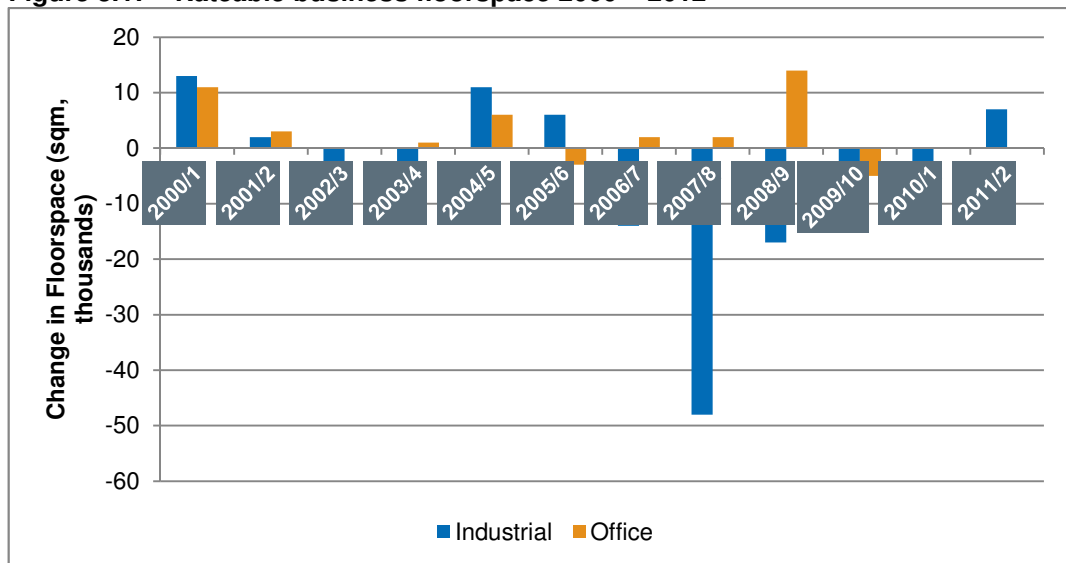
3.3 Consideration is given to recent pattern of employment land supply and loss to other uses (based on extant planning permissions and planning applications). This has been generated though an assessment of employment land by sub-areas and market segment. Statistics on take-up of sites have also been consulted to gain an understanding of ‘revealed demand’ for employment land across the district.

3.4 The Valuation Office Agency (VOA) publishes statistics²⁴ that help to understand the amount of business floorspace in Lancaster, through analysis of properties liable for business rates.

3.5 This shows that, in March 2012, there was a total of 694,000sqm of industrial floorspace in Lancaster, with a further 123,000sqm of office floorspace. This accounts for around 65% of all rateable floorspace in the district.

3.6 It is important to understand how this has changed in Lancaster over recent years. The graph below summarises year-on-year change in industrial and office floorspace.

Figure 3.1: Rateable business floorspace 2000 – 2012



Source: VOA, 2012

²⁴ VOA (2012) Business Floorspace (Experimental Statistics)

- 3.7 It is evident that the employment floorspace in Lancaster has seen significant change over the period from 2000 to 2012, with the greatest change apparent in industrial floorspace. The impact of the economic downturn is clear, with almost 50,000sqm of industrial floorspace lost between 2007 and 2008. This is the peak of a wider period between 2006 and 2010 where a total of 95,000sqm of industrial land was lost. This has contributed to the net loss of 66,000sqm of industrial floorspace between 2000 and 2012.
- 3.8 Office floorspace, in contrast, has seen a net increase of 31,000sqm over the same period, with the greatest increase in floorspace between 2008 and 2009. There was, though, no further growth from this point until 2012.
- 3.9 VOA also value commercial properties for business rates purposes, which includes measurement of floorspace. The analysis can therefore be brought up to date through analysis of rateable commercial properties in March 2014, as presented in the following table. This can also provide an indicative average size for each employment type.

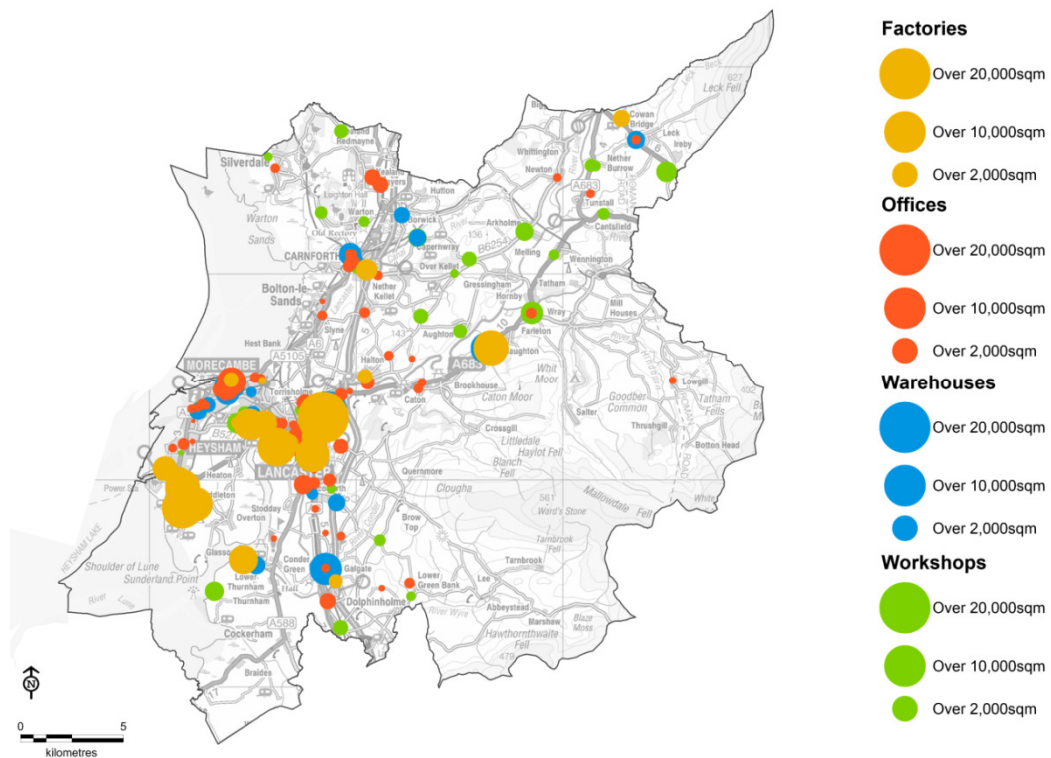
Table 3.1: Rateable properties – March 2014

Type	Number of Rateable Properties	Total Area (sqm)	Average Floorspace (sqm)
Factories	36	114,921	3,192
Offices	773	109,206	141
Warehouses	278	314,944	1,133
Workshops	622	146,249	235
Total	1,709	685,320	-

Source: VOA, 2014

- 3.10 Around 1,700 properties are liable for business rates in Lancaster, of which 45% are used as offices. Notably, though, this accounts for only 16% of the total employment floorspace set out in the table. This is due to the smaller size requirements of offices, with each occupying an average of around 140sqm. There are also a significant number of workshops in Lancaster, although workshops are – on average – slightly larger.
- 3.11 The analysis indicates that there are 278 warehouses in the district, such that almost half of employment floorspace in the district is associated with warehouses. This reflects the fact that the space requirements of warehouses are substantially larger, with each occupying over 1,000sqm on average. There are notably fewer factories in Lancaster, but – on average – each takes up over 3,000sqm.
- 3.12 The spatial distribution of employment floorspace is a further important factor to consider. The following graphic shows where employment floorspace is located, again through the use of VOA data. Properties are distinguished by type and size.

Figure 3.2: Spatial distribution of employment floorspace



Source: VOA, 2014; Turley, 2014

- 3.13 Overall, it is clearly evident that employment floorspace is concentrated in Lancaster, with the town also the location of a number of larger commercial properties. Of all the district's employment areas, the White Lund Industrial Estate - strategically placed, equidistant between both Lancaster and Morecambe - is the largest, and accounts for the highest concentration of floorspace in the district. It is expected that this strategic location will be enhanced further in the future with the creation of a road link to Junction 34 of the M6.
- 3.14 Heysham and Carnforth each contain smaller clusters of employment, with the remaining areas typically characterised by lower density, smaller premises, albeit with some exceptions. It is also clear that there is generally very little employment floorspace in the rural east of the authority.
- 3.15 There are interesting spatial trends in the type of employment floorspace across Lancaster. Factories are largely concentrated in the west of the district, particularly in Lancaster and Heysham. Elsewhere, factories are broadly situated in accessible locations, close to the major road network. This is also true for warehouses, which generally follow the M6, although Morecambe is also a popular location for this use.
- 3.16 Lancaster and, to a lesser extent, Morecambe are prominent locations for office floorspace, There are also a number of strategically located offices on the major road network, close to both the M6 and A683. Workshops are generally more broadly distributed throughout the district, with a notable proportion located in the north.

Office market

- 3.17 As identified above, the majority of office stock within the district lies outside of Lancaster City Centre and other main town centres.
- 3.18 White Cross is the largest of the city centre office schemes. Developed in the mid-1980s, it now provides 400,000 sq ft of lettable space, including offices from 385-2,731 sq ft and workshops from 476 – 2105 sq ft. A number of units are currently vacant providing opportunities for managed workspaces for immediate occupation. The site is therefore a major employment centre in the city providing offices accommodation at circa £9 per sq.ft and workshop space for around £5.50 per sq.ft.
- 3.19 Other notable office schemes include;
- **CityLab**, a Council owned modern managed office facility providing 1,486 sq.m/16,000 sq.ft of high quality office space over four floors. Units range from 11 sq.m/120 sq.ft to 93 sq.m/1,000 sq.ft.
 - **The Storey**, which provides offices / workspace for the creative industry sector.
 - **InfoLab21**, located on the Lancaster University Campus, has business space available for companies operating in the ICT/New Media sector ranging in size from 21 sqm to 84 sqm. High specification broadband internet connections are available to all offices. Offices are available under a 12 month Licence Agreement with a one-month break out clause.
 - **Lancaster Environment Centre**, again located on the Lancaster University Campus, this facility is targeted at new enterprises, high growth businesses and R&D teams. It is understood that High quality shared or sole occupancy accommodation is available from £200 per month
- 3.20 In recent years, new development has been focused on key strategic sites, in particular at Lancaster Business Park close to Junction 34 of the M6. There is circa 11,600 sq ft of vacant office space on the business park currently available with B1 office rents circa £12.50 per sq ft. The offices on the park have proved popular with occupiers including national blue chip firms like Persimmon Homes and BT.
- 3.21 Outside of the City of Lancaster, there are two alternative centres at Morecambe and Carnforth which have an existing stock of office space. Of the two, Morecambe is the larger centre, with a small office core located around Northumberland Street and Victoria Street. Much of the office space is made of converted buildings and caters mainly to local professional services firms.

Industrial market

- 3.22 The industrial market within Lancaster district is based around a number of key industrial estates providing a mix of second hand and newer accommodation catering primarily for local occupiers. Demand is highest in those estates and locations that are proximate to the M6 motorway. For example, there is evidence of recent take up at Carnforth Business Park, which has now started to be developed out for warehousing

and distribution uses. Caton Road is also a popular location given its proximity to Junction 34 of the M6.

- 3.23 The industrial market within Lancaster is generally focused around local occupiers, who operate within the district. Of the existing, major industrial estates within Lancaster district, properties on Caton Road and at White Lund are the most popular. This is reflected in rental values which vary considerably across the district. Discussions with local commercial agents Fisher Wrathall suggest rents as low as £2 per sq.ft are available for low grade property at the Heysham Industrial Estate.
- 3.24 Similar low rents are evident on the Lune Industrial Estate where Turbo House on Port Royal Avenue is currently be marketed at £3.90 per sq.ft. By comparison, on the White Lund Industrial Estate good quality industrial space can achieve £6 per sq.ft. However, in the lower quality areas to the west, including the Langdale Business Park, rents are much lower, again at around £3 per sq.ft.
- 3.25 The supply of start-up space for small businesses is more limited; however a popular development according to local agents is the Lake Enterprise Park in Lancaster where space is currently available to rent for £7.70 per sq.ft.

Employment land monitoring

- 3.26 Lancaster City Council undertake annual monitoring surveys to assess changes in employment land in the district, with the latest report covering the period from April 2012 to March 2013²⁵.
- 3.27 During this period, a number of permissions were granted for the creation of around 40,000sqm of employment floorspace. A significant proportion of this figure relates to the renewal of planning permission at Lancaster Science Park at Bailrigg Lane, which would create up to 34,000sqm of new B1 floorspace upon completion. Proposals for a new engineering building at Lancaster University would also create 4,692sqm of new floorspace, although this is heavily tied to activity at the University.
- 3.28 Monitoring has also identified areas where employment floorspace is lost to other uses, equivalent to a total of 2,331sqm. The most substantial change relates to the refurbishment of office buildings at Lancaster University to create new student accommodation. There is also evidence of some office space in the city centre being lost to student accommodation. Conversions to provide student accommodation are, indeed, responsible for most lost employment floorspace over this period.
- 3.29 Around 6,500sqm of employment floorspace has been completed during this period, of which around half is in B2 use and just under a quarter are in B1 and B8 use respectively. The most substantial completion is at the Lune Industrial Estate, where a total of around 3,500sqm of employment floorspace was created through the erection of two new units.

²⁵ Lancaster City Council (2013) Employment Land Monitoring Report – 2012/13 Position Statement

- 3.30 The monitoring report also highlights the Council's intention to protect employment sites from future development pressures, including a number of sites in Lancaster, Carnforth and Heysham.

Completions

- 3.31 Lancaster City Council's annual monitoring allows an understanding of the scale of completed employment development in the district over recent years. Data is available to cover the period from 2008/09, as set out in the table overleaf.
- 3.32 The table demonstrates that, since 2008/09, around 47,000sqm of employment floorspace has been completed in Lancaster, of which over half has been in B2 industrial use. The largest development during this time was the redevelopment of Storeys Décor in White Lund, Morecambe.

Table 3.2: Completed employment floorspace (sqm) – 2008/09 – 2012/13

	B1	B2	B8	Total
2008/09	2,378	19,961	9,898	32,237
2009/10	545	1,180	363	2,088
2010/11	3,255	0	0	3,255
2011/12	1,695	1,211	0	2,906
2012/13	1,482	3,099	1,926	6,507
Total	9,355	25,451	12,187	46,993
%	20%	54%	26%	100%

Source: Lancaster City Council, Turley

- 3.33 Notably, over this period, the rate of delivery has varied substantially, with a significant drop between 2008/09 and 2009/10 and little sign of a recovery. In the most recent reporting year, there was, however, a marked increase, partially driven by the development of two new industrial units in Lune Industrial Estate.
- 3.34 The following table presents a similar analysis based on total site area, with figures presented in hectares. This shows land which has been taken up for employment use.

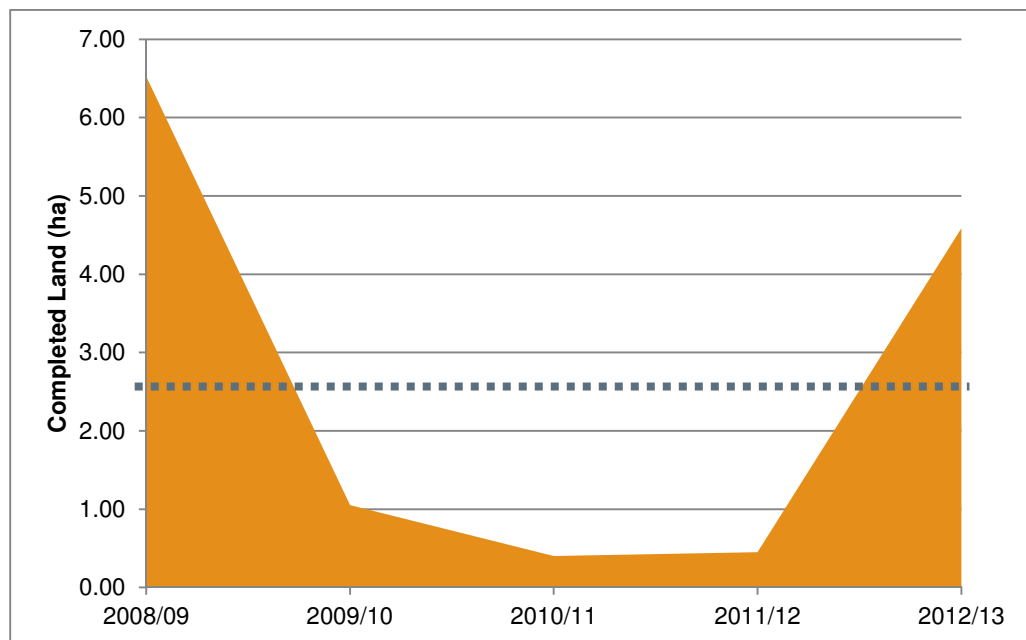
Table 3.3: Additional developed employment land (ha) – 2008/09-2012/13

	B1	B2	B8	Total
2008/09	0.60	3.54	2.39	6.53
2009/10	0.06	0.59	0.40	1.05
2010/11	0.40	0.00	0.00	0.40
2011/12	0.00	0.45	0.00	0.45
2012/13	0.32	0.63	3.63	4.59
Total	1.38	5.21	6.42	13.01
%	11%	40%	49%	100%

Source: Lancaster City Council, Turley

3.35 Again, a similar picture is apparent, with a total of 13.01 hectares developed for employment use since 2008/09. Half of this land was, though, developed in the first reporting year, showing that there has been limited take up in recent years – although, again, there are signs of a recovery in 2012/13. This is further illustrated in the following graph, showing that there were three consecutive years of below-average take up during this period.

Figure 3.3: Employment land completions (ha) – 2008/09 – 2012/13



Source: Lancaster City Council, Turley

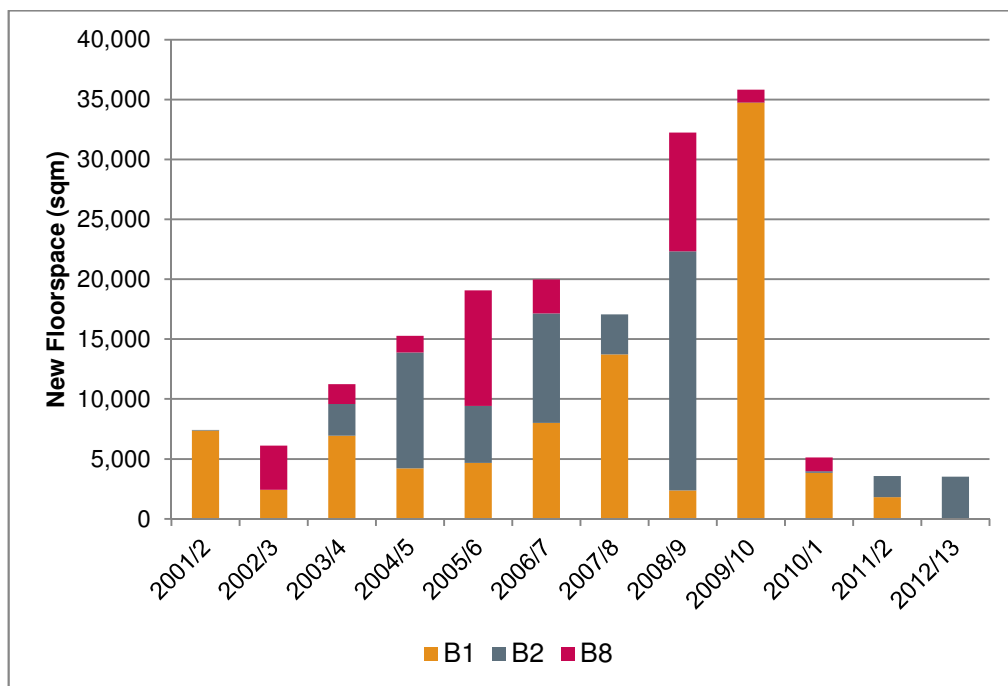
3.36 Over the period shown, an average of 2.6 hectares of land has been developed for employment uses per annum (depicted by the dotted line on Figure 3.2), yielding an average of around 9,400sqm of employment floorspace each year. A further 0.4ha has been lost to non-employment uses.

- 3.37 Given the volatile nature of the economy between 2008 and 2013 it is appropriate to consider employment land take up over a longer period. The Partial Employment Land Review (PELR) completed by Atkins in 2008 notes that between 2001-02 and 2007-08 annual take up of employment land for B1, B2 and B8 use equated to 27.02 hectares; approximately 3.87ha per annum if divided equally over this seven year period, or 4.45ha per annum if losses are also factored into this analysis.
- 3.38 Working on the basis of take up totalling 48ha between 2001 and 2012, then an average take up rate of 4ha per annum would seem a realistic over this period.

Permissions

- 3.39 While completions are an indicator of land which has been developed, it is also important to consider employment related development which has been permitted but not yet been implemented. The following graph shows the total employment floorspace permitted each year since 2001/02, based on monitoring data collected by Lancaster City Council.
- 3.40 For added context, floorspace has been split according to use class²⁶.

Figure 3.4: Permissions (sq.m) 2001/02 – 2012/13



Source: Lancaster City Council, Turley

- 3.41 Clearly, the amount of new development receiving planning consent grew substantially up to 2009/10, before a significant drop in the most recent three reporting years. Permissions peaked in 2009/10 when a significant application was permitted for Lancaster Science Park.

²⁶ Where development has permission for more than one use, it has been assumed that – in the absence of any indication of the proposed use mix – the total land/floorspace has been evenly split between uses

3.42 In total, over this period, the development of around 175,000sqm of employment floorspace has been permitted in Lancaster. The availability of completions data for the most recent five year period provides added context to this analysis. While around 80,000sqm of new floorspace was permitted, only around 47,000sqm was completed in this time.

3.43 A similar process can be undertaken for land, and this element of the analysis also identifies instances where employment land has been lost to other, non-B uses. This is presented in the following table.

Table 3.4: Permissions (hectares) 2001/02 – 2012/13

	B1	B2	B8	Non-B	Total
2001/02	1.9	0.0	0.0	4.1	6.0
2002/03	0.5	0.0	3.0	0.0	3.5
2003/04	1.9	0.9	0.5	1.2	4.5
2004/05	0.8	2.3	0.3	0.0	3.4
2005/06	1.6	0.8	1.7	1.2	5.3
2006/07	1.5	3.2	1.5	0.8	7.0
2007/08	3.1	1.8	0.0	0.0	4.9
2008/09	0.9	3.5	2.4	0.5	7.3
2009/10	11.5	0.0	0.6	0.0	12.1
2010/11	4.1	0.4	0.0	0.0	4.5
2011/12	0.1	1.2	0.5	0.0	1.8
2012/13	0.0	2.7	0.0	0.0	2.7

Source: Lancaster City Council, Turley

3.44 General growth up to 2009/10 is again apparent, and the impact of larger schemes such as the Lancaster Science Park is also clear. Notably, a total of 7.8ha has been developed for non-B uses over this period.

3.45 Overall, this indicates that around 63 hectares of employment land has received permission since 2001/02, although only 55.3 hectares has been permitted for a B-class employment use. In recent years, there have again been a number of unimplemented permissions; since 2008/09, employment development on 28 hectares of land has received consent, but only around 13 hectares has been developed.

3.46 For this reason, it is important to consider the pipeline of development which has received permission but not yet been developed, in order to quantify the pipeline of development which may come forward in future years.

Pipeline

- 3.47 Data underpinning the Employment Land Monitoring Report 2012/13²⁷ allows the identification of an employment land pipeline, consisting of developments with extant planning consent which have yet to be implemented. This represents a base position as at March 2013, although interim monitoring by the Council allows the assessment to be updated to take account of developments completed by May 2013.
- 3.48 In March 2013, there was an identified development pipeline of 27.8 hectares, of which all but a small proportion, circa 3%, involve the development of allocated employment land.
- 3.49 Approximately 61% of this land relates to B1 business use²⁸, covering offices, research and development and light industry, with around 27% intended to be developed for general industrial B2 use. The remaining 3.4 hectares will be brought forward for storage or distribution uses.
- 3.50 This translates to a development pipeline of around 68,800sqm of employment floorspace, of which the majority will be in B1 business use.
- 3.51 The development pipeline is summarised in the table below.

Table 3.5: Pipeline Employment Land – March 2013

	B1	B2	B8	Total
Land (ha)	17.05	7.39	3.4	27.84
Floorspace (sqm)	51,928	12,231	4,631	68,790

Source: Lancaster City Council, Turley

- 3.52 The largest developments include:
- 12/00626/RENU – Outline application for Lancaster Science Park at Bailrigg Lane, delivering approximately 34,000sqm of new B1 floorspace on 9.7ha of allocated employment land. It is understood that this scheme is currently being revisited and will form part of the Lancaster Innovation Campus proposals.
 - 10/01022/HYB – Application for the development of Carnforth Business Park on around 9.5ha of allocated employment land at Kellet Road Industrial Estate. Whilst development has started approximately 3.76 hectares remains subject to the current application and available for take up.
 - 11/00609/FUL – Outline application for a mixed use scheme at Mellishaw Lane, White Lund, on allocated employment land, which will deliver 10,000sqm of new floorspace on a 5.12 hectare portion of the site.

²⁷ Lancaster City Council (2013) Employment Land Monitoring Report – 2012/13 Position Statement

²⁸ When calculating pipeline employment land with permission with permission for more than one use, it has been assumed that – in the absence of any indication of the proposed use mix – the total land/floorspace has been evenly split between uses

3.53 Other pipeline schemes above the minimum threshold of 0.25 hectares (or 500sqm of floorspace) set within the PPG include:

- 10/01219/FUL – Full application for the erection of two B8 Warehousing Units at Royd Mill, Heysham. It is understood that the first of these buildings was completed in May 2013 but work has yet to start on the second, which for the purposes of this assessment is assumed to be 50% of the total floorspace proposed (equivalent to 656sqm).
- 10/00126/OUT – Outline application for the redevelopment of existing builders yard to provide 1,161sqm of A1 retail, 1,115sqm B2 workshop and 834sqm of B1 office floorspace at Norman Jackson Ltd, Scotland Road, Carnforth.

Loss of employment land

3.54 It is also important to consider that some employment land in Lancaster has been developed for alternative uses. Data provided by Lancaster City Council shows the rate of loss during this period, as summarised in the following table. This data is based on planning permissions, and differentiates between loss of allocated employment land, non-employment uses in employment areas and areas with no employment designation.

Table 3.6: Employment Land Losses 2001/02-2012/13

	Allocated Employment Land	Employment Area	No Employment Designation	Total
2001/02	1.7	2.36	0	4.06
2002/03	0	0	0.06	0.06
2003/04	0.7	0.3	0.1	1.1
2004/05	0	0	0.01	0.01
2005/06	0	1.1	0.1	1.2
2006/07	0.07	0.52	0.12	0.71
2007/08	0	0	0.042	0.042
2008/09	0	0.317	0.01	0.327
2009/10	0	0	0	0
2010/11	0	0	0	0
2011/12	0	0	0.1	0.1
2012/13	0	0	0	0
Total	2.47	4.597	0.542	7.61

Source: Lancaster City Council, Turley

3.55 As shown, a total of 7.61 hectares of employment land has been lost in Lancaster over this period. Breaking this down, 2.47 hectares of allocated employment land has been

permitted for development of other uses, with a gym at Lancaster Business Park the largest permitted development in 2001/02.

- 3.56 Around 4.6 hectares of land in established employment areas has been permitted for non-employment uses. Again, the largest loss of employment space was in 2001/02, where permission was granted for the development of a food retail store in Lodge Quarry, Carnforth. A further 0.542 hectares has received permission for development in areas with no employment designation, with these developments associated with change to non-employment uses.

Identifying the District's current economic land portfolio

- 3.57 The supply of employment land potentially available for future employment related development across Lancaster district is presented below.

- 3.58 In accordance with National Planning Practice Guidance (PPG) a wide variety of data sources have been explored to determine the sites to be included within the review. Sources include:

- Existing Local Plan Allocations: existing employment areas and sites allocated for employment development under Policies EC1, EC2 and EC3 in the Lancaster District Local Plan Strike-through Edition (September 2008) that have not yet been developed.
- Emerging Local Plan Allocation: Consideration has also been given to undeveloped sites in public sector ownership identified in the emerging Land Allocations DPD.
- Available Land within Existing Employment Areas: this includes both greenfield and previously developed vacant land within established employment areas.
- Windfall sites with extant planning permissions: other sites across the district with outstanding planning permission (at March 2013).

Existing employment areas

- 3.59 The main employment areas across Lancaster district

- **Lancaster** – including White Cross, Lancaster University Innovation Campus, Lancaster Business Park, Caton Road Employment Area (this incorporates a number of employment sites) and Lune Industrial Estate.
- **Morcambe/Heysham** – including the White Lund Employment Area, Mellishaw Lane, Lancaster West Business Park, Major Industrial Estate, Heysham Business Park/Industrial Estate, Royd Mill and the Port of Heysham Employment Area.
- **Carnforth** - Carnforth Business Park, Millhead, Carnforth Levels, Scotland Road, Warton Road and Lodge Quarry.

- **Rural** including Galgate Mill, Galgate, Glasson Dock Industrial Area, Claughton Brickworks, Hornby Industrial Estate, Cowan Bridge Industrial Area and Willow Mill, Caton

Existing and Emerging Local Plan Allocations

3.60 The Lancaster District Local Plan Strike-through Edition (September 2008) allocated a number of greenfield sites for industrial and business use through Policies EC1, EC2 and EC3. These included:

- Lancaster Science Park / Bailrigg Business Park
- Lancaster Business Park
- Mellishaw Lane North
- Mellishaw Lane South
- Carnforth Business Park

3.61 Development has since come forward a number of these sites including at Lancaster Business Park and Carnforth Business Park. A number of plots remain undeveloped including 4.65 hectares at Lancaster Business Park and 3.76 hectares at Carnforth Business Park.

3.62 Of the allocated greenfield sites, only two - Mellishaw Lane North and Lancaster Science Park – remain completely undeveloped. Approximately 6.2 hectares of land is available at Mellishaw Lane of which 5.12 hectares is currently the subject of application 11/00609/FUL referenced above. It is understood that the site formed part of Lancaster City Council's Growing Places Fund bid, which at the time identified a requirement for investment in infrastructure equating to £1.8m.

3.63 It is understood from discussions with Lancaster City Council that Mellishaw Lane South is no longer available for development and therefore has little prospect of being developed. As such it has been excluded from the analysis.

3.64 Lancaster Science Park also has planning permission but is currently the subject of the Lancaster University Innovation Campus proposals being taken forward by Lancaster University in partnership with the public sector.

3.65 In addition to the above, Policy ER 2 of the Core Strategy identifies a number of Regeneration Priority Areas, which remain priorities for investment. These include Central Lancaster, Caton Road, White Lund, Luneside, South Heysham and Carnforth, all of which are of local importance; as well as Morecambe which is identified as being of sub-regional significance.

3.66 The Council is currently in the process of preparing its Land Allocations DPD for the district. Within the emerging draft, which is scheduled for adoption in 2016, additional development land at Major Industrial Estate and Lancaster West Business Park is identified. In both cases the sites are either allocated for development in the existing local plan or adjoin allocated land. Although these sites have yet to be allocated their

future development will support the future economic development of Heysham and Policy ER7 within the Core Strategy. In view of this, and fact that they are currently owned by Lancaster City Council and Lancashire County Council, they have good prospects of coming forward over the plan period and have therefore been included in the supply analysis.

3.67 A summary of available land across these sites is presented in the table below.

Table 3.7: Local Plan allocations

Site	Site Area (Ha)	Vacant Land (Ha)	Potential Use Classes
Lancaster University Innovation Campus	9.70ha	9.70ha	B1a/b
Lancaster Business Park	10.70ha	4.65	B1a/b
Mellishaw Lane North	6.20ha	6.20ha	B1 / B2 / B8
Carnforth Business Park	8.25ha	3.17ha	B1 / B2 / B8
Lancaster West Business Park	28.34ha	15.88ha*	B1 / B2 / B8
Major Industrial Estate	17.48ha	5.00ha*	B1 / B2 / B8
Total	80.67ha	44.60	

Source: Lancaster City Council / Turley (Figure includes future expansion land identified in the emerging Land Allocations DPD)*

Available land within existing employment areas

3.68 Site visits undertaken by Turley also identified a number of vacant plots within existing employment areas. As many of these sites are above the minimum 0.25ha threshold set in the PPG they offer the potential to be an important part of the employment land supply going forward, and have subsequently been identified for further detailed assessment.

3.69 Approximately 30 hectares of vacant land has been identified of which the majority – 26.91 hectares - is previously developed land. A further 5.80 hectares relates to smaller parcels of greenfield land on the periphery of existing allocated employment areas.

3.70 A summary of available land is presented in the table overleaf.

Table 3.8: Available land within existing employment areas

Employment Area	Vacant Greenfield	PDL	Total
Heysham Industrial Estate	3.68	3.22	6.9
Port of Heysham Industrial Estate	0.82	0.00	0.82
Caton Road	0.00	2.08	2.08
Luneside Industrial Estate	0.51	2.85	3.36
White Lund	0.00	9.90	9.90
Vickers Industrial Estate	0.54	0.00	0.54
Millhead	0.00	2.2	2.2
Former TDG Site, Warton Road*	0.00	6.66	6.66
Halton Mills	0.25	0.00	0.25
Total	5.80	26.91	32.71

* Included on the basis that the site freehold is currently being marketed

- 3.71 Whilst potentially forming an important part of the overall supply, it is recognised that the availability and achievability/viability of this land may act as a constraint and limit its development potential over the short to medium term.

Sites with extant planning permission for employment uses

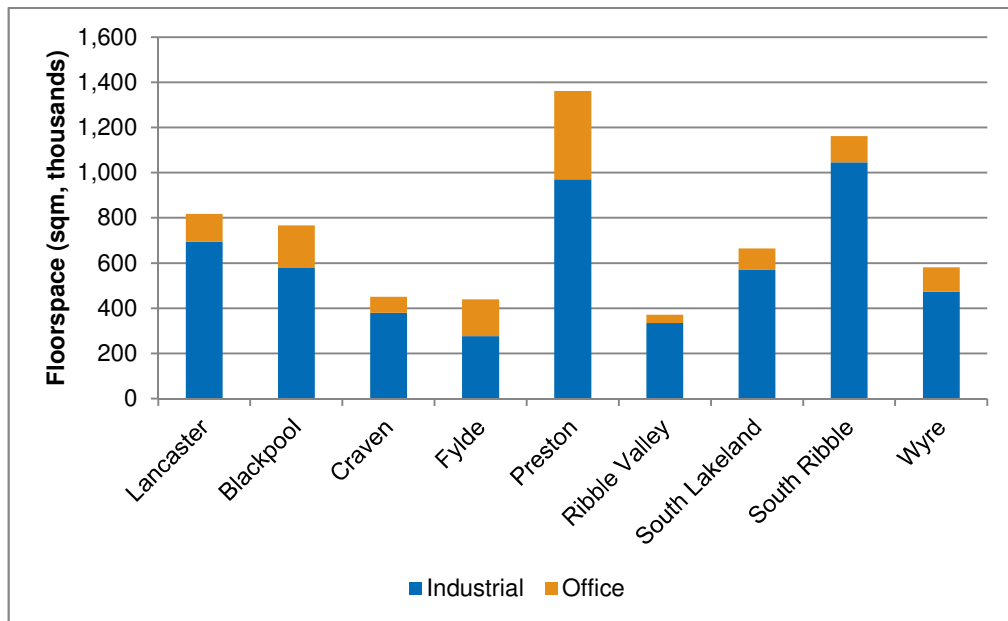
- 3.72 Lancaster District Council monitoring data records outstanding planning permissions for employment uses (B1 / B2 / B8) that have not yet been started, but which over time may provide a source of supply to help meet future economic development needs across the district.
- 3.73 To avoid double counting, it should be noted that the “outstanding permissions” exclude permissions on the larger Local Plan Employment Allocations referenced above. These exclusions comprise permissions granted at Lancaster Science Park, Carnforth Business Park and Mellishaw Lane North.
- 3.74 Deducting these schemes from the list of extant planning permissions leaves a residual figure of 3.48 hectares of land on allocated and non-allocated sites which may come forward for economic development purposes over the Plan period. However, many of these pipeline schemes are small extensions or conversions for existing occupiers with floorspace of <500sqm²⁹. Furthermore, the remaining larger sites at Royd Mill, Heysham and Scotland Road, Carnforth are currently in active employment use.
- 3.75 As a result, those sites with extant planning permission, and which have not been counted above, only make a relatively small contribution to the overall supply position and have therefore been discounted from further analysis.

²⁹ PPG states that the assessment of economic land availability should consider all sites and broad locations capable of delivering economic development on sites of 0.25ha (or 500m² of floor space) and above.

Employment land and floorspace in adjoining areas

- 3.76 Although Lancaster is less reliant on its neighbours for employment and labour, it is important to recognise that Lancaster shares some functional and market linkages with other authorities, and as such an understanding of available employment land in these areas is valuable.
- 3.77 As recognised in the NPPF it is relevant to consider the employment land position, both current and in terms of forward planning policy, of adjacent authority areas when considering the future position for Lancaster. This approach forms part of the Council's Duty to Co-Operate; a requirement of the Localism Act.
- 3.78 Although it has been shown that Lancaster is relatively self-contained, given its functional relationships it is appropriate to understand the employment land position in the neighbouring authorities of South Lakeland, Craven, Ribble Valley, and Wyre, as well as Blackpool, Fylde, Preston and South Ribble.
- 3.79 An initial broad understanding can be gained from VOA statistics on employment floorspace³⁰, as presented for Lancaster earlier in this chapter. The following graph shows total industrial and office floorspace in each of the authorities.

Figure 3.5: Rateable business floorspace 2012



Source: VOA, 2012

- 3.80 Evidently, of the authorities shown, Preston has the largest amount of commercial floorspace – a total of 1,361,000sqm – with around 70% industrial. South Ribble is the only authority to have more industrial floorspace than Preston, and is the only other authority to surpass the total floorspace in Lancaster.

³⁰ VOA (2012) Business Floorspace (Experimental Statistics)

- 3.81 Across the area studied, in 2012 there was a total of 6,614,000sqm of rateable commercial floorspace in industrial or office use. The vast majority – 81% - of this space is in industrial use, reflecting the larger space requirements of industry.
- 3.82 It is also beneficial to understand the policy position in each authority with regard to employment land. Each authority is briefly summarised in turn below.

Neighbouring authority areas

South Lakeland

- 3.83 The South Lakeland Land Allocations DPD³¹ was adopted in December 2013. This sets out the Council's intention to retain 154.9 hectares of land in existing employment areas for B class uses, with the largest sites at North Lonsdale Road in Ulverston and Mintsfeet Industrial Estate and Westmorland Business Park in Kendal. A further 60 hectares has been allocated based on employment land needs, intended to be delivered at a rate of 4 hectares per annum between 2010 and 2025.
- 3.84 Two strategic employment sites have been identified close to the primary road network in order to meet the needs of larger businesses. This covers 17.9 hectares of land at Scroggs Wood, Milnthorpe Road in Kendal, and 2.1 hectares of land at Canal Head in Ulverston. Policy LA1.7 identifies a total of 9.62 hectares of land for high quality B1 use, aimed at offices and the hi-tech industry, at Kendal and Ulverston. A further 27.5 hectares of land has also been allocated for local employment purposes, in order to meet local needs and promote new business formation.
- 3.85 Lancaster City Council and South Lakeland District Council meet regularly to discuss cross boundary issues, however based on the current supply position, no employment land is required in Lancaster district to meet South Lakeland's future needs.

Craven

- 3.86 In Craven, a total of 4.8 hectares of employment land is available for development, of which the majority is in Skipton and Gargrave. Average annual take-up has been around 1.3ha per year between 1995 and 2011, with the limited development land reflective of constraints on some available sites. A total of 8.39 hectares of land had been developed by March 2012.
- 3.87 In terms of cross boundary issues, it is understood that no employment land is currently required in Lancaster district to meet Craven's future needs.

Wyre

- 3.88 Wyre currently has a total of 26 sites – totalling 82.77 hectares – allocated for employment use, of which 17 have land available for take up³². The largest of these allocations is at Hillhouse Secure Site in Thornton, where around 47.5 hectares of employment land is available. Since 2001/02, an average of 2.7 hectares of employment land has been taken up per annum, and the Monitoring Report therefore considers that take-up has generally been slow in Wyre.

³¹ South Lakeland District Council (2013) Land Allocations Development Plan Document

³² Wyre Council (2013) Employment Land Monitoring Report

- 3.89 In terms of cross boundary issues, it is understood that no employment land is currently required in Lancaster district to meet Wyre's future needs.

Ribble Valley

- 3.90 Ribble Valley currently has a headline supply of 20 hectares of available employment land, made up of 12 sites³³. A large proportion of this – 12.27 hectares – comprises of land at Barrow Brook Business Park, which represents medium and long term supply. Barrow Brook, along with Samlesbury Enterprise Zone, is the main employment area in the borough. Supply elsewhere is limited, with many existing sites held for the expansion of existing large firms.
- 3.91 It is understood that no employment land is currently required in Lancaster district to meet Ribble Valley's future needs.

Other authority areas

Blackpool

- 3.92 There are 13 established industrial and business locations in Blackpool, with remaining developable land available at some of these areas³⁴. In March 2012, a total of 22.2 hectares of employment land was available in Blackpool, which, although relatively minimal, represents a reasonable level of provision against the authority's future requirement.
- 3.93 The Council do, however, consider that only around 9 hectares of land, concentrated at the Blackpool Business Park and the North Blackpool Technology Park, is genuinely suitable, available and developable. The borough's tight knit boundary and lack of future development land means that opportunities for expansion in employment land in Blackpool is limited, with longer term development needs linked with the wider Fylde Coast employment market area.

Fylde

- 3.94 The Fylde Business and Industrial Land Schedule, updated in March 2013³⁵, states the latest employment land position in the borough. This identifies a total of 10.1ha of available employment land on allocated sites, the largest of which is at Whitehills Park and Queensway Industrial Estate, and this is supplemented by 4.63 hectares of land on existing industrial sites.
- 3.95 When adding completed developments and land under construction or with planning permission, there is a total commitment for 19.6 hectares of employment land in the borough. Fylde also benefits from around 75 hectares of land at the BAE Systems site in Warton, which is now classified as an Enterprise Zone and is expected to deliver around 15,000sqm of new B1 and B2 premises³⁶.

³³ Ribble Valley Borough Council (2013) Employment Land Review

³⁴ Blackpool Council (2012) Annual Monitoring Report 2012

³⁵ Fylde Borough Council (2013) Business and Industrial Land Schedule

³⁶ AECOM/BE Group (2012) Fylde Employment Land and Premises Study

Preston

- 3.96 The Preston Local Plan³⁷ identifies a requirement for a total of 121.48 hectares of employment land, of which 4.15 hectares will be brought forward on undeveloped sites identified in the 2004 Local Plan. A further 66.89 hectares has been committed on allocated sites, with the majority of this concentrated in the Preston East employment area and Red Scar Industrial Estate. The Council are proposing a further 50.44 hectares of employment land allocations on land off Junction 31A of the M6 and Roman Road Farm, adjacent to the Roman Way Industrial Estate.

South Ribble

- 3.97 The South Ribble Core Strategy sets out a requirement for 62 hectares of employment land in the borough, and the Site Allocations DPD³⁸ confirms that 153.4 hectares of employment land has been allocated. A substantial proportion of this allocation – 118 hectares – is accounted for within the major strategic development sites of Cuerdon and BAE Systems, Samlesbury, which fall within the Lancashire Enterprise Zone and are therefore of regional significance.
- 3.98 Recognising the importance of local employment opportunities, the Council has also allocated land elsewhere in the borough. A further 35.4 hectares of employment land has therefore been allocated, the largest site of which is located to the west of Lancashire Business Park in Farington. The DPD also commits to protecting 349.5 hectares of employment land in the borough, with Walton Summit Employment Area at Bamber Bridge the largest employment site in South Ribble.
- 3.99 There are no known supply side constraints and delivery issues in Blackpool, Fylde Preston and South Ribble that would require additional employment land to be provided in Lancaster district.

Summary of supply position

- 3.100 The following table brings together the analysis presented above and identifies a total maximum supply of 77.3 hectares. Of this, 50.4 hectares relates to vacant greenfield sites within or adjacent to existing allocated employment sites. The remaining 26.91 hectares relates to previously developed land and is of varying quality.

Table 3.9: Existing supply of employment land (gross)

Source	Employment Land Supply		
	Greenfield	PDL	Total
Local Plan Allocations	44.60*	0.00	44.60
Existing Employment Areas	5.80	26.91	32.46
Total	50.40	26.91	77.3

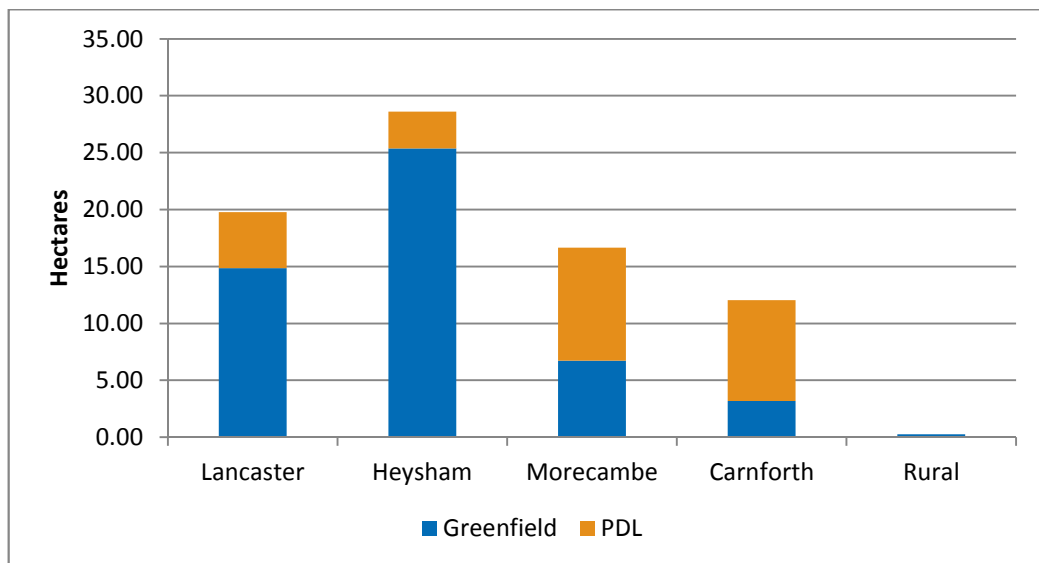
* Includes sites with extant planning permission (Carnforth Business Park and Mellishaw Lane North and Lancaster Science Park/Innovation Campus)

³⁷ Preston City Council (2013) Preston Local Plan 2012 – 2026

³⁸ South Ribble Borough Council (2012) Site Allocations and Development Management Policies DPD

3.101 Considering the distribution of available employment land by settlement it is clear that Heysham accounts for the largest proportion of the total supply with just over 25 hectares of greenfield land available for future B1, B2 and B8 uses. This is followed by Morecambe, where 6.20 hectares is available at Mellishaw Lane North. However, what is also notable about this area is that previously developed land accounts for a larger proportion of the total supply, attributable to the amount of vacant land currently available across the White Lund Employment Area. Given the known infrastructure requirements at Mellishaw Lane North, the 16.64 hectares available in the White Lund area potentially represents a constrained supply position.

Figure 3.6: Distribution of available employment land across Lancaster District



Source: Lancaster City Council / Turley

3.102 The City of Lancaster has approximately 20 hectares of employment land remaining. However, excluding Lancaster Innovation Campus from the analysis leaves just 5.16 hectares of greenfield land across the city, the majority of which – 4.65 hectares – is allocated at Lancaster Business Park. A further 5.25 hectares of previously developed land is also available, spread across the Lune Industrial Estate and the Caton Road employment area.

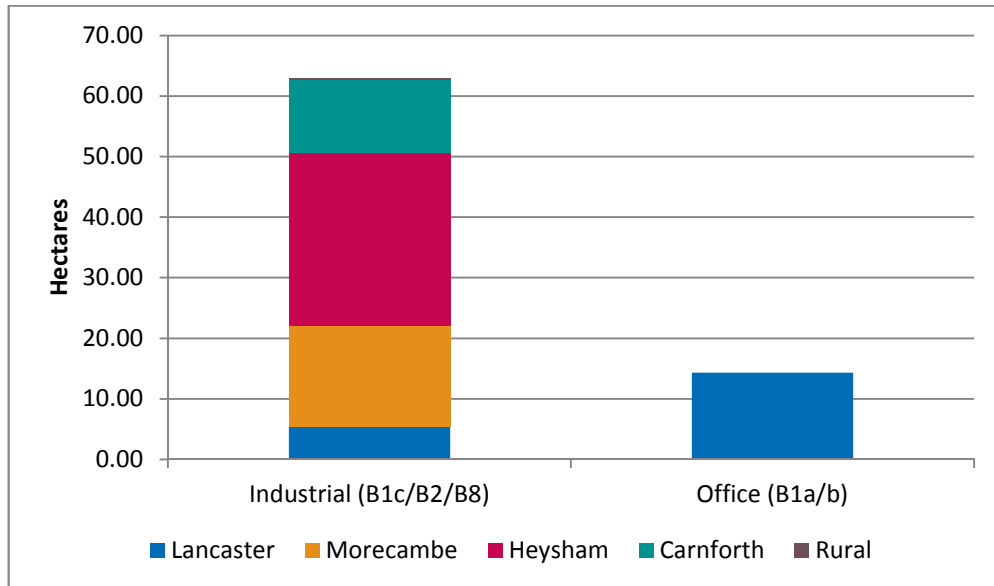
3.103 As highlighted above, the only available land in Carnforth are the remaining allocated plots at Carnforth Business Park, equivalent to around 3.17 hectares.

3.104 Considering next the distribution of supply by use class/market segment, it is apparent that 81% of the total supply, equivalent to 63 hectares, is identified for mixed or industrial (B1c/B2/B8) use. Of this, the majority (28.60 hectares) is located in Heysham, with smaller proportions evident in Morecambe/White Lund (16.64 hectares), Carnforth (12.03 hectares) and Lancaster (5.4 hectares).

3.105 A further 20%, equivalent to 14.35 hectares at Lancaster Innovation Campus and Lancaster Business Park, is potentially available for future B1 office development.

3.106 The following table and chart considers the above in the context of the type of land available.

Figure 3.7: Available employment land by market segment



Source: Lancaster City Council / Turley

3.107 Importantly, stripping previously developed land out of the supply calculation leaves 44.74 hectares of land available for future economic development use. This comprises;

- 14.85 hectares in Lancaster (including land at the Lancaster University Innovation Campus);
- 6.74 hectares in Morecambe, primarily at Mellishaw Lane North, and to a lesser extent in and around the White Lund Industrial Estate;
- 25.38 hectares in South Heysham;
- 3.17 hectares in Carnforth; and
- 0.25 hectares in Rural Employment Areas (Halton Mills)

3.108 The above analysis broadly reflects the current distribution of office and industrial floorspace, whilst also supporting the Council's growth ambitions for the South Heysham area; where the majority of industrial land is located; and Lancaster where the Lancaster University Innovation Campus will be a key employment generating project over the plan period.

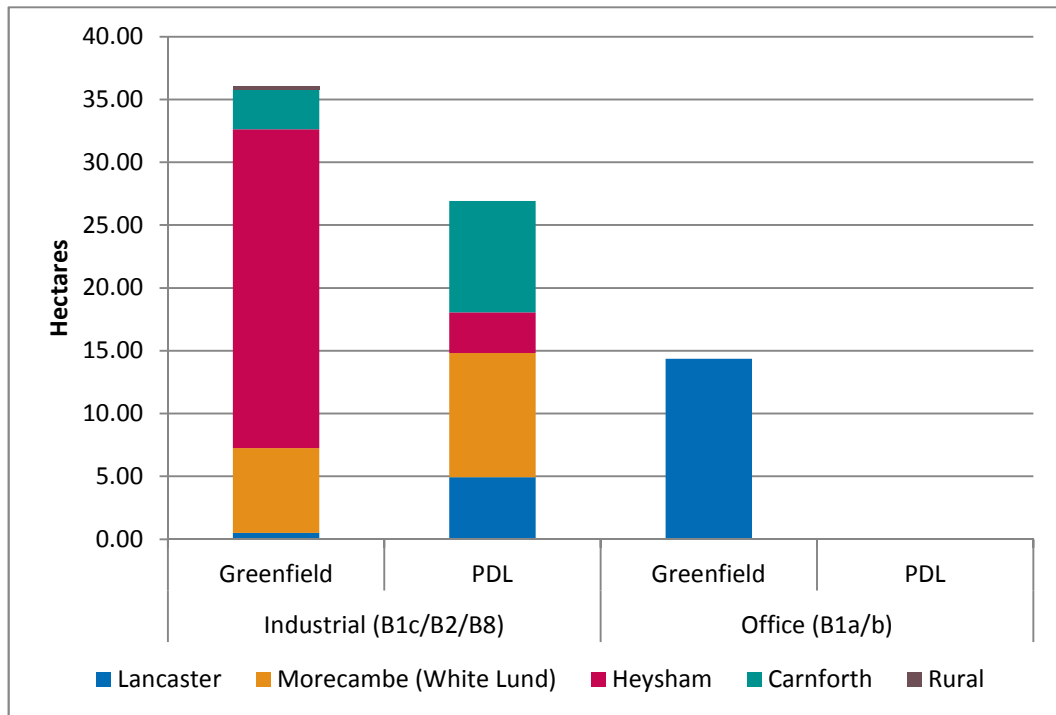
Table 3.10: Available land by type and market segment

	Industrial (B1c/B2/B8)		Office (B1a/b)		Total
	Greenfield	PDL	Greenfield	PDL	
Lancaster	0.50	4.93	14.35	0	19.78
Morecambe (White Lund)	6.74	9.90	0	0	16.64
Heysham	25.38	3.22	0	0	28.60
Carnforth	3.17	8.86	0	0	12.03
Rural	0.25				0.25
Total	36.04	26.91	14.35	0.00	77.30

Source: Lancaster City Council / Turley

3.109 The above table is presented graphically in the chart below.

Figure 3.8: Available land by type and market segment



Source: Lancaster City Council / Turley

3.110 The above analysis shows that, in geographical terms at least, an imbalance in the supply of available land across the main settlement areas, with the majority of the greenfield land being located in the South Heysham area. Whilst this may be perceived as a potential constraint to growth in other areas, any future policy response needs to be conceived in the context of the district's objectively assessed economic development needs, a matter that is explored in more detail in Section 5 of this report.

4. Understanding the needs of local businesses

4.1 Planning Policy Guidance (PPG) highlights the importance of liaising closely with the business community to understand their current and potential future business space needs.

4.2 In response to this requirement, Turley conducted a district wide business survey in May 2014, holding telephone discussions with over 50 businesses (52). The survey, which will augment the quantitative demand assessment presented in the next section, provides further insight into the locational and premises requirements of particular types of business currently operating within the district.

4.3 The survey sample was established using Lancaster City Council's Evolutive Database which includes details of businesses across a range of sectors and locations within the district. Although not intended to be a statistically representative survey, the approach taken sought to ensure that a sample of businesses located in Lancaster, Morecambe, Heysham and Carnforth were contacted. The survey was also designed to provide a cross-section of view from different business sectors including:

- Manufacturing and advanced manufacturing;
- Transportation, distribution and storage;
- Energy and environmental;
- Professional, scientific and technical services;
- Information and communication;
- Administration and support services; and
- Human health and social work.

4.4 The survey sample was also supplemented with a number of key businesses identified by Council officers.

4.5 The survey consisted of a number of set questions within three key themes. This chapter is structured around these themes, providing a summary of responses and highlighting key and recurring points.

Business Profile

4.6 In terms of business profile, the survey sought responses to four questions;

- What is your primary business activity?
- How long has your business been established?

- How many employees work at your business?
- Do you have any specific skills requirements?

4.7 The results are summarised below.

Business Activity

4.8 The survey targeted businesses with a range of business activities. In Lancaster, a range of businesses were surveyed, including a number of manufacturers, service providers and IT companies.

4.9 While a range of businesses were also surveyed in Heysham, there were a notable number providing transport, distribution and storage services.

4.10 Surveyed businesses in Morecambe were more industrial in nature, comprising businesses in the manufacturing sector. Carnforth represented a more diverse mix of primary business activities.

Age of Business

4.11 Surveyed businesses have been operating for variable periods of time. Relatively few are new businesses, with only one established in the last five years, and a total of seven operating for less than ten years.

4.12 There are similarly relatively few, only three, which have been operating for more than fifty years. In general, manufacturing businesses have typically been established for longer, with emerging industries such as IT and energy generally established more recently.

Number of employees

4.13 Approximately one in three businesses had fewer than five employees, with just under half of all businesses employing fewer than 10 people. There were relatively few large businesses in the survey, with only five businesses employing more than 50 people.

4.14 There is, however, evidence of a slight spatial variation to business size, with a greater number of smaller businesses in Lancaster and Carnforth and larger businesses in Heysham and Morecambe. The largest business surveyed was a chemical company in Heysham employing 126 people, with smaller companies across the majority of industries targeted.

4.15 There is no clear relationship between the number of years since the business was established and the number of employees, with a number of relatively small businesses with fewer than 20 employees which were established over 40 years ago. There are also several small businesses which have been in operation for less than 20 years.

Skills requirements

4.16 A quarter of businesses questioned had no specific skills requirements. Many require specific accreditations and skills, while others require employees to be able to drive or operate specific machinery.

- 4.17 Many businesses in manufacturing, energy and technical industries require engineering skills, while scientific companies typically require appropriate skills, such as chemistry. The need for IT skills was highlighted across industries.

Current premises

- 4.18 A further key theme of the survey revolved around the premises currently occupied by the businesses contacted, with the length of time in current premises also recorded. If a business moved from another area to their current location, this provides important context, particularly in understanding the motivation for such a move.

- 4.19 The part of the survey focussed on five key questions;

- What type of premises do you occupy?
- How long have you been located at your current premises?
- Was the business established in your current location? If not, where did you move from?
- What made you locate in your current location?
- What has kept you in your current location/premises?

Type of premises occupied

- 4.20 Businesses in the district occupy a range of premises based on their individual requirements.

- 4.21 In Lancaster, there were a relatively high number of office-based businesses, particularly relatively to the other areas. Of those surveyed in Morecambe, several were based in factories or warehouses, with a number of workshops in Carnforth in particular.

- 4.22 Generally, those operating businesses in the distribution and storage sector were more likely to be based in a warehouse or yard, with manufacturing also evidently requiring factories, warehouses and workshops. Professional services, administration and IT businesses are typically more office-based.

Length of time at current premises

- 4.23 Around one in five surveyed businesses remained in the premises where the business was originally established. A similar number have moved premises within the last five years, the majority of which are based in offices. Of those who have moved premises since the business was formed, the majority have been in their current location and premises for over ten years.

- 4.24 Over half of businesses that have moved premises since they were established have moved from another location in Lancaster to their current premises. Some businesses moved from elsewhere in Lancashire, including Burnley, Preston and Cumbria, with others moving from Cumbria and Halton.

Reasons for moving / relocating to current premises

- 4.25 Those businesses moving to premises in Morecambe were attracted by the size of premises available, with the accessibility of the area a further factor in their decision to relocate.
- 4.26 Carnforth was described by one respondent as an area with potential, with relatively low prices and close access to the motorway and rail network. There were also fewer traffic issues compared to their previous locations, and bigger business spaces.
- 4.27 Heysham was attractive given its accessibility, particularly its proximity to the port which is notably appealing to those in transport, distribution and storage industries.
- 4.28 The supply of business space was also a decisive factor, with respondents suggesting that there are bigger and newer premises in the area. The area is also seen as environmentally attractive.
- 4.29 The City of Lancaster is also seen as an attractive area for professional based businesses, providing access to a range of assets such as the University. The area also benefits from strong transport connections, with a central position in the road network and a train station.

Future growth plans

- 4.30 Future growth plans for businesses in Lancaster also warrant further consideration. Businesses were therefore asked the following;
- Do you have any expansion or relocation plans?
 - If relocating, what key criteria would your new premises or location need to meet?
 - Do you feel your expansion plans can be accommodated locally (i.e. current location or elsewhere within the district), or might you move elsewhere?
 - What do you perceive as being the key barriers to the growth of your business?
 - What initiatives or solutions do you think may be able to solve this?

Expansions plans of businesses

- 4.31 The majority of businesses surveyed had no plans to expand or relocate. However, at least one business within the four main employment areas had plans to expand or move.
- 4.32 In Carnforth, two businesses were presently in the process of applying for planning permission, one for an expansion, and another for a new building. A business in Morecambe is looking to move to a bigger building that can be bought, rather than rented. In Heysham, businesses highlighted a need for more space, with a distribution business looking to relocate and another planning to assess their options over the coming year given that there is no further room for expansion at their current location.

4.33 In Lancaster, two manufacturing businesses have growth plans, with one expanding their current premises and another applying for planning permission for new premises close to their current location. Of those planning to relocate, just under half were manufacturing businesses, with several transportation and distribution businesses also planning to move.

Key criteria / location requirements

4.34 The key criteria influencing location and premises choices varied depending on the type of business surveyed. However, most of the reasons cited tended to be more practical premises related considerations, rather than specific locational requirements. They included;

- the availability of larger premises offering scope for future expansion;
- space for storage;
- onsite parking;
- availability of meeting room space within premises;
- the ability to obtain a license to specialist environmental licenses; and
- good road and/or rail access.

4.35 When asked whether their needs could be accommodated within the district, only six of the surveyed businesses indicated that they could not be met.

4.36 While not all businesses elaborated on the reasons for their view, one business trading within the energy sector stated a requirement for more storage space.

Key barriers to growth

4.37 When asked to highlight any key barriers to the growth of their business, respondents highlighted a number of issues. The economic climate was regularly noted as a key factor, with several businesses restricted for financial reasons; with a lack of available funding from banks; or concerned about their own profitability, with the number of sales a potential issue. One business further stated that government red tape was a barrier to their growth.

4.38 Surrounding land uses were also highlighted as a potential barrier to investment, with one business in Lancaster concerned that their location, surrounded by residential property, would restrict any future expansion.

4.39 Transport issues such as congestion were also raised by several respondents. One business noted that their premises were dissected by a road, which presents challenges to any future expansion plans.

4.40 Several businesses highlighted that a shortage of available business space would potentially limit their growth, with one manufacturing business in Morecambe concerned that there is a lack of appropriately sized buildings, of around 10,000sqft, in the area.

- 4.41 One business in Heysham had concerns about location, with supply chain links operating via air freight into Manchester Airport. A manufacturing respondent in Morecambe specifically noted issues with transportation and local supply networks potentially limiting the competitiveness of their business. These views highlight the connectivity issues that businesses located in the west of the district and in particular in Heysham and Morecambe face.
- 4.42 Several businesses highlighted recruitment as an issue, with an IT company noting that, with an increasing number of clients, the business needs to recruit skilled labour to serve client needs. A manufacturing business in Morecambe highlighted competition concerns, making it difficult to attract qualified staff to the area who instead move elsewhere.

Potential solutions

- 4.43 A range of solutions or initiatives were raised as potential solutions to the issues highlighted above. The potential for improved grants or funding, or relief in business rates or rents, were also suggested.
- 4.44 Infrastructure was also highlighted as a means of addressing potential barriers, with the provision of future planned infrastructure, such as the M6 link road, improving access and lead times for distribution. Improved parking, particularly for lorries, was also a potential solution to some of the concerns raised by distribution companies.
- 4.45 The provision of new space, either through additional storage space or increased supply of employment premises, was also suggested, as was more localised security solutions such as CCTV.
- 4.46 Some businesses also felt that issues could be addressed internally, through diversification or relocation to new premises.

Summary

- 4.47 The following can be concluded from the survey results;
- The profile of businesses surveyed generally reflected the stock of employment floorspace available across the district with a higher proportion of businesses surveyed in Lancaster being office based, compared to Morecambe (White Lund), Carnforth and Heysham where businesses tended to occupy industrial (B1c/B2 and B8) premises.
 - The self-containment of the Lancaster economy is evident from the high proportion of businesses surveyed that were established in the district, and have since moved premises locally. Furthermore, many of the businesses surveyed are well established, having been located at their current premises for over 10 years. Those that have moved tended to be smaller businesses operating from offices across the district, but again many were indigenous businesses.
 - The availability of larger industrial premises in accessible locations was an important requirement for local businesses. Heysham in particular was seen as attractive given its accessibility, particularly its proximity to the port which is

notably appealing to those in transport, distribution and storage industries. The supply of business space was also a decisive factor, with respondents suggesting that there are bigger and newer premises in this area.

- Equally, access to strong transport connections, including road and rail in both Lancaster and Carnforth, is another important location requirement of some businesses. With relatively low prices and close access to the motorway and rail network Carnforth is also seen as an areas with potential.
- The majority of businesses surveyed had no plans to expand or relocate. There were however a number of exceptions where businesses either planning to extend their current premises or to relocate to larger premises within the local area. An important trend to note was the preference of businesses to move locally within the district. Of those planning to relocate, just under half were manufacturing businesses, with several transportation and distribution businesses also planning to move.
- A lack of appropriately sized industrial premises and move on space was cited by a number of businesses as a potential constraint to growth, particularly in the Morecambe (White Lund) area. Incompatibility with surrounding residential uses was another issue, suggesting there may be some need for sites and premises where adequate separation from sensitive uses can be achieved.
- Improved infrastructure was also highlighted as a means of addressing potential barriers, with schemes such as the Heysham M6 link road improving access and lead times for the transportation and distribution sector in particular.

5. Understanding future economic development needs and land requirements

- 5.1 The NPPF states that local planning authorities should ensure that their Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics of their area. The NPPF also states that planning authorities' assessments of and strategies for housing and employment uses should take full account of market and economic signals³⁹.
- 5.2 The most up-to-date assessment of potential future population change at a local authority level in England is now the 2012-based subnational population projections published on 29 May 2014 by the ONS. These projections extend as far as 2037, and therefore cover the whole of the period that is relevant to the emerging Local Plan for Lancaster.
- 5.3 For Lancaster, these 2012-based projections anticipate that the district's overall population will increase by about 7,000 persons (6.2%) between 2012 and 2031. However, the anticipated change in working age population (proxied by the population aged 20-64) is for a decline in population. For this sub-set, the anticipated change is a fall in population of around 4,300 persons, which is equivalent to a decline of 3.8% over the 2012 baseline position.

Table 5.1: Lancaster District: Change in working age population (20-64): 2012-2031

Indicator	2012	2031	Change	Change %
All population	139,700	146,700	7,000	5.0%
Population 20-64	81,000	76,700	-4,300	-5.3%

Source: ONS 2012-based subnational population projections

- 5.4 According to the projections, the proportion of Lancaster's overall population accounted for by the 20-64 age group is expected to decline over the decade 2012-2031, from 58.0% to 52.3%.
- 5.5 If looked at in isolation the forecasts suggest that a smaller number of jobs may be needed in future to maintain existing employment and economic activity rates among the resident population of Lancaster over the remaining period to 2031.

Future employment demand

- 5.6 In addition to workforce supply, it is also important to consider the anticipated extent of future employment change occurring across the district. To understand the potential extent and distribution of potential change across different business sectors, an up-to-date set of employment forecasts has been obtained from an independent source,

³⁹ NPPF paragraph 158

namely Experian. These forecasts date from June 2014, and have been supplied on a workplace and a full time equivalent (FTE) basis.

- 5.7 The June 2014 forecasts produced by Experian suggest that the overall number of workforce jobs anticipated to be located in the district will increase by approximately 10,600 (an increase of around 17.9%) over the period 2011-2031. When converted into FTE jobs, the same forecasts anticipate that the number of jobs will increase by approximately 9,600 (21.7%) over the same period.
- 5.8 The purpose of introducing the employment forecasts is to consider potential growth in full time equivalent employment to enable an estimation of potential future floorspace and land requirements. This approach requires that future employment forecasts be broken down to a sectoral level, and then these sector level forecasts be matched, as far as possible, to different types of employment premises and land.
- 5.9 In FTE terms, the increase in employment anticipated for Lancaster is expected to be 9,600 jobs by 2031 (an increase of 21.7%). The table below presents the FTE data by broad sector.

Table 5.2: Lancaster: Expected change in FTE employment 2011-2031 (thousands)

Broad Sector	2011	2031	Change	Change %
Agriculture, Forestry & Fishing	0.3	0.2	-0.1	-26.3%
Extraction & Mining	0.3	0.1	-0.1	-57.3%
Manufacturing	2.8	2.0	-0.8	-29.3%
Utilities	1.9	2.0	0.2	8.2%
Construction	2.9	4.5	1.6	55.8%
Wholesale & Retail	6.5	8.1	1.7	25.5%
Transport & storage	2.4	3.8	1.4	60.4%
Accommodation, Food & Recreation	3.5	4.6	1.0	29.2%
Information & communication	1.3	1.4	0.1	9.5%
Finance & Insurance	0.9	0.8	-0.0	-2.6%
Professional & Other Private Services	6.0	8.7	2.7	45.1%
Public Services	15.6	17.6	2.0	12.9%
Totals	44.2	53.8	9.6	21.7%

Experian Employment Forecasts (June 2014)

- 5.10 The forecasts anticipate decline in FTE employment in three broad sectors, namely agriculture; mining and manufacturing. Altogether these job-shedding sectors are expected to account for around 1,000 losses in FTE employment in the Lancaster economy over the 20-year period to 2031.

- 5.11 However, analysis of the data suggests that these losses will be more than offset by job gains in growth sectors. According to the Experian forecasts, large gains in absolute terms are expected in a number of sectors including transport and storage (+1,400 jobs)⁴⁰; wholesale & retail (+1,700 jobs) professional & private services (+2,700 jobs)⁴¹ and public services⁴² (+2,000 jobs). In proportion terms the largest gains are expected in transport & storage (60%); construction (56%); and professional & private services (45%).
- 5.12 It is however important to consider a number of alternative approaches to the estimation of future employment land needs in Lancaster.
- 5.13 In line with the advice contained in the PPG (released on 6 March 2014), the assessment of future demand for employment land is therefore assessed using the following complementary approaches;
- sector and employment forecasts and projections (labour demand);
 - demographically derived assessments of future employment needs (labour supply techniques); and
 - analysis based on the past take-up of employment land and property and/or future property market requirements.
- 5.14 There are advantages and disadvantages associated with each of these approaches. The use of employment and labour supply forecasts and demographic projections requires the use of detailed models. There are a number of alternative suppliers of economic forecasts, but forecast results vary with the assumptions about future levels of growth and how these are distributed across different business sectors.
- 5.15 Demographic projections are produced by ONS and CLG on a regular basis, but these projections are also subject to a certain amount of volatility.
- 5.16 Demand assessments that are driven by past-take up rates, on the other hand, may not adequately reflect expected future rates of labour market growth driven by housing supply or other factors.

Future Employment Land Needs

- 5.17 This remainder of this section assesses potential future demand for employment land provision across Lancaster district using the approaches outlined above. The assessment looks ahead over the 20-year period 2011-2031 that is relevant to the Local Plan. It considers the future requirement for employment land covered by the B1, B2 and B8 use classes.

⁴⁰ Includes land, air and water transport; warehousing and transportation support services; postal and courier activities

⁴¹ Includes financial, professional, real estate and business services activities

⁴² Includes public administration, education, health, social work, cultural activities, sport and third sector employment

Labour demand approach

- 5.18 In developing the Labour Demand approach to future employment land demand, up-to-date econometric forecasts for the district have been sourced from Experian. These forecasts date from June 2014.
- 5.19 As identified earlier within this section, the June 2014 Experian forecasts anticipate a net increase of 10,600 workforce jobs in the City of Lancaster over the 2011-2031 period. In full-time equivalent (FTE) terms, the expected increase is 9,600 FTE jobs.
- 5.20 The preferred measure for the purpose of estimating future employment land demand, in order to convert jobs into floorspace, and then land demand, is FTE employment.
- 5.21 Anticipated employment growth is not expected to be evenly distributed across business sectors. To reiterate the breakdown of expected changes presented above, the largest gains in absolute terms are expected in;
- transport & storage (+1,400 jobs);
 - wholesale & retail (+1,700 jobs);
 - professional & private services (+2,700 jobs); and
 - public services (+2,000 jobs, driven largely by education and health).
- 5.22 These gains more than offset expected losses in land based industries and manufacturing; aggregate losses in these broad sectors amount to around 1,000 jobs over the period 2011-2031.
- 5.23 The Experian forecasts also provide a more detailed assessment across 38 sub-sectors. The data which is used in the modelling of future employment land change is set out in the table below.

Table 5.3: Lancaster District: Expected change in FTE employment 2011-2031

Broad Sector	2011	2031	Change	Change %
Agriculture, Forestry & Fishing	315	232	-83	-26.3%
Extraction & Mining	260	111	-149	-57.3%
Food, Drink & Tobacco	329	238	-91	-27.7%
Textiles & Clothing	238	103	-135	-56.7%
Wood & Paper	207	141	-66	-31.9%
Printing and Recorded Media	65	30	-35	-53.8%
Fuel Refining	3	4	1	33.3%
Chemicals	155	81	-74	-47.7%
Pharmaceuticals	52	27	-25	-48.1%

Broad Sector	2011	2031	Change	Change %
Non-Metallic Products	276	130	-146	-52.9%
Metal Products	555	395	-160	-28.8%
Computer & Electronic Products	229	180	-49	-21.4%
Machinery & Equipment	71	40	-31	-43.7%
Transport Equipment	296	260	-36	-12.2%
Other Manufacturing	368	383	15	4.1%
Utilities	1,850	2,002	152	8.2%
Construction of Buildings	664	1,131	467	70.3%
Civil Engineering	960	1,627	667	69.5%
Specialised Construction Activities	1,238	1,701	463	37.4%
Wholesale	2,263	3,114	851	37.6%
Retail	4,228	5,033	805	19.0%
Land Transport, Storage & Post	2,297	3,718	1,421	61.9%
Air & Water Transport	54	53	-1	-1.9%
Accommodation & Food Services	2,835	3,586	751	26.5%
Recreation	696	976	280	40.2%
Media Activities	307	356	49	16.0%
Telecoms	447	425	-22	-4.9%
Computing & Information Services	514	607	93	18.1%
Finance	864	846	-18	-2.1%
Insurance & Pensions	5	-	-5	-100.0%
Real Estate	611	797	186	30.4%
Professional Services	1,707	2,618	911	53.4%
Administrative & Support Services	2,657	4,129	1,472	55.4%
Other Private Services	1,019	1,155	136	13.3%
Public Administration & Defence	1,828	1,381	-447	-24.5%
Education	6,123	7,815	1,692	27.6%
Health	4,313	4,675	362	8.4%
Residential Care & Social Work	3,293	3,687	394	12.0%
Total	44,192	53,787	9,595	21.7%

Source: Experian Employment Forecasts (June 2014)

- 5.24 The more detailed forecasts reveal that the largest decline is expected in public administration (nearly 450 jobs lost) with other significant losses expected in extractive industries and various manufacturing sub-sectors.
- 5.25 The next step is to consider the proportion of employment in each of the sub-sectors that is likely to take place in offices and R&D floorspace (use classes B1a/B1b); industrial floorspace (B1c or B2); warehouse floorspace (B8); or another, non B-class premises or location. The specific assumptions⁴³ used are set out in the table below.

Table 5.4: Table 5.4: Lancaster District: Assumed proportions of sectoral employment by land use class

Broad Sector	2011	2031	Change	Change %
Agriculture, Forestry & Fishing				100%
Extraction & Mining				100%
Food, Drink & Tobacco		90%	10%	
Textiles & Clothing		90%	10%	
Wood & Paper		90%	10%	
Printing and Recorded Media	90%	5%	5%	
Fuel Refining		90%	10%	
Chemicals		90%	10%	
Pharmaceuticals		90%	10%	
Non-Metallic Products		90%	10%	
Metal Products		90%	10%	
Computer & Electronic Products		90%	10%	
Machinery & Equipment		90%	10%	
Transport Equipment		90%	10%	
Other Manufacturing		90%	10%	
Utilities				100%
Construction of Buildings	5%	5%		90%
Civil Engineering	5%	5%		90%
Specialised Construction Activities	5%	5%		90%
Wholesale			100%	
Retail			10%	90%

⁴³ These are standard assumptions used by Development Economics for studies of this type, and are based on a national analysis of employment land by use type undertaken using 2010 data.

Land Transport, Storage & Post	75%	25%
Air & Water Transport		100%
Accommodation & Food Services		100%
Recreation		100%
Media Activities	90%	10%
Telecoms	30%	70%
Computing & Information Services	100%	
Finance	100%	
Insurance & Pensions	100%	
Real Estate	100%	
Professional Services	100%	
Administrative & Supportive Services	80%	20%
Other Private Services	80%	20%
Public Administration & Defence	80%	20%
Education	5%	95%
Health	15%	85%
Residential Care & Social Work		100%

Source: Standard assumptions used by Development Economic, based on an analysis of the distribution of employment by use class in the GB economy, 2010

- 5.26 Based on these assumptions, the net amount of FTE employment growth expected to occur across the district during the Plan period can be broken down by Use Classes. The results of this analysis is set out in the table below:

Table 5.5: Expected change in FTE employment 2011-31 (thousands)

	B1a/b	B1c/B2	B8	Non-B Type	Total
2011-2031 FTE change	2,321	-639	1,916	5,998	9,595

Source: Development Economics, based on Experian Employment forecasts (June 2014)

- 5.27 It is notable that 62.5% of expected future job growth over the Plan period is expected to be located in non B-class employment (such as health and education).
- 5.28 To the estimates for B-class job changes, standard employment densities (derived from the HCA Employment Densities Guide, 2nd edition, 2010) have been applied, as follows:
- Offices (B1a): an average of 14.1 sq/m Gross External Area (GEA) per FTE employee

- Industrial (B1c, B2) : an average of 36.0 sq/m Gross External Area (GEA) per FTE employee
- Warehousing (B8): an average of 70.0 sq/m Gross External Area (GEA) per FTE employee

5.29 Applying these densities to the forecasts yields the following estimates of future changes in employment floorspace.

Table 5.6: Expected change in B-Class Floorspace 2011-31

	<i>Office</i>	<i>Industrial</i>	<i>Warehouse</i>	<i>Total</i>
Sqm GEA	32,720	-23,011	134,106	143,815

Source: Development Economics

5.30 The table above illustrates an expected increase in demand for just under 33,000 sqm of office floorspace and just over 134,000 sqm of warehousing floorspace. A decline in demand of just over 23,000 sqm of industrial floorspace is also expected.

5.31 Having established the potential future changes in employment floorspace, the next step is to apply standard assumptions for plot ratios in order to convert estimates for floorspace into estimates for land required. The following specific assumptions are used for the purposes of this calculation:

- Offices (B1a): an average plot ratio of 35% (reflecting an assumption that most of the demand will be for business park/science park locations)
- Industrial (B1c, B2) : an average plot ratio of 45%
- Warehousing (B8): an average plot ratio of 45%

5.32 On the basis of the assumptions described above, the table below sets out the expected future demand for employment land (B-class) across the district over the Plan period:

Table 5.7: Expected change in B-Class land (2011-31) (Experian forecasts) - hectares

	<i>Office</i>	<i>Industrial</i>	<i>Warehouse</i>	<i>Total</i>
Hectares	9.3	-5.1	29.8	34.0

o

Source: Development Economics

5.33 This shows that overall; a net additional total of 34.0 hectares of employment land is estimated to be required based on the Labour Demand approach, comprising nearly 30 hectares of warehousing land and 9.3 hectares of land to accommodate offices, offset by an expected loss of 5.1 hectares of industrial land.

5.34 The lessening need for industrial land creates a potential opportunity for premises and/or sites to be deployed to meet the increased need for warehousing and distribution sites, but if there are constraints on this occurring then the overall need will be for about 39 hectares of employment land based on this approach.

Labour supply approach

5.35 A labour supply approach has also been utilised to establish potential demand. This approach allows for an estimate to be made for the numbers of workers expected to be employed in Lancaster over the Plan period.

5.36 This approach adopted is based on the following procedure:

- Estimation of likely future levels of working age population (males and females), based on 2012-based sub-national population forecasts (2012-31).
- Estimation of the proportion of economically active males and females, based on census (2011) data. In addition, for older workers (males 65+ and females 60+), adjustments have been made to future rates of labour market participation to reflect changes to the State Pension Age and other economic and demographic changes that are expected to lead to increased rates of labour market involvement through the lifetime of the Plan. In particular, and in line with the assumptions made by Turley in the work completed during 2013/2014 in the assessment of future housing requirements in Lancaster, the following assumptions were made regarding future rates of participation in the labour market by older local residents:
 - (i) Women aged 60-64: 40% increase by 2020
 - (ii) Women aged 65-69: 20% increase by 2020
 - (iii) Men aged 60-64: 5% increase by 2020
 - (iv) Men aged 65-69: 10% increase by 2020
 - (v) Between 2020 and 2031, no further changes to participation rates.
- The average level of commuting was also factored in, based on the estimate produced using Census 2011 data discussed in the previous Chapter.

5.37 Applying this approach, the overall change, based on the latest (2012-based) sub-national population projections, is for an increase in local employment by Lancaster residents amounting to 510 jobs.

5.38 These estimates have then been allocated to sectors and converted to FTE equivalents using the same assumptions that were used in the Labour Demand methodology described above. Based on this analysis, the overall number of locally resident FTE workers across the district is expected to increase by about 460 over the 2011-2031 period.

- 5.39 Keeping all other assumptions (including those for employment densities, plot ratios, etc) the same, the use of the Labour Supply approach produces the following results for expected future demand for B-Use Class land across the City of Lancaster over the Plan period:

Table 5.8: Expected change in B-Class land (2011-31) (labour supply approach) – hectares

	Office	Industrial	Warehouse	Total
Hectares	0.4	-0.3	1.0	1.1

Source: Development Economics

- 5.40 Based on these forecasts, under the Labour Supply approach to predicting future employment land requirements, a net additional 1.1 hectares of employment land is estimated to be required in Lancaster, comprising 0.4 hectares of office land and 1.0 hectares of land to accommodate warehousing, offset by an expected loss of 0.3 hectares of industrial land.
- 5.41 The Labour Supply approach is of course only one of the methods of estimating future employment land needs, and it should be borne in mind that there are some limitations to this approach. In particular, the results that are obtained by the usage of the Labour Supply approach are subject to the volatility of sub-national population projections, which are usually issued every two years by ONS. The scale of predicted demographic change identified by each series of population projections can vary considerably as a result of the variability of national population estimates, which can be influenced by economic factors as well as the variability of domestic and international migration.
- 5.42 Another caveat that should be recognised is that the Labour Supply approach relies on assumptions being made about future patterns of commuting to and from neighbouring areas, which will be influenced in part by levels of employment land and residential development in neighbouring districts.
- 5.43 Given these limitations, most employment land assessments use a number of complementary approaches, including demand-based assessments and past take-up assessments. The second of these approaches is introduced below.

Past take-up approach

- 5.44 The third and final approach considered is the past take-up approach. Lancaster City Council's annual monitoring reports provide details of the scale of completed employment development in the district over recent years. Data is available to cover the period from 2008/09, as set out in the following table.

Table 5.9: Completed employment floorspace (sqm) – 2008/09 – 2012/13

	B1	B2	B8	Total
2008/09	2,378	19,961	9,898	32,237
2009/10	545	1,180	363	2,088
2010/11	3,255	0	0	3,255
2011/12	1,695	1,211	0	2,906
2012/13	1,482	3,099	1,926	6,507
Total	9,355	25,451	12,187	46,993
%	20%	54%	26%	

Source: Lancaster City Council/Turley Analysis

- 5.45 The table demonstrates that, since 2008/09, around 47,000sqm of employment floorspace has been completed in Lancaster, of which over half has been in B2 industrial use. The largest development during this time was the redevelopment of Storeys Décor in White Lund, Morecambe. Notably, over this period, the rate of delivery has varied substantially, with a significant drop between 2008/09 and 2009/10 and little sign of a recovery. In the most recent reporting year, there was however a marked increase, partially driven by the development of two new industrial units in Lune Industrial Estate.
- 5.46 The following table presents a similar analysis based on total site area, with figures presented in hectares. This shows land which has been taken up for employment use.

Table 5.10: Additional developed employment land (ha) – 2008/09 – 2012/13

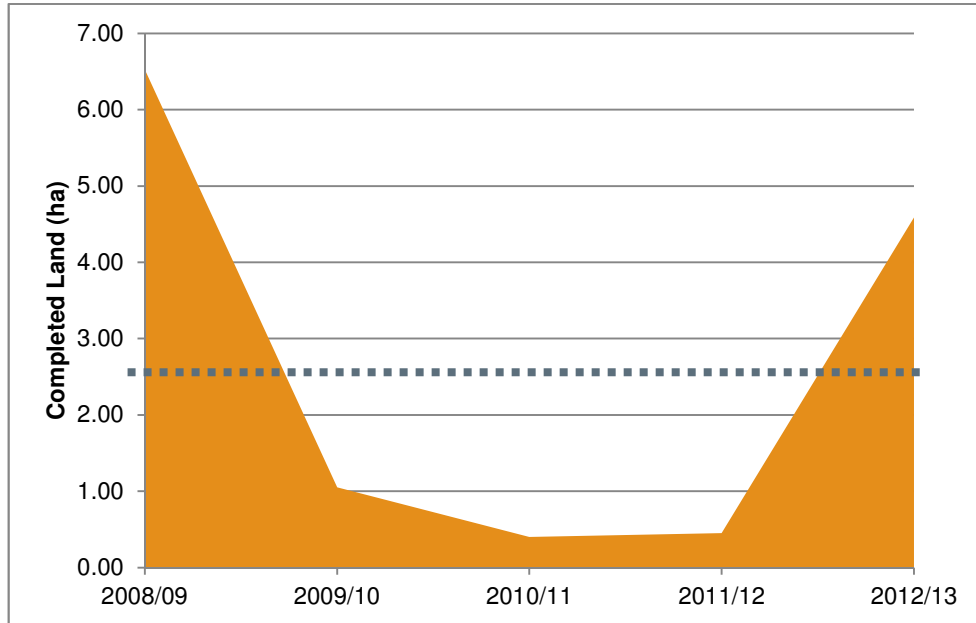
	B1	B2	B8	Total
2008/09	0.60	3.54	2.39	6.53
2009/10	0.06	0.59	0.40	1.05
2010/11	0.40	0.00	0.00	0.40
2011/12	0.00	0.45	0.00	0.45
2012/13	0.32	0.63	3.63	4.59
Total	1.38	5.21	6.42	13.01
%	11%	40%	49%	

Source: Lancaster City Council, Turley

- 5.47 Again, a similar picture is apparent, with a total of 13.01 hectares developed for employment use since 2008/09. Half of this land was however developed in the first reporting year, showing that there has been limited take up in recent years, although again, there are signs of a recovery in 2012/13. This is further illustrated in the following

graph, showing that there were three consecutive years of below-average take up during this period.

Figure 5.1: Employment Land Completions (ha) – 2008/09 – 2012/13



Source: Lancaster City Council/Turley Analysis

5.48 Over the period shown, an average of 2.6ha of land has been developed for employment uses per annum (depicted by the dotted line), yielding an average of around 9,400sqm of employment floorspace each year.

5.49 Based on the analysis set out above, the estimated future requirement over the period 2011-2031 would be as follows:

Table 5.11: Expected change in B-Class land (2011-31) (past take up approach – short term) – hectares

	Office	Industrial	Warehouse	Total
Hectares	5.6	20.80	25.60	52

Source: Development Economics

5.50 However, given the volatile nature of the economy between 2008 and 2013 it is appropriate to consider employment land take up over a longer period. The Partial Employment Land Review completed in 2008 notes that between 2001-02 and 2007-08 annual take up of employment land for B1, B2 and B8 use equated to 27.02 hectares; approximately 3.87ha is divided equally over this seven year period. Taking into account losses of employment land over the same period this increases to an average take up of 4.45ha.

- 5.51 Considering the take up of 27.02 between 2001 and 2008, the more recent take up of 13.01ha between 2008 and 2013, then the average annual take up is somewhere in the region of 3.34ha per annum⁴⁴.
- 5.52 Based on the analysis set out above, the estimated future requirement over the period 2011-2031 would be as follows:

Table 5.12: Expected change in B-Class land (2011-31) (past take up approach – longer term) – hectares

	Office	Industrial	Warehouse	Total
Hectares	21.2	23.7	22.4	67.2

Source: Development Economics

- 5.53 The past take-up approach clearly produces a much higher estimate (67.2 hectares) for future requirements compared to both the labour demand and labour supply approaches. It is also the only approach that suggests that there may be future demand for industrial (B2) employment land in Lancaster over the Plan period.
- 5.54 There are some limitations and drawbacks associated with the use of the past take up approach to estimating future employment land requirements, including the following:
- Past allocations of land for employment use may reflect historic policy objectives and economic strategies that are no longer relevant or appropriate to future planning purposes.
 - Past allocations may also reflect historic patterns of economic and business development that are no longer relevant, given changes to business practices, market conditions and opportunities presented by technological change. For example, over the past 10-15 years there have been significant advances made in manufacturing technologies and business practices (e.g. lean manufacturing, greater use of offshoring, etc.) that results in declining demand for industrial land in many areas. Similarly, the rise of internet shopping has increased demand for premises for warehousing and distribution.
 - A further implication of technological and business practice change is that there may be an accumulated legacy of poorly utilised existing employment land that could be recycled for modern uses rather than new sites becoming available.
- 5.55 For these reasons it would usually be inappropriate to rely exclusively on the past take up approach. Therefore, the assessment has been based on a triangulation of the three approaches introduced and developed in this Chapter.

Overall assessment of the results of the alternative approaches

- 5.56 This section has reviewed evidence with respect to future employment land needs in Lancaster using the following complementary approaches:

⁴⁴ This calculation assumes the same methodology (i.e. recording take up based on completions) was used between 2001 and 2009.

- sectoral and employment forecasts and projections (labour demand);
- demographically derived assessments of future employment needs (labour supply techniques); and
- analysis based on the past take-up of employment land and property and/or future property market requirements.

5.57 For the labour demand approach we have utilised recent (June 2014) forecasts produced by Experian. For the labour supply approach we have utilised the 2012-based sub-national population projections released by ONS in late May 2014.

5.58 The table below sets out the results of the assessment produced by each of the three approaches, including the variant results produced by use of the alternative economic forecasts available for use in the labour demand method.

Table 5.13: Summary of 2011-2031 Lancaster employment land needs identified by the alternative methodologies (hectares)

Methodology	B1	B2	B8	Total
Labour demand	9.3	-5.1	29.8	34.0
Labour supply	0.4	-0.3	1.0	1.1
Past take up	21.2	23.7	22.4	67.2

Source: Development Economics

5.59 It is difficult to reconcile the results of the past take up approach to the results of the other approaches, both in terms of the overall scale of identified requirement and the mix.

5.60 Both the labour demand and past take up approaches anticipate relatively buoyant future requirements for employment land over the Plan period, 34.0 hectares⁴⁵ and 67.2 hectares respectively. The labour supply approach by way of contrast anticipates a very low level of demand, just over 1 hectare, over the same period.

5.61 Moreover, the past take up approach identifies very strong requirement for B2 employment land, whereas the other methods point to a net decline in requirement for land of this type.

5.62 The risk is that providing for future land supply to the extent implied by the past take up approach would result in an inefficiently utilised land resource. However, if insufficient land is allocated for future employment yielding uses, then the supply of employment land may become a constraint on the growth of local businesses or the ability of the area to attract new inward investment from companies not currently present in the local economy. As a result, there may be a greater risk from inadequate employment land provision compared to an over-allocation.

⁴⁵ This figure assumes that 5 hectares of industrial land could be recycled for B8 use. If this potential recycling is constrained, then the net need would be 39 hectares.

- 5.63 For an economic development needs assessment, the labour demand approach, which utilises the Experian forecasts, is considered to provide the most robust basis for considering land requirements in B Class land use sectors. An interim conclusion, therefore, is that a quantum of additional employment land of between 34 and 39 hectares⁴⁶ is likely to be needed in Lancaster over the Plan period to cater for future business growth and economic development needs.
- 5.64 At 34 hectares, the lower end of this range takes into account the forecast contraction in demand for B2 employment land, assuming that some of this land will be available in the future to accommodate demand arising in other sectors; namely B8. However, at the top end of the analysis this land is excluded on the basis that if it were not available for recycling, having been lost to other uses, then the overall need will be greater; equivalent to around 39 hectares according to this approach.
- 5.65 This is however only an interim conclusion as there is a need to factor in the potential implications of new, strategic projects that are currently under development that could have a significant influence on the future trajectory of the local economy, and demand for employment land and premises.
- 5.66 These are introduced and discussed in more detail below.

Implications of expected strategic changes

- 5.67 The analysis presented above has considered the potential future employment land requirements that are implied by the economic forecasts obtained from the independent forecasters Experian. These external, independent economic forecasts essentially represent the current view of the forecasters of expected future changes over the medium-to-long term at a national and regional level. These expected changes are then mapped onto the local business structure at a local authority level. However, the forecasts do not take into account the potential impact of major new investments or the potential for as yet unannounced major closures, as information on this type of potential change or development is not fed into the respective local economic forecasting model used by Experian.
- 5.68 In the case of Lancaster, a number of potentially significant new projects are currently under pre-implementation development. If implemented as intended, these new projects and developments could have a very significant impact on the district's future trajectory of employment growth, which in turn could have a significant impact on the future demand for employment land across the area.
- 5.69 In addition, there are also a number of currently undeveloped industrial and commercial development opportunities that have been long-identified as having potential, but to date have, for various reasons, remained unrealised. However, the recent announcement of the go-ahead for the Heysham to M6 link road provides a significant boost to the attractiveness of a number of these sites that in some cases already have outline planning permission for employment-yielding development. Consequently, these sites also need to be factored into the assessment of demand for future employment land, as well as factored into the supply side assessment.

⁴⁶ The range is explained by the expected decline in demand of 5 ha of B2 land.

5.70 In the remainder of this section the portfolio of potential significant employment-yielding project opportunities are introduced, following which an assessment is made on their potential implication for future levels of job growth and employment land requirements across the district.

The Projects

5.71 The potential new strategic development projects that have been taken into account in adjusting the likely future employment trajectory for Lancaster are the following:

- Lancaster University Innovation Campus development
- Port of Heysham development and expansion
- Lancaster Canal Corridor North re-development
- Lancaster Castle development
- Lancaster West Business Park development
- Land South of Walker Industrial Estate development
- White Lund Industrial Estate development
- Mellishaw Lane North development
- Carnforth Business Park expansion

5.72 In addition to the above projects, there are also early indications of proposals for the redevelopment of part of Heysham Industrial Estate for light industry and distribution uses. This project is at an early stage in its evolution, and cannot at this stage be regarded as fully developed or committed. On this basis, this project has been excluded from the main portfolio of sites/projects, but provides the basis for a sensitivity test, drawing on intelligence provided by the Council.

5.73 An additional, very major project, the development of a third phase of development at Heysham Nuclear Power station, could be a very significant long term “game changer” for Lancaster. This is, however, a longer term prospect as EDF have prioritised schemes at Hinkley Point and Sizewell ahead of the Heysham 3 project. Although the Nuclear National Planning Statement allocates land adjacent to the Port for the Heysham 3 Nuclear power station, it is not considered appropriate to include consideration of Heysham 3 in this assessment.

5.74 A table at Appendix 3 provides for each of the nine core projects that are considered for inclusion in the assessment, an outline description, the potential outputs that stand to be delivered, and our understanding of the respective current planning and/or implementation status for each.

5.75 The assessment provided takes into account the gross employment hosting potential of each site, assuming that each is developed as currently envisaged and is occupied in full at normal densities for development and occupancy.

5.76 The assessment also takes into account a number of additional concepts, as follows:

- **Deadweight:** the proportion of project outputs (e.g. new jobs) that would go ahead in the local authority area anyway, even if the site specific project were not to proceed. Deadweight can also encompass existing on-site jobs that may be to be relocated to allow a new development to proceed.
- **Displacement:** an estimate of the economic activity hosted by the site that would be diverted from other businesses in the local (Lancaster District) area.
- **Multipliers:** composite employment multipliers that measure the economic benefits created through the indirect and induced effects of subsequent rounds of direct expenditure in the local economy. Values for multipliers vary according to the size and complexity of the economy under consideration, and are generally lower at a more localised level.

5.77 The table below sets out our summary assessment of the gross and net employment creating potential of the nine site-specific projects identified above. The source of the information used to identify the gross job hosting potential of each site/project is based on project and site level information through consultations and/or document review obtained by Turley.⁴⁷

Table 5.14: Gross and Net Employment Potential of Projects/Sites

Project/Site	Gross Jobs	After Deadweight	After Displacement	Multiplier Jobs	Overall Net Jobs
Innovation Campus	4,217	2,570	1,593	462	2,055
Heysham Port	70	70	70	20	90
Canal Corridor	1,521	1,501	829	240	1,069
Lancaster Castle	90	90	72	21	93
Lancaster West	565	275	170	49	220
Land South of Walker Industrial Estate	135	135	91	26	117
White Lund	528	528	328	95	423
Mellishaw Lane	316	316	196	57	253
Carnforth Business Park	181	181	113	33	145
Total	7,624	5,667	3,462	1,004	4,465

Source: Development Economics, based on Project information obtained by Turley

⁴⁷ For example, the estimates of the jobs that could be delivered by the Innovation Campus are based on the recent project study undertaken by independent consultants GVA, and the information with respect to the development potential of the Port came from an interview with representatives of Peel Ports

5.78 The above table shows that the overall gross job hosting potential of the portfolio of nine projects is 7,630 gross jobs. However, potential deadweight amounting to an estimated 1,957 jobs has been identified as result of information gathered through consultations and the document review. The main sources of deadweight with respect to the projects listed in the table are:

- around 1,600 jobs⁴⁸ associated with the Innovation Campus, including the relocation of faculty jobs from the existing University campus and some of the jobs associated with the community education component;
- around 290 existing jobs located in a number of businesses near to the Port that would need to be relocated to allow the Port expansion plans to proceed;
- around 20 existing jobs located on the development site for the Canal Corridor scheme.

5.79 As a result, after deadweight is accounted for there is an estimated total of 5,673 jobs remaining. A further downward adjustment accounting for potential displacement results in the netting off of a further 2,205 jobs, leaving 3,462 jobs remaining after deadweight and displacement have both been accounted for. For most of the projects a standard benchmark (obtained from the HCA Additionality Guide) of 38% displacement of employment from elsewhere in the district has been used, however there are several exceptions:

- Part of the development on the land south of Walker Industrial Estate is assumed to be for energy production in the form of a small scale gas fired power station, and this activity is assumed to not involve any local displacement, so a zero assumption has been used.
- For the retail-led scheme in the Canal Corridor North area of Lancaster, displacement at a rate of approximately 45% has been assumed. This adjustment is based on professional judgement and experience with similar major edge of centre retail schemes in other locations in the north of England.
- A lower displacement assumption (20%) has been assumed for the jobs associated with the redevelopment of Lancaster Castle. This is justified as it is likely that a proportion of demand for services arising from the development will be provided by additional visitors to Lancaster attracted by the development of a new tourist facility.

5.80 After deadweight and displacement have been factored in, there is also the positive impact of multiplier effects to be considered. Using a standard assumption (obtained from the HCA Additionality Guide) of a multiplier value of 0.29 for employment across all of the projects, results in an additional 1,004 jobs that would be supported through supply chain and income multiplier effects among different businesses and organisations located throughout the district.

⁴⁸ Development Economics interpretation based on a review of the Lancaster University Innovation Campus – Business Delivery Report, proposed mix of uses and gross to net adjustment of -2,163 jobs applied within the GVA analysis

- 5.81 Taking into account all of the additionality factors, it is estimated that the headline 7,624 gross jobs would equate to 4,465 net jobs occurring across the district.
- 5.82 Based on the information that is known about the planning permissions, development aspirations and/or independent assessments available for the sites/projects, it is also possible to estimate the distribution of the gross and net jobs by land use type. The table below sets out an estimation of the distribution of jobs across five categories; namely B1, B2, B8, non-B class and unknown. The “unknown” classification is used when;
- there is insufficient information to make an informed allocation; or
 - they are likely to be jobs supported by multiplier effects that could be found anywhere in the local economy.
- 5.83 The table below sets out the summary of expected additional jobs supported by the portfolio of nine additional projects/sites, broken down (where possible) by land use type:

Table 5.15: Gross and Net Employment Hosting Potential: broken down by Land Use Types⁴⁹

Land Use Type	Gross Jobs	Net Jobs before Multipliers	Net Jobs including Multipliers
B1	883	548	548
B2	882	361	361
B8	754	494	494
Non B-Class	4,769	1,851	1,851
Unknown	334	207	1,211
Total	7,624	3,461	4,465

Source: Development Economics

- 5.84 Assuming the sites/projects are developed as currently envisaged and are occupied in full, collectively they could be expected to generate just over 880 B1a/b Office jobs. However, a proportion of this headcount will not be wholly new jobs for Lancaster, as when the likelihood of deadweight and displacement effects are accounted for, the net additional increase in B1 employment would most likely be lower at around 548 jobs. Applying similar assumptions to B2 and B8 employment would yield 361 and 494 net additional jobs respectively, and when added to the potential B1 employment, equates to 1,403 net additional B Class jobs over the plan period.
- 5.85 The multiplier jobs that are associated with the B1, B2, B8 and non B-Class employment have been added into the “unknown” category in the final column of the table. This is because the jobs supported through multiplier effects occur throughout the local

⁴⁹ Please note: column totals may not sum exactly due to rounding

economy. However, most of the jobs would probably occur in retail, leisure and other consumer services businesses, so the majority would probably be accounted for by Non B-Class jobs.

5.86 The potential for gross and net jobs set in the table above can be compared to the levels of net additional job growth for Lancaster that are forecast by Experian in the latest (June 2014) run of their local forecasting model. These forecasts, which were introduced in the previous section of this report, amount to an expectation of an overall increase of employment (in FTE terms) of about 9,600 jobs, comprising approximately:

- 2,320 additional B1 jobs;
- 1,920 additional B8 jobs; and
- 6,000 additional non B-Class jobs; but
- a loss of about 640 B2 jobs.

5.87 The main discrepancy between the top-down Experian forecasts and the bottom-up assessment of potential employment growth linked to site-specific opportunities is that the external forecasts anticipate a loss of around 640 net B2 jobs, whereas the site specific assessment is for growth of B2 jobs amounting to just under 500 new jobs (once displacement and deadweight are allowed for).

5.88 As a sensitivity test it is possible to re-run the assessment under a variant scenario where it is assumed that there is no additional B2 development occurring on B2/B8 sites (such as Lancaster West, Mellishaw Lane, White Lund and Carnforth Business Park) i.e. to assume that these sites are developed in full for B8 uses only. Under this variant there would be an additional 1,382 B8 jobs (compared to 882 additional B8 jobs) identified under the main scenario).

5.89 The key function of the proposed major development sites, however, is to accommodate the expected increase in B1 and B8 employment anticipated under the independent forecasts from Experian. In the case of the Innovation Campus and the Canal Corridor redevelopment however, there are also expected to be large numbers of non B-Class jobs.

5.90 In view of the above, consideration needs to be given to where there is scope for additional employment growth on the strategic sites over and above the levels of employment growth anticipated by the independent forecasts.

5.91 In summary, the projects which are likely to result in levels of employment growth over and above the levels of employment growth anticipated by the forecasts include;

- elements of the Innovation Campus, in particular the Later Life Innovation Hub and the SME hotel, have the potential to deliver something wholly new for Lancaster that is above and beyond the expectations of the independent forecasts;

- the opportunity to attract new investment in support of energy production, and in particular the potential attraction of a power station on the Land South of Walker Industrial Estate;
- additional investment at the Port in support of development of additional freight activity serving Irish markets; and
- some elements of the Canal Corridor development, in particular the office element (albeit this is expected to be only a small component of the overall scheme).

5.92 In total, the elements listed above have the potential to introduce an additional 953 gross jobs into Lancaster. Once the normal additionality factors are taken into account, these have the potential to contribute a net additional 797 jobs to the local economy. There is therefore a good case for regarding these approximately 797 jobs as having significant potential to be ‘above and beyond’ the growth of 9,600 jobs identified for Lancaster by the independent Experian forecasts referred to previously.

5.93 The sum of the 9,600 jobs identified by Experian (June 2014) and the approximately 797 additional jobs that are associated with those element of the strategic projects that are ‘game changers’ for Lancaster could be regarded as a target for net additional job creation for the district over the 2011-2031 period.

5.94 The potential for net additional local employment creation above and beyond the levels implied by the Experian forecasts can, in turn, be converted into an additional employment land requirement that can be added to the requirement that was derived using the Labour Demand approach deployed in the previous section. The estimates for additional land requirement based on this approach are set out in the table below:

Table 5.16: Additional B1, B2, B8 land needs implied by Strategic Projects⁵⁰

Land Use Type	Gross Jobs	Net Jobs including Multipliers	Associated Land Requirement
B1	883	706	1.74
B2	0	0	0.00
B8	70	90	1.65
Total	953	797	3.39

Source: Development Economics

5.95 Hence, the consideration of additional strategic projects suggests the need for a net additional 3.4 hectares of employment land over and above the estimate of 34 hectares obtained through the use of the Labour Demand approach examined in the previous section.

⁵⁰ Please note: column totals may not sum exactly due to rounding

- 5.96 On this basis, the interim conclusion that between 34-39 hectares of employment land is likely to be needed in Lancaster over the Plan period should be adjusted upwards, to 37-42 hectares.

Sensitivity tests

- 5.97 In order to provide a degree of flexibility in the land supply over the Plan period, allowances for potential losses and a margin of choice also need to be taken into account in the demand assessment.

Allowance for choice and flexibility

- 5.98 In order to plan positively for potential future employment growth it is considered best practice to add a margin of choice/flexibility factor to the land demand forecast calculation. This is an additional amount of land that ensures a reasonable choice of sites for businesses and developers and to allow for delays in sites coming forward or premises being developed.

- 5.99 Determining a robust figure for margin of choice is not an exact science and will always be open to a degree of subjectivity. In order to ensure there is sufficient choice in the district's land supply, an allowance equivalent to 5-years supply has been applied. It is felt that this approach will enable the Council to remain responsive to potential changes and increased market demand arising from the delivery of strategic projects and major transport infrastructure schemes such as the Heysham M6 Link Road.

- 5.100 On the basis of the demand calculations presented above, a margin of choice equivalent to 8.5 hectares should be applied to the Baseline Experian Scenario, even if not all sites are taken up by the end of the plan period. For the projects scenario an allowance of 9.3 hectares is appropriate.

Allowance for losses

- 5.101 An allowance also needs to be made for some replacement of losses of existing employment land that may be developed for other, non B Class uses. The forecasts identify an expected decline in demand of around 5 hectares for B2 land, which if not recycled for alternative B Class uses, may be lost to other uses over the plan period.

- 5.102 Whilst it can be assumed that a proportion of this land will be recycled, thereby reducing the amount of land lost, it is considered more appropriate to base this figure on past trends and recorded losses over a sustained period. Analysis of data on losses suggests that around 3.49 hectares of employment land has been lost over the 10 year period from 2003/04 to 2012/13. This is equivalent to 0.35 hectares per annum. Whilst the rate of losses has slowed in recent years, this figure is considered to be the best available proxy for estimating the potential extent of losses of existing sites or premises over the Plan period. An allowance equivalent to 7 hectares has therefore been added to the demand calculation to take account of potential losses over the Plan period.

- 5.103 Applying these factors to the overall land demand calculations creates a total requirement of between 49.5 hectares and 53.3 hectares over the Plan period from 2011-2031. This is summarised in the table below.

Table 5.17: Estimated land requirements (2011-2031)

Scenario	B Class Land Requirements (ha)	Allowance for Losses (ha)	Margin of Choice (ha)	Total Requirement 2011-2031 (ha)
Baseline Experian Scenario	34ha	7ha	8.5ha	49.5ha
Baseline Experian + Projects Scenario	37ha	7ha	9.3ha	53.3ha

Source: Turley

Heysham Industrial Estate sensitivity test

- 5.1 As mentioned earlier, there is in addition to the portfolio of opportunities already introduced a further opportunity for development on land at Heysham Industrial Estate⁵¹
- 5.2 The Council has identified Heysham Industrial Estate, along with Lancaster West Business Park, as a strategic site that would benefit from public sector investment support as part of the wider Heysham Gateway / Energy Coast proposals. The estate contains some existing premises, some of which are in poor condition, but it is understood there is also scope for new development amounting to some 240,000 sqft (circa 22,300 sqm) of net additional floorspace.
- 5.3 Assuming a mix of industrial and distribution development on the site (with the former associated with Energy Coast activities), then there could be 737 gross jobs associated with the site. The net employment hosting potential is lower; at 204 jobs (of which 46 are associated with B2 activities and 158 with B8 activities). This is partly because there is an element of deadweight associated with the existing buildings on the site, amounting to an estimated 408 jobs.
- 5.4 On this basis, the overall number of gross jobs associated with the 9+1 project sites (i.e. the nine sites considered previously, plus Heysham Industrial Estate) amounts to an estimated 8,361 gross jobs. These reduce to 3,666 jobs once deadweight and displacement are factored in, but the inclusion of about 1,063 multiplier jobs means that the overall net additional employment associated with the portfolio of 10 sites is estimated to be 4,729

Summary conclusions

- 5.5 In summary, of the three approaches considered as part of the assessment of future land requirements, both the labour demand and past take up approaches anticipate relatively buoyant future requirements for employment land over the Plan period; 34.0 hectares⁵² and 67.2 hectares respectively. The labour supply approach by way of contrast anticipates a very low level of demand, just over 1 hectare, over the same period.

⁵¹ Whilst this analysis has been presented for completeness, at this stage the anticipated job creation has not been factored into the districts overall land requirement.

⁵² This figure assumes that 5 hectares of industrial land could be recycled for B8 use. If this potential recycling is constrained, then the net need would be 39 hectares.

- 5.6 Clearly, the approach that identifies the lowest level of future requirement is the Labour Supply approach. Indeed, use of this approach identifies that very little employment land may be needed across Lancaster over the remainder of the Plan period. This result is not considered realistic, however, especially given the evident need for future development land associated with the additional projects (including the Lancaster University Innovation Campus) that have been introduced and discussed in this section. It is also concerning that the result identified by the Labour Supply approach is dependent on demographic projections which, due to their trend based nature, project forward a muted level of population growth, with migrations flows a key driver.
- 5.7 The labour demand approach is therefore considered to provide the most robust approach, and it is also the approach that takes on board expectations (from the Experian forecasts) of future levels of business demand, including that driven by technological innovation and national and international economic conditions.
- 5.8 Whilst the past take up approach provides a useful benchmark - and perhaps offers some reassurance that the Experian forecasts and labour demand approaches presented above could in fact be substantiated - the risk of an excessive reliance on a past take up approach, is that it fails to take sufficiently on board changes to the structure of the economy, changes in business practices and changes in technology that together can mean that future land needs of the economy can be significantly different to what may have been appropriate in the past. The other risk of relying excessively on this approach is that past take up may reflect the operation of previous rounds of planning policy and strategy.
- 5.9 Adopting the labour demand approach, and applying modest allowances for losses and choice, it can therefore be concluded that the district should be planning for a requirement of between 49.5 hectares and 53.5 hectares of land suitable for B Class employment use over the Plan period.
- 5.10 It should be noted however that the current (June 2014) release of the Experian model utilises population data that derives from the 2010 Sub-National Population Projections (SNPP), which has recently been superseded by the 2012 SNPP dataset. Experian will be reflecting these new projections in their next quarterly forecast which is due to be released in September 2014. Our expectation is that the majority of any downward adjustment in future runs of their model will mainly affect employment levels in sectors that are sensitive to population change, such as health, education, retail, recreation, public transport; typically employment that does not generally occur on B-class employment sites.
- 5.11 In view of this, the Council will want to understand changes arising from this new data which is expected to influence non B class demographically driven employment sectors of the economy.

6. Review of the District’s employment land portfolio

- 6.1 In line with National Planning Practice Guidance (PPG) it is important that local planning authorities identify a future supply of land which is suitable, available and deliverable for economic development uses over the plan period⁵³. Identifying such a supply will help enable the district to respond to business requirements and meet its objectively assessed economic development needs identified in Section 5.
- 6.2 In determining a deliverable pipeline of sites, consideration is given below to the quality of Lancaster’s main employment areas and the potential supply of suitable, available and deliverable/achievable sites over the Plan period.
- 6.3 The assessment has been completed in two stages. The first has focussed on assessing the suitability of existing employment areas and allocations. Whilst many of the sites will feature in existing and emerging development plans, and will generally be considered suitable locations for employment use, the focus of the appraisal is on whether circumstances have changed which would alter their suitability.
- 6.4 Having determined the overall suitability of the existing supply, Stage 2 considers in more detail those sites/broad locations with development potential and concludes with a detailed assessment of each respective site’s suitability, availability and achievability for economic development use over the 2011-2031 plan period.
- 6.5 A total of 24 existing allocated employment areas were identified by Lancaster City Council to be included in the assessment. A number of these areas were subsequently sub-divided to allow for a more comprehensive assessment.
- 6.6 A full list of the employment areas surveyed as part of this process are summarised in the table below⁵⁴.

Table 6.1: Employment areas assessed by Turley

Turley Reference	Site Name	Site Area
Lancaster		
LAN01	Lancaster Science Park	9.7ha
LAN02	White Cross Business Park	5.75ha
LAN03	Lancaster Business Park	10.7ha
LAN04	Caton Road North	11.0ha
LAN05	Caton Road South	21.8ha

⁵³ National Planning Practice Guidance (2014) ‘Housing and economic land availability assessment’ paragraph 001

⁵⁴ A Turley reference has been applied to each site/area. This is for interpretation purposes only and is not intended to supersede the site referencing adopted by the Council in the Core Strategy and emerging Land Allocations DPD documents.

Turley Reference	Site Name	Site Area
LAN06	Lake Enterprise Park	1.10ha
LAN07	Lune Industrial Estate	20.88ha
Morecambe – White Lund Area		
MOR01	White Lund Industrial Estate	87.2ha
MOR02	Mellishaw Lane North	7.4ha
MOR03	Vickers Industrial Estate	6.0ha
Heysham		
HEY01	Lancaster West Business Park / Middleton Business Park	28.34ha
HEY02	Major Industrial Estate	17.48ha
HEY03	Heysham Industrial Estate	19.46ha
HEY04	Royd Mill	2.13ha
HEY05	Port of Heysham Employment Area	46.2ha
Carnforth		
CAR01	Carnforth Business Park	8.25ha
CAR02	Kellet Road	1.49ha
CAR03	Scotland Road	2.95ha
CAR04	Millhead	2.2ha
CAR05	Carnforth Levels	2.60ha
CAR06	Warton Road	6.0ha
CAR07	Lodge Quarry	2.6ha
Rural		
RUR01	Galgate Mill, Galgate	0.66ha
RUR02	Glasson Dock Industrial Estate	2.79ha
RUR03	Cowan Bridge Industrial Estate	1.33ha
RUR04	Claughton Brickworks	7.28ha
RUR05	Hornby Industrial Estate	0.86ha
RUR06	Willow Mill, Caton	0.24ha
RUR07	Halton Mills	1.01ha
Total		335.4ha

Source: Lancaster City Council / Turley

- 6.7 As shown in the table above, a total of 29 existing and allocated employment areas/sites were assessed, equating to approximately 335 hectares in total area. In order to

determine the quality and suitability of the existing supply, consideration was given to the following factors:

- Location and proximity to urban areas, labour and services
- Quality of surrounding buildings and external environment
- Strategic access
- Physical limitations and constraints that would act as a barrier to development
- The impact of the site and potential future development on land uses and the character of surrounding areas.
- Contribution to regeneration priority areas
- Appropriateness and attractiveness of the site for employment use
- Site availability and ownership
- Planning status

6.8 The performance of each site/broad location against the above criteria was then assessed with a score range of from 5 (very good) to 1 (very poor) applied. The appraisal criteria used as part of this assessment are summarised in Appendix 4 with detailed proformas for each site/broad location provided at Appendix 5. It should be noted that categorisations presented above are indicative to provide an estimation of the overall suitability and quality of the district's current portfolio of allocated employment sites. The scoring is provided for illustrative purposes only to highlight the qualitative differences in each site/ broad location.

6.9 The headline results from this assessment are summarised in the table below. This identifies that the district exhibits a supply of good quality allocations and existing employment areas with the spatial distribution evenly spread across the main settlements and rural areas.

6.10 The district also exhibits a number of average quality sites/broad locations. Whilst these employment areas are generally responsive to local need and demand, and by implication appropriate for future employment use, they scored less favourably against criteria relating to their overall quality, location and strategic access. A number of sites also exhibited physical limitations and constraints which limited their appeal when compared to other employment locations across the district.

6.11 Of the 29 employment areas assessed, three were considered to be lower quality and in need of investment. Employment areas falling into this category included the Heysham Industrial Estate, Lune Industrial Estate and Millhead in Carnforth.

Table 6.2: Summary of Assessment (Existing Employment Allocations)

Turley Ref	Settlement	Allocated Employment Areas	Site Size (Ha)	Overall Quality (Rank)	Summary
CAR01	Carnforth	Carnforth Business Park	8.25	1	Good quality and suitable for employment use
LAN01	Lancaster	Lancaster University Innovation Campus	9.7	2	
LAN03	Lancaster	Lancaster Business Park	10.7	3	
HEY01	Heysham	Lancaster West Business Park / Middleton Business Park	28.34	4	
LAN02	Lancaster	White Cross Business Park	5.75	5	
MOR01	Morcambe	White Lund Industrial Estate	87.2	6	
HEY05	Heysham	Port of Heysham Employment Area	46.2	7	
CAR02	Carnforth	Kellet Road	1.49	8	
HEY02	Heysham	Major Industrial Estate	17.48	9	
CAR03	Carnforth	Scotland Road	2.95	10	
LAN02	Morcambe	Mellishaw Lane North	7.4	11	
LAN04	Lancaster	Caton Road North	11	12	
HEY04	Heysham	Royd Mill	2.13	13	
CAR05	Carnforth	Carnforth Levels	2.6	14	
RUR07	Rural	Halton Mills	1.01	15	Average quality but generally responsive to local need / demand
RUR03	Rural	Cowen Bridge Industrial Estate	1.33	16	
LAN06	Lancaster	Lake Enterprise Park	1.1	17	
RUR04	Rural	Claughton Brickworks	7.28	18	
CAR07	Carnforth	Lodge Quarry	2.6	19	
RUR06	Rural	Willow Mill, Caton	0.24	20	
CAR06	Carnforth	Former TDG Site, Warton Road	6	21	
LAN05	Lancaster	Caton Road South	21.8	22	
RUR05	Rural	Hornby Industrial Estate	0.86	23	
MOR03	Morcambe	Vickers Industrial Estate	6	24	

Turley Ref	Settlement	Allocated Employment Areas	Site Size (Ha)	Overall Quality (Rank)	Summary
RUR01	Rural	Galgate Mill, Galgate	0.66	25	
RUR02	Rural	Glasson Dock Industrial Estate	2.79	26	
HEY03	Heysham	Heysham Industrial Estate	19.46	27	Lower quality and in need of investment
LAN07	Lancaster	Lune Industrial Estate	20.88	28	
CAR04	Carnforth	Millhead	2.2	29	
Total			335.40		

Source: Turley

Appraisal of sites with development potential

- 6.12 Of the 335 hectares surveyed, 36 vacant sites (equating to approximately 77.3 hectares (gross) of employment land have been identified, in addition to a number of longer term opportunity sites which due to their nature are not immediately available and would require more extensive interventions, including demolition and clearance.
- 6.13 In total some 50.39 hectares of vacant greenfield land within allocated employment areas and a further 26.91 hectares of previously developed land has been identified. All of the sites identified are either existing, emerging allocations known to the Council or potential extensions to existing estates.
- 6.14 A summary of the detailed site appraisal scoring is presented at Appendix 6, with the detailed analysis of sites with development potential discussed in more detail below.
- 6.15 Site scoring is provided for illustrative purposes. In conducting the stage 2 appraisal, and in accordance with PPG, deliverability and market demand factors have also been considered, alongside potential delivery constraints, to enable conclusions to be reached regarding the short, medium and longer term pipeline supply that is available to meet identified need over the plan period. In view of this requirement, and the need to ensure that a supply of deliverable and 'achievable' sites is identified, advice has been sought from Colliers International with comments provided as to the market attractiveness and appropriateness of the available sites for future employment related uses.

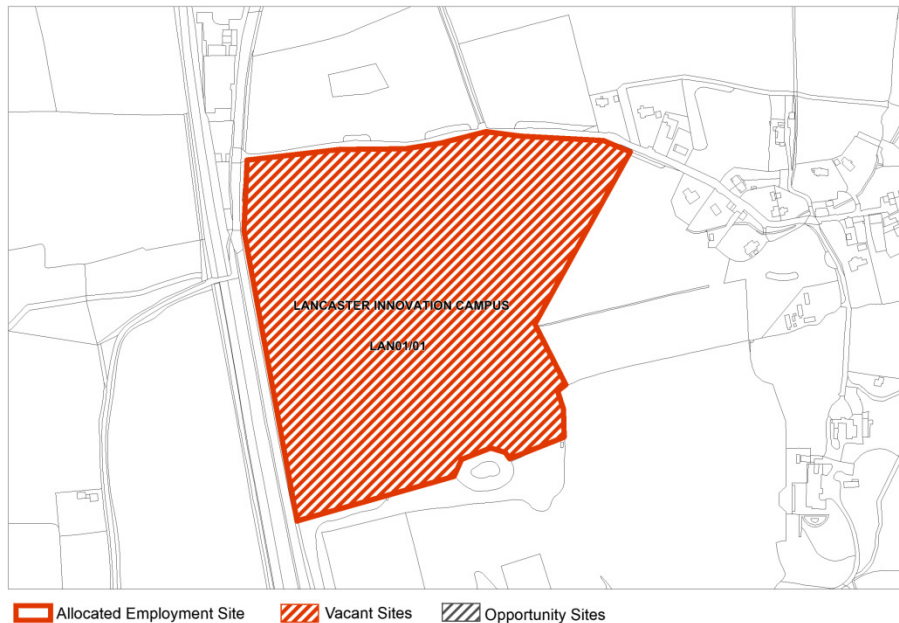
LAN01: Lancaster University Innovation Campus

- 6.16 Situated on farmland to the south of Lancaster, the Lancaster University Innovation Campus (LUIC) site occupies a prominent location on the A6 close to the existing Lancaster University Campus. The site is strategically located with junction 33 of the M6 within 1 mile, key bus routes into the City and access to a large labour market.
- 6.17 Although the site benefits from an outline planning permission, the original "science park" proposals have since been revised and a broad vision for new space that embraces research, education, innovation and knowledge exchange in health and

medicine is currently being taken forward by Lancaster University with the support of the public sector. The emerging proposals include the following uses;

- 29,905sqm GIA of relocated Faculty of Health and Medicine, delivered in two Faculty phases – Biomedical & Life Sciences delivered as a second phase (16,530.5sqm GIA) with Medical School, Health Research and CETAD forming the first phase
- A 3,716sqm GIA Medical School collaboration space between the University and the NHS, with ground floor use occupied by a named Charity provider (e.g. Age UK, Diabetes UK)
- A “Later Life” Innovation Hub of some 5,574sqm for ageing related co-located companies who are seeking to exploit particular University or NHS research themes. This building offers a range of commercial laboratory space, office space, workshop space, teaching space and collaborative ‘break-out/café’ space. This building should be the ‘signature building’ for the Campus; high quality design and construction.
- A 200 unit Schlegal Village style Extra Care facility delivered as an extension to the existing Bailrigg village and closely integrated in design terms to the relocated Faculty (to facilitate interaction and research development)
- An Energy Centre (substation, CHP, Biomass) of 3,716sqm.
- A ‘SME hotel’ of 3,716sqm as part of a second phase of development. This facility will be more ‘hotel conceived’ and offer flexible spaces on readily accessible lease /rent terms
- Community uses including a new 9,290 GIA School or College linked to the University and centred on Healthcare teaching as a core part of its curriculum. The school or college could be delivered in conjunction with the neighbouring residential development site.

Figure 6.1: Lancaster University Innovation Campus Site Plan



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.18 Colliers' view is this site is ready for development and likely to be developed in the next five years and would be suitable for the B1 and Sui Generis healthcare uses linked to the university as outlined within the emerging proposals. This has been corroborated by the University who have confirmed their intentions to bring forward the site in partnership with the public sector, with preparatory work likely to commence in the next 18 months.
- 6.19 A consortium, comprising GVA, 2Bio and SKM, was appointed in September 2013 to prepare the Business Delivery Plan for LUIC. This concluded that the scheme is likely to lack viability without some form of external funding sources (e.g. GPF, RGF or ERDF).
- 6.20 Colliers' view is that the upturn in the economy will make this a more commercial desirable prospect, improve viability and help with finding a suitable development partner.

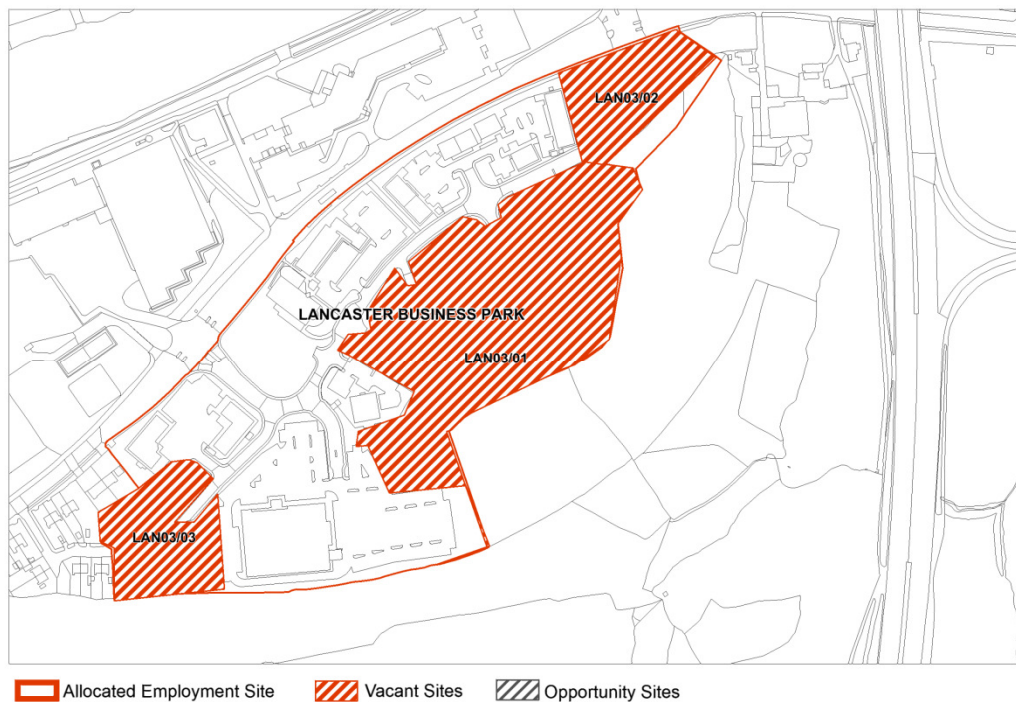
Recommendation

- 6.21 Whilst the site forms no part of the employment land allocations set out in Policy ER3 of the Core Strategy, its future development is of strategic significance to Lancaster district and wider Lancashire Local Enterprise Partnership area. Given that the site is suitable, available, and subject to some form of public subsidy has good prospects for development over the plan period it is recommended it retains its specialist employment land protection in planning policy terms.

LAN03: Lancaster Business Park

- 6.22 Lancaster Business Park is a mostly developed former greenfield site previously allocated under Policy EC2. The site provides high quality B1 office space which has been constructed over the past 5-8 years. The site is accessed directly off Junction 34 of M6 motorway with direct links into the City Centre via the A683 Caton Road. Development of the Heysham-M6 Link offers the potential to relieve traffic congestion on Caton Road thereby making the site more accessible from the City Centre.
- 6.23 The offices on the park are occupied by national blue chip firms including Persimmon Homes and BT. Approximately 11,600 sqft of vacant office space is currently available and being marketed at rents of circa £12.50 per sqft.

Figure 6.2: Lancaster Business Park Vacant Sites



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.24 This employment area provides a high quality office environment for prospective occupiers, with a number of plots with development potential remaining on the site. This includes:

- **LAN03/01: Land to the east of Premier Inn** - This site provides the largest area of land for the expansion of the business park. It is understood that the site is in the single ownership of Derwent Holdings, who have developed two new premises since 2008.
- **LAN03/02: Remaining land to the east** - This level site, with service roads in place, will provide further space for the business park to expand. The site is prominent and fronts Caton Road and offers the potential to be developed for further high quality B1 office accommodation.

- **LAN03/03: Remaining land to the west** - This is an infill level site and will provide further space for the business park to expand. There is a service road in place going to the site.

6.25 Colliers' view is that based on the past completions the developer has the capacity to complete further high quality B1 office space, with the available plots becoming more commercially attractive with the proposed Heysham to M6 Link Road. This is therefore seen as a medium term development opportunity.

6.26 Colliers also consider that the remaining land to the east site will be developed before the larger land to the east of the site, with additional B1 office floorspace appealing to blue chip or professional businesses already located on the business park looking to expand.

Recommendation

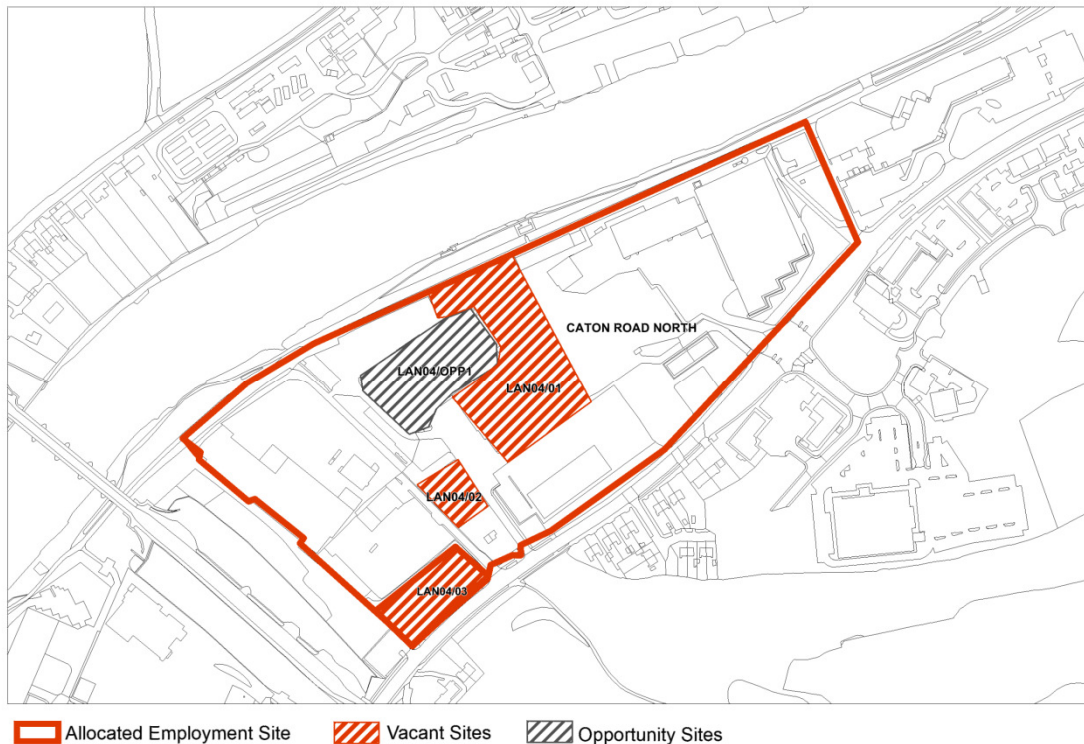
6.27 It is recommended that site retains its status as an allocated employment site as identified in the emerging Land Allocations DPD. The site provides valuable B1 employment land that is suitable, available and achievable over the plan period and that will support the further expansion of this valuable employment site.

LAN04: Caton Road North

6.28 The area immediately adjacent to Lancaster Business Park at the northern end of Caton Road is an established employment area characterised by a mix of new build B1 office and B8 warehousing and distribution space and lower grade B2 industrial premises. The area benefits from good strategic transport links, being in close proximity to Junction 34 of M6 motorway. Development of the Heysham-M6 Link offers the potential to relieve traffic congestion on Caton Road thereby making the site more accessible from the City Centre.

6.29 Given the areas strategic location, the area is currently occupied by a number of haulage and transport related businesses, many of which appear to be well established.

Figure 6.3: Land North of Lancaster Business Park Vacant Sites



Source: Turley

Market attractiveness / appropriateness for employment related development

6.30 This area includes a number of vacant / undeveloped sites:

- **LAN04/01: Land at Former Nelsons Acetate Works** - This site could have possible contamination and is within a Flood Zone 3 with a high probability of flooding. Its future development is likely to prove costly for a prospective developer and be the underlying reason why this site has been kept for open storage. Colliers' view is that the site is valid commercially as open storage.
- **LAN04/02: Land adjacent to Hertz Rent a Car** - Again, this small site could have possible contamination and is within Flood Zone 3. Although the site will become more accessible with the proposed Heysham to M6 Link Road there are better quality sites in the area to be developed for employment use. Colliers' view is that there is little scope for this site to be developed and is valid for its current use for open storage.
- **LAN04/03: Land Fronting Caton Road** - This site is prominent along Caton Road and offers the potential to provide further expansion land for B1 uses similar to those at Lancaster Business Park, however Colliers' view is that there are other sites that would be more preferable for B1 office development. This site therefore represents a longer term development opportunity.

In addition to the above, the demolition, clearance and redevelopment of vacant and derelict sites and premises (e.g. LAN04/OPP1) would support the continued operation of the area, but should be viewed as a longer term opportunity.

Recommendation

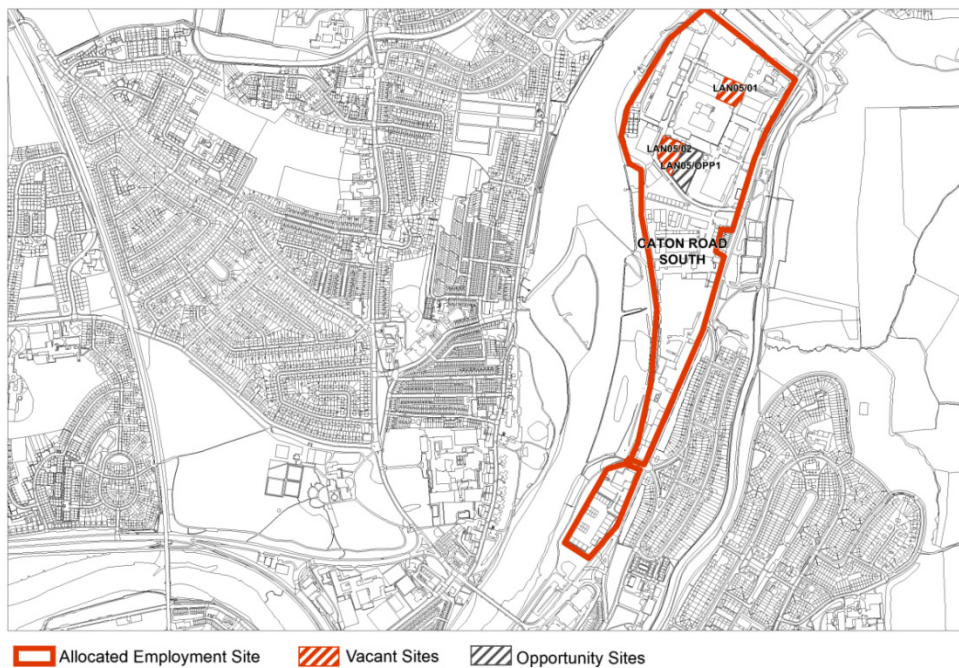
6.31 It is recommended that the Caton Road North area retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD. However, the vacant sites identified within the estate are currently only valid commercially as open storage as flood risk and potential contamination issues are likely to make their development unviable at the current time. Given the above, and the fact that the sites are currently in use as open storage, it is recommended that they are not included in the district's overall land supply.

LAN05: Caton Road South

6.32 The Caton Road South employment area is located approximately 1 mile from the City Centre. The northern portion of the site provides a mix of good quality premises and is generally well occupied. The premises range in size from small B2 workshops to larger B8 warehouses. Access is good and there is adequate parking and loading space.

6.33 The southern portion, which includes the Lansil Industrial Estate is older and more run down with poor quality premises. Here access is also constrained due to the layout of the former mill buildings and other low grade accommodation and uses that occupy this part of the site.

Figure 6.4: Caton Road South



Source: Turley

Market attractiveness / appropriateness for employment related development

6.34 This area includes a number of vacant sites and premises:

- **LAN05/01 and LAN05/OPP1: Carrs Milling Storage Building and adjacent land** – Colliers' view is that this site is unlikely to be redeveloped due to the complicated clearance and the associated cost of redevelopment, but has some commercial appeal to small business that require low cost rental storage. This building is typical of other older industrial units located on site which generally appeal to lower grade B2 uses.
- **LAN05/02: Former Bunzl Catering Supplies** – Colliers' view is that this level site used as open storage is viable for this use. It may have contamination issues and is within a Flood Zone 3 with a high probability of flooding. There are other sites in the local vicinity that are more attractive medium term opportunities to redevelop for B2 and B8 use. Its development potential is therefore limited.

Recommendation

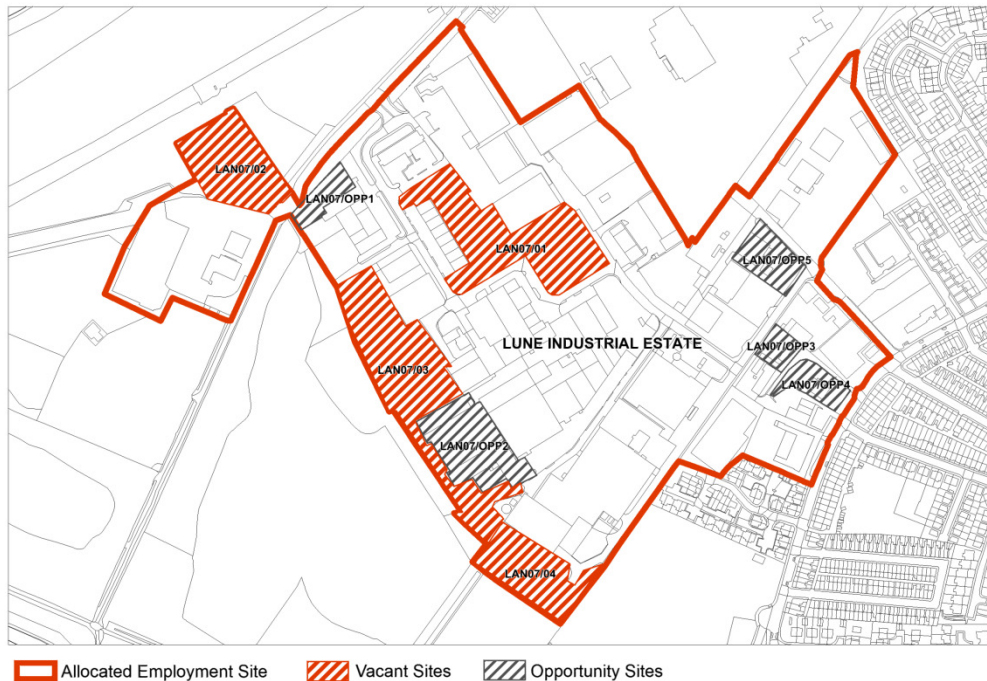
6.35 It is recommended that this part of the Caton Road Employment area retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD. In the absence of a suitable alternative use it is also recommended that the vacant sites and premises in the northern area retain their employment land status given their potential appeal to lower grade occupiers seeking low cost rental storage.

LAN07: Lune Industrial Estate

6.36 The Luneside Industrial Estate is an established industrial area located approximately 1 mile to the west of Lancaster City Centre. Whilst the site has benefited from some new higher infill development in recent years (notably at Metamark), many of the existing buildings are of poor quality. There are also a number of derelict sites and vacant premises.

6.37 The site lies approximately 3 miles from the M6 motorway with restricted access via the City Centre one way system onto the A6 and A683. The industrial estate is therefore not well related to the strategic road network and is relatively isolated compared to other employment sites. The layout of the estate itself is also irregular.

Figure 6.5: Lune Industrial Estate Vacant Sites



Source: Turley

Market attractiveness / appropriateness for employment related development

6.38 This area currently includes a number of vacant sites and derelict / underutilised buildings:

- **LAN07/01: Land on Thetis Road** – This is brownfield site in the centre of the industrial estate, with surrounding industrial units to the west and south generally being of a poor quality.
- **LAN07/02: Former Oil Depot, New Quay Road** - This is a level brownfield site and could possibly have contamination issues due to its former use. Part of the site is in a Flood Zone 3 area however, adequate flood defences are in place to protect the site.
- **LAN07/03: Land rear of Abbots Way** - This piece of land is currently being used for open storage/haulage related activities with several shipping containers located on the site. This site is already clear and has a poor quality environment.
- **LAN07/04: Land South of Port Royal Avenue** - This piece of land backs onto a residential area and the environment is poor. The majority of industrial buildings located in this area are vacant and in a dilapidated state. The site access is from a residential area and is particularly poor and not suitable for HGV's.
- **LAN07/OPP1: Thetis House** - This building provides poor quality B2 workshop and B8 storage space. The building is in a dilapidated state and provides low rental accommodation.

- **LAN07/OPP2: Vacant Premises r/o Abbots Way** - This building is in a severely dilapidated state and has very little commercial value. There is no evidence that the premise is currently being marketed.
- **LAN07/OPP3: Former Brummel Motors Site** - This is a level brownfield site and may have contamination issues. The surrounding environment is particularly poor.
- **LAN07/OPP4: Former WH Smith Depot, Willow Lane** - This building is located on the periphery of the Luneside Industrial Estate in close proximity to a residential area and adjacent to a small parade of shops.
- **LAN07/OPP5: Former MC Resources Building: Corner Plot on Europa Way** - This vacant building is located to the east of the estate in close proximity to a residential area.

6.39 The majority of the site is owned by Hurstwood Holdings Ltd. Colliers understand that a sustained marketing exercise has taken place but these efforts have not been successful. They are therefore of the view that the site is not generally attractive to the market. This is further supported by consultations undertaken with Fisher Wrathall Commercial Agents who are currently marketing Turbo House on Port Royal Avenue for £3.90 per sqft and confirmed that there has been little interest in the property which is on a 0.5 acre site.

6.40 Thetis House could potentially appeal to SME and start-up businesses; however the demand for this particular building would need to be subject to detailed market assessment.

6.41 As evidenced by recent development on adjacent sites, the area's appeal for residential use is generally strong. Colliers therefore feel that it is therefore much more likely that this site will be redeveloped for residential in the next five to ten years, rather than sustain further B use employment development, particularly as access to other employment sites is improved following the completion of the Heysham-M6 Link Road.

Recommendation

6.42 The Lune Industrial Estate exhibits vacancy and property/site condition issues which are symptomatic of low demand. The character of the surrounding area is now predominantly mixed use and residential and will become more so as the Luneside West site is developed for housing. The surrounding sites on New Quay Road are being redeveloped for housing by Redrow and Barratt. It is considered that the continued operation of the Lune Industrial Estate is not compatible with these new residential developments and will have a negative impact on the residential amenity in these areas.

6.43 This view is supported by Colliers who consider the Luneside Industrial Estate not to be a long term employment site. Furthermore Colliers consider there to be limited appetite for the redevelopment of the site for B1, B2 or B8 uses.

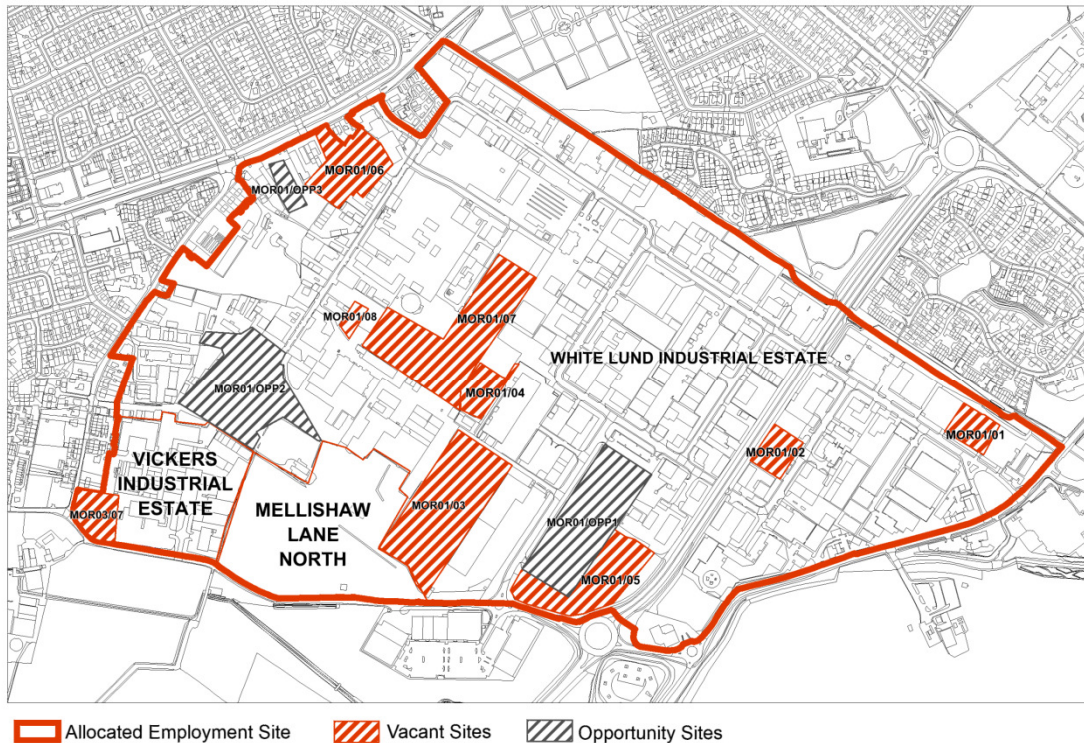
6.44 Having regard to the age and condition of the buildings as well as the extent of vacant land it is recommended that the estate is not protected for employment purposes and its release should be supported over time. Given the potential impacts on the districts

employment land supply, these matters are explored in more detail within Section 7 of this report.

MOR1: White Lund Industrial Estate

- 6.45 The White Lund Industrial Estate is the largest employment area within the district with a mix of B1, B2 and B8 uses. The area has also proved to be a popular location for car showrooms and associated mechanical and automotive related uses, particularly along the northern boundary.
- 6.46 Areas to the east (Red Zone) are generally of better quality. Most premises have adequate parking and landscaping, however this deteriorates towards the west of the estate. The area around Langdale Business Park (Yellow Zone) in the south western corner of the site is particularly poor quality. Road access and parking are also poor in this location impacting negatively on the attractiveness of this part of the site to potential occupier. As a result this area is of lower overall quality and attracts lower end users.
- 6.47 The estate is accessed via the A683 and A589 via Lancaster City Centre and is approximately 4 miles from junction 34 of the M6. The estate is also 4 miles from the Port of Heysham, again via the A683. Although avoiding Lancaster City Centre the White Lund is currently less accessible than other employment locations such as Caton Road. The development of the Heysham M6 Link Road therefore offers the potential to significantly improve the vehicular accessibility of the whole White Lund area.

Figure 6.6: White Lund Industrial Estate Vacant Sites



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.48 This area includes a number of vacant and undeveloped sites:

- **MOR01/01: Land at Northgate (Red Zone)** – Located to the south east of the estate, this area is more commercially desirable as it generally has better quality industrial and office accommodation in comparison to the rest of the industrial estate. Fisher Wrathall confirmed that good quality industrial space is circa £6 sq ft. Colliers' view is that this site has development potential and would be suitable for B1, B2 B8 or Sui Generis car showroom use. This site is likely to be developed in the next ten years and should therefore be viewed as a medium term opportunity.
- **MOR01/02: Former Hewden Hire, Middlegate** - This is a level brownfield level site with B2 General Industrial units adjacent and would be suitable for B2, B8 or Sui Generis car showroom use. Colliers' view is that this site may appeal to a local SME for their own design and build scheme and offers immediate development potential due to the current lack of good quality industrial accommodation on the estate.
- **MOR01/03: Former Imperial Home Décor Site, Southgate** – Again, the commercial view is that this site will be suitable for B2, B8 or Sui Generis car showroom use. Colliers would expect the site to be developed in the next ten years and is a medium term opportunity.
- **MOR01/04: Edmondsons Expansion Land** - This is a level brownfield site suitable for B2, B8 use, either through an SME design and build scheme or through the expansion of the existing adjacent operation. Collier's view is that the site is likely to be developed in the short to medium term due to the lack of good quality industrial accommodation on the industrial estate.
- **MOR01/05: Former Reebok Warehouse adjoining land** - This is a level brownfield site suitable for B2 or B8 use. Colliers consider this site to be a medium term opportunity due to the lack of good quality industrial accommodation on the estate.
- **MOR01/06: Former 2 Sisters Chicken Factory** - This is a level brownfield site suitable for B1, B2 and B8 use. Colliers consider this site to be a medium term opportunity due to the lack of good quality industrial accommodation on the estate.
- **MOR01/07: Former British Gas Depot** - This is a level brownfield site which is likely to have some contamination issues. However, Colliers view is that the site would be suitable for B1, B2 or B8 use and is a medium term opportunity due to the lack of good quality industrial accommodation on the estate.
- **MOR01/08 – Vacant Land r/o The Bathhouse:** This is a level infill brownfield site and the surrounding units are generally of poor quality and occupied by SME's for B2 use. The access to this site is poor and is an infill site is between several industrial units for waste management use. It is likely that this site will have contamination issues. Colliers' view is that this site remains suitable for B2 and B8 activities but is currently constrained by its poor access. This, and the fact that more attractive sites are available in the area, make this a long term

opportunity and will be developed only when there is limited land readily available for expansion in the locality.

- **MOR01/OPP1: Former Reebok Warehouse** - . The various warehouse units are in a poor state of repair. These industrial units are very low grade and have little commercial appeal unless the site is purchased and extensively redeveloped.
- **MOR01/OPP2: Langdale Business Park and surrounds** - This is a particularly low grade business park on the periphery of the White Lund Estate. The industrial units are in a particularly poor state of repair. The types of activities located on this estate are construction, waste management and recycling related. Colliers' view is that this particular site accommodates the types of industries that are heavy industries and commercially appealing to recycling waste management activities. This site is suitable for supporting this type of employment use. Fisher Wrathall commented that industrial units in this particular area will have a headline rent of circa £3 sq ft.
- **MOR01/OPP3: Former Focus DIY Store:** This former retail unit benefits from frontage onto Westgate on the western boundary of the White Lund employment area. Given the character and mix of uses in this area, Colliers's view is that the property is potentially suitable for future retail use or conversion for future automotive / sui generis related use.

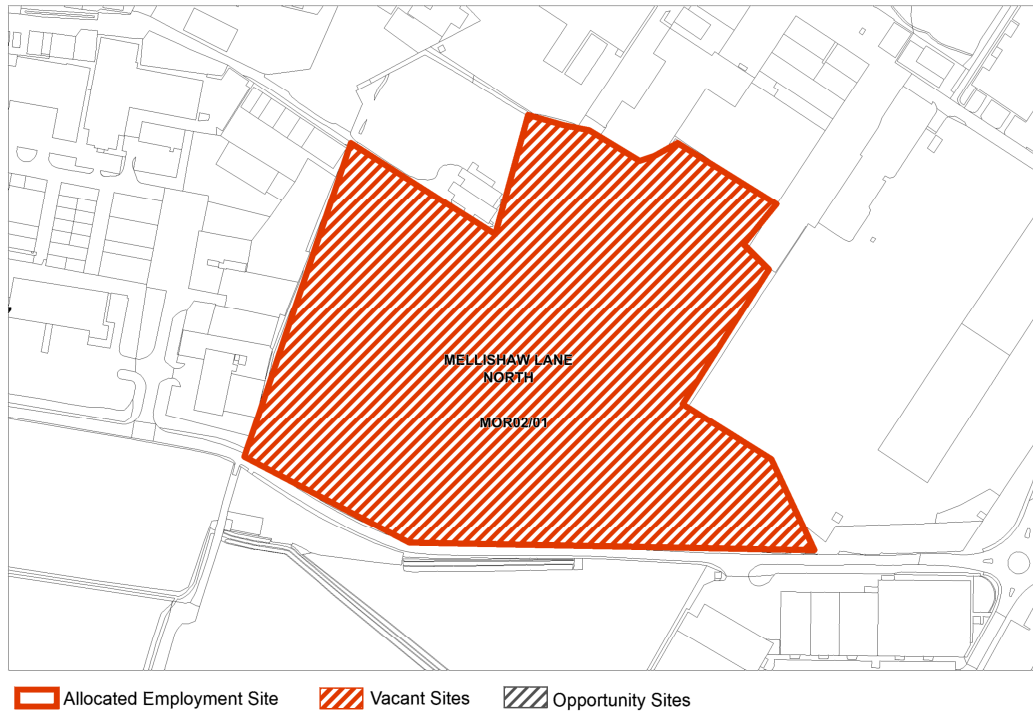
Recommendation

- 6.49 It is recommended that White Lund Industrial Estate, and the vacant sites within, retain their status as an allocated employment site, as identified in the emerging Land Allocations DPD. The sites are suitable for employment related development and their development potentially achievable over the plan period.
- 6.50 Transport links to the estate will be significantly enhanced through the development of the Heysham to M6 Link Road improving the market attractiveness of the area. As a result there may be scope over the plan period for the poorer quality industrial accommodation to be redeveloped for logistical and warehouse activities. In the meantime, improvements to units and infrastructure would support the continued operation of the lower quality areas to the south west of the estate.

MOR02: Mellishaw Lane North

- 6.51 Mellishaw Lane North is an urban edge greenfield site accessed via the B5273 Mellishaw Lane and A683. The site is approximately 4 miles from junction 34 of the M6. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the site and whole White Lund area.
- 6.52 The site is currently vacant, generally of poor quality and is likely to have contamination issues associated with its former use as a chemical works. Parts of the site are also in Flood Zone 3 with a high possibility of flooding.
- 6.53 Adjacent sites are generally of mix quality with lower end uses to the south of White Lund occupying adjacent sites.

Figure 6.7: Mellishaw Lane North



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.54 Colliers' view is that this is one of the biggest development employment sites in the White Lund area and will be developed for B1, B2 and B8 use and not residential redevelopment. There is little evidence of land being currently marketed although there is an unimplemented planning application dating back to 2002. There is obviously an intention for employment use development, although development is constrained due to abnormal infrastructure costs impacting on viability.
- 6.55 Local Commercial Agents have highlighted that this is a very important piece of land and will only be developed once the Heysham to M6 Link Road is in place.
- 6.56 Going forward, this site could appeal to supply chain logistical activities linked to the Port of Heysham or servicing and manufacturing connected to off-shore wind energy near Heysham.

Recommendation

- 6.57 It is recommended that the Mellishaw Lane North site retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD. Commercially this an important employment site and further investigation is needed to gauge the land owner's intentions and requirements for public funding support to improve viability to support development.
- 6.58 The development of the site become more attractive following the completion of the Heysham to M6 Link Road and is therefore a medium to long term opportunity.

MOR03: Vickers Industrial Estate

- 6.59 The Vickers Industrial Estate is an established employment area located to the south west of the larger White Lund Industrial Estate. The estate provides a mix of older premises and modern infill development. There is evidence of some vacancy and the smaller workshop premises are of average quality and due to the external layout suffer from access constraint.
- 6.60 The estate is accessed via the A683 and Mellishaw Lane approximately 4.5 miles from junction 34 of the M6. The estate is also approximately 4 miles from the Port of Heysham. Although avoiding Lancaster City Centre the estate is currently less accessible than other parts of White Lund to the north and East. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the whole White Lund area. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of this site and the whole White Lund area.

Figure 6.8: Vacant Land at Vickers Industrial Estate



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.61 This area includes one vacant site - **MOR03/01: Land adjacent to Fowlers Depository**. This is a flat level site and access is constrained. There is no evidence of the site being commercially marketed and there are a number of vacant units available for immediate occupation. Colliers' view is that this site could be developed for B1, B2 and B8 uses but has limited commercial appeal due to its location and size as an infill site. This may improve through the development of the link road; however the plot will most likely be used by neighbouring business for expansion or a SME self-design and build.

Recommendation

6.62 It is recommended that the estate, and vacant site within, retain their status as allocated employment sites within the emerging Land Allocations DPD.

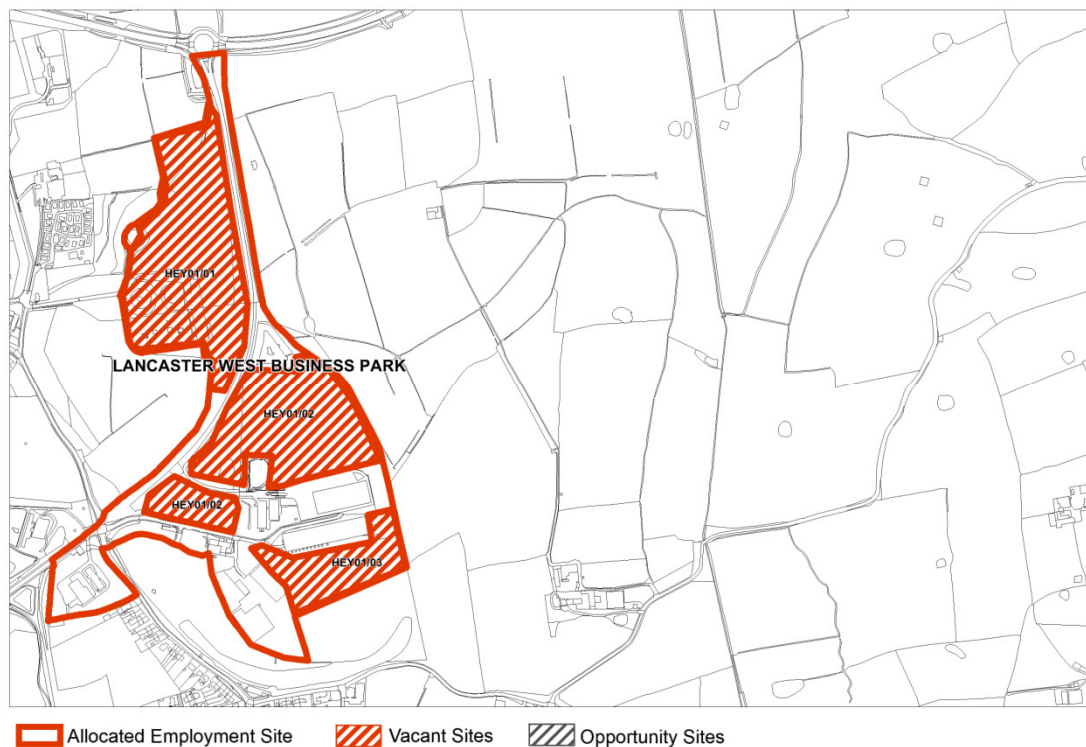
HEY01: Lancaster West Business Park / Middleton Business Park

6.63 Lancaster West Business Park forms part of a complex of industrial areas in the south of Heysham approximately 2 miles from the Port of Heysham. Although the countryside location is relatively remote from existing urban areas, it has benefited in recent years from the creation of a new access road opening up the northern part of the site to the strategic road network.

6.64 With the exception of the Waste Technology Centre the northern business park is largely vacant with large areas of land potentially available for future development.

6.65 Buildings at Middleton Business Park to the south also form part of this allocation and are of mixed quality with poor quality road access and landscaping into the site.

Figure 6.9: Vacant Land at Lancaster West Business Park



Source: Turley

Market attractiveness / appropriateness for employment related development

6.66 This area includes a number of vacant sites:

- **HEY01/01 – Public sector owned Land to West of Access Road** - This site is a greenfield site in a relatively remote rural location. On its current merits this site is not particularly attractive for the development of B1, B2 and B8 uses. However, the creation of the Heysham to M6 Link Road will significantly improve the vehicular accessibility to the site. This road will dramatically reduce

travelling time to Heysham and Morecambe potentially encouraging further development and investment in the area. This site is ready to be built out immediately and has the advantage of already having the access road in place. Colliers' view is that this site is an immediate development opportunity to provide B1, B2 and B8 employment uses linked to Heysham Port.

- **HEY01/02: Public sector owned land to East of Access Road:** This is a level site and benefits from the new constructed link road off the A683. In addition it will benefit from the Heysham to M6 Link Road Development. This site is suitable for relocating businesses from the Port of Heysham and ideally placed to service the various energy sectors in the locality. The site is owned by Lancashire County Council and is a medium term opportunity currently being marketed. The site features in the Growing Places Fund Proposal. Colliers' view is that given that the site is in public ownership the prospects of development over the plan period are good. This site will become viable for development with the completion of the M6 Link Road and will be attractive for logistical B8 activities linked with the Port of Heysham.
- **HEY01/03: Land at Middleton Business Park - SE & Adjacent silo** - This site is on the established Middleton Business Park and is privately owned. Buildings on the business park are of mixed quality, some are very dated and secondary. The road and landscaping is of poor quality. The site is not linked to the access road put in off the A683. This will have an impact on any future development of this site. This site will benefit from the Heysham to M6 Link Road development however, improvements in the quality of roads to the site and landscaping is needed. The site is currently being marketed and benefits from an existing consent for a Biomass Plant, however it is likely that other publicly owned sites will be developed first. The commercial view of the site is not particularly attractive and access to the site is poor making it unsuitable for B2 and B8 uses. However it is considered to have commercial viability providing inexpensive covered and open storage related to waste and recycling activities.

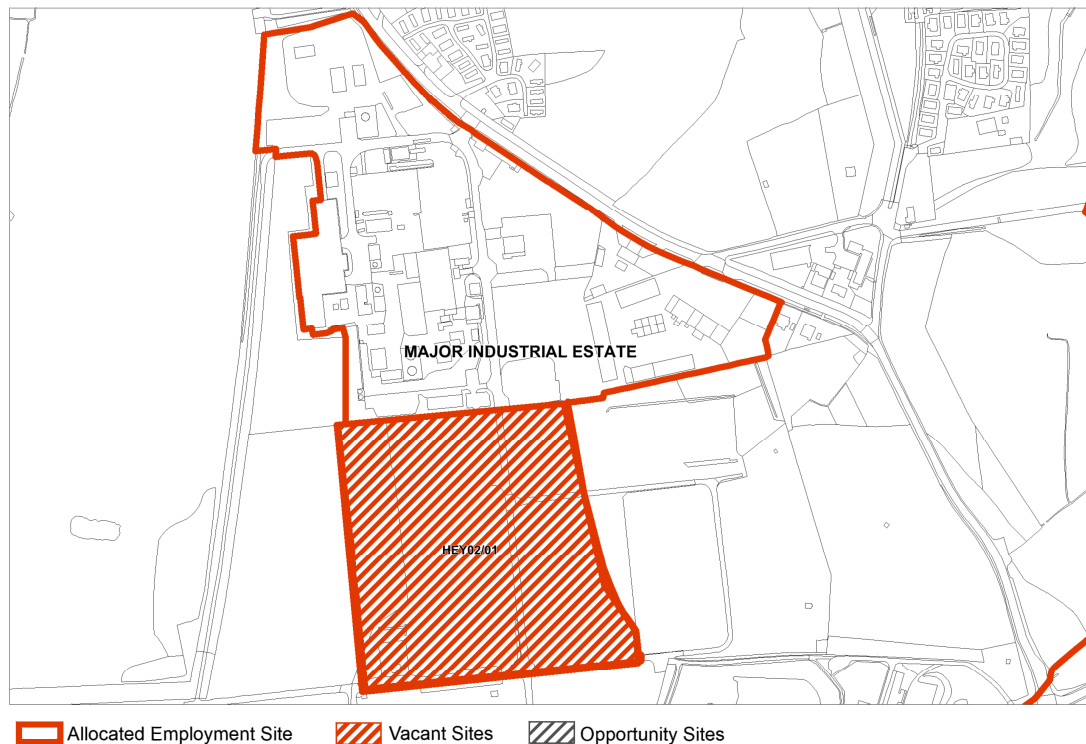
Recommendation

- 6.67 Given that the site is in public ownership the prospect of development over the plan period Lancaster West Business Park, and the vacant sites within, are suitable for future employment development, and with public sector investment support, have good prospects of delivery over the plan period.
- 6.68 It is therefore recommended that Lancaster West Business Park retains its status as allocated employment sites, and as identified in the emerging Land Allocations DPD the amount of allocated land is increased to accommodate current proposals.
- 6.69 Improvements to infrastructure, including the extension of the access road to create a link between Lancaster West Business Park and Middleton Road would also serve to enhance the accessibility and operation of the adjacent Middleton Business Park employment area, and importantly the Heysham Industrial Estate. However, vacant sites within the Middleton Business Park should be viewed as medium to longer term opportunities.

HEY02: Major Industrial Estate

- 6.70 The Major Industrial Estate is an established industrial estate with predominately B2/B8 uses. The estate forms part of a complex of industrial areas in the south of Heysham approximately 2 miles from the Port of Heysham and is characterised by a mix of lower grade premises providing small workshop space together with some larger modern infill for local occupiers.
- 6.71 The majority of the SME's located on this site are associated to vehicle repairs and waste management. The units are made up of a mix of lower grade premises.

Figure 6.10: Vacant Land at Major Industrial Estate



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.72 This area includes one vacant site – **HEY02/01: Land South of Major Industrial Estate**. This land, south of the existing estate, has been identified by Lancaster City Council as having development potential. A total of 12 ha of vacant land is potential available, with the above plan showing approximately 4.5ha which has been identified for allocation in the emerging Land Allocations DPD. The site would be suitable for a decant location for business displaced as a result of development proposed at the Port of Heysham. However, any development of this site is likely to be subject to further public sector investment.
- 6.73 Colliers' view is that this site provides B2 and Sui Generis use relating to haulage activities. There are a few vacant units on this site and it is strategically located to serve and support the logistical activities of Heysham Port. With the expansion of Heysham Port this site could provide overspill for further expansion of haulage businesses or logistic related activities connected to Heysham Port.

- 6.74 This site will benefit from the new link road that will dramatically reduce travelling times to and from Heysham and Morecambe. However, there are other sites available in the locality closer to the link road. This is therefore a medium to long term opportunity and will only be developed if it is part of a wider regeneration of Heysham.

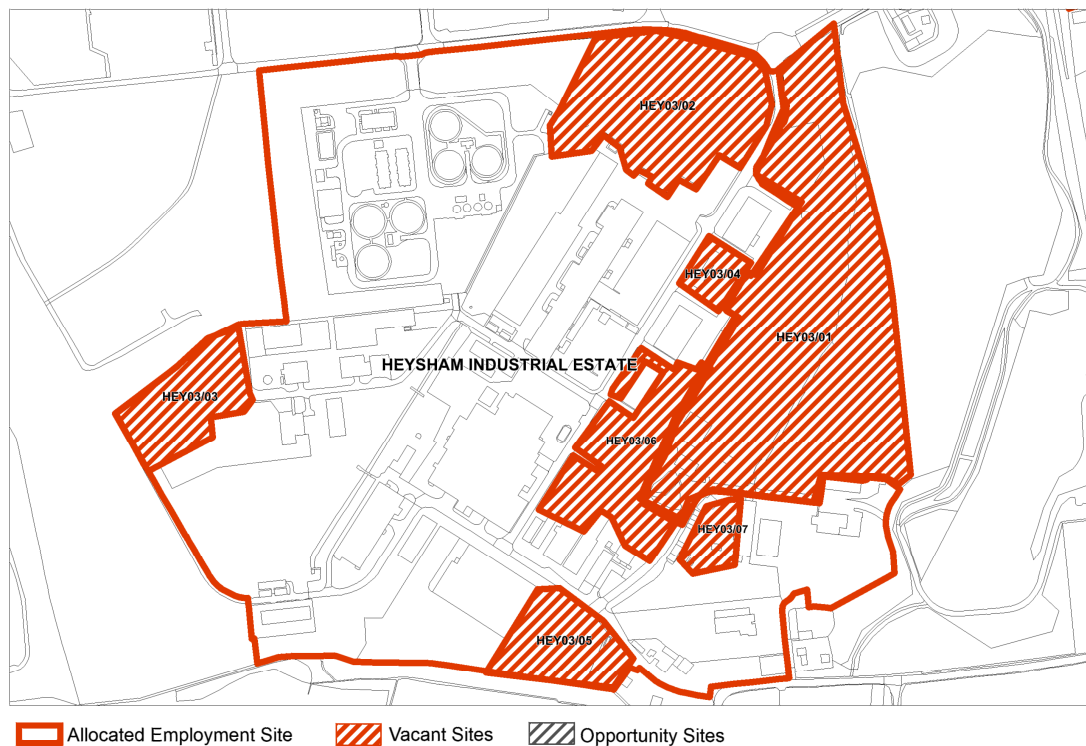
Recommendation

- 6.75 It is recommended that the Major Industrial Estate retains its status as an allocated employment site within the emerging Land Allocations DPD and that the additional land to the south, identified in the above plan is allocated for future employment use.

HEY03: Heysham Industrial Estate

- 6.76 Heysham Business Park is an established employment area located approximately 1.7 miles from the Port of Heysham. The site currently comprises some 280,000 sqft of low quality industrial accommodation. Waste and recycling related industries are predominant on the estate.
- 6.77 The quality of the existing buildings is poor and the estate is in need of investment. The site is also relatively isolated and accessed via a single access point from Middleton Road.
- 6.78 As a former ICI petrochemical works dating back to the 1930's, the units on the site are very much secondary and of poor quality, therefore land contamination may be an issue.
- 6.79 The site has limited transport connections and is currently accessed via the A686 and Middleton Road. The development of the Heysham to M6 Link Road will significantly improve access to the site. This accessibility could be further enhanced through the future extension of the access road through Lancaster West Business Park onto Middleton Road.
- 6.80 The freehold opportunity of Heysham Industrial Estate is currently being marketed; however, future development of the estate would be subject to a major programme of clearance, remediation and redevelopment.

Figure 6.11: Vacant Land at Heysham Industrial Estate / Business Park



Source: Turley

Market attractiveness / appropriateness for employment related development

6.81 This area includes a number of vacant / undeveloped sites:

- **HEY03/01: Expansion land to the east of the estate** – The Council are aware that this site is currently available for development and landowners are actively seeking to promote an expansion of the existing employment area into this location. Collier’s view is that the site could appeal to logistical users/activities or businesses providing support to the wind and nuclear activities located close to Heysham Port. Any future development is likely to be a medium opportunity, with other sites in the local area being more attractive for development in the short term.
- **HEY03/02: Land North of Celtech Paper Mill** - The site is constrained by the unattractiveness of the industrial estate and possible contamination of the site. Colliers view is that this site is at present unavailable for development and is used as overspill open storage.
- **HEY03/03: Land South of Gas Field Road** - This site is situated between industrial units and is used as open storage for waste industrial companies. This site is valid for its current use however the attractiveness of this site could be enhanced through investment in the road infrastructure to the site and resolution of contamination issues.
- **HEY03/04: Unit 18 (Former Hicks Construction) Stalls Road** - This land is currently being used as open storage with shipping containers on the site. This

site is located on the periphery of the estate and has particularly poor access. The site also may have contamination problems similar to the rest of the sites on the industrial park. Colliers' view is that this site is currently unviable for development. Due to the remoteness and poor surrounding environment, waste and recycling related uses would be the only suitable use.

- **HEY03/05: Land and Premises South of Workshop Road** - This land is currently being used as open storage with shipping containers on the site. This site is located on the periphery of the estate and has particularly poor access. The site also may have contamination problems similar to the rest of the sites on the industrial park. This site is currently unviable for development, but could serve as overspill and possible expansion of the industrial estate. The current use of the site is valid for the waste management related uses.
- **HEY03/06: Land between Stalls Road and Sidings Road** - The site is currently used as open storage for waste management recycling business. Its current use of the site is valid for the waste management related uses. The site would possibly have contamination issues.
- **HEY03/07: Land Adjacent to Unit 9** - This piece of land is located in the centre of the business park. It only has commercial appeal to existing tenants on the site for overspill open storage. If developed the site would possibly have contamination issues. As the site is privately owned it is unlikely that this site will be developed out.

6.82 On its current merits it is unlikely that the estate would be attractive for further industrial development. However, due to the expansion of the Port of Heysham some businesses could be decanted and new sites will be needed. Over the longer term the estate may appeal to logistical user/activities or businesses providing support to the wind and nuclear activities located close to Heysham Port.

Recommendation

6.83 It is recommended that Heysham Industrial Estate retains its status as an allocated employment site within the emerging Land Allocations DPD and that consideration is given to the allocation of the additional expansion land to the east to help facilitate the wider regeneration of the area.

6.84 However, the estate would also benefit substantially from a sustained programme of investment to improve its quality and make it more attractive to the market and potential occupiers. The Heysham to M6 Link Road and potential extension of access through Lancaster West Business Park will improve accessibility and support this, however it should be noted that any future development is likely to be a medium to long term opportunity, with other sites in the local area being more attractive for development in the short term.

HEY05: Port of Heysham / Port of Heysham Industrial Estate

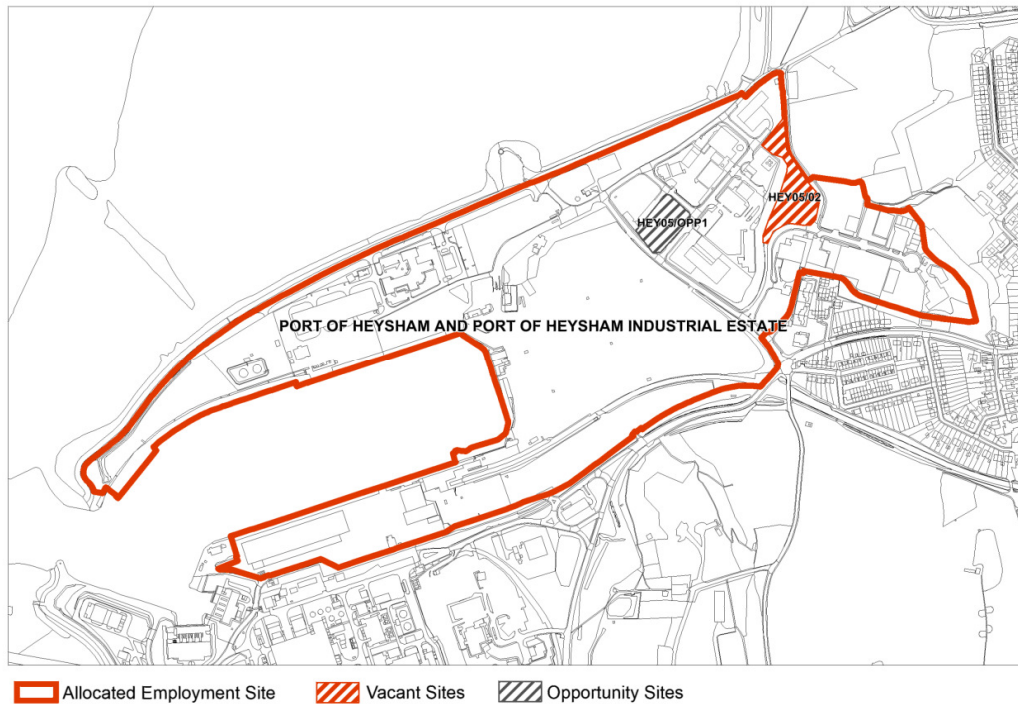
6.85 The Port of Heysham covers a site over 50 hectares of which 16 hectares is water. Heysham Port's 24 hour three roll on roll off (ro-ro) berths service the Irish Sea Ferry sailings, for passengers and freight, with routes to Belfast and Warrenpoint(Northern Ireland), Dublin and to Douglas in the Isle of Man.

- 6.86 The Port is classed as a 'major' port handling some £4 million tonnes of cargo per annum. The Port acts as a key trade gateway for the Irish Sea with some 80% of throughput associated with Northern Ireland whilst forming part of the government's 'Strategic National Corridors'. It also acts as the only freight port serving the Isle of Man.
- 6.87 Heysham Port specialises in the handling of drop trailer or 'unaccompanied' ro-ro freight (consumer goods) and this will continue to be the dominant form of operation. It is understood that 12 haulage companies currently operate through the port. The port has no onsite manufacturing / processing facilities.
- 6.88 It is estimated that circa 250 are directly employed in port related activities. It is anticipated that there are likely to be many hundreds of jobs in associated sectors including haulage (e.g. Drivers, O&M etc), logistics and distribution, and in off shore gas supply industry - the port acts as a supply base for the Morecambe Bay Gas Field, with associated operations and maintenance functions. Whilst some of these jobs are based in Heysham, others are likely to be employment within supply chains outside of the district.
- 6.89 The Port of Heysham is an established infrastructural asset with further scope for expansion. It is understood that Peel Ports has already invested £12m in 2 replacement linkspans to increase freight handling and capacity, and the Heysham M6 Link Road offers the potential to act as a catalyst for the further growth and expansion once complete. Significant investment by both Stena Line and Seatruck has also been secured through the introduction of new enhanced capacity vessels and additional scheduled sailings. It is understood that the Isle of Man Steam Packet Company has also invested in a new passenger terminal.
- 6.90 The provision of operations and maintenance activities to support the private sector off shore wind industry is viewed as a potential growth opportunity, given that the government has now issued licenses for development within the Irish Sea. Peel Ports have indicated that 4 acres (1.6 hectares) of port land is being earmarked to support this type of use. The port also benefits from an existing helipad formerly used for off shore support for the gas fields but this could easily be reinstated. However given the existence of other ports encircling the Irish Sea, Heysham will be competing with other port operators for this business.
- 6.91 It is understood that Peel Ports also have aspirations to expand the port into the neighbouring Port of Heysham Industrial Estate. The Port of Heysham Industrial Estate located immediately to the east of the main port area currently comprises a mix of private ownerships. The primary objective of this expansion would be to increase trailer capacity.
- 6.92 Expansion of the port would enable Peel to increase throughput by some 50%, from 4 million tonnes per annum to around 6 million tonnes. Peel Ports also anticipate that this will create additional demand for logistics floor space within the local area.
- 6.93 The Nuclear National Policy Statement also allocates land adjacent to the Port for the Heysham 3 Nuclear power station. Should Heysham 3 proceed the port is ideally situated to act as a terminal point for component supply arriving by sea, with the West

Quay capable of handling heavy loads / 'project' cargo. However, this is considered to be a long term opportunity.

- 6.94 The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the Port and neighbouring Industrial Estate and reduce freight times and improve journey time reliability to the Port of Heysham.

Figure 6.12: Vacant Land at the Port of Heysham Industrial Estate



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.95 This area currently has two vacant / undeveloped sites with development potential:

- **HEY05/01: Units 2a-E Bay Close** - The unit is a redundant circa 1980's unit which was formally occupied by the company Alfa Aesar. The industrial estate is well established employment area with a mix of B2 and B8 warehousing units. The site is generally well maintained with adopted roads and adequate parking facilities. Colliers' view is this site offers the potential to be redeveloped for B8 use for logistical activities related to the port.
- **HEY05/02: Land North of Penrod Way** - This is a prime development site on the industrial estate and has great scope for development linked to the future expansion of the port. Colliers' view is that the combined expansion of Heysham Port and the Heysham to M6 Link Road make the site attractive for port side B8 Storage and Distribution use and logistics and storage companies servicing Ireland in particular.

6.96 Commercially the retained Port of Heysham Industrial Estate offers the potential to become one of the most prominent employment sites in the Lancaster area with significant commercial attractiveness.

Recommendation

6.97 It is recommended that the Port of Heysham Industrial Estate retains its status as an allocated employment site within the emerging Land Allocations DPD, and proposals to expand the Port are supported.

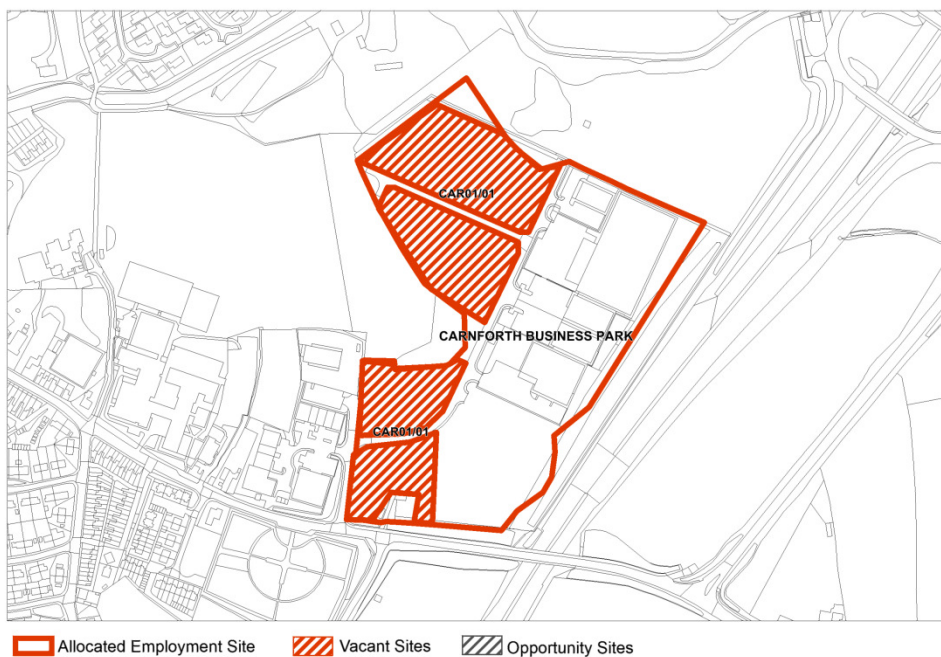
CAR01: Carnforth Business Park

6.98 Carnforth Business Park is located to the east of Carnforth. There are currently four occupiers on site including Harwoods Distribution, Strong Door, Abacus Recourses and Castle Industrial Supplies. The units are modern and the business park is well maintained and occupied. There are no obvious problems with this site. A large part of the site remains greenfield, however an access road is in place opening the site up making it prime for future development.

6.99 Phase 1 is now complete and the Gospel Hall and associated car park which will occupy the south eastern corner of the site, is scheduled to start shortly. It is also understood that Castle Industrial has recently secured planning permission to extend their premises by 1,200 sqm.

6.100 A total of 10 Plots (7-16) remain underdeveloped and will form part of a Phase 2 development. Outline planning permission has already been secured for 12,855sqm on 31,797sqm (3.17 hectares) of land.

Figure 6.13: Vacant Land at Carnforth Business Park



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.101 The site is not being actively marketed and has therefore not come forward for development. Informal discussions with the landowner's professional team indicate that the site could potentially come forward for development in the next 2 years. .
- 6.102 Colliers' view is that this is an excellent employment site for B2 and B8 uses. The site has excellent transport links situated on the A6254 Kellet Road with direct access to the M6 via junction 35 and would appeal to a wide range of employment uses. The site would be suitable for new high grade units for manufacturing, engineering and logistics uses.

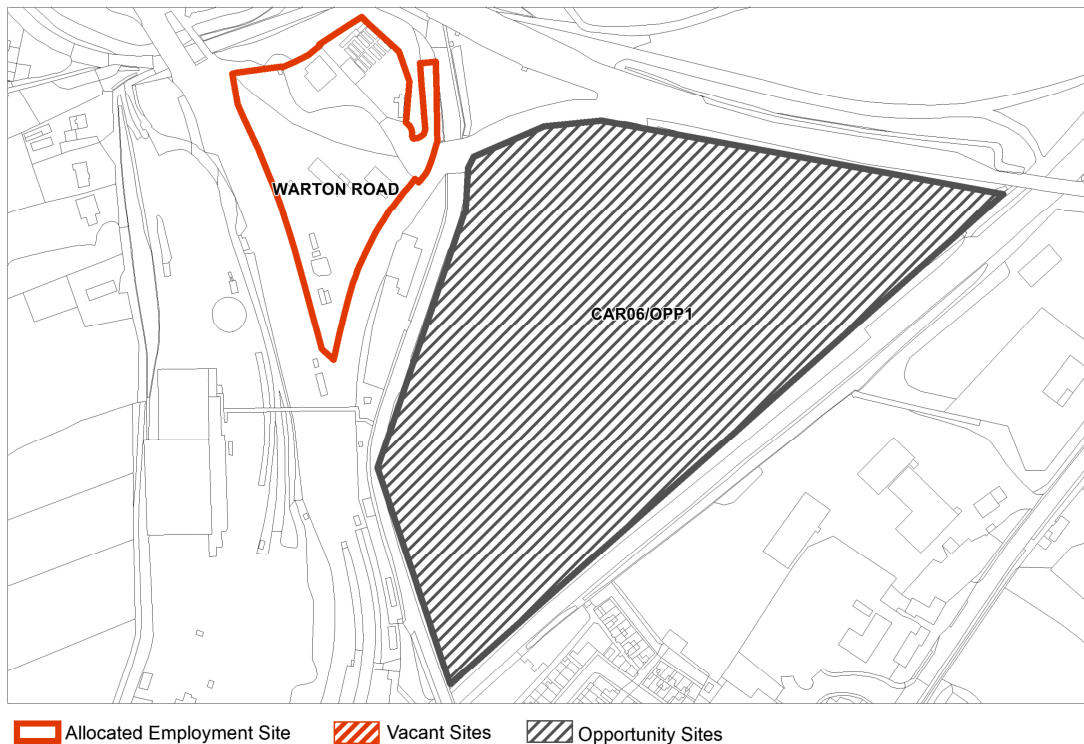
Recommendation

- 6.103 The remaining serviced land at Carnforth Business Park presents itself as an immediate development opportunity. It is therefore recommended that the area retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD.
- 6.104 In acknowledgement of the uncertainty regarding the availability and timing of development it is recommended that the Council monitors marketing and development activity on the site to ensure that it comes forward in the plan period.

CAR06: Warton Road, Carnforth

- 6.105 Located to the north of Carnforth town centre, the Warton Road employment area is close to local labour supply and opposite Carnforth railway station. Whilst the site benefits from close proximity to the M6 and A601(M) link road that connects to the A6 north of Carnforth access is via Carnforth town centre – an area which suffers from congestion issues and is a designated Air Quality Management Area (AQMA). The main part of the site is also concealed by a significantly sized wall and office building which form part of a listed structure.
- 6.106 The site is divided by Warton Road with a large proportion of the eastern side currently vacant. This area comprises of the former TDG site which is currently vacant and been marketed by GRM Property Group for rent with the possibility of selling the freehold. This particular site is 11.1 acres and provides 204,208 sq ft. of secondary warehousing space.

Figure 6.14: Extent of Vacant Land/Premises at Warton Road, Carnforth



Source: Turley

Market attractiveness / appropriateness for employment related development

- 6.107 Colliers' view is that whilst this site does have some merit as basic storage space at a low market rent, it is unlikely that this amount of space will be leased to a single occupational tenant for significant number of years. However, given the size and location of the site on the edge of Carnforth town centre, a suitable and deliverable use needs to be identified.
- 6.108 The Lancaster City Housing Land Allocations Housing Supply Portfolio⁵⁵ suggests that there may be some potential for a limited amount of residential development on the site. This is supported by Colliers who have suggested that over the long term this site would be suitable for a mixed use scheme comprising residential, employment and the possibility of a small amount of leisure use. The site is close to retail and service amenities in the town centre and residential values in Carnforth are higher in comparison to other areas in Lancashire such as Blackburn and Burnley, making the site appealing to residential developers.
- 6.109 The site is also suggested as a Development Opportunity Site in the emerging Land Allocations DPD recognising the range of uses that may be appropriate on this site. It is understood that the Council would support regeneration and redevelopment of this site for residential, commercial and recreational uses.

⁵⁵ Lancaster City Council Land Allocations Housing Supply Portfolio, October 2012

- 6.110 In terms of the western portion of the site, this fully occupied by a number of SME's and the premises are in a reasonable state of repair. However, this site is characterised by a poor layout and car parking for employees on the site.
- 6.111 Colliers' view is this western side of the site should be retained for employment use and is suitable for B2 and B8 uses and is commercially popular with local SME's with no apparent vacant units.

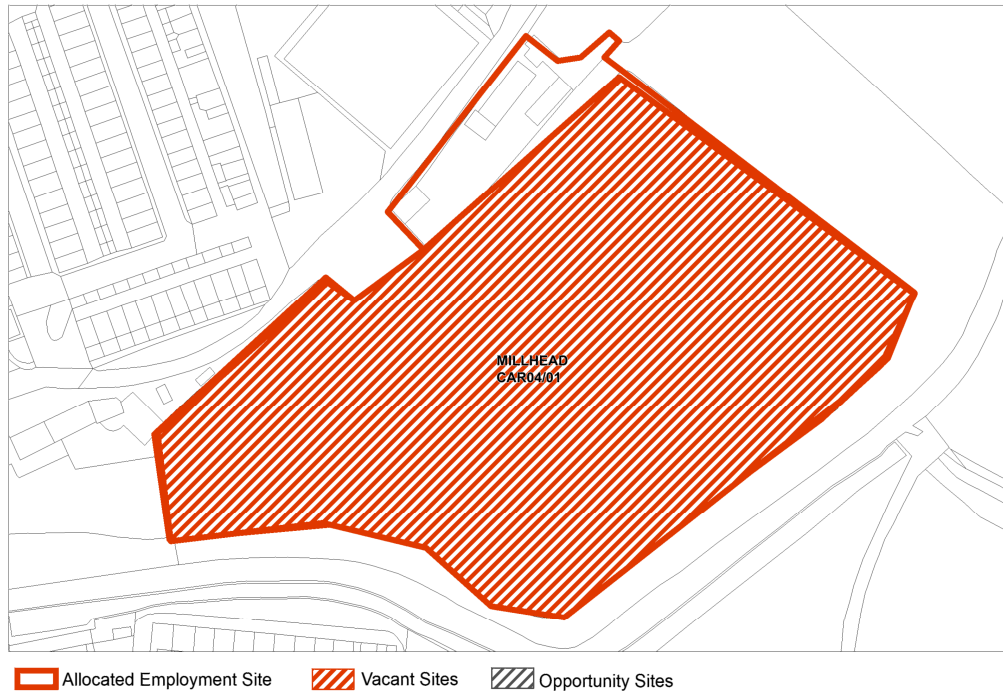
Recommendation

- 6.112 The site forms part of a well-established complex of industrial areas immediately to the north of Carnforth Town Centre comprising of a self-contained distribution facility extending to 18,971 sqm (204,208 sqft) on a site of approximately 11.1 acres.
- 6.113 Whilst the location and character of the surrounding area would support its continued use as an employment site the existing units are dated and would require extensive refurbishment / redevelopment to make them suitable. It is also likely that any future warehousing and distribution use would impact negatively on Carnforth town centre with poor access likely to draw heavy vehicles along the main shopping street. Other sites in Carnforth – including the Carnforth Business Park by the M6 – are much better suited for this type of use given their strategic location.
- 6.114 The costs of demolition and clearance are also likely to be high and may make redevelopment solely for employment use unviable. It is considered that an element of residential is likely to be needed to help bring the site forward.
- 6.115 In view of the above it is recommended that the land to the east of Warton Road is re-allocated and alternative uses are considered alongside B Class employment.

CAR04: Millhead, Carnforth

- 6.116 The former employment area comprises approximately 2.2ha of land. This is a level brownfield site located approximately 0.5 miles north of Carnforth Town Centre via Warton Road/Mill Lane close to existing residential areas. The site is less than a mile from Carnforth train station and Warton Road employment area.
- 6.117 The site is the least accessible of the Carnforth employment sites. The site adjoins countryside to the east and residential and leisure uses to the north. A biological heritage site also lies to the north. The river Keer forms the southern boundary of the site and as a result parts of the site suffer from flood risk issues.
- 6.118 A large part of the site is vacant and not in use. Given the residential character of surrounding areas, availability of land in and around Carnforth the sites viability for future employment use is questionable.
- 6.119 The residential character of the area may make this a more viable housing site.

Figure 6.15: Vacant Land Millhead



Source: Turley

Market attractiveness / appropriateness for employment related development

6.120 This site has little market appeal for continued employment use except for the remaining occupiers on site or local SME's for automotive uses. However, being close to existing residential areas, and less than a mile from Carnforth and its local amenities, it is considered that the site has better market attractiveness for future residential development.

Recommendation

6.121 In view of the vacant land available, low levels of market demand and site's location proximate to existing residential areas it is recommended that the site should not be protected for future economic development use.

Assessment of Remaining Existing Employment Areas

LAN02: White Cross Business Park

6.122 White Cross is an established business park comprises predominantly B1 office with some B2 light industrial uses. Currently 130 businesses operate from the estate including various SMEs in the managed workspace available on site. This is a well-established employment area comprising a former Mill Complex converted to small units with modern industrial infill. The estate provides an attractive setting adjacent to the canal and within close proximity to the amenities of Lancaster City Centre.

Market attractiveness

6.123 The site is well managed and provides a good quality environment for existing and potential occupiers. The site currently has 400,000 sq ft of lettable space, including offices from 385-2731 sq ft and workshops from 476 – 2105 sq ft. A number of units are

currently vacant providing opportunities for managed workspaces with the option of immediate occupation. These are currently being marketed for rental by Lancashire County Development Ltd (LCDL).

- 6.124 The market view is that this site is a major employment location in the city providing offices (B1 use) from £9 sq ft and £5.50 sq ft for workshop space (B2). These types of offices/workshops play an important role in supporting and growing local businesses and make White Cross an attractive location for new start-up businesses and local SME's. There could be the possibility to include a small amount of leisure use such as a gym (D1) and a Day Nursery (D2) on the site, however such proposals would need to be supported with clear evidence of how such proposals would add value to the employment offer and attractiveness of the site as an important business location in the heart of Lancaster. Furthermore, as the site is an established employment business location it is not considered suitable for residential use.

Recommendation

- 6.125 It is recommended that White Cross retains its status as an allocated employment site within the emerging Land Allocations DPD, however given the significant constraints to the local highway network in central Lancaster this is not an appropriate location for B8 uses, which would draw heavy goods traffic into the City Centre.

LAN06: Lake Enterprise Park

- 6.126 The Lake Enterprise is located at the southern tip of the Caton Road Employment area approximately 0.5 miles from Lancaster City Centre. The estate comprises 32 single storey workshop/industrial units in 5 blocks. These units are of good quality and have been designed with small businesses in mind and appeal to local SME's. There is adequate forecourt parking space in front of the units, however circulation would most likely be restricted if the site was fully occupied.

Market Attractiveness

- 6.127 This site is fully developed with 32 small industrial units of varying size. Of the 32 units 14 (44%) are currently vacant. The vacant premises are currently being marketed by Whittle Jones. The local agent view is that despite the current vacancy the site remains popular due to its location and accessibility from the A683 Caton Road which negates the need to negotiate the congested Lancaster city centre one way system.

Recommendation

- 6.128 Although the estate currently exhibits comparatively high levels of vacancy, the supply of smaller workshop space in this location is currently limited and the current vacancy is most likely a legacy of the sustained period of recession the country has recently witnessed. It is therefore recommended that this part of the Caton Road Employment area retains its status as an allocated employment site, as identified within the emerging Land Allocations DPD.

HEY04: Royd Mill

- 6.129 Royd Mill is a small established employment area located at the junction of Middleton Road and the A683. The estate is within close proximity to Port of Heysham and established residential areas. This is a small compact site with premises of varying quality. Much of the site is used for vehicle storage by a haulage business. The estate is accessed via the A683 and has good access to the Port. The development of the

Heysham M6 Link Road will significantly improve the vehicular accessibility of the estate.

Market Attractiveness

- 6.130 This site will be particularly attractive for activities related to the Port of Heysham. With the expansion of the Port of Heysham this site may become more attractive for business connected to the port.

Recommendation

- 6.131 It is recommended that Royd Mill retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD.

CAR02: Kellet Road Industrial Estate, Carnforth

- 6.132 Kellet Road Industrial Estate is located to the east of Carnforth approximately 0.5 miles from the town centre and less than a mile from Carnforth rail station. Located on the urban edge the site benefits from its close proximity to the M6 and labour markets in Carnforth. The estate was the Phase 1 development at Kellet Road – a low rise development with a range of general and light industrial uses. It provides well maintained relatively modern buildings with forecourt parking.

- 6.133 This small employment area is a well-established industrial estate and sits adjacent to the larger Carnforth Business Park complex where there is ample land available for development.

Market Attractiveness

- 6.134 Given its location, the site remains attractiveness for B1, B2 and smaller scale B8 uses and would appeal to local SME's and new start-up businesses who want good storage or workshop space for light industrial use on the edge of Carnforth.

Recommendation

- 6.135 It is recommended that the Kellet Road Industrial Estate retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD.

CAR03: Scotland Road, Carnforth

- 6.136 The Scotland Road employment area is located directly on the A6, approximately 0.2miles north of Carnforth Town Centre. The site is within the existing urban area adjacent to established residential areas with good access to the town centre, the national rail network and local labour markets.

- 6.137 The site provides a mix of older premises and builder's yard storage facilities being used by Border Aggregates Limited. The site is currently used for the manufacture and storage of concrete products.

Market Attractiveness

- 6.138 The Scotland Road site is currently used by a single occupier for manufacture and storage of concrete products. The site is privately owned and is suitable for this type of business. The site is in urban fringe and could have some market attractiveness for potential future development for non-employment use. Site visits revealed that part of the site is currently being developed by Aldi for non-employment A1 retail use, which would support this conclusion.

Recommendation

- 6.139 It is recommended that the Scotland Road site retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD.

CAR05: Carnforth Levels

- 6.140 The Carnforth Levels employment area comprises two sites either side of the A6 north of the town centre. The sites are being used as a Depot for Travellers Choice Coaches and other building supply / landscaping firms. Due to their urban edge location the sites benefit from good access to the M6 motorway via junction 35 and the A601(M) link road. The area provides lower grade premises of mixed quality. Internal circulation and access constrained slightly due to elevated position and compact nature of the site to the east of the A6.

Market Attractiveness

- 6.141 The site is suitable for a range of industrial uses and has market attractiveness to local SME's who demand low cost business and industrial space in close proximity to Carnforth.

Recommendation

- 6.142 It is recommended that Carnforth Levels retains its status as an allocated employment site, as identified in the emerging Land Allocations DPD.

CAR07: Lodge Quarry, Carnforth

- 6.143 Lodge Quarry is located immediately to the south of Carnforth Town Centre adjacent to Tesco. The site is located within the urban area the site is close to existing services and local labour markets. The site is well located for public transport links in Carnforth Town Centre but also close to residential properties to north and in close proximity to a designated conservation area. The site is not well related to other employment areas but enjoys a good level of occupancy with modern and well maintained premises and storage for B2 and B8 uses.

Market attractiveness

- 6.144 The site is well occupied and continues to appeal to local SME's for B1 and B2 activities but is not suitable for B8 use. However, due to the sites locality it does have market attractiveness for possible retail or residential development in the future.

Recommendation

- 6.145 Whilst a large proportion of the site has been lost to retail use, the existing businesses are sustainable and provide an important source of local employment in Carnforth. It is therefore recommended that Lodge Quarry retains its status as an allocated employment site in the emerging Land Allocations DPD.

- 6.146 However, given the sites appeal for retail and residential development, should large parts of the site become vacant and unsustainable in the future, the Council may wish to reconsider its allocation and adopt this change through any subsequent review of the Local Plan.

Assessment of Rural Employment Sites

RUR01: Galgate Silk Mill

- 6.147 Located in Galgate approximately 1 mile from M6 Junction 33, the former Silk Mill at Galgate has been converted for use by a number of small businesses. The main mill building stands at five storeys and provides a dominant and attractive landmark for Galgate. The mill itself is of average quality and would benefit from upgrade / investment.

Market attractiveness

- 6.148 This mill and adjacent buildings provide space for local start up business and SME's at a competitive rent in a rural location. Whilst the site has potential for further B1 and B2 activities it is not particularly well marketed and possibly not fulfilling its full potential. The mill has been previously marketed by Fisher Wrathall for the sale of the freehold and was subsequently withdrawn from the market due to a private sale agreement.
- 6.149 When marketing Fisher Wrathall confirmed they received interest in converting the mill for full residential use. The conversion of the mill for a mixed-use residential or full residential conversion could be a viable long-term prospect.

Recommendation

- 6.150 Although investment in the Mill is needed to make this more attractive to prospective occupiers, Galgate Mill provides rural employment opportunities in a relatively accessible location. It is therefore recommended that the site continues to be protected to support rural employment opportunities. However, where an element of residential would improve the viability of the scheme, proposals for mixed use redevelopment of the mill should be considered.

RUR02: Glasson Docks Industrial Area

- 6.151 The Glasson Industrial Area is a major rural employment site anchored by Glasson Grain. The site provides a mix of modern well maintained industrial units and older premises. Strategic access is poor. The estate is accessed via country roads and A588 which heads south from Lancaster towards Fleetwood and Blackpool.

Market attractiveness

- 6.152 The site is privately owned and is an important established rural employment site for B1, B2 and B8 use.

Recommendation

- 6.153 It is recommended that the Glasson Docks employment area retains its employment land protection to provide rural employment opportunities.

RUR03: Cowan Bridge Employment Area

- 6.154 This is a rural employment site located in Cowan Bridge, 2.5 miles from Kirby Lonsdale. The site is characterised by good quality and well maintained low rise with some older premises to the rear of the site. The site benefits from direct access onto the A65 but being the most easterly of Lancaster's employments sites is considerable distance from the national motorway network.

Market attractiveness

- 6.155 This site provides important rural employment opportunities to the upper Lune Valley. This site is most likely to have market appeal to a single occupier that is well established in this area or specifically needs to be in this locality.

Recommendation

- 6.156 It is recommended that the Cowan Bridge employment area retains its employment land protection to provide rural employment opportunities.

RUR04: Claughton Brick Works

- 6.157 The Claughton Brick Works site forms part of an established concentration of industrial activity at Claughton. The site consists of a Brickworks, a garden centre and a large buffer store previously used for the storage of agricultural produce. The site includes a mix of modern warehousing and older stone built buildings.

Market attractiveness

- 6.158 The site forms part of an established concentration of industrial activity at Claughton, consisting of a brick works, garden centre and warehouses. This is an important employment site for B2 and B8 activities. This site has market appeal for owner occupiers that are well established in the area.

Recommendation

- 6.159 It is recommended that the Claughton Brick Works employment area retains its employment land protection to provide rural employment opportunities.

RUR05: Hornby Industrial Estate

- 6.160 The Hornby Industrial Estate is located on the edge of Hornby Village and is characterised by single storey industrial units and associated office space. The buildings are not modern but well maintained and occupied by single occupier, Intaglio Engraving.

Market attractiveness

- 6.161 The site has single private ownership providing some rural employment. This site will appeal to a local SME because they have historically been located in the area.

Recommendation

- 6.162 It is recommended that the Hornby employment area retains its employment land protection to provide rural employment opportunities.

RUR06: Willow Mill, Caton

- 6.163 The converted Willow Mill and adjacent buildings to the south are the main employment area within Caton and Brookhouse containing many small businesses. The 3 storey mill has been sensitively converted to provide good quality office space for local businesses. The site contains car parking to the front and is visually attractive.

Market attractiveness

- 6.164 Providing B1 use serviced office space from 694 sq ft to 1,147 sq ft, the accommodation is likely to remain attractive to local professional SME's who require good quality office space.

Recommendation

- 6.165 It is recommended that Halton Mill retains its employment land protection to provide rural employment opportunities.

RUR07: Halton Mills

- 6.166 Halton Mills is a former Industrial area located on the banks of the River Lune in Halton. The area is characterised by a mix of older industrial premises with residential and more modern B1 and B2 infill. Redevelopment of the site is an important regeneration priority for Lancaster as evidenced by the designation of remaining sites an opportunity sites suitable for a mixed use development incorporating residential and employment uses.

Market attractiveness

- 6.167 This is a mixed use site with residential and B1/B2 employment uses. The site has access to the M6 via the A683. Wenning House and the recently refurbished Halton Mill provide office and workshop space for local start-up businesses and SME's. Halton Mill opened in 2013 and is owned by Lancaster Cohousing, providing good quality space that is competitively priced at £5.50 sq ft for workshops and £7.50 sq ft for offices. They confirmed that they nearly have full occupancy.
- 6.168 The available 0.25 ha plot would potentially have market appeal to start-up businesses and local SME's for B1 and B2 use.

Recommendation

- 6.169 It is recommended that Willow Mill retains its employment land protection to provide rural employment opportunities.

Summary

- 6.170 A total of 50 sites across the district have been identified by Turley as being suitable and for future employment use. These ranged from small infill sites within established industrial estates, to larger sites up to 9.7 hectares (gross) on existing and emerging greenfield allocations.
- 6.171 In total 77.3 hectares of vacant land with development potential has been assessed. As indicated in Appendix 6 the district has roughly 50.39 hectares (gross) of allocated greenfield employment land remaining, plus a further 26.91 hectares (gross) of vacant land located within existing employment areas. A further 18.6 hectares of potential 'opportunity land' within existing employment areas was also considered, however given that many of these sites have already been developed for employment uses and the intentions of the current landowners are unknown, the majority have not been included in the overall land supply calculation. The exception to this is the former TDG site in Carnforth which is included within the emerging Land Allocations DPD and currently being marketed as a development opportunity site.
- 6.172 In addition, take-up of employment land is typically recorded on a plot by plot basis, which equates to a net developable area. In view of this availability needs to be measured on the same basis. To reflect this, gross to net adjustment have been made on some sites, taking into consideration the estimated proportion of land which may be lost to site servicing, infrastructure and landscaping. Ratios applied range from 100% for

vacant site with road frontage to 75% where more extensive landscaping and infrastructure, including access roads, may need to be provided.

6.173 A summary of the ratios and assumptions applied are provided below:

- 100% - Serviced plots within existing employment area with road frontage. No infrastructure required to open up access to the site.
- 95% - Vacant site within or on edge of existing employment area. Infrastructure (e.g. road) required to create serviced plots.
- 90% - Undeveloped allocation or extension to existing employment area. New access required to create serviceable plots for development.
- 85% - Larger vacant standalone site requiring more extensive infrastructure investment. (E.g. spur roads and landscaping).
- 75% - Vacant site or allocation to be developed for business park use with high quality landscaping.

6.174 The gross to net adjustment, together with proposed deductions from the portfolio arising from the detailed assessment, is summarised in the table overleaf.

6.175 Within this overall portfolio there are also a number of available sites which are considered to be no longer suitable for employment purposes. Similarly, a number of sites have been identified which due to site constraints and overall market attractiveness, have little prospect of development and should therefore not be relied upon to meet the future economic development needs.

6.176 Taking these factors into account it can be concluded that the district currently has around 60 hectares⁵⁶ of land that is suitable, available and deliverable for economic development purposes over the plan period.

⁵⁶ Sites where the Council are aware of a potential interest by landowners to bring the site forward active sites for non-employment uses have not been deducted from the land supply so as to not pre-empt or pre-determine the planning application and decision making process.

Table 6.3: Adjustments to the emerging available land supply

Settlement Sub-area	Remaining available allocated and vacant land (gross)	Remaining available allocated and vacant land (net)	Site recommended for adjustment	Proposed adjustment (net)	Justification	Residual land supply available over the plan period (net)
Lancaster	19.8ha	16.7ha	Land at former Nelsons Acetate Works (LAN04/01)	-1.2ha	Site currently in use as open storage.	11.8ha
			Land adjacent to Hertz Rent a Car (LAN04/02)	-0.2ha	Scale and infrastructure constraints limit the development potential of the site	
			Land at Former Bunzl Catering Supplies	-0.4ha	Site currently in use as open storage	
			Land on Thetis Road (LAN07/01)	-1.1ha	Site not attractive for future employment use	
			Former Oil Depot, New Quay Road (LAN07/02)	-0.6ha	Site not attractive for future employment use	
			Land rear of Abbots Way (LAN07/03)	-1.0ha	Site not attractive for future employment use	
			Land South of Port Royal Avenue (LAN07/04)	-0.4ha	Site not attractive for future employment use	
Morecambe	16.5ha	15.3ha	None	N/a	N/a	15.3ha

Settlement Sub-area	Remaining available allocated and vacant land (gross)	Remaining available allocated and vacant land (net)	Site recommended for adjustment	Proposed adjustment (net)	Justification	Residual land supply available over the plan period (net)
Heysham	25.0	25.7	Land North of Celtech Paper Mill (HEY03/02)	- 1.3ha	Site currently in use as open storage	22.7ha
			Land South of Gas Field Road (HEY03/03)	- 0.5ha	Site currently in use as open storage	
			Land to South of Workshop Road (HEY03/05)	- 0.5ha	Site currently in use as open storage	
			Land Adjacent to unit 9 Heysham Industrial Estate (HEY03/07)	- 0.7ha	Site currently in use as open storage	
Carnforth	12.0	11.9	Millhead (CAR04/01)	-1.9ha	Site not attractive for future employment use	10ha
TOTAL	77.3	69.6		11.4ha		59.8ha

Source: Turley

7. Supply/demand balance and policy recommendations

- 7.1 This section draws together the forecasts of future employment land needs to compare actual levels of available land with anticipated requirements. This will be based on estimates of land available across the district's existing and allocated employment sites set out in Section 6 to identify any need for more provision of employment space, or surpluses of it, in both quantitative and qualitative terms.

Quantitative balance

- 7.2 The previous section concluded that around 49.5 hectares⁵⁷ of land is likely to be needed in Lancaster over the Plan period to cater for future business growth and economic development needs. Taking into account additional B1, B2 and B8 land needs implied the strategic projects; this figure could be revised upwards to 53.5 hectares.

Pipeline supply

- 7.3 As detailed in Section 6, the pipeline supply of employment space in the district comprises approximately 60 hectares of land. This includes both allocated greenfield sites, available brownfield sites, together with a limited and potentially longer term supply of previously developed land within existing employment areas.
- 7.4 A broad comparison of estimated demand for B Class space against all currently identified supply is shown in the table below. This implies that in broad terms, under both the Baseline Experian and Base Experian + Projects scenarios the district has a sufficient supply of land to accommodate future economic development needs for B Class employment uses over the plan period.

Table 7.1: Supply/demand balance (2011-2031)

Scenario	Total B Class Land Requirements (ha)	Total Available Land (ha)	Surplus(+)/ Shortfall(-)
1. Baseline Experian Scenario	49.5ha	59.9ha	+10.4ha
2. Baseline Experian Scenario + Projects	53.3ha	59.9ha	+6.6ha

Source: Turley

- 7.5 The following table compares the potential supply of office (B1a/b) and Industrial (B1c/B2/B8) land against the identified land requirements. The purpose of this analysis is to ensure that the district has sufficient land to cater for demand arising from different sectors. A margin of choice has again been applied and apportioned accordingly to reflect the split between office and industrial land requirements. An allowance for losses

⁵⁷ The range is explained by the expected decline in demand of 5 ha of B2 land. If this land is not available for recycling for use as B8 land then the overall need will be 39 ha according to this approach.

has also been included and apportioned according to the split of office and industrial land currently available across the district.

7.6 The results of this analysis are presented in the table below.

Table 7.2: Supply/demand of B Class employment land by market segment (2011-2031)

Scenario	Baseline Experian Scenario	Baseline Experian + Projects Scenario
Office		
B1a/b Land Requirement	9.3ha	11ha
Margin of Choice	2.3ha	2.8ha
Allowance for Losses	1.5ha	1.5ha
Supply of B1a/b Land		11.8ha
Surplus/Shortfall	-1.3ha	-3.5ha
Industrial		
B1c/B2/B8 land requirement	24.7ha	26.4ha
Margin of Choice	6.2ha	6.6ha
Allowance for Losses	5.5ha	5.5ha
Supply of B1c/B2/B8 Land		48.1ha
Surplus/Shortfall	+11.7ha	+9.6ha

Source: Turley

7.7 The above analysis shows that in quantitative terms, the district has sufficient land to meet demand arising for industrial (B1c/B2/B8) land over the plan period with a surplus of round 11.7 hectares under the Baseline Experian scenario. Taking into account strategic projects this figure reduces slightly to 9.6 hectares, yet still represents a surplus.

7.8 However, the supply of land for future office use is much tighter with a deficit of 1.3 hectares and 3.5 hectares respectively under the two scenarios presented.

Deliverability of employment land

7.9 Another important consideration is the deliverability of the identified supply and ensuring that there is sufficient land to accommodate demand in the early years of the plan period. Assuming forecast demand arises evenly over the plan period for the purposes of this assessment, a take up rate of between 1.7 hectares (under scenario 1) to 1.9 hectares (under scenario 2) per annum could be achievable⁵⁸. Breaking this down

⁵⁸ Excludes allowance for loss and margin of choice

further by use class could result in a short term requirement for between 2.3 and 2.8 hectares of B1a/b office land and between 6.2 and 6.6 hectares of B1c/B2/B8 industrial land.

- 7.10 This would create an overall requirement of between 8.5 hectares and 9.3 hectares in the first 5 years of the plan period. Taking into account potential losses and a margin of choice this could be revised upward to around 13 hectares across all sectors.
- 7.11 The following table summarises the emerging land supply, identifying the quantum of land potential available to accommodate future requirements in the short, medium and over the longer term. The table shows that 14% of the identified land supply, equivalent to approximately 8.3 hectares, is available and deliverable in the short term. A further 51.1 hectares is considered to be deliverable in the medium term. These sites account for 85% of total supply and could realistically come forward over a 5-10 year period. A further 1% (circa 0.5 hectares) is deliverable over the longer term.

Table 7.3: Pipeline supply timescales for delivery

Anticipated Timescales for delivery ⁵⁹	Office (B1a/b)	Industrial (B1c/B2/B8)	Total	%
Short Term (<5 years)	4.2	4.1	8.3	14%
Medium Term (5-10 years)	7.3	43.9	41.6	85%
Long Term (>10 years)	0.4	0.1	0.5	1%
Total	11.8	48.1	59.9	100

Source: Turley/Colliers International

- 7.12 The above would suggest that there is a sufficient supply of land to support future office development in the early part of the plan period, but this is likely to reduce as investment and job creation takes place across the district. Conversely, whilst there is a healthier supply of industrial land, the overall pipeline demonstrates a reliance on medium to longer term opportunities, with a potential shortfall of land being immediately available to accommodate demand for this type of land.
- 7.13 This analysis illustrates the balance of short, medium and longer terms sites and the potential pressures which may be placed on the land supply as investment and subsequent employment growth gather momentum in the early years of the plan period.

⁵⁹ Based on property market advice provided by Colliers International in May 2014

Sensitivity analysis

7.14 As highlighted above, the supply demand balance is sensitive to a number of factors, including:

- the proposed introduction of a broader mix of uses on employment sites;
- the specialist nature of development proposals on a number of sites; and
- any recommended de-allocations arising from the assessment of employment land.

7.15 From an industrial land perspective, Section 6 proposed the introduction of a broader mix of uses on a number of existing employment areas across the district. This included the increasingly outmoded Lune Industrial Estate where longer term prospects for future employment related development are limited and potentially in conflict with the increasingly residential character of the areas immediately surrounding the site.

7.16 Another important site is the Former TDG site in Carnforth; a vacant site where alternative and complementary edge of centre residential and leisure uses could be accommodated alongside an element of B class employment to support the future regeneration of the site.

7.17 The context for specialist use allowances is set by the non B uses emerging on the Lancaster University Innovation Campus. Whilst this site forms a significant part of the land supply in South Lancaster, given the nature of proposals it cannot be relied upon to meet the district's general employment land needs.

7.18 In view of the above, further adjustments need to be made to the calculation to take of these changes. The potential impacts on the supply demand balance are illustrated in the table overleaf.

7.19 The assumptions which have been used to assess potential impacts are summarised below and include:

- **The partial de-allocation and loss of approximately two thirds of employment land at the Lune Industrial Estate** - It is considered that high levels of vacancy, coupled with the general limited appeal of the site to the market will limit the need for the full re-provision of land. It is also likely that some existing small scale business occupiers could be accommodated on nearby sites and premises. For the purposes of this assessment we have considered scenarios for re-provision of 25-50% of land lost. Taking into account land that has already been excluded on deliverability grounds an allowance of between 3-6 hectares has been assumed.
- **A deduction of around 3 hectares of employment land through the allocation of the TDG site as a mixed use regeneration opportunity site** - It has been established that the site would be suitable for residential use and a small amount of leisure use as part of a mixed use allocation. For the purposes of this assessment it is assumed that 50% of the site would be lost to non B uses – a deduction of around 3 hectares. Whilst the exact amount of

employment land lost will be determined by the preferred mix, scheme viability and any subsequent planning permission, the figure of 3 hectares is considered to be robust proxy for the purposes of this assessment.

- **A deduction of around 6 hectares from the supply of B1 employment land** as a result of the specialist nature of proposals emerging at the Lancaster University Innovation Campus.

7.20 The impact of these losses and deductions is summarised in the table below. Given that demand in the project based scenario is driven by a number of these schemes, the analysis focusses solely on the impacts taking account of the Baseline Experian Scenario.

Table 7.4: Supply Demand Balance taking account of potential losses and deductions from the general land supply

Scenario	Scenario 1 Baseline Experian Forecast
Office	
B1a/b Land Requirement	9.3ha
Margin of Choice	2.3ha
Allowance for Losses	1.5ha
Supply of B1a/b Land	5.8ha
Surplus/Shortfall	-7.3ha
Industrial	
B1c/B2/B8 land requirement	24.7ha
Margin of Choice	6.2ha
Allowance for Losses	8.5-11.5ha*
Supply of B1c/B2/B8 Land	45.1ha**
Surplus/Shortfall	+5.7ha to +2.7ha

* includes an additional allowance of 3-6 hectares for replacement of losses at Lune Industrial Estate

** includes a deduction of 3 hectares from the available supply at the former TDG site.

Source: Turley

7.21 In quantitative terms, the overall supply of industrial land is sufficient to absorb re-provision of up to 6 hectares of land to be potentially lost from Lune Industrial Estate.

7.22 In terms of office land, the specialist uses emerging on the Lancaster University Innovation Campus will place further constraints on the land supply for general office use. The Council may therefore wish to consider allocating additional land to meet the

identified shortfall or work with scheme promoters to negotiate a higher quantum of general office and R&D floorspace with the developments proposed.

Qualitative factors

- 7.23 The analysis of the potential supply of land for industrial and office uses presented above has indicated that in quantitative terms, there is a sufficient supply of land to meet the industrial needs of the district going forward. However, the demand for and supply of land for future B1 office use is much tighter with a slight deficit under both scenarios, which in intensified further when potential specialist uses are taken into account.
- 7.24 It should also be noted that Lancaster has a relatively localised and self-contained commercial property market. As a result it is likely that capacity within the existing stock of office floorspace will be available for take-up and occupation by business operating within the district. Analysis of the Lancaster District Property Portfolio, which contains up to date details of commercial and office locations currently available throughout Lancaster, Morecambe, Carnforth and the rural areas, suggests that around 9,377 sqm⁶⁰ of office floor space is currently available and being marketed across the district. This is equivalent to around 8.5% of the total office floorspace across the district. Whilst offering the potential to absorb a level of demand, in particular from indigenous businesses looking to relocate or expand, it is likely that additional land will still be required if Lancaster is to accommodate the anticipated high levels of growth and investment arising across the office sector over the Plan period.
- 7.25 In qualitative terms, it is also important to note that some of the land identified to meet future office demand relates to land south of Lancaster identified for specialist use under the emerging Lancaster Innovation Campus proposals. Clearly, this project is of strategic significance to the district, and will be a large employment generator over the Plan period, however the specialist nature of the emerging proposals would suggest that site cannot be relied upon for meeting the general employment land needs. In view of this, and given the already sensitive balance between the supply and demand of B1 office land across the district, the Council should plan positively to address any further shortfall created as a result of this land not being available.
- 7.26 In terms of industrial land and floorspace, Lancaster is characterised by a steady level of demand, with demand currently concentrated in the main settlements of Lancaster, Heysham, Carnforth and Morecambe, where the district's largest employment area, the White Lund Industrial Estate, is located. Whilst the full impacts and benefits of the Heysham to M6 link have yet to be realised, the impacts on the economy will be significant with large journey time reductions forecast between the M6 and key destinations such as the Port of Heysham, White Lund Industrial Estate and Morecambe⁶¹. The scheme will also facilitate the expansion of the Port – a key economic driver for the district - and significantly reduce distribution costs for businesses reliant on the network for the transportation of their goods. It will also remove much of the longer distance traffic, particularly HGVs accessing the Port of Heysham, from the local road network, bringing significant environmental improvements by addressing traffic congestion, which currently acts as a major constraint to the local economy.

⁶⁰ <http://www.lancaster.gov.uk/business-sites-and-premises/business-locations-development-opportunities/>

⁶¹ Completion of the Heysham M6 Link – Economic Impact Report (AECOM, October 2010)

7.27 The scheme, which will complete the link between Heysham and the M6, connecting the A683 to the M6 north of Lancaster avoiding the congested City Centre, will benefit the following sites in particular:

- Mellishaw Lane North;
- White Lund Industrial Estate;
- Lancaster West Business Park;
- Royd Mill
- Major Industrial Estate
- Heysham Industrial Estate; and
- The Port of Heysham

7.28 As a major strategic project for the district, the Heysham M6 Link Road will be a significant contributor to future demand and subsequent take up of land for economic development use.

7.29 Whilst the distribution of available industrial land and floorspace aligns with the route of the link road, it will be imperative that the employment land position is monitored to ensure the Council remains responsive should changes in the pattern of supply and demand occur over the Plan period.

Planning policy recommendations

7.30 In line with the NPPF requirement to positively plan for growth, providing an adequate choice of sites is important to ensure the needs of different employment sectors can be met over the plan period.

7.31 It is therefore important that Local Plan policies promote a proactive and positive approach to planning for economic development in the district and respond to objectively assessed need.

Office

7.32 Whilst the district's industrial needs can be accommodated on the existing supply of land, there may be a need to address a potential shortfall of supply to meet future B1a/b office needs. The analysis presented within this report suggests strong levels of growth over the next 20 years, therefore, in order to avoid exhausting the available land supply and potentially displacing demand, it will be important that the Council plans to meet its future office needs in a positive way, thereby capturing as much investment and jobs within this sector as possible.

7.33 In view of the above, it is recommended that the Council considers one or more of the following:

- **Safeguarding higher quality land within existing employment areas for future B1 office use.** The creation of the Heysham M6 Link will significantly improve the accessibility of key employment areas such as the White Lund Industrial Estate. Whilst at present other locations, including the Lancaster Business Park, are more attractive locations for B1 office development, the enhanced accessibility afforded by the link will undoubtedly make White Lund more accessible and potentially more attractive to a broader range of occupiers,

including those looking for higher quality B1a/b accommodation. Evidence of recent take up for office related development in the Red Zone of White Lund demonstrates a level of demand that would potentially support this approach.

- **Resist any further of loss of B1 office land for non B uses.** In light of the potential limited supply or longer term shortfall arising from the demand for B1 office space, it is recommended that the Council takes a firm stance on planning applications which seek to deviate from the intended use on sites allocated for B1 employment use, particularly where there is strong evidence supporting the deliverability of the site for its intended use. This policy is particularly important at Lancaster Business Park, where some non B Class development has already taken place. It is acknowledged however that the requirements of the NPPF state that '*Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change*' (CLG, 2012, para 14, bullet point 2). In view of this, a degree of flexibility is required with the provisions of Policy DM15 of the Lancaster Development Management DPD considered, as necessary, as part of the decision making process.
- **The more intensive development of the Council's existing allocations.** The more intensive use of existing B1 office sites could yield some additional floorspace to accommodate the level of demand arising from the forecasts, without the need to allocate a wholly new site for this purpose. Within this context, and subject to viability and agreement from scheme promoters, there may be scope to increase the B1 office element within emerging schemes at the Innovation Campus and Canal Corridor North, in turn increasing the the supply of higher quality office accommodation within Lancaster. There may also be scope for traditional Mill formats to be converted for B1 use, although this will only meet a proportion of future occupier demand.
- **The allocation of additional land for B1 office use.** Whilst there may be capacity within existing employment areas, the environment and location is generally not attractive or conducive to B1 office and R&D occupiers. Furthermore, capacity constraints on land surrounding existing B1 allocations also limit the potential for selective extensions to existing sites. In view of this the Council may wish to consider accommodating this need through new site allocations. The option of allocating additional greenfield, and potentially greenbelt, land, for B1a/b office use would improve the current choice of sites to meet general employment needs, whilst also addressing any demand arising over the plan period which cannot be accommodated on existing greenfield allocations at Lancaster Business Park or the proposed Lancaster University Innovation Campus.

Industrial

- 7.34 In relation to B1c, B2 and B8 industrial land, much of the supply is currently concentrated in the south and west of the district in Heysham and to a lesser extent in the Morecambe/White Lund area. Outside of these areas the land supply position is more constrained.
- 7.35 In Carnforth for example, there is currently land available at the Carnforth Business Park, which may come forward for development in the next two-five years. Beyond this period the only available sites suitable for economic development use will be brownfield regeneration opportunities in and around Carnforth town centre. As these sites are not suitable for large scale B8 development, the Council may wish to consider safeguarding some of this land, potentially as part of a mixed use allocation, for smaller scale and less intensive B1c/B2 uses which offer the potential to respond to local level demand emanating from SMEs operating within the north of district.
- 7.36 Further south in Lancaster, the Caton Road Employment area is likely to remain the focus for B1c, B2 and B8 employment, with the market attractiveness of this area being enhanced through the creation of the Heysham M6 Link Road, particularly as traffic congestion reduces.
- 7.37 The potential impacts on less accessible locations has also been acknowledged with areas such as Luneside likely to become more deindustrialised over time as sites and premises proximate to the link road become more attractive to potential industrial occupiers. In addition, the character of the surrounding area is now predominantly mixed use and residential and will become more so as the Luneside West site is developed for housing.
- 7.38 It is considered that over the longer term the continued operation of the Lune Industrial Estate is not compatible with these new residential developments and going forward will have a negative impact on the residential amenity in these areas. As a result, the Lune Industrial Estate cannot be viewed as a long term employment site prospect. Having regard to the age and condition of the buildings and the extent of vacant land the Council may wish to consider de-allocating all or part of the estate over the plan period, allowing for the gradual release and mixed used redevelopment of the area. There is a strong qualitative case for this, and as has been demonstrated through the sensitivity analysis above, in quantitative terms there is sufficient headroom in the existing supply to counterbalance any potential loss of land arising from a partial de-allocation. This is further supported by the Baseline Experian Forecast which suggests an overall decline in demand for B2 industrial land over the plan period.
- 7.39 Notwithstanding the above, given the spatial distribution of industrial land across the district at present, with particular concentrations in South Heysham, over time, and subject to the performance of existing sites, the Council may wish to consider allocating additional land to address potential imbalances and provide a choice of industrial locations to prospective investors.

Recommended strategy for new allocations

- 7.40 Advice from Colliers suggests that demand, particularly for office premises, is likely to be strongest on sites within close proximity to the M6, a trend that has already been demonstrated through recent development at Lancaster Business Park. In terms of industrial, whilst the attractiveness of established locations such as White Lund will undoubtedly be improved following the completion of the link road, industrial occupiers often reliant on the strategic road network for the transport of goods, will also be attracted to sites benefiting from strong accessibility to regional and national markets.
- 7.41 Occupiers will, however, consider sites according to their own locational requirements, which will be a combination of the above, in addition to factors such as the quality of local infrastructure (roads, public transport and utilities), access to labour and the quality of the site and its environment. Scale is also an important consideration and the site should be sufficiently large to deliver development plots which appeal to a range of commercial occupiers.
- 7.42 In view of the above, it is recommended that consideration is given to allocating sites which are accessible to the M6 and Heysham M6 Link Road that would be capable of accommodating future B1a/b office requirements over the Plan period.
- 7.43 Given the lack of suitable greenfield land within existing allocations at White Lund, and city of Lancaster more generally, the area to the north of Lancaster is considered to be best placed; in both locational and market terms, to respond to this requirement and support the creation of a balanced employment land portfolio across the district.
- 7.44 It is considered that, subject to a review of the Green Belt, the corridor immediately adjacent to the new Heysham M6 Link Road would provide the most appropriate area of search for a new allocation; in particular locations proximate to Junction 34 of the M6 which provide a high degree of accessibility to the strategic motorway network.
- 7.45 It is also recommended that any new allocation provides scope for future expansion, potentially for other B Class employment uses. However, in order to avoid undermining the appeal of other sites within the Council's regeneration priority areas, in particular those in South Heysham and the White Lund area, it is recommended that any additional industrial land is phased for release later in the plan period.
- 7.46 Given the attractiveness of Carnforth Business Park in market terms, the allocation of additional greenfield land close to Junction 35 of the M6 would also potentially serve to improve the choice of sites in the north of the district.

Monitoring

- 7.47 As has been demonstrated above, although the scale of development proposed by the strategic projects, and Heysham M6 Link are likely to be significant, the full economic impact and effects of these developments are not yet known. It is therefore recommended that the assessment of sites is kept up-to-date as part of the Council's monitoring report and should be updated yearly.

- 7.48 It is also prudent to make regular updates to the underlying demand evidence, to reflect any changes in economic market conditions. With this in mind, it is recommended that a comprehensive assessment of economic development need is undertaken at least every five years.
- 7.49 PPG states that it should only be necessary to carry out a full re-survey of the sites/broad locations when development plans have to be reviewed or when other significant changes make this necessary.

Appendix 1: Planning policy review

Lancaster District Core Strategy

Summary of the relevant Core Strategy policies

Policy SC1 Sustainable Development states that in assessing whether a development proposal or allocation is as sustainable as possible, the Council will apply the following principle;

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;
- The site is previously developed;
- 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;
- 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.

Policy SC2 Urban Concentration states that over the period of the Strategy 95% of new⁶² employment 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 the now revoked Regional Spatial Strategy⁶³.

Policy ER1 Higher and Further Education states that 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;

⁶² 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.

⁶³ 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.

- Developing travel plans for Higher and Further Education Institutions;
- Bringing the benefits of university expansion to target communities through better transport links, outreach work and encouraging a higher education presence in Morecambe.

Policy ER2 Regeneration Priority Areas states that 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 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.

Policy ER 3 Employment Land Allocations states that 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.

Policy ER7 Renewable Energy states that 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;
- Participating in a study of the economic potential of environmental technologies in the district.

Lancaster District Development Management DPD Policies

Summary of the relevant Development Management Plan DPD Proposed Modifications (2014) policies

Policy DM7 Economic Development in Rural Areas states that Development proposals for economic development within rural areas which maintain and enhance rural vitality and character will be supported where it is demonstrated that they improve the sustainability of rural communities by bringing local economic, environmental and community benefits. This includes economic development which is an appropriate scale and nature and assists in the diversification of the rural economy, including the diversification of agricultural holdings:

Other development proposals in rural areas will be supported in principle for the following purposes:

- Essential operations for agriculture, horticulture, equine related activities, allocated mineral extraction or waste management facilities and essential infrastructure where there is a proven and justified need;

- Development required for new or existing outdoor sport and leisure facilities where a rural location is needed and justified and is in accordance within other Local Plan policies;
- Renewable energy schemes in appropriate locations and in accordance with other relevant Local Plan policies;
- The conservation or enhancement of sites of heritage or biodiversity value;
- A site allocated for particular purposes through the Land Allocations DPD or other Local Plan documents;
- The alteration, replacement, extension or change of use of existing buildings in accordance with other Local Plan policies; and
- The erection of house extensions or extension of outbuildings which are ancillary or incidental to existing dwellings and are sympathetic to the character of the original building and its setting.

A preference should be given to the re-use of Previously Developed Land (PDL) and the conversion and re-use of existing rural buildings, in accordance within Policy DM8 of this document and Planning Practice Guidance (NPPG). Development proposals on greenfield sites within the open countryside will be supported where it is demonstrated that no alternative suitable locations exist within local settlement areas and that the benefits from the proposal outweigh the impacts on local amenity.

Development in rural locations will not be supported if it is likely to adversely affect an internationally designated wildlife site, either directly or indirectly through, for example, increasing the risk of disturbance created by visitor pressure. The principles of Policy DM27 should apply.

Development proposals which include land within an Area of Outstanding Natural Beauty (AONB), or within their setting, should have regard to the provisions of paragraph 115 of the National Planning Policy Framework and, in relation to the Arnside and Silverdale AONB, the forthcoming Development Plan Document related to this area.

Development proposals which include land within the Green Belt should have due regard to guidance contained within paragraphs 89 and 90 of the National Planning Policy Framework and Policy DM11 of this document.

Policy DM9 Diversification of the Rural Economy states that the Council will support proposals in rural areas which seek to diversify the rural economy, particularly where it is demonstrated that significant economic benefits exist from the diversification of the farm holding without generating adverse impacts on the environment.

Policy DM15 Proposals involving Employment Land & Premises states that proposals for employment generating uses (B1, B2, B8 and appropriate sui generis uses) which seek to utilise previously developed land or existing premises outside of designated employment areas will be supported by the council provided that the following issues are addressed:

- That there is sufficient access and capacity in the local highways network to accommodate the proposed use, this includes provision for cycling and walking;
- That there is no significant detrimental impact on local residential amenity or natural environment; and
- The proposal is in accordance with the design guidance set out in Policy DM35 of this document and any other relevant accompanying design guidance.

Any proposals for employment uses within rural areas of the district will be expected to comply with Policies DM7 and DM8.

Proposals which generate significant levels of employment should be located in accessible locations which can be safely accessed by a range of transport modes and provide sufficient and appropriate levels of car parking in accordance with Policy DM22 and the detail supplied in Appendix B of the DPD.

Proposals which, as a consequence, will generate significant traffic movements may also be required to provide a travel plan, in accordance with Policy DM23 of this document, which sets out how excessive travel movements can be mitigated and sustainable travel patterns encouraged. The requirement for a travel plan will be assessed on a case-by-case basis.

The council will seek the retention of land and buildings which are in an active employment use, has a previous recent history of employment use, or still has an economic value worthy of retention.

Policy DM16 Small Business Generation states that the Council will support proposals which involve the creation or sustainable expansion of small businesses within the district, subject to the following criteria being met:

- The site is located within the built-up areas of Morecambe, Lancaster, Heysham, Carnforth or a smaller rural settlement, an identified employment area or a site specifically allocated for that type of use or is part of a suitable and sustainable farm diversification scheme within a rural area; or
- The proposal is for the sustainable expansion of an existing business within its existing site, subject to other policies within this document; or
- The proposal is for the conversion or redevelopment of suitable existing buildings in accordance with all other relevant policies within this Development Management DPD.

The council will seek to promote the role of home-working within the economy, through improvements to telecommunications infrastructure and small-scale extensions to existing residential dwellings. The council will not support proposals for residential development which are contrary to policies within the Local Plan and the NPPF purely on the basis that they would assist in the delivery of home-working.

Land Allocations DPD – Emerging Policies

The emerging policies from the Land Allocations DPD Preferred Options Stage (Autumn/Winter 2012) that are relevant to employment land are as follows:

- Policy CWL1 Lancaster Canal Corridor;
- Policy CWL4 Lune Industrial Estate;
- Policy HEY1 Heysham Energy Coast;
- Policy HEY2 Nuclear Energy;
- Policy HEY3 Heysham Port;
- Policy EMP1 Meeting the District's Employment Requirements;
- Policy EMP2 White Lund Employment Area;
- Policy OPP2 Former TDG Site;
- Policy OPP3 Galgate Mill;
- Policy OPP4 Halton Mills;
- Policy RPA1 Regeneration Priority Areas; and
- Policy TR1 M6 Heysham Link Road.

Policy CWL1 Lancaster Canal Corridor states that land at Lancaster Canal Corridor North has been identified within the Land Allocations DPD for its opportunity to provide comprehensive regeneration of a central location and significantly improve the retail offer of Lancaster. The delivery of a retail-led regeneration scheme will assist in maintaining Lancaster's role as a sub-regional city centre, as established in Policy ER4 of the Lancaster Core Strategy, meeting the retail needs of the city and also communities in both North Lancashire and Southern Cumbria.

Policy CWL4 Lune Industrial Estate states that the council will seek the retention of B1 and B2 uses at Lune Industrial Estate, recognising that the site provides important opportunities for general employment use (B2) in the Lancaster area and in the wider economy. It acknowledges, however, that following the expected completion of the M6 - Heysham link road, greater accessibility will be created to general employment areas on the Heysham Peninsula, with more efficient linkages between these employment sites and Lancaster. At this point the Council will consider the diversification of uses on the Lune Industrial Estate, including a mixed-development of commercial (including visitor facilities), residential and recreational uses.

Policy HEY1 Heysham Energy Coast states that land identified as Heysham Energy Coast on the Local Plan Policies Map is identified as an area where the council anticipates further energy investment and energy related development. This includes proposals relating to specific energy technologies as well as the energy infrastructure required to support new and existing technologies in the area both on and off shore, including the construction of new sub-stations and other grid required infrastructure.

In considering future proposals the council has identified the need for a new sub-station required to service off-shore wind developments and potential increased capacity at the power station. Land identified as HEY1.2 on the Local Plan Policies Map is reserved for this purpose.

Policy HEY2 Nuclear Energy states that the construction of a new nuclear power station on the nominated site at Heysham Nuclear Power Station will be supported provided that:

- It can be demonstrated that the development proposal sufficiently mitigates for the inevitable environmental effects;
- It can be demonstrated that the proposal has adequately accounted for and mitigated against where necessary the combined local impacts of a new build power station and the decommissioning taking place on the nuclear site at the same time;

- That the socio-economic impact of housing a large construction workforce in the Heysham area is mitigated to avoid any negative legacy;
- Opportunities for education and learning as part of any future development are promoted;
- Opportunities to encourage sustainable transport use are encouraged during construction and operation, this should be demonstrated via a Travel Plan detailing the measures provided to maximise sustainable transport use;
- That surrounding uses and occupiers are not adversely impacted on as a result of development proposals; and
- There is appropriate upgrading of the local transport network required to mitigate local impacts.

Through the Land Allocations document the Council will seek to safeguard and protect the nominated site for the proposed Heysham 3 Nuclear Reactor from inappropriate development which would constrain future development of the facility.

Policy HEY3 Heysham Port states that the council recognises the benefits that are brought to the local economy through the Port of Heysham and the Port related facilities that surround it. Through the Land Allocations document the council will seek to support the widening of facilities at the Port to encourage future growth and expansion. To facilitate such growth the council will support the expansion of the Port, to incorporate land at the former Port of Heysham Industrial Estate, provided that the following criteria are met:

- That the existing businesses which occupy the former Port of Heysham Industrial Estate are found appropriate and suitable accommodation at a location appropriate to their business needs; and
- That the proposed uses are ancillary to the operation of the wider Port facility at Heysham.

The council will support the diversification of uses on the Port site, supporting the Port in becoming a base for providing assistance to energy projects, particularly off-shore renewable energy projects.

In considering proposals the feasibility of introducing or connecting to future adjacent district heating should be investigated.

Policy EMP1 Meeting the District's Employment Requirements states that development proposals for B1, B2 and B8 uses will be supported in principle within the established Employment Areas identified in the table below subject to complying with the relevant policies set out within the Development Management DPD.

Table 1.1 General Employment Sites

General Employment Site	Reference
Carnforth Business Park	EMP1.1
Carnforth Levels	EMP1.2
Caton Road Industrial Estate, Lancaster	EMP1.3
Heysham Industrial Estate	EMP1.4
Kellet Road Industrial Estate	EMP1.5
Lancaster Business Park	EMP1.6
Lancaster West Business Park	EMP1.7
Land at Scotland Road Carnforth	EMP1.8
Land at Warton Road, Carnforth	EMP1.9
Major Industrial Estate, Heysham	EMP1.10
Royd Mill, Heysham	EMP1.11
White Cross Business Park, Lancaster	EMP1.12
White Lund Industrial Estate	EMP1.13/EMP2

The employment areas identified in the table below will be protected for their value and contribution to the wider rural economy of the district. Development proposals for B1, B2 and B8 uses will be supported by the council in principle provided that proposals meet the relevant policies set out within the Development Management DPD.

Table 1.2 Rural Employment Sites

Rural Employment Site	Reference
Claughton Brickworks	EMP1.14
Cowan Bridge Industrial Estate	EMP1.15
Galgate Silk Mill, Galgate	EMP1.16
Glasson Industrial Area, Glasson Dock	EMP1.17
Halton Mills, Halton	EMP1.18
Hornby Industrial Estate	EMP1.19
Willow Mill, Caton	EMP1.20

On unallocated employment sites proposals which seek an alternative use will be assessed against the requirements of Policy EC4.1 of the Development Management document.

Policy EMP2 White Lund Employment Area states that the council will support proposals for a range of employment uses on the White Lund Employment Site including B1, B2 and B8 uses subject to the acceptability of other relevant policies with the Development Management DPD.

Within the White Lund Estate proposals for uses other than those falling within 'B' use classes and those sui-generis uses of an employment nature will not be permitted unless it can be demonstrated that:

- No alternative locations exist for such proposals outside of designated employment areas; and
- The retail use proposed is ancillary to the employment use of the individual building with any retail use being no greater than 20% of the overall floorspace of the building.

Policy OPP2 Former TDG Site states that the council will support the regeneration and redevelopment of the former TDG Site, Warton Road, Carnforth for a mixture of uses which should be appropriate and suitable for the unique position of this site. Potential uses could include elements of employment (excluding B8 Storage and Distribution uses), commercial, residential and recreational uses.

Policy OPP3 Galgate Mill states that the council will support proposals for the regeneration and redevelopment of land identified on the Proposals Map as Galgate Mill. Proposals which support the preservation and regeneration of the site will be supported where demonstrated to be consistent with the sites rural location and concentration of Listed buildings on and adjacent to the site.

Policy OPP4 Halton Mills states that land identified as Halton Mills on the Local Plan Policies Map is to be allocated as a development opportunity site suitable for a mixed use development incorporating residential and employment uses.

Policy **RPA1 Regeneration Priority Areas** states that in accordance with Policy ER2 'Regeneration Priority Areas' of the Core Strategy, the council has identified a series of Regeneration Priority Areas (RPAs) throughout the District.

Regeneration Priority Areas are allocated on the Local Plan Policies Map and include the following areas:

Sub-regional Regeneration Priority Area of:

- Central Morecambe

Local Regeneration Priority Areas of:

- Central Lancaster
- Caton Road, Lancaster
- Luneside, Lancaster
- North East Lancaster
- White Lund
- South Heysham
- Carnforth

Appendix 2: 2012 Employment in Lancaster (2-digit SIC)

In the main report a breakdown was provided of the distribution of 2012 employment in Lancaster by broad sector. The following table provides a more detailed breakdown using 2-digit Standard Industrial Classifications. The data is also sourced from the 2012 BRES sourced from ONS. Note: some data has been suppressed to avoid disclosure issues and to ensure conformance with the terms of the licence used to obtain the data.

Sector	2012 Employment	%
01 : Crop and animal production, hunting and related service activities	43	0.1%
02 : Forestry and logging	25	0.0%
03 : Fishing and aquaculture	0	0.0%
05 : Mining of coal and lignite	0	0.0%
06 : Extraction of crude petroleum and natural gas	non-disclosed	non-disclosed
07 : Mining of metal ores	0	0.0%
08 : Other mining and quarrying	non-disclosed	non-disclosed
09 : Mining support service activities	non-disclosed	non-disclosed
10 : Manufacture of food products	233	0.4%
11 : Manufacture of beverages	32	0.1%
12 : Manufacture of tobacco products	0	0.0%
13 : Manufacture of textiles	288	0.5%
14 : Manufacture of wearing apparel	non-disclosed	non-disclosed
15 : Manufacture of leather and related products	0	0.0%
16 : Manufacture of wood and of products of wood and cork, except furniture; manufacture of articles of straw and plaiting materials	42	0.1%
17 : Manufacture of paper and paper products	164	0.3%
18 : Printing and reproduction of recorded media	57	0.1%
19 : Manufacture of coke and refined petroleum products	non-disclosed	non-disclosed

Sector	2012 Employment	%
20 : Manufacture of chemicals and chemical products	non-disclosed	non-disclosed
21 : Manufacture of basic pharmaceutical products and pharmaceutical preparations	non-disclosed	non-disclosed
22 : Manufacture of rubber and plastic products	127	0.2%
23 : Manufacture of other non-metallic mineral products	52	0.1%
24 : Manufacture of basic metals	non-disclosed	non-disclosed
25 : Manufacture of fabricated metal products, except machinery and equipment	424	0.8%
26 : Manufacture of computer, electronic and optical products	40	0.1%
27 : Manufacture of electrical equipment	non-disclosed	non-disclosed
28 : Manufacture of machinery and equipment n.e.c.	35	0.1%
29 : Manufacture of motor vehicles, trailers and semi-trailers	290	0.5%
30 : Manufacture of other transport equipment	non-disclosed	non-disclosed
31 : Manufacture of furniture	100	0.2%
32 : Other manufacturing	382	0.7%
33 : Repair and installation of machinery and equipment	16	0.0%
35 : Electricity, gas, steam and air conditioning supply	non-disclosed	non-disclosed
36 : Water collection, treatment and supply	non-disclosed	non-disclosed
37 : Sewerage	non-disclosed	non-disclosed
38 : Waste collection, treatment and disposal activities; materials recovery	305	0.6%
39 : Remediation activities and other waste management services. This division includes the provision of remediation services, i.e. the	non-disclosed	non-disclosed

Sector	2012 Employment	%
clean-up of contaminated buildings and sites, soil, surface or ground water.		
41 : Construction of buildings	710	1.3%
42 : Civil engineering	1,000	1.9%
43 : Specialised construction activities	1,049	1.9%
45 : Wholesale and retail trade and repair of motor vehicles and motorcycles	1,193	2.2%
46 : Wholesale trade, except of motor vehicles and motorcycles	1,463	2.7%
47 : Retail trade, except of motor vehicles and motorcycles	5,908	11.0%
49 : Land transport and transport via pipelines	1,376	2.6%
50 : Water transport	non-disclosed	non-disclosed
51 : Air transport	0	0.0%
52 : Warehousing and support activities for transportation	625	1.2%
53 : Postal and courier activities	367	0.7%
55 : Accommodation	1,325	2.5%
56 : Food and beverage service activities	3,428	6.4%
58 : Publishing activities	306	0.6%
59 : Motion picture, video and television programme production, sound recording and music publishing activities	92	0.2%
60 : Programming and broadcasting activities	non-disclosed	non-disclosed
61 : Telecommunications	440	0.8%
62 : Computer programming, consultancy and related activities	530	1.0%
63 : Information service activities	23	0.0%
64 : Financial service activities, except insurance and pension funding	339	0.6%

Sector	2012 Employment	%
65 : Insurance, reinsurance and pension funding, except compulsory social security	0	0.0%
66 : Activities auxiliary to financial services and insurance activities	501	0.9%
68 : Real estate activities	713	1.3%
69 : Legal and accounting activities	633	1.2%
70 : Activities of head offices; management consultancy activities	377	0.7%
71 : Architectural and engineering activities; technical testing and analysis	393	0.7%
72 : Scientific research and development	201	0.4%
73 : Advertising and market research	106	0.2%
74 : Other professional, scientific and technical activities	203	0.4%
75 : Veterinary activities	82	0.2%
77 : Rental and leasing activities	275	0.5%
78 : Employment activities	1,041	1.9%
79 : Travel agency, tour operator and other reservation service and related activities	206	0.4%
80 : Security and investigation activities	338	0.6%
81 : Services to buildings and landscape activities	1,154	2.1%
82 : Office administrative, office support and other business support activities	279	0.5%
84 : Public administration and defence; compulsory social security	1,646	3.1%
85 : Education	9,169	17.0%
86 : Human health activities	5,198	9.6%
87 : Residential care activities	1,918	3.6%
88 : Social work activities without	2,272	4.2%

Sector	2012 Employment	%
accommodation		
90 : Creative, arts and entertainment activities	63	0.1%
91 : Libraries, archives, museums and other cultural activities	89	0.2%
92 : Gambling and betting activities	210	0.4%
93 : Sports activities and amusement and recreation activities	637	1.2%
94 : Activities of membership organisations	359	0.7%
95 : Repair of computers and personal and household goods	9	0.0%
96 : Other personal service activities	980	1.8%
97 : Activities of households as employers of domestic personnel	0	0.0%
98 : Undifferentiated goods- and services-producing activities of private households for own use	0	0.0%
99 : Activities of extraterritorial organisations and bodies	0	0.0%
Sum of non-disclosable sub-sectors	2,018	3.7%
Column Total	53,899	100.0%

Source: BRES, 2012

Appendix 3: Lancaster District strategic projects

Projects	Description	Potential outputs	Status
Lancaster Innovation Village	<p>The Innovation Campus has been identified as a strategic site by the Council. An outline application for the Science Park (approximately 34,000 sqm of B1 use floorspace) has been approved for the site. This development would facilitate the growth of the University's Medical School and associated research facilities, including the development of a Schlegel Village (an onsite retirement community).</p> <p>However, a recent study commissioned by the University has defined a more ambitious project, including a relocated Faculty of Health & Medicine; Medical School collaboration space, an Innovation Hub, a Schlegel Village extra care facility, an Energy Centre; an SME Hotel; and a space for community use. This expanded project appears to have broad support, and it is this project that is quantified here.</p>	<p>According to the GVA concept study:</p> <p>29,905 sqm relocated Faculty 3,716 sqm Medical School</p> <p>5,574 sqm Innovation Hub</p> <p>200 unit Schlegel Village</p> <p>3,716 sqm Energy Centre</p> <p>3,716 sqm SME hotel</p> <p>9,200 sqm GIA school or college</p> <p>4,217 gross jobs</p> <p>2,055 net jobs</p>	<p>Still under development. Planning permission needed for revised scheme. Timing not confirmed.</p>
Port of Heysham Expansion	<p>Peel Ports wish to expand the port area to take in the adjacent 9 hectares Port of Heysham Industrial Estate, with a view towards increasing freight through-put by 50%. The expansion area would mainly be used for trailer parking. The affected area contains a number of active business uses which are likely to be displaced if</p>	<p>Up to 9ha for trailer parking and/or container storage</p>	<p>Under development. Timing not confirmed.</p>

Projects	Description	Potential outputs	Status
	<p>this proposal was implemented. Their relocation is dependent on suitable sites and premises being available in the locality (including to land at Lancaster West Business Park and Heysham Business Park / Walker Industrial Estates, which are described below).</p>		
Lancaster Canal Corridor North	<p>Land at Lancaster Canal Corridor North has been identified within the Land Allocations DPD for its opportunity to provide comprehensive regeneration of a central location and significantly improve the retail offer of Lancaster. British Land acquired the former Mitchell's brewery – a major part of the Canal Corridor North site – in November 2012, and has a development agreement with Lancaster City Council to acquire the other major landholding and enable the delivery of a comprehensive mixed-use scheme on the whole 10 acre site.</p>	<p>According to a Retail Study commissioned by the Council, the area might be appropriate for retail development of between 23,000 sqm and 38,000 sqm (net) of new retail floorspace. In addition, we understand that a much smaller amount of office, workshop and community use floorspace might be included within the scheme</p>	<p>Proposals are currently being progressed by British Land</p>
Lancaster Castle	<p>The conservation-led regeneration of the Grade I Listed Lancaster Castle for a range of uses appropriate and sympathetic to its historical importance and strategic location within Lancaster District is being encouraged by the Council through the Land Allocations DPD. As of September 2012, the emerging concept put forward by the Duchy of Lancaster for the visitor attraction was a museum. A boutique hotel was also proposed which would offer high quality, four-star accommodation comprising 50-75 rooms with the scope to include a</p>	<p>Unknown</p>	<p>It is understood that a planning application is due to be drawn up and be submitted in early 2014. The new development could be open by spring 2017</p>

Projects	Description	Potential outputs	Status
	signature restaurant, conference and events space, luxury facilities such as spa and gym, plus suites which could cater for wedding parties.		
Lancaster West	This forms part of the Heysham Gateway proposals (along with the land south of Walker Industrial Estate) and is in public ownership. Development of the Heysham Link Road is likely to stimulate demand for land from port users, including the transport and logistics sector, as well as businesses linked to the offshore and nuclear energy sectors. The site also has the potential to host businesses that may be displaced from the Port of Heysham expansion.	23 hectares of land is available. A scheme for 29,550 sqm of development has been worked up.	The site is currently being marketed.
Land South of Walker Industrial Estate	Additional land for industrial and commercial development is also available on a site that is in public ownership lying south of Walker Industrial Estate. This site is also included in the Heysham Gateway scheme, and could accommodate activity associated with distribution, as well as the hosting of a proposal for a small scale gas fired power station.	Up to 12 hectares of land is available, of which 4.5 hectares is identified for allocation in the emerging Land Allocations DPD.	This proposal was the subject of the Council's Growing Places Fund Proposal
White Lund Industrial Estate	There are a number of remaining brownfield re-development opportunities on the existing White Lund industrial estate. There may be a new developable area of around 9.4 hectares, including several larger sites of around 2.6-2.8 ha. These would have appeal for B2/B8 development and are considered to be medium term opportunities.	Approximately 9.4 ha of level brownfield redevelopment.	Medium term redevelopment opportunity

Projects	Description	Potential outputs	Status
Mellishaw Lane Industrial Estate	This is a longstanding but unimplemented development opportunity that has 5.12 ha of developable land with approximately 28,500 sqm identified for B class employment uses, car showrooms and a fast food outlet. The site would appear to be suitable for industrial and distribution uses, and the attractiveness of the site has received a significant boost with the go-ahead given for the Port Link Road.	It is assumed that 10,000 sqm of B class development could be delivered along with 18,000 sqm of car retail and other non-B class development.	The site is currently being marketed
Carnforth Business Park expansion	Phase 1 of Carnforth Business Park is complete, but there is an outline planning permission for an additional 12,855 sqm of Phase 2 development on 3.18 hectares.	It is likely that this development would be for a mix of light industry units and storage/distribution sheds.	Permission in outline for 12,855 sqm. Not currently being marketed, but it is understood that the development will be launched shortly.

Appendix 4: Site assessment criteria

Assessment Criteria	Score	Example Site/Employment Area characteristics
1. Location and proximity to urban areas, labour and services	5	Existing employment area / site in urban area close to services and residential areas providing local labour supply. The site is well served by public transport – bus and/or rail
	4	Existing employment area / site on urban edge close to services and residential areas providing local labour supply. The site is served by public transport – bus and/or rail
	3	Existing employment area / site proximate to residential areas providing local labour supply and some services. Site is on public transport routes but services more limited
	2	Isolated site with limited public transport connections, services or residential areas nearby
	1	Remote and isolated site with no public transport, services or residential areas nearby
2. Quality of buildings and external environment	5	High quality greenfield site or existing employment area, with modern well maintained buildings. Visually attractive with ample car parking
	4	Good quality site / existing employment area, with a mix of modern and older buildings. Evidence of maintenance. Visually attractive with ample car parking
	3	Average quality site / established employment area with a mix of older premises and some modern infill. Informal car parking and limited landscaping
	2	Generally poor quality site / older industrial area with poorly maintained buildings and external areas. Untidy external areas and poor parking. Evidence of vacancy
	1	Very poor quality site / older industrial area with poorly maintained buildings and external areas. High levels of vacancy
3. Strategic Access	5	Immediate access to strategic road network e.g. motorway
	4	Site has good sub-regional accessibility (e.g. A road) and links with Motorways
	3	Proximate access to A roads via good local access routes e.g. B road
	2	Restricted access to A roads via indirect city/town centre routes and/or country roads
	1	Poor local accessibility with restricted access to major arterial

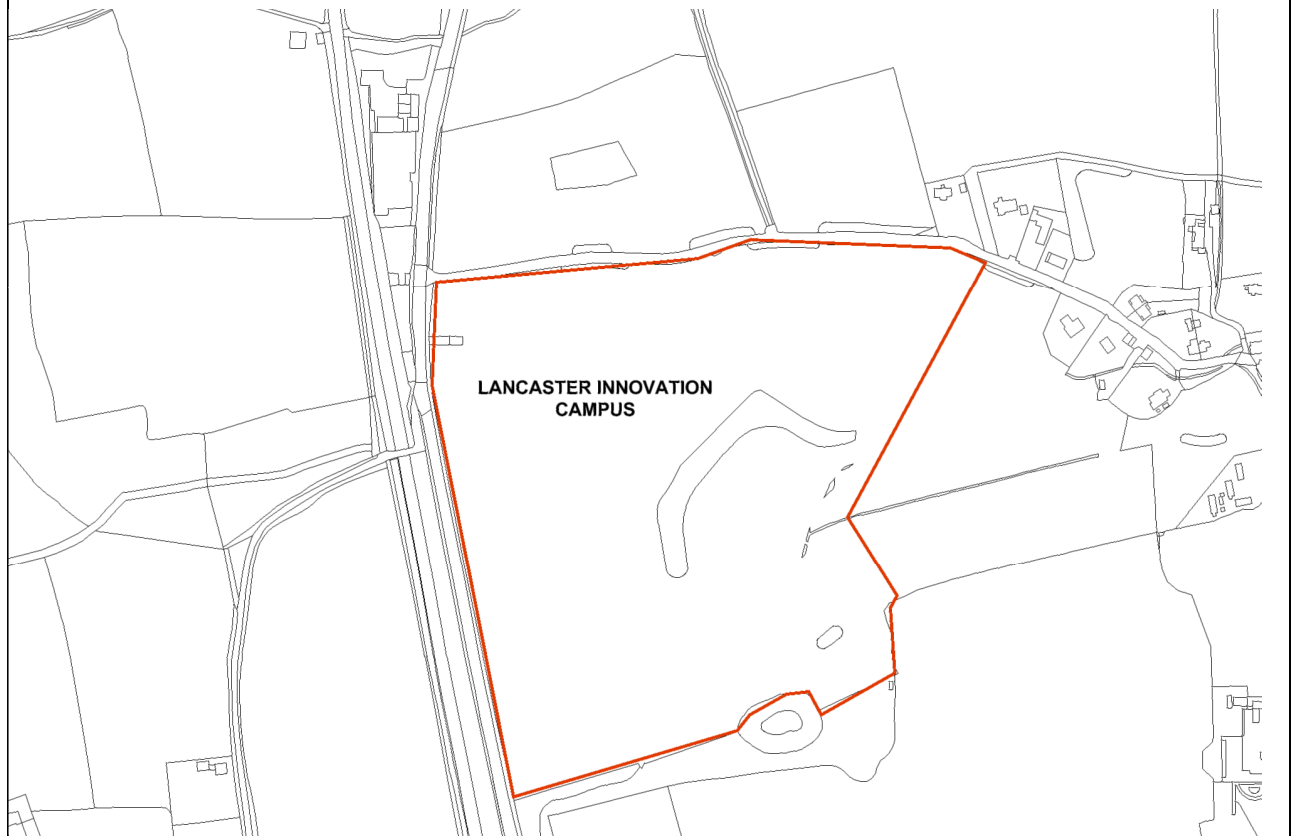
Assessment Criteria	Score	Example Site/Employment Area characteristics
		routes
4. Physical limitations and constraints (includes consideration of access, infrastructure, ground conditions, flood risk and contamination)	5	Unconstrained site with serviced greenfield plots within/adjacent to established employment area. Site benefits from associated site infrastructure. No major obstacles / constraints to development
	4	Largely unconstrained site/ existing employment area. Vacant sites available short term with appropriate mitigation
	3	Existing employment area with some constraints
	2	Existing employment area / vacant site with physical constraints acting as a barrier to future employment development
	1	Heavily constrained and/or opportunity site requiring extensive demolition and clearance. Longer term development opportunity
5. Impact on land uses and character of surrounding area (including landscape impacts)	5	No negative impact. Site forms part of an established complex of employment sites / premises
	4	Limited impact. Adequate separation exists between uses
	3	B1 use adjoins residential / other sensitive uses
	2	B2/B8 adjoins residential / other sensitive uses. Impacts can be mitigated
	1	B2/B8 adjoins residential / other sensitive uses and is having / likely to have a negative impact. No mitigation
6. Contribution to regeneration priority areas	5	Employment use of the site would significantly help achieve the aims of a recognised regeneration / investment strategy and bring significant benefits
	4	Employment use of the site would significantly help achieve the aims of a recognised regeneration / investment strategy and bring some benefits
	3	Employment use would support the aims of a recognised regeneration / investment strategy, but unlikely to deliver significant benefits.
	2	Employment use may conflict with an existing or emerging regeneration strategy. Any significant associated impacts can be mitigated.
	1	Employment use would directly conflict with an existing or emerging regeneration strategy. No satisfactory mitigation measures possible.
7. Appropriateness and market	5	Attractive, prominent site. On existing sites there is evidence of recent take up / occupation.

Assessment Criteria	Score	Example Site/Employment Area characteristics
attractiveness for employment use	4	Attractive site or existing employment area with good levels of occupation. Evidence of vacant sites within existing employment areas being actively marketed.
	3	Generally attractive however location and/or site characteristics may limit wider market appeal. Evidence of vacancy within existing employment areas
	2	Less prominent and/or surrounded by lower end occupiers. Higher levels of vacancy. Sites / premises being actively marketed
	1	High levels of vacancy and poor quality environment. No evidence of market activity on site or in the area. Evidence of vacancy and poor quality environment
8. Ownership	5	Site is public sector ownership
	4	Site is in private sector ownership. Land is controlled by a developer/landowner who has expressed an interest to sell/develop
	3	Site is in public sector ownership however there may be some legal and ownership issues address prior to development commencing
	2	Site is in private ownership and/or intentions of landowner unknown
	1	Unresolved multiple ownerships and constraints making development unlikely in the short term
9. Planning considerations	5	Site has planning permission for employment use and intentions to develop have been established.
	4	Allocated site with no major policy designations / constraints impacting on development for employment use.
	3	Allocated site with some policy designations / constraints impacting on development for employment use.
	2	Allocated employment site with known constraints. Planning background shows a history of unimplemented permissions
	1	Vacant site with no planning status

Source: Turley

Appendix 5: Employment area appraisal proformas

Employment Area	Lancaster
Site Name	Lancaster University Innovation Campus (LUIC)
Site reference	LAN01/01
Gross Site Area	9.7ha
Site Status	Allocated Employment Site
Existing occupiers	None - Vacant greenfield site



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	This 9.7 ha site situated on farmland to the south of Lancaster the site occupies a prominent location on the A6 close to the existing Lancaster University Campus. The site is also on key bus routes into the City and as a result of its location benefits from access to a large supply of local labour.	4
Quality of buildings and/or surrounding external environment	The site provides a high quality environment in south Lancaster. It is currently greenfield and used for grazing purposes. A sub-station building occupies the north western corner of the site.	5
Strategic and local access	The A6 runs along the western boundary of the site and provides access onto Junction 33 of the M6 within 1 mile.	4
Physical limitations and constraints	Development would be subject to improved access arrangements being implemented at the junction of Bailrigg Lane and the A6. There are also highway constraints associated with the current planning approval with major physical works having to be undertaken in Galgate after 11,000sqm build. It is also understood that environmental design considerations are also onerous compared to non-green field development	4
Impact on land uses and character of surrounding area	The site forms part of a green buffer (along with the adjacent site to the north) between the residential areas of Scotforth and Bailrigg and Lancaster University.	4
Contribution to regeneration priority area	Significant impact. South Lancaster has been identified as a potential area of growth in the District with opportunity to provide significant residential development as well as employment opportunities. Development of the site is a strategic priority of the Council, Lancaster University and the Lancashire Local Enterprise Partnership	5
Appropriateness and market attractiveness	The proposal to create an Innovation Campus is of regional importance to the District and wider Lancashire and North West economies. Proposals are currently being developed by Lancaster University in partnership with public sector partners including	4

Criteria	Comments	Score
	<p>Lancaster University, Lancashire County Council and the Homes and Communities Agency (HCA).</p> <p>The commercial view is this site is ready for development and likely to be developed in the next five years. However, the site has suffered problems in regard to its viability. It is widely acknowledged that site will need a degree of public subsidy; however the upturn in the economy and finding a suitable development partner will make this site more commercially desirable.</p> <p>The site will be suitable for B1 and Sui Generis healthcare uses.</p>	
Ownership	Public sector owned land. There is a significant level of public sector commitment to deliver the Lancaster University Science Park.	5
Planning status, including extant applications, planning designations and policy constraints	<p>The Science Park is identified within the emerging Land Allocations DPD. Whilst the site benefits from planning permission for technology and knowledge based businesses, these proposals are currently being reviewed as a part of the emerging proposals for the LUIC through which the University has developed a broad vision for new space that embraces research, education, innovation and knowledge exchange in health and medicine.</p> <p>The LUIC offers the potential to make a positive contribution to the planning of the South Lancaster area. The aspiration for the site is for it to be designed and integrated fully with adjoining development proposals, including any future residential development on the adjacent Bailrigg site.</p>	5
Total Score		40

Employment Area	Lancaster
Site Name	White Cross Business Park
Site reference	LAN02
Gross Site Area	5.75ha
Site Status	Allocated Employment Site
Existing occupiers	Predominantly B1 office with some B2 light industrial uses. Currently 130 businesses operate from the estate including various SMEs in the managed workspace available on site.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	White Cross is located within a mixed use area on the edge of Lancaster City Centre. The site provides good access for local labour wanting to access employment opportunities in a central location close to public transport links (bus and rail). The City Centre location also provides walkable access to employment opportunities for those living within close proximity.	5
Quality of buildings and external environment	Well established employment area comprising a former Mill Complex converted to small units with modern industrial infill. The estate provides an attractive setting adjacent to the canal and within close proximity to the amenities of Lancaster City Centre. The industrial units are well maintained and occupied with ample parking provided on site. The site is full developed with no available development land.	4
Strategic and local access	Vehicle access is constrained due to congested City Centre location. To counter this, the site is within walking distance of the main line rail station and numerous bus services which connect to residential areas in other parts of the district.	2
Physical limitations and constraints	Site access is poor and constrained due to city centre location. There is also limited capacity for further development without extensive remodelling / redevelopment and business relocation.	3
Impact on land uses and character of surrounding area	The site is adjacent to residential areas however there is adequate separation with B1/B2 uses. B8 Uses would not be appropriate given the significant constraints to the local highway network in central Lancaster.	5
Contribution to regeneration priority area	Only major city centre employment site. Continued allocation supports Policy ER2 of the Core strategy by developing Lancaster City Centre as a major centre for offices, creative industries, financial and professional services.	3
Appropriateness and market attractiveness	<p>The site is well managed and provides a good quality environment for existing and potential occupiers. The site currently has 400,000 sq ft of lettable space, including offices from 385-2731 sq ft and workshops from 476 – 2105 sq ft. A number of units are currently vacant providing opportunities for managed workspaces for immediate occupation.</p> <p>This is an established business park that is owned and managed by Lancaster County Developments Ltd. The market view is that this site is a major employment centre in the city providing offices (B1 use) from 190 sq ft to 2,600 sq ft at circa £9 sq ft and £5.50 sq ft for workshop space (B2) from 476 sq ft to 12,089 sq ft. The business park will</p>	4

Criteria	Comments	Score
	attract new start-up businesses and local SME's. These types of offices/workshops will be important in supporting and growing local businesses, although it is unlikely that this type of office accommodation will appeal to national blue chip or professional companies.	
Ownership	Site in public sector ownership and managed by Lancashire County Developments Ltd.	5
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site. Proposal for B1 and B2 use will be supported in principle. Proposals for B8 uses will not be supported at White Cross Business Park given the significant constraints to the local highway network in central Lancaster.	4
Total Score		35

Employment Area	Lancaster Business Park, Caton Road, Lancaster
Site Name	Lancaster Business Park
Site Reference	LAN03
Gross Area	10.7ha
Site Status	Existing Employment Area (EMP1.6)
Existing occupiers	B1 Office. Current occupiers include a mix of service sector organisations and national blue chip firms including Persimmon Homes and BT. Other companies include ICS, Purely Creative Ltd, Baines Wilson LLP, Health Service Discounts, Allianz and Ascentis NFU Mutual. Force Health Club also occupy part of the site.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The site is located to the north of the City Centre along the Caton Road employment corridor. Development of onsite pub/restaurant in recent years has added to services available locally. The site is close to residential areas and the motorway providing local labour supply. Access by public transport is currently limited although it is understood that this will be improved following completion of the proposed Heysham-M6 Link, which will include a park and Ride site at Junction 34.	4
Quality of buildings and external environment	Mostly developed former greenfield site previously allocated under Local Plan Policy EC2. A number of development plots remain. The site provides high quality B1 office space which has been constructed over the past 5-8 years. Internal road access is provided by Mannin Way which runs through the site into landscaped and well maintained grounds and parking areas. There was no evidence of parking pressures at the time of the visit however some of the spaces outside vacant unit were in use.	5
Strategic and local access	Accessed directly off Junction 34 of M6 motorway with direct links into the City Centre via the A683 Caton Road. The existing offices and remaining plots are therefore well served by the A683 Caton Road with access into the site facilitated by a signalised junction. Development of the Heysham-M6 Link offer the potential to relieve traffic congestion on Caton Road, thereby making the site more accessible from the City Centre.	5
Physical limitation and constraints	None identified. Local Road access is already in place to service the remaining plots. The remaining plots are level and unlikely to suffer from adverse ground conditions that would constrain development	5
Impact on land uses and character of surrounding area	The site is located within a well-established employment area and is therefore compatible with surrounding land uses.	5
Contribution to regeneration priority areas	Supports Core Strategy policy ER2 to maintain Caton Road as a key location for general employment.	3
Appropriateness and market attractiveness	The site has good market appeal and benefits from a Strategic location close to the M6. There is evidence of take up since the 2008 PELR. 2 office premises were vacant at the time of the survey. Individual suites from 1,600 sq.ft currently being marketed by agents Bailey Deakins and Hamiltons and Stratos pdi.	5
Ownership	It is understood that the site in the single ownership of Derwent Holdings, who have shown a willingness to develop through the addition of 2 new premises since the 2008 PELR. The landowner has been actively developing the site. Based on past completions it can be suggested that the developer has the capacity to complete further	4

Criteria	Comments	Score
	development over the plan period.	
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site in the emerging Land Allocations DPD. Development proposals for further B1 uses will be supported in principle. Proposals for Heavy Industrial B2 Uses or B8 uses are not be supported in order to maintain the high quality landscape	4
Total Score		40

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

LAN03/01 – Land to the east of Premier Inn

LAN03/02 – Remaining land to the east

LAN03/03 – Remaining land to the west

Employment Area	Caton Road, Lancaster
Site Name	Caton Road North
Site Reference	LAN04
Gross Site Area	12ha
Site status	Allocated Employment Site
Existing uses and occupiers	B1/B2/B8 uses. The area is occupied by a number of haulage and transport related businesses, many of which are well established. Key occupiers include Kidd's Transport Limited, Woodhouse Transport and SJ Bargh Ltd. Northern Tissue Group (NTG) also occupies a large site immediately to the north east, accessed via a separate entrance off Caton Road.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The site is located to the north of the City Centre along the A683 Caton Road employment corridor approximately 1.5 miles from Lancaster City Centre. The site is close to residential areas providing local labour supply but some distance from services within the City Centre. Access by public transport is currently limited although it is understood that this will be improved following completion of the proposed Heysham-M6 Link, which will include a park and ride site at J34.	4
Quality of buildings and external environment	Established employment area characterised by a mix of new build B1 office and B8 warehousing & distribution space and lower grade B2 industrial premises. A number of areas remain closed off to public access with vacant sites in the centre of the site being used for vehicle storage. Parking is adequate and landscaping limited.	3
Strategic and local access	Within close proximity to Junction 34 of M6 motorway with direct links into the City Centre via the A683 Caton Road. Development of the Heysham-M6 Link offer the potential to relieve traffic congestion on Caton Road, thereby making the site more accessible from the City Centre.	5
Physical limitations and constraints	Large parts of the site, including the current vacant sites are within Flood Zone 3. The opportunity areas within the site would require some form of clearance and/or remediation prior to be being developed. Clearance of parts of the site could be costly for a prospective developer / occupier.	2
Impact on land uses and character of surrounding area	No negative impact. This is a well-established employment area and is therefore compatible with surrounding employment uses.	5
Contribution to regeneration priority areas	No direct link however future employment use would complement proposed investment in the Heysham-A6 link and improved accessibility of the area for employment uses. Also supports Core Strategy policy ER2 to maintain Caton Road as a key location for general employment.	3
Appropriateness and market attractiveness	Strategic location close to the M6. There is evidence of business expansion on the site since the PELR in 2008 with SJ Bargh Ltd extending their operations on the part of the former Nelson Acetate Works site. The commercial view is that the available land could have possible contamination and is within a Flood Zone 3 with a high probability of flooding. These site constraints limit the development potential of this employment area and could prove costly for a prospective developer. This is likely to be the underlying reason why large parts of the site	3

Criteria	Comments	Score
	are being kept for open storage.	
Ownership	Sites are in private ownership. The intention of the existing landowner(s) to develop vacant sites within the estate is currently unknown.	2
Planning considerations, (including extant applications, planning designations and policy constraints)	Allocated employment site in the emerging Land Allocations DPD. Development proposals for B1, B2 and B8 uses will be supported in principle. No extant planning permissions have been identified for this employment site.	3
Total Score		30

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

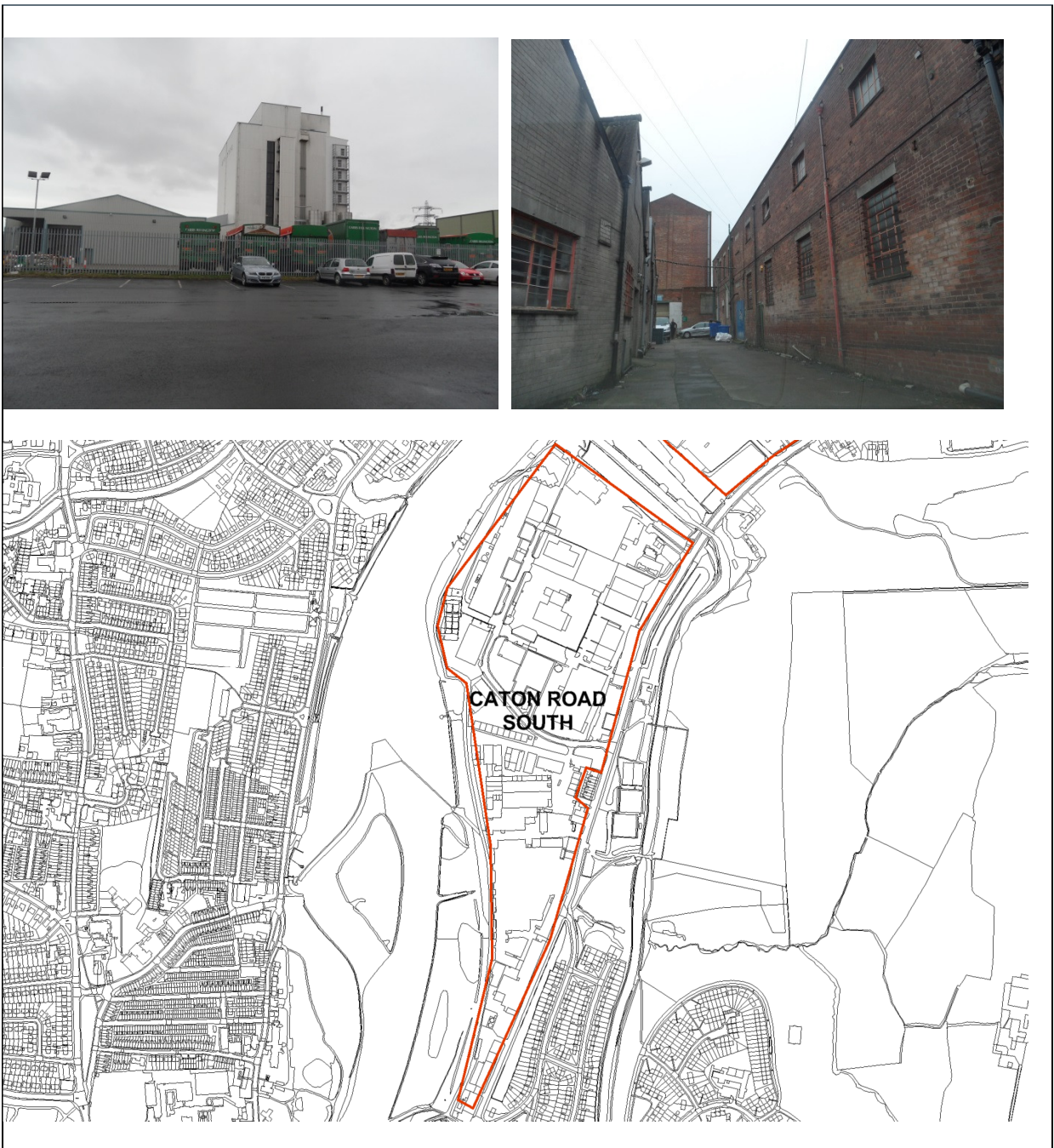
LAN04/01 – Land at Former Nelsons Acetate Works

LAN04/02 – Land adjacent to Hertz Rent a Car

LAN04/03 – Land Fronting Caton Road

LAN04/OPP1 – Vacant Buildings to rear of Former Nelson Acetate Works

Employment Area	Caton Road, Lancaster
Site Name	Caton Road South
Site Reference	LAN05
Gross Site Area	21.8ha
Site Status	Allocated Employment Site
Existing uses and occupiers	Mix of B2 industrial and B8 Warehousing and Distribution uses to the north with major occupiers including as NTG, Carrs Billington, Peter Grant Papers Ltd and EK Brakes. Lower grade B2 employment uses characterise the south reflecting the quality and size premises available in this part of the site.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The site is located in the Caton Road employment area approximately 1 mile from the City Centre. The site is also within close proximity to existing residential areas to the south of Caton Road.	4
Quality of building and surrounding environment	<p>The northern portion of the site provides a mix of good quality premises and is generally well occupied. The premises range in size from small workshop to larger warehouses. Access is good and there is adequate parking and loading space.</p> <p>The southern portion is older and more run down with poor quality premises. Access within this part of the Lansil Industrial Estate is constrained due to the layout of the former mill buildings and other low grade accommodation and uses that occupy this part of the site.</p>	3
Strategic access	The site is located on the A683 with access onto the M6 at 34 within 1 mile of the site.	4
Physical limitations and constraints	<p>The site falls within Flood Zone 3.</p> <p>Vacant sites to the north could be redeveloped with some form of remediation. The existing buildings to the south could be re-used for low grade employment however complicated clearance and new build would be required to raise the overall quality of the site. Clearance of older buildings for redevelopment likely to be costly.</p>	2
Impact on land uses and character of surrounding area	Forms part of a well-established employment area. Adequate separation exists between the estate and surrounding residential uses.	4
Contribution of regeneration priority areas	No direct link however future employment use would complement proposed investment in the Heysham-A6 link and improved accessibility of the area for employment uses. Also supports Core Strategy policy ER2 to maintain Caton Road as a key location for general employment.	3
Appropriateness and market attractiveness	<p>Potential local market, although age and quality of some premises are likely to be unattractive to some occupiers.</p> <p>Potential that other sites on Caton Road will be more attractive to some occupiers due to their proximity to the motorway. The estate has a number of vacant sites some of which are being used for pallet storage. Citrus House on</p>	3

Criteria	Comments	Score
	fronting Caton Road is also currently vacant and being marketed by Fisher Wrathall.	
	The commercial view is that some of the buildings have commercial appeal to small business that requires low cost rental storage; however redevelopment is unlikely due to flood risk issues associated with the site.	
Ownership	Private ownership. Intentions of the landowner are currently unknown	2
Planning considerations	Allocated employment site in the emerging Land Allocations DPD with development proposals for B1, B2 and B8 uses will be supported in principle. No extant planning permissions have been identified for this employment site.	3
Total Score		28

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

LAN05/01 - Carrs Milling Storage Building

LAN05/02 – Land at Former Bunzl Catering Supplies

LAN05/OPP1 – Former Bunzle Catering Supplies Building

Employment Area	Caton Road, Lancaster
Site Name	Lake Enterprise Park
Site Reference	LAN06
Gross Site Area	1.10ha
Site Status	Allocated Employment Site (
Existing uses and occupiers	B2 workshop/industrial uses. A mix of small and medium sized enterprises serving the local market



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The site is located off Caton Road approximately 0.5 miles from Lancaster City Centre. The site is also within walking distance from existing residential areas which provide local labour supply. The site is close to public transport links running into Lancaster City Centre.	3
Quality of building and surrounding environment	The estate comprises 32 single storey workshop/industrial units in 5 blocks. The buildings are of average quality but fit for purpose. There is adequate forecourt parking space in front of the units. Circulation would most likely be restricted if the site was fully occupied.	3
Strategic access	The premises are located on the A683, Caton Road, which gives direct access to junction 34 of the M6 motorway approximately 1 mile away	4
Physical limitations and constraints	The site falls within Flood Zone 3. No land is currently available for development on this site. Redevelopment would be subject to	3

Criteria	Comments	Score
	clearance and/or extensive remodelling. The units offer the potential to be combined to provide larger accommodation subject to occupier requirements.	
Impact on land uses and character of surrounding area	Peripheral to well-established employment area at Caton Road in close proximity to the City Centre and surrounding residential areas. The site is compatible within existing employment uses along Caton Road and general character of the surrounding area which provides an arterial route directly into Lancaster City Centre. Adequate separation exists between the estate and surrounding residential uses.	4
Contribution of regeneration priority areas	No direct link however future employment use would complement proposed investment in the Heysham-A6 link and improved accessibility of the area for employment uses. Also supports Core Strategy policy ER2 to maintain Caton Road as a key location for general employment.	3
Appropriateness and market attractiveness	<p>This site is fully developed with 32 small industrial units of varying size. Of the 32 units 14 (44%) are currently vacant. The vacant premises are currently being marketed by Whittle Jones. High number of vacant units would suggest low demand from local occupiers in the current market.</p> <p>Notwithstanding the above, according to the agents Whittle Jones this is a popular site due to its location on the A683, Caton Road which gives direct access to junction 34 of the M6 motorway approximately 1 mile away and is before the Lancaster City one way system. These units are of good quality and are likely to continue to appeal to local SME's.</p>	3
Ownership	The site is in the single ownership of Northern Trust, a property investment, development and land regeneration company.	2
Planning considerations	Allocated employment site in the emerging Land Allocations DPD with development proposals for B1, B2 and B8 uses will be supported in principle. No extant planning permissions have been identified for this employment site.	3
Total Score		28

Employment Area	Lune Industrial Estate, Luneside, Lancaster
Site Name	Lune Industrial Estate
Site Reference	LAN07
Gross Site Area	20.88ha
Site Status	Allocated Employment Site
Existing uses and occupiers	Mix of B1 and B2/B8 Industrial uses. The major occupiers are Owens Corning, Renolit and Metamark/Vuflex, who have expanded their operations on the estate under planning permission 11/00433/FUL with the erection of two units for use classes B2 & B8. In the remainder of the area, the principal occupiers are Spandex, A1 Supaskips, RK Timber and John Russell Food Commodities.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Luneside Industrial Estate is located to the west of Lancaster City Centre. The site also benefits from a riverside location and being less than 1 mile from Lancaster city centre is accessible to local labour markets.	3
Quality of building and surrounding environment	<p>Established industrial Estate with premises of varying size and quality. Whilst the site has benefited from some new higher infill development in recent years (notably at Metamark), many of the existing buildings are of poor quality. There are also a number of derelict sites and vacant premises.</p> <p>The internal layout is fragmented, particularly to the south of the estate. The access road from the surrounding residential areas to the south was particularly poor. As a result internal road access and circulation is poor, particularly to the south east the site.</p>	2
Strategic access	<p>The site lies approximately 3 miles from the M6 motorway with restricted access via the City Centre onto the A6 and A683. The industrial estate is therefore not well related to the strategic road network and is relatively isolated compared to other employment sites.</p> <p>Strategic road access is poor with the site being located some distance from the motorway network. The site has significant access issues from the city centre one-way system, which suffers from significant traffic congestion at peak times. This is followed by poor site access via restricted bridge via New Quay Road to central Lancaster and via residential area to the east of site. The active uses on the site also continue to attract a lot of HGV traffic, with most HGVs accessing the site via the City Centre.</p>	2
Physical limitations and constraints	<p>Local road access is the biggest constraint to development. Further many of the vacant sites are brownfield previously developed land which would require some remediation prior to their take up. The site is within Flood Zone 3 however adequate flood defences are in place to protect the site.</p> <p>Some site clearance and new build would be required to improve the quality of premises on the estate. The surrounding employment areas are currently being developed for mixed use residential and leisure purposes. Some peripheral sites may therefore be attractive for alternative use if cleared and made available for development.</p> <p>Whilst consideration could be given over the longer term to the potential</p>	2

Criteria	Comments	Score
	<p>redevelopment for a mix of uses that complements the surrounding mixed use development proposed for this part of the city, comprehensive redevelopment is unlikely to be viable at the current time.</p>	
Impact on land uses and character of surrounding area	<p>The Luneside employment area has become deindustrialised over time with the release of Luneside West for new residential development. The character of the surrounding area is now predominantly mixed use and residential and will become more so as the Luneside West site is developed for housing.</p> <p>Many of the operations on Lune Industrial Estate are not compatible with these new residential developments and will have a negative impact on the residential amenity in these areas.</p>	2
Contribution of regeneration priority areas	<p>The Council have identified a number of development opportunities across the central and western areas of the City. This includes mixed use regeneration proposals along the quay at Luneside including residential, employment and recreation opportunities. There is therefore potential for the gradual redevelopment of the site to complement this new mix of uses.</p>	2
Appropriateness and market attractiveness	<p>Sites are being marketed however they are not prominent and surrounding uses are currently lower end. Other sites, including land adjacent to Metamark have enabled expansion of existing businesses.</p> <p>It is understood that despite a sustained marketing exercise the site is generally not attractive to the market and little is being done to invest in the site to improve this position.</p>	2
Ownership	<p>Most of Lune Industrial Estate is owned by the Hurstwood Holdings. It is understood from Hurstwood's planning advisors that on-going employment use on the site is no longer considered to be appropriate or viable.</p>	2
Planning considerations	<p>The emerging Land Allocations DPD seeks the retention of B1 and B2 uses at Lune Industrial Estate, recognising that the site provides important opportunities for general employment use (B2) in the Lancaster area and in the wider economy.</p> <p>However, the council does recognise that the long term suitability of this</p>	3

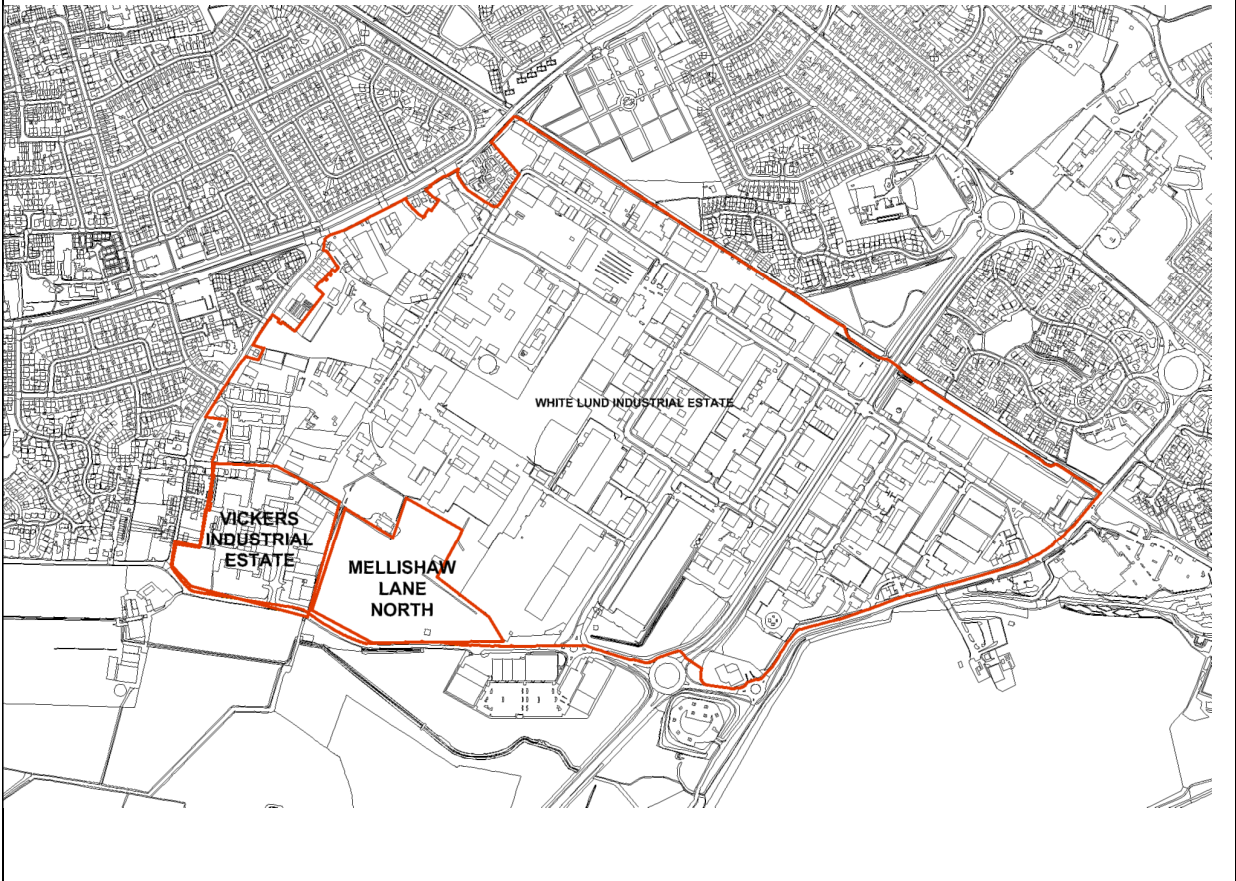
Criteria	Comments	Score
	<p>site for employment uses may require further consideration and action. The site has significant access issues from the city centre one-way system, which suffers from significant traffic congestion at peak times. The site is also located in a predominantly residential area, with an adjoining site (Luneside West) having permission for residential development, this has yet to commence.</p> <p>It is understood however that the sites planning status will therefore be reviewed following the expected completion of the Heysham-M6 link road, which will provide greater accessibility general employment areas on the Heysham Peninsula, with more efficient linkages between these employment sites and Lancaster. It is understood at this point the Council will consider the diversification of uses on the Lune Industrial Estate, including a mixed-development of commercial, residential and recreational uses. It is recommended that such proposals should be brought forward through a comprehensive masterplan for the whole site</p> <p>The draft Land Allocations DPD acknowledges that Proposals for B8 Uses should not be supported at Lune Industrial Estate given the significant constraints to the local highway network in central Lancaster.</p>	
Total Score		20

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

- LAN07/01 – Land on Thetis Road
- LAN07/02 – Former Oil Depot, New Quay Road
- LAN07/03 – Land rear off Abbots Way
- LAN07/04 – Land South of Port Royal Avenue
- LAN07/OPP1 – Thetis House
- LAN07/OPP2 – Vacant Premises r/o Abbots Way
- LAN07/OPP3 – Former Brummel Motors Site
- LAN07/OPP4 – Former WH Smith Depot, Willow Lane
- LAN07/OPP5 – Former MC Resources Building – Corner Plot on Europa Way

Employment Area	White Lund, Morecambe
Site Name	White Lund Industrial Estate
Site Reference	MOR01
Gross Site Area (ha)	100.6ha (including Mellishaw Lane North and Vickers Industrial Estate)
Site Status	Allocated Employment Site
Existing uses and occupiers	Established employment area with a mix of B1, B2 and B8 uses. The area has also proved to be a popular location for car showrooms and associated mechanical and automotive related uses, particularly along the northern boundary.



Criteria	Comments	
Location and proximity to urban areas, labour and services	Existing employment area on the urban edge proximate to services and residential areas of Lancaster and Morecambe providing local labour supply. Areas to the east are most prominent and will become more so following the completion of the Heysham-M6 Link Road. Regular bus services pass the site on Morecambe Road, Ovangle Road, Northgate and Westgate.	5
Quality of buildings and external environment	Established employment area with a mix of modern and older buildings. There is evidence of maintenance with the areas to the east (Red Zone) generally of better quality. Most premises have adequate parking and landscaping, however this deteriorates towards the west of the area. The area around Langdale Business Park (Yellow Zone) in the south western corner of the site is particularly poor quality. Road access and parking are also poor in this location impacting negatively on the attractiveness of this part of the site to potential occupier. As a result this area is of lower overall quality and attracts lower end users.	4
Strategic and local access	The estate is accessed via the A683 and A589 via Lancaster City Centre and is approximately 4 miles from junction 34 of the M6. The estate is also 4 miles from the Port of Heysham, again via the A683. Although avoiding Lancaster City Centre the White Lund is currently less accessible than other locations such as Caton Road. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the whole White Lund area.	4
Physical limitations and constraints	With the exception of Mellishaw (see site reference MOR02 below) many of the vacant sites within the estate are brownfield, previously developed sites. Whilst most sites are level some towards the southern boundary of the site fall within Flood Zone 3. It is also likely that many will require some form of remediation, and in some instances clearance, prior to development.	4
Impact on land uses and character of surrounding area	Generally limited impact. Adequate separation exists between the estate and existing residential / other sensitive uses. Many of the vacant sites are within the estate. Others on the boundary will need to be sensitive to adjacent residential uses.	4
Contribution to regeneration priority areas	Continued investment and development supports Core Strategy policy ER2 to maintain White Lund as a key location for general employment. Further, White Lund will remain the District's main area for general industry. Employment intensive and office based	4

Criteria	Comments	
	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.	
Appropriateness and market attractiveness	A number of prominent sites are being actively marketed within the estate and there is evidence of recent employment land take up / investment. This is an established employment area with a mix of B1, B2 and B8 uses. The area is popular for car showrooms and associated mechanical and automotive uses. The red zone to the east is more commercially desirable as it generally has better quality industrial and office accommodation in comparison to the rest of the industrial estate.	4
Ownership	Vacant sites are largely in private ownership. The intentions of landowners would need to be investigated.	2
Planning status, including extant applications, planning designations and policy constraints	<p>Allocated employment site. Proposals for B1, B2 and B8 use will be supported in principle. Within the White Lund Estate proposals for uses other than those falling within 'B' use classes and those sui-generis uses of an employment nature will not be permitted unless it can be demonstrated that 1) No alternative locations exist for such proposals outside of designated employment areas; and 2) The retail use proposed is ancillary to the employment use of the individual building with any retail use being no greater than 20% of the overall floorspace of the building.</p> <p>No environmental or policy designations known to impact of development for employment use</p> <p>Extant planning permissions are evident at Land at Eastgate, the Surefreight Depot on Newgate and White Lund Metals on Northgate. Recent implemented planning permissions include:</p> <ul style="list-style-type: none"> - The erection of 3 two storey B1 office buildings on Northgate (11/00545/FUL) - Erection of a steel framed building (B1 & B2) on Stevant Way (11/0026/FUL) 	4
Total Score		35

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

MOR01/01 – Land at Northgate (Red Zone)

MOR01/02 – Former Hewden Hire, Middlegate

MOR01/03 – Former Imperial Home Décor Site, Southgate

MOR01/04 – Edmondsons Expansion Land

MOR01/05 - Former Reebok Warehouse adjoining land

MOR01/OPP1 – Former Reebok Warehouse

MOR01/06 – Former 2 Sisters Chicken Factory

MOR01/07 – Former British Gas Depot

MOR01/OPP2 - Langdale Business Park and surrounds

MOR01/OPP3 – Vacant Land r/o The Bathhouse

MOR01/OPP4 – Former Focus DIY Store

Employment Area	White Lund, Morecambe
Site Name	Mellishaw Lane North
Site Reference	MOR02/01
Gross Site Area (ha)	7.4ha
Site Status	Allocated Employment Site
Existing uses and occupiers	Vacant greenfield site



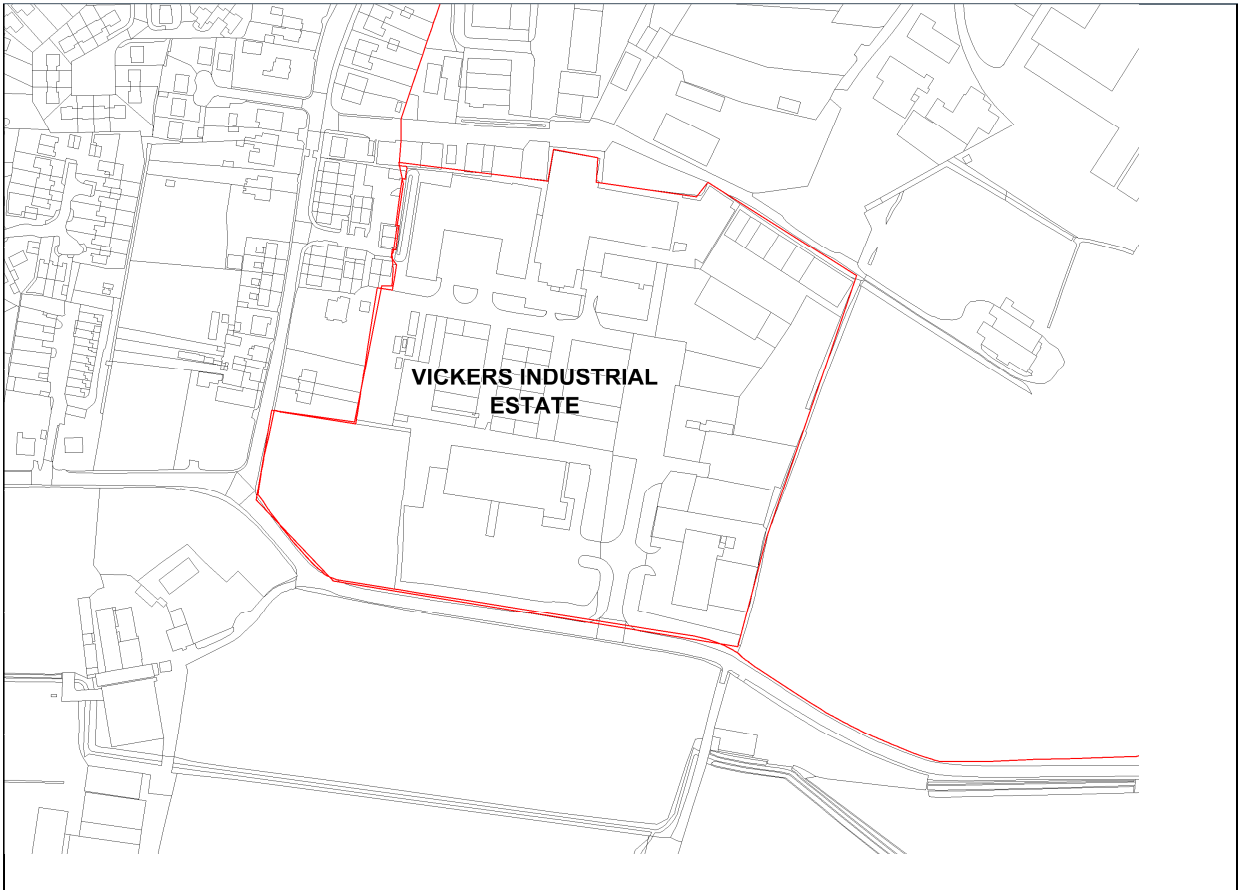
Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Urban edge greenfield site close residential areas providing local labour supply and some services. There are no public transport connections along Mellishaw Lane.	3
Quality of buildings and external environment	The site is currently vacant with evidence of some fly tipping. As a result the site is of generally poor environmental quality. An informal barrier has been created at the front of the site to prevent access and mitigate this. Adjacent sites are generally of mix quality with lower end uses to the south of White Lund occupying adjacent sites.	3
Strategic and local access	Access is via the B5273 Mellishaw Lane and A683. The site is approximately 4 miles from junction 34 of the M6.	3
Physical limitations and constraints	The site suffers from poor ground conditions due to its former use as a chemical works. Large parts of the site also fall within Flood Zone 3.	2
Impact on land uses and character of surrounding area	Southern end of the site adjoins open countryside, however the B5273 provide adequate separation.	5
Contribution to regeneration priority areas	Continued investment and development supports Core Strategy policy ER2 to maintain White Lund as a key location for general employment. Further, 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. The Core Strategy notes that a Business Development Zone is to be investigated.	4
Appropriateness and market attractiveness	No evidence of market activity on the site but evidence within the surrounding White Lund employment area. The site is average in terms of its prominence but will benefit significantly from improved accessibility following the completion of the Heysham-M6 Link Road. The commercial view is that this is one of the biggest development employment sites in the White Lund area and will be developed for B1, B2 and B8. This is a medium to long term opportunity and will become more attractive following the completion of the Heysham to M6 Link Road.	4

Criteria	Comments	Score
Ownership	Single private owner. Intentions unknown and limited capacity to develop the site during its long period of allocation.	5
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site with some constraints. Planning background shows a history of an unimplemented scheme, originally approved in 2002.	2
Total Score		26

Employment Area	White Lund, Morecambe
Site Name	Vickers Industrial Estate, Mellishaw Lane
Site Reference	MOR03
Gross Site Area (ha)	6.0ha
Site Status	Allocated Employment Site (covered under policy EMP1.13)
Existing uses and occupiers	A mix of local firms occupying B2 and B8 floorspace. This includes builder merchants, furniture manufacturers and other automotive related uses. A major business is GVS Group/Air Safety Limited who occupy a large portion of the site and have expanded their air filtering manufacturing operation in recent years by taking up 0.2ha plot within the estate. Bayside NDT have also taken on more space in the Heaton Business Park area.

The frontage of the site is occupied by a non B use garage.





Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The estate is located to the south west of the larger White Lund Industrial Estate in close proximity to residential areas and local labour supply in Morecambe. There are limited public transport links serving the site.	3
Quality of buildings and external environment	The estate provides a mix of older premises and modern infill development. The smaller workshop premises are of average quality and due to the external layout access suffer from access constraint. Vickers Way provides a single access point into and through the site. Parking pressures exist within the estate with verges being used for informal parking.	3
Strategic and local access	The estate is accessed via the A683 and Mellishaw Lane approximately 4.5 miles from junction 34 of the M6. The estate is also c.4miles from the Port of Heysham. Although avoiding Lancaster City Centre the estate is currently less accessible than other parts of White Lund to the north and East. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the whole White Lund area.	3

Criteria	Comments	Score
Physical limitations and constraints	Access to the last remaining plot is constrained. It is unlikely to come forward without further infrastructure investment, unless it is used as expansion space by the neighbouring business. Most of the vacant land identified in previous surveys has since been taken up therefore any major expansion would be subject to the remodelling / development of older and vacant premises within the estate. Parts of the site are within Flood Zone 3.	4
Impact on land uses and character of surrounding area	Forms part of the well-established larger White Lund Industrial area so well related to existing uses. Residential areas to the west are separated by White Lund Road. The estate sits on the urban edge and is bordered by agricultural land to the south separated by the B5273	4
Contribution to regeneration priority areas	Scale of available vacant land means impacts likely to be minimal.	3
Appropriateness and market attractiveness	<p>8 vacant units of varying sizes were observed on the main estate. Most were smaller workshops housed in lower grade older premises. Units 1-3 on Heaton Business Park also remain vacant. Vacant units within the estate are being actively marketed but are surrounded by lower end uses.</p> <p>The commercial view is that the only vacant site is suitable for B1, B2 and B8 uses but has limited commercial appeal due to its size as an infill site and its location. This plot will most likely be used by neighbouring business for expansion or a SME self-design and build.</p>	2
Ownership	Mix of private ownerships. Intentions of the landowner unknown.	2
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site in the emerging Land Allocations DPD. Development proposals for B1, B2 and B8 uses will be supported in principle.	3
Total Score		27

Vacant sites and premises for further assessment

This area includes the following vacant / undeveloped site:

MOR03/01 – Land adjacent to Fowlers Depository

Employment Area	South Heysham
Site Name	Lancaster West Business Park / Middleton Business Park
Site Reference	HEY01
Gross Site Area (ha)	28.34
Site Status	Allocated Employment Site
Existing uses and occupiers	Heysham Waste Technology Centre to the North, together with established B2 uses at Middleton Business Park namely; TP Aspinall & Sons, Lingwood Security Limited, Gilberts Food Products, Island Timber and Rool-tec Safety.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Lancaster West Business Park forms part of a complex of industrial areas in the south of Heysham approximately 2 miles from the Port of Heysham. Located close to the A683 the area benefits from access to labour markets in Heysham, Morecambe and Lancaster. Although the countryside location is relatively remote from existing urban areas, it has benefited in recent years from the creation of a new access road opening up the northern part of the site to the strategic road network.	2
Quality of buildings and external environment	Largely vacant areas to the north either side of the approach road from the A683. The Heysham Waste Technology Centre is a modern well secured building. There was no evidence of access constraints into the site. Buildings at Middleton Business Park were of mixed quality with poor quality road access and landscaping into the site.	4
Strategic and local access	The northern part of the estate is accessed via the A683 which connects the Port of Heysham with the M6 via Lancaster. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the estate. The site currently has good access onto the strategic road network to the north however the new access road does not currently link through the established Middleton Business Park to the south. This part of the site is accessed via Middleton Road.	4
Physical limitations and constraints	As the former ICI Nitrates Plant there may be contamination issues to overcome. Northern parts of the site are within Flood Zone 3. The remoteness of the site will be alleviated to some degree through the creation of the new link road.	4
Impact on land uses and character of surrounding area	The site is self-contained and set back from the A683. There is existing woodland between the site and Middleton village which provides valuable screening to the residential properties.	4
Contribution to regeneration priority areas	The Council is currently exploring the potential of the site to become a decant location for businesses displaced as a result of development proposed at the Port of Heysham. Potential to form a major part of a wider regeneration and investment strategy for South Heysham.	5
Appropriateness and market attractiveness	A number of vacant sites remain including land adjacent to the Waste Technology Centre as well as number of brownfield sites to the south east of Middleton Business Park. There are approximately 23 hectares of vacant land potentially suitable for development. This land potentially provides space for around 50 units totalling 370,000 sqft.	4
The commercial view is that this site is an immediate development		

Criteria	Comments	Score
	opportunity to provide B1, B2 and B8 employment uses linked to Heysham Port.	
Ownership	Most of the vacant land is owned by Lancaster City Council and Lancashire County Council. Smaller areas at the southern end of the site around Middleton Business Park are in private ownership. Given that the site is in public ownership the prospects of development over the plan period are good but likely to be subject to further public sector investment support.	5
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site. Development proposals for B1, B2 and B8 uses will be supported in principle.	4
Total Score		36

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

HEY01/01 – Land to West of Access Road

HEY01/02 - Land at Middleton Business Park - SE & Adjacent silo

HEY01/03 - Land at Middleton Business Park West

Employment Area	South Heysham
Site Name	Major Industrial Estate / Walker Industrial Estate
Site Reference	HEY02
Gross Site Area (ha)	17.48ha
Site Status	Allocated Employment Site
Existing uses and occupiers	B1, B2 and B8 uses. Solvent Recycling occupy a large site to the north of the estate. The southern part of the site is occupied by a mix of smaller local businesses.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Existing employment site on urban edge. Major Industrial Estate forms part of a complex of industrial areas in the south of Heysham approximately 2 miles for the Port of Heysham. Located close to the A683 the area benefits from access to labour supply in Heysham, Morecambe and Lancaster. There is bus stop directly opposite the site.	3
Quality of buildings and external environment	Established industrial estate with predominately B2/B8 uses. The estate includes a mix of lower grade premises providing small workshop space together with some larger modern infill for local occupiers. The site is relatively compact with vehicle movements potentially restricted due to ad hoc parking arrangements.	3
Strategic and local access	The estate is accessed via the A683 and Middleton Road. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the estate.	3
Physical limitations and constraints	Further development may be subject to clearance and infrastructure investment to open up access to available sites	3
Impact on land uses and character of surrounding area	Limited impact. Residential property to the south east of the site. Landscape buffer between residential properties would mitigate impact.	4
Contribution to regeneration priority areas	The Council is currently exploring the potential of the site to become a decant location for businesses displaced at as a result of development proposed the Port of Heysham. Potential to form a major part of a wider regeneration and investment strategy for South Heysham. This proposal was the subject of the Council's Growing Places Fund Proposal. Development being taken forward by Carillion as part of the Lancashire Regeneration and Property Partnership. Carillion undertaking marketing exercise to determine extent of demand.	5
Appropriateness and market attractiveness	Sites in the area are being actively marketed by the County Council's agents, CBRE. It is understood that a development brief is being prepared for the land south of Walker Industrial Estate in close proximity to this site	3

Criteria	Comments	Score
	which is earmarked for a gas power station, a wind turbine and freight facilities. There is the potential that this site could be redeveloped for energy related uses this would be a long term opportunity though. However, the commercial view is that it is more likely that the site will be redeveloped for activities connected to Heysham Port.	
Ownership	Mix of private ownerships with some public sector land adjacent to the south which, subject to demand, may provide opportunities for further expansion. 12 ha of vacant land immediately to the south of the estate owned by Lancaster City Council has been identified as having development potential. Given that the vacant sites surrounding the estate are in public ownership the prospects of development over the plan period are good but likely to be subject to further public sector investment support.	5
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. A planning brief is being prepared for the land south of the Walker Industrial Estate which is earmarked for a gas power station, a wind turbine and freight facilities.	4
Total Score		33

Vacant sites and premises for further assessment.

This area includes the following vacant / undeveloped site:

HEY02/01 – Land to south of Major Industrial Estate

Employment Area	South Heysham
Site Name	Heysham Industrial Estate
Site Reference	HEY03
Gross Site Area (ha)	19.46ha
Site Status	Allocated Employment Site
Existing uses and occupiers	Predominantly B2 and B8 uses.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Heysham Business Park is located approximately 1.7 miles from the Port of Heysham and is proximate to residential areas and local labour supply in Heysham. The site has limited public transport connections.	2
Quality of buildings and external environment	The site currently comprises some 280,000 sqft of low quality accommodation. The quality of the existing buildings in poor and the estate is in need of much needed investment. The site is considered poor in terms of the internal environment.	2
Strategic and local access	The estate is accessed via the A683 and Middleton Road. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the estate.	3
Physical limitations and constraints	<p>site relatively isolated and accessed via a single access point at Main Road. The lack of a direct link through to the Heysham M6 Link could also limit the future development potential of the site.</p> <p>Development of the site would be subject to further clearance, remediation and redevelopment.</p>	2
Impact on land uses and character of surrounding area	<p>Limited impact, although there is some small scale residential development to the south of the site at Middleton Towers, part of which is implemented and part of which has a valid planning permission. .</p> <p>The site is self-contained and set back from the A683 and Middleton Road. Employment uses are compatible with the industrial character of the area and surrounding estates.</p>	4
Contribution to regeneration priority areas	Future employment development on the site would actively support a strategy which seeks to improve the employment offering in South Heysham.	4
Appropriateness and market attractiveness	Sites are being actively marketed but are less prominent and surrounding by lower end uses. There are a number of large brownfield sites vacant within the estate. This includes land to the west and south of Gas Field Road (1.75ha), land to the north of the paper mill (0.9ha). The commercial view is that due to the remoteness and poor surrounding environment of the estate waste and recycling related business would be most appropriate for this employment area.	2

Criteria	Comments	Score
Ownership	Celtech Estates is the primary landowner. It is understood that Celtech Estates plan to redevelop the site to provide circa 520,000 sqft of higher quality, low energy using development. Proposals for the site are speculative however preliminary discussions with the landowner have taken place, indicating a degree of willingness to develop.	2
Planning status, including extant applications, planning designations and policy constraints	Allocated Employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. Constraints and unattractiveness of site would need to be overcome before viable development is able to take place	3
Overall Score		24

Vacant sites and premises for further assessment

This area includes a number of vacant / undeveloped sites:

HEY03/01 – Land West of Gas Field Road

HEY03/02 – Land South of Gas Field Road

HEY03/03 – Land North of Celtech Paper Mill

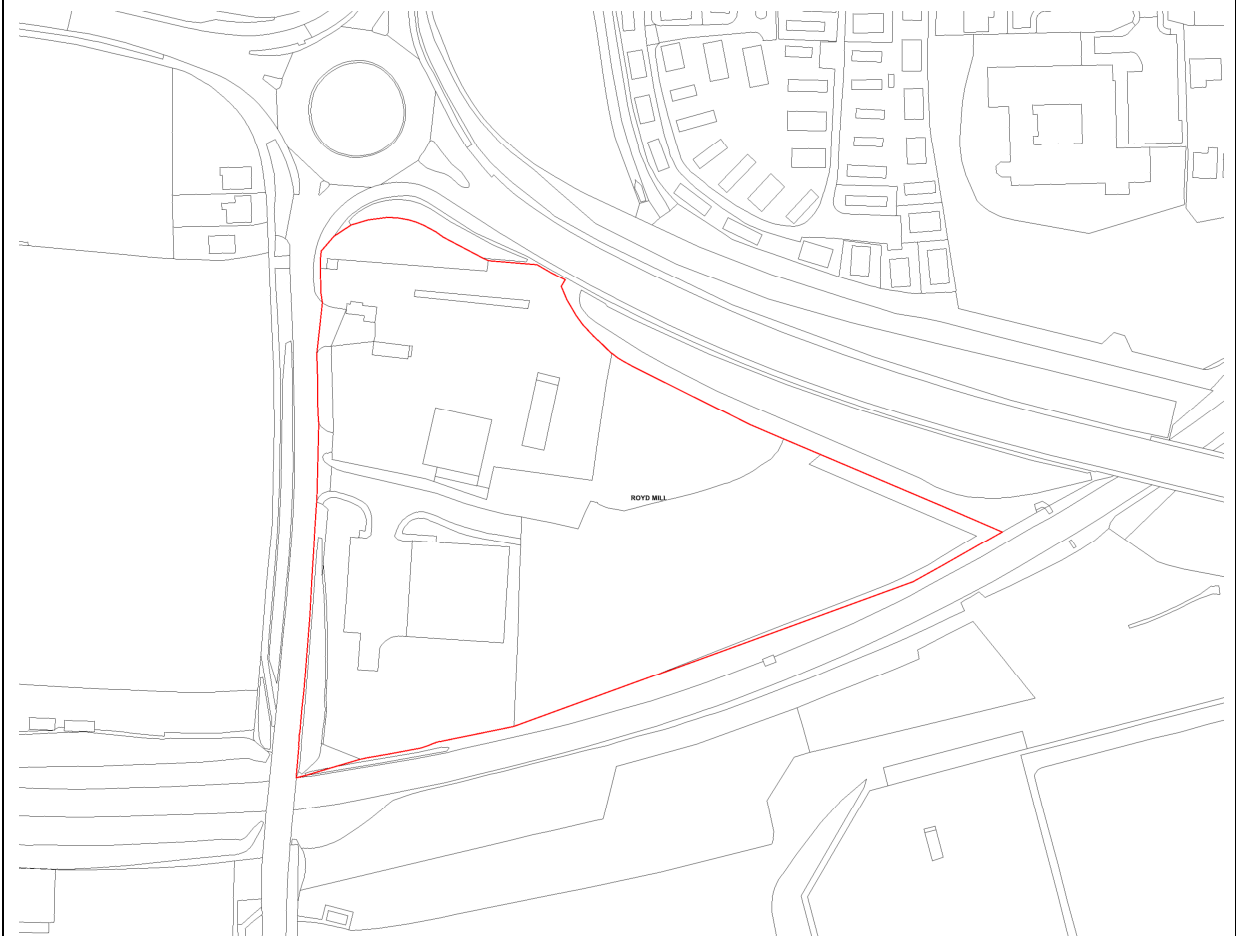
HEY03/04 – Unit 18 (Former Hicks Construction) Stalls Road

HEY03/05 – Land South of Workshop Road

HEY03/06 – Land between Stalls Road and Sidings Road

HEY03/07 – Land Adjacent to Unit 9

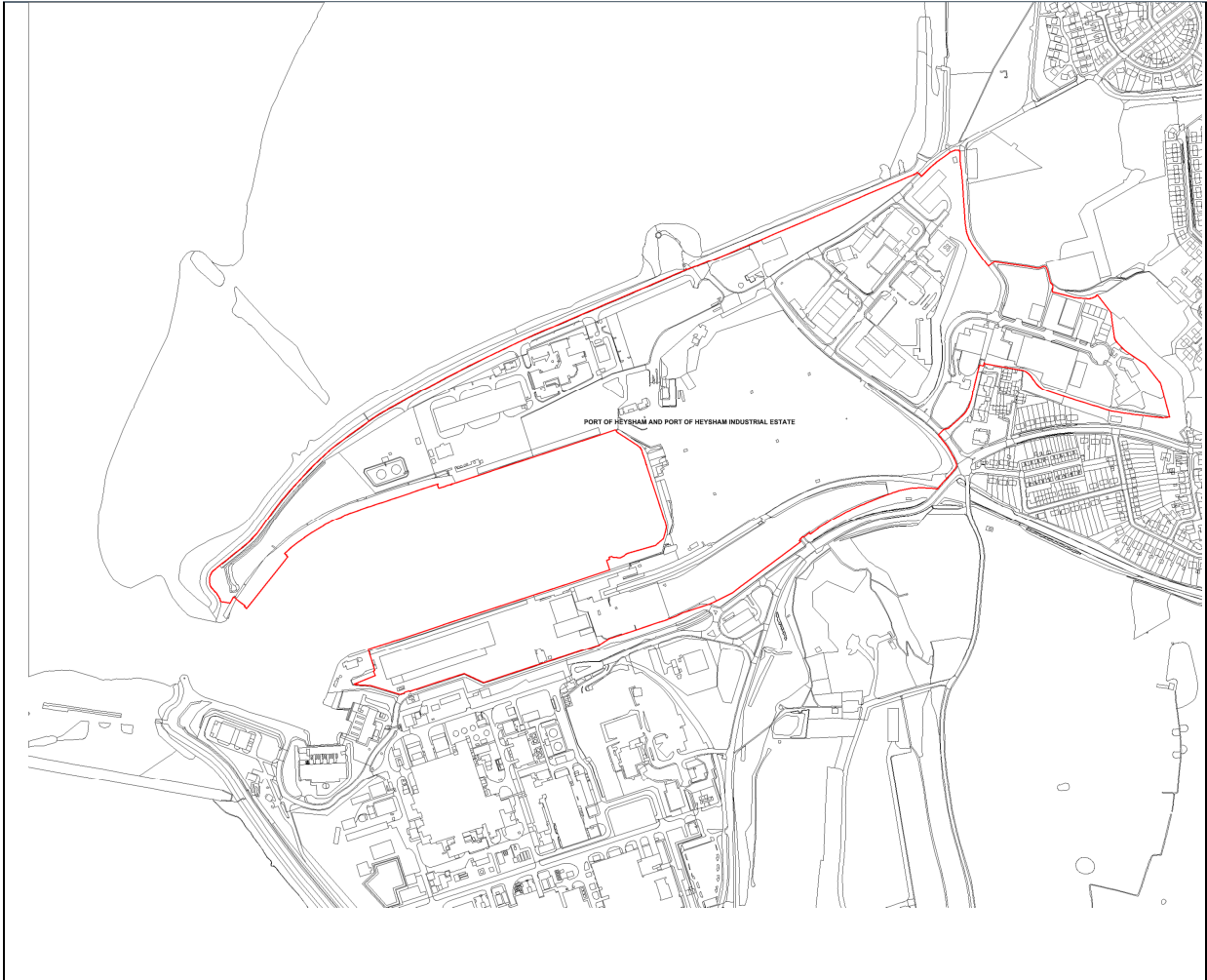
Employment Area	South Heysham
Site Name	Royd Mill
Site Reference	HEY04
Gross Site Area (ha)	2.13ha
Site Status	Allocated Employment Site
Existing uses and occupiers	Predominantly B2 and B8 uses. There are 4 main occupiers on the site - Palletline, Daly's Caravans, HMT Shipping and Alan Dick Engineering Ltd



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Small established employment area located at the junction of Middleton Road and the A683. The estate is within close proximity to Port of Heysham and established residential areas.	3
Quality of buildings and external environment	Small compact site with premises of varying quality. Much of the site is used for vehicle storage by a haulage business.	3
Strategic and local access	The estate is accessed via the A683 and has good access to the Port. The development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the estate.	4
Physical limitations and constraints	The site is bounded by rail lines and roads, making further expansion difficult. Compact nature of the site makes it unsuitable for large scale redevelopment. Physical constraints likely to make the site unviable for alternative uses.	3
Impact on land uses and character of surrounding area	Limited. A683 provides adequate separation.	4
Contribution to regeneration priority areas	Limited impact as little prospect of further development on the site	4
Appropriateness and market attractiveness	The commercial view is that the site will be particularly attractive for activities related to the Port of Heysham. With the expansion of the Port of Heysham this site may become more attractive for these types of businesses.	4
Ownership	Mix of private ownerships. Intentions unknown	2
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site. Development proposals for B1, B2 and B8 uses will be supported in principle	4
Overall Score		31

Employment Area	South Heysham
Site Name	Port of Heysham / Port of Heysham Industrial Estate
Site Reference	HEY05
Gross Site Area (ha)	46.2ha
Site Status	Active Port and Allocated Employment site
Existing uses and occupiers	Operational port plus B2 and B8 uses and associated port related activity on adjacent industrial estate. This includes general industrial and port related freight





Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The industrial estate is located immediately to the east of the Port with good access to the local labour supply in Heysham	5
Quality of buildings and external environment	The Industrial Estate is an established employment area with a mix of modern B2 and B8 warehousing units. The site is generally well maintained with adopted roads and adequate onsite parking facilities. The premises on Penrod Way are elevated and generally of a higher quality than those in the areas around Field Road.	4
Strategic and local access	Accessed via Port Way and the A683. The site is currently a long way from the M6 however, the development of the Heysham M6 Link Road will significantly improve the vehicular accessibility of the estate.	4
Physical limitations and constraints	Sloping topography of the site at Penrod Way. Redevelopment of the site would also be subject to extensive clearance and relocation of existing businesses.	4

Criteria	Comments	Score
Impact on land uses and character of surrounding area	Limited impact, although any increase in freight traffic could have some impact on surrounding residential areas.	4
Contribution to regeneration priority areas	The retention of the estate for employment purposes would support the widening of facilities at the Port to encourage future growth and expansion. The growth of the port offers the potential to bring economic benefits to both the south Heysham area and wider Lancaster District.	5
Appropriateness and market attractiveness	Unit 2A-E at Bay Close remain unoccupied, however there is little evidence of the site being actively marketed. The commercial view is that the combined expansion of Heysham Port and the Heysham to M6 Link Road make the site appeal for port related B8 Storage and Distribution use.	4
Ownership	Mix of private ownerships.	2
Planning status, including extant applications, planning designations and policy constraints	It is understood that the council will support the expansion of the Port in widening its operational area to incorporate the land at the Port of Heysham Industrial Estate, provided that sufficient and appropriate provision is made for the de-canting of existing businesses on the estate to alternative premises.	3
Overall Score		35

Vacant sites and premises for further assessment.

This area includes a number of vacant / undeveloped sites:

HEY05/OPP1 - Units 2a-E Bay Close

HEY05/01 - Land North of Penrod Way

Employment Area	Carnforth
Site Name	Carnforth Business Park
Site Reference	CAR01
Gross Site Area (ha)	8.25ha
Site Status	Allocated Employment site
Existing uses and occupiers	B2 General and Light Industrial and B8 Distribution and Warehousing uses. There are currently 4 occupiers on site including Harwoods Distribution, Strong Door, Abacus Resources and Castle Industrial Supplies





Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Carnforth Business Park is located to the east of Carnforth approximately 0.5 miles from the town centre and less than a mile from Carnforth rail station. Located on the urban edge the site benefits from its close proximity to the M6 and labour markets in Carnforth.	4
Quality of buildings and external environment	Modern and well maintained with adequate parking and grassed landscaped areas. A large part of the site remains greenfield, however a new access road has been created through the site opening up the site for future development.	5
Strategic and local access	The park is situated on the A6254 Kellet Road with direct access to the M6 via Junction 35. The site is under a mile from Carnforth rail station, which provides links into the national network via the West Coast Mainline.	5
Physical limitations and constraints	Greenfield site with no abnormal ground conditions.	5
	As the site occupies a prominent location on the edge of the countryside, development proposals will need to be sensitive to the	

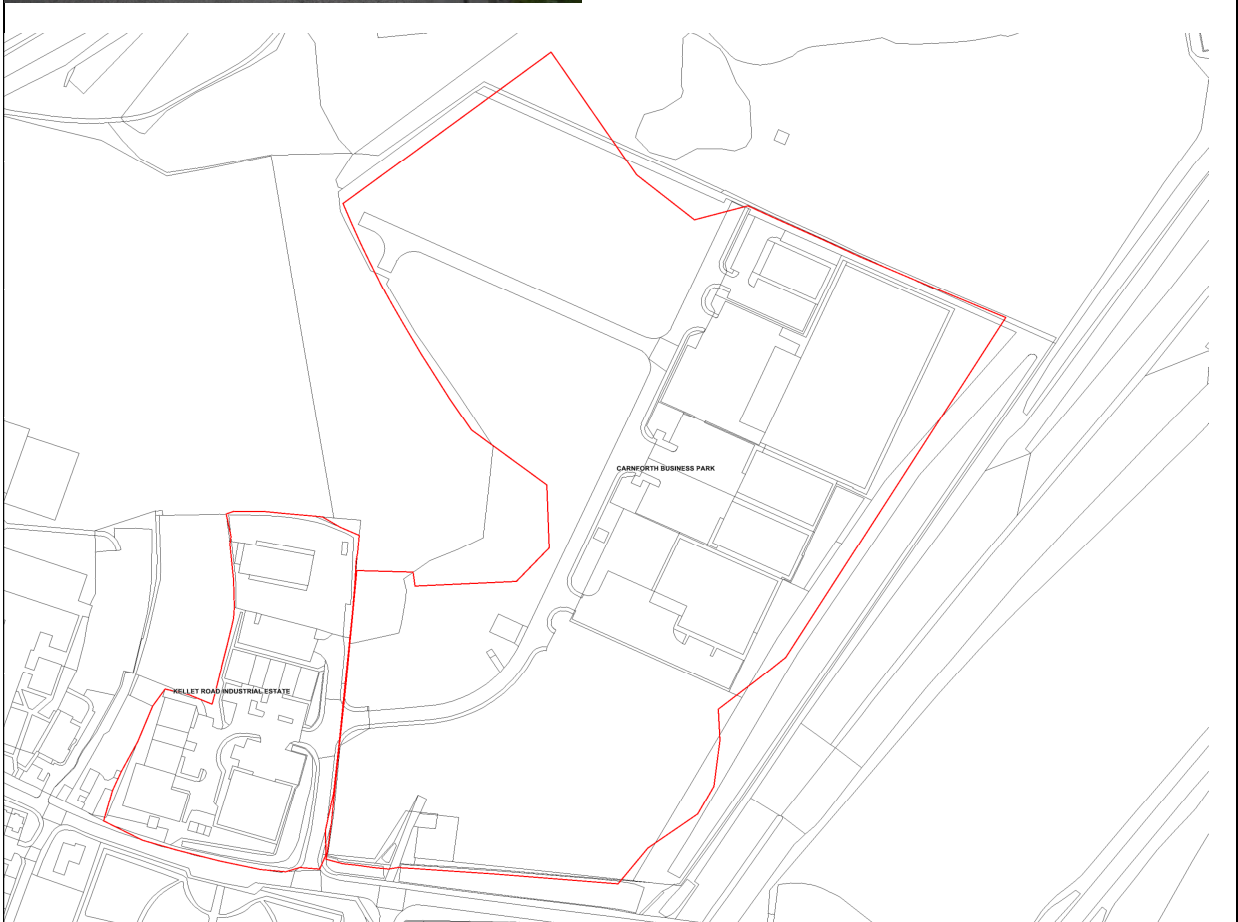
Criteria	Comments	Score
	surrounding landscape character. The site lies in close proximity to a local school on the main route into Carnforth, as such the site would not be suitable for uses which encourage HGVs into and out of the town centre.	
Impact on land uses and character of surrounding area	The site lies adjacent to the Phase 1 development at Kellet Road – a low rise development with a range of general and light industrial uses. Whilst the site is within walking distance from existing residential areas Kellet Road provides adequate separation.	4
Contribution to regeneration priority areas	Not link to a specific regeneration plan but would contribute to employment generation in the Carnforth area.	4
Appropriateness and market attractiveness	<p>The site provides a modern business environment with strategic access onto the national motorway network. There is evidence of recent take with the development of 4 large units on the site and it is understood that the landowner has aspirations to develop the remainder of the site in the next two years.</p> <p>The commercial view is that this is an excellent employment site for B2 and B8 uses. The site has excellent transport links situated on the A6254 Kellet Road with direct access to the M6 via junction 35 and would appeal to a wide range of employment uses, in particular warehousing distribution and logistics.</p> <p>However, the site is not being actively marketed and in acknowledgement of the uncertainty regarding the availability and timing of development it is recommended that the Council monitors development activity on the site to ensure that it comes forward in the plan period.</p>	5
Ownership	Single ownership and immediately available for development.	4
Planning status, including extant applications, planning designations and policy constraints	Allocation Employment site. Proposals for Heavy Industrial B2 Uses or B8 uses at Carnforth Business Park will not be supported in order to maintain the high quality landscape and the rural character of the locality. The site benefits from planning permission under a previously approved scheme.	5
Total Score		41

Vacant sites and premises for further assessment.

This area includes the following vacant / undeveloped site:

CAR01/01 – Remaining Land at Carnforth Business Park

Employment Area	Carnforth
Site Name	Kellet Road Employment Area
Site Reference	CAR02
Gross Site Area (ha)	1.49ha
Site Status	Allocated Employment site
Existing uses and occupiers	B1, B2 and B8 uses are present onsite. Tufnells Parcels occupy a large depot to the rear of the site. Other established businesses include English Hardwood Design, Peacock Import and Fancy Goods, Crace Davidson, Carnforth Service and MOT Centre and Alltech Associates.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Kellet Road Industrial Estate is located to the east of Carnforth approximately 0.5 miles from the town centre and less than a mile from Carnforth rail station. Located on the urban edge the site benefits from its close proximity to the M6 and labour markets in Carnforth.	4
Quality of buildings and external environment	Well established industrial estate forming part of the wider Carnforth Business Park complex where there is sufficient land available for development. The estate was the Phase 1 development at Kellet Road; a low rise development with a range of general and light industrial uses. It provides well maintained relatively modern buildings with forecourt parking.	4
Strategic and local access	The estate is situated on the A6254 Kellet Road with direct access to the M6 via Junction 35. The site is under a mile from Carnforth rail station, which provides links into the national network via the West Coast Mainline.	5
Physical limitations and constraints	No major constraints other than traffic impacts on A6254.	3
Impact on land uses and character of surrounding area	The site lies adjacent to a local school; however the absence of heavy B2 uses makes this acceptable. Whilst the site is within walking distance from existing residential areas Kellet Road provides adequate separation.	4
Contribution to regeneration priority areas	No adverse impacts. The site could provide workshop space for smaller businesses to support employment generation and enterprise growth in Carnforth.	3
Appropriateness and market attractiveness	A number of units remain vacant suggesting limited demand at the current time for the type of units on offer at Kellet Road Industrial Estate. 4 out of the 10 units are currently vacant. It is likely that the site will continue to appeal to local SME' s and new start-up businesses who want good storage or workshop space for light industrial use.	4
Ownership	Mix of private ownerships	2
Planning status, including extant applications, planning designations and policy constraints	Allocated employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. There are currently no extant planning permissions on the site.	4
Total		33

Site Name	Scotland Road, Carnforth
Site Reference	CAR03
Gross Site Area (ha)	2.95ha
Site Status	Allocated Employment site
Existing uses and occupiers	B2 uses. The main occupier is Border Aggregates Limited – builder’s yard. There is also a car showroom fronting Scotland Road



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Located directly on the A6, approximately 0.2miles north of Carnforth Town Centre. The site is within the existing urban area adjacent to established residential areas with good access to the town centre, the national rail network and local labour markets.	5
Quality of buildings and external environment	The site provides a mix of older premises and builder's yard storage facilities being used by a single occupier – Border Aggregates Limited. The site is currently used for the manufacture and storage of concrete products. No land is currently available for further expansion.	3
Strategic and local access	Located on the A6 within close proximity to the M6 via Kellet Road or the M601(M) link to Junction 35.	4
Physical limitations and constraints	The site is bounded by railway lines to the west with poor access onto the A6 Scotland Road.	3
Impact on land uses and character of surrounding area	Located on arterial route into Carnforth with open countryside providing adequate separation from residential areas to the east.	4
Contribution to regeneration priority areas	No adverse impacts or significant benefits	3
Appropriateness and market attractiveness	Prominent and fully occupied site with long established business on site. The site is in urban fringe and could have some market attractiveness for potential future development for non-employment use.	4
Ownership	The site is in private ownership.	2
Planning status, including extant applications, planning designations and policy constraints	Existing employment allocation where development proposals for B1, B2 and B8 uses will be supported in principle. Part of the site is currently being developed by Aldi for non-employment retail use.	4
Total Score		32

Employment Area	Carnforth
Site Name	Millhead Warton Road Carnforth
Site Reference	CAR04
Gross Site Area (ha)	2.20ha
Site Status	Former Allocated Employment site suggested for residential use under emerging planning policy
Existing uses and occupiers	Largely vacant with some automotive uses including scrap metal yard on periphery



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Brownfield site located in Millhead, approximately 0.5 miles north of Carnforth Town Centre via Warton Road/Mill Lane close to existing residential areas. The site is less than a mile from Carnforth train and Warton Road employment area.	3
Quality of buildings and external environment	Vacant site with a number of small workshops adjacent. The quality of internal access roads were poor with little evidence of active maintenance.	2
Strategic and local access	The site is the least accessible of all the Carnforth employment sites, with constrained access via Carnforth town centre and local roads. The site is not prominent, but is relatively well served by public transport – bus and train. The site is walkable from Carnforth Rail Station approximately 0.3 miles away.	2
Physical limitations and constraints	Accessibility is the single biggest constraint, with other sites in and around Carnforth providing much more attractive locations for employment uses. The narrow access via Warton Road/Mill Lane	2

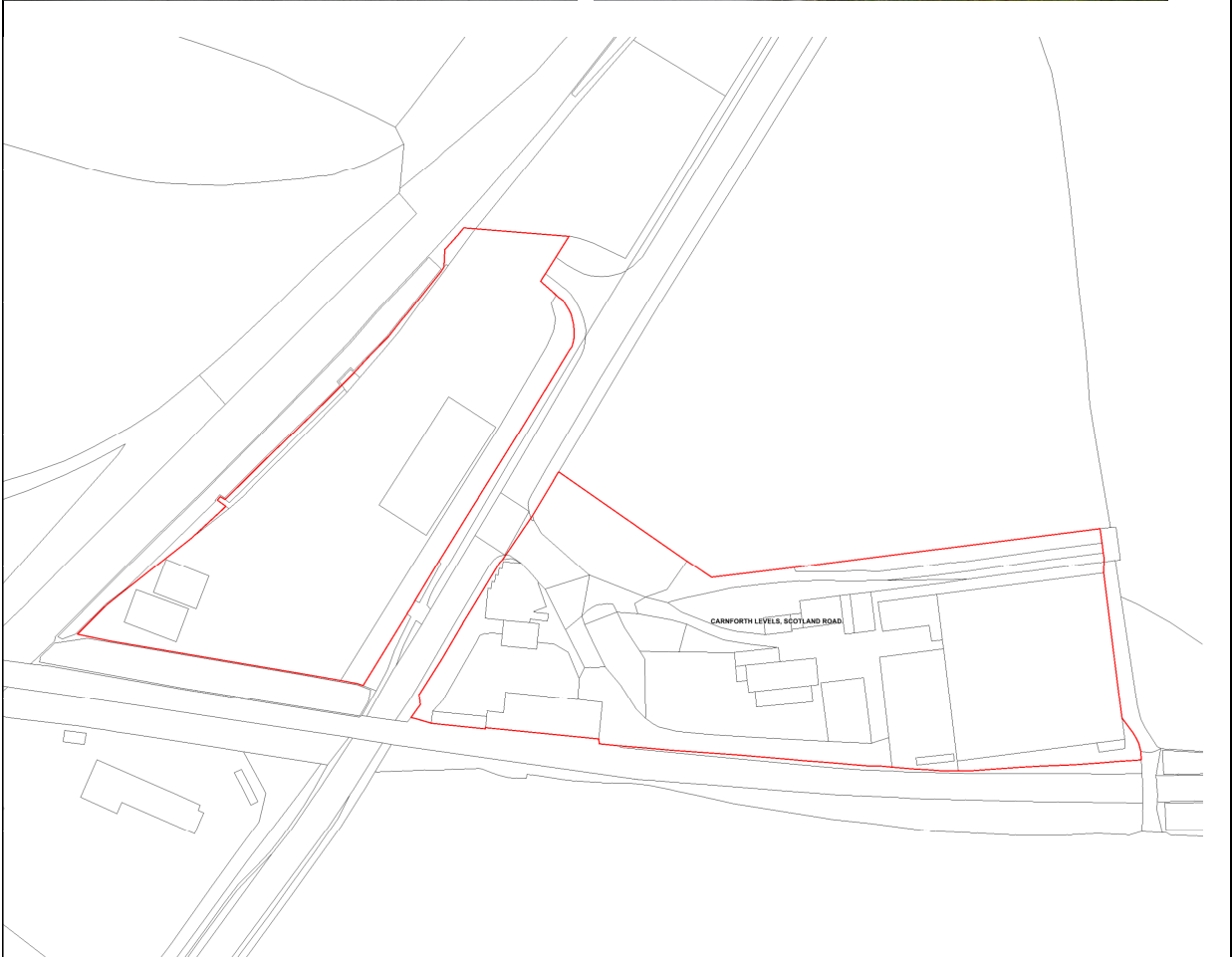
Criteria	Comments	Score
	<p>constrains access and would be unsuitable to heavy use associated with employment use.</p> <p>Redevelopment of the site would be subject to the some form of remediation given its status as previously developed land.</p> <p>It is understood there is a listed buildings on site and that the north east of the site sits within an area of flood risk. The site is also adjacent to the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) and is very close the houses at Carlisle Terrace.</p> <p>The site is also adjacent to a Biological Heritage Site.</p>	
Impact on land uses and character of surrounding area	The current employment uses detract from the environmental quality of the setting. The site adjoins countryside to the east and residential and leisure uses to the north. The river Keer forms the southern boundary of the site.	1
Contribution to regeneration priority areas	As the site is currently vacant there would be no significant loss of employment. Development of the site for residential offers the potential to regenerate the site and improve the quality of the Millhead area.	2
Appropriateness and market attractiveness	The site is not being actively marketed for employment use and is least prominent employment site in Carnforth. The commercial view is that this site has little market appeal except for established occupiers on site or local SME's for automotive uses. It is close to existing residential areas and less than a mile from Carnforth and its local amenities. The site has market attractiveness for potential redevelopment for residential in the next five-ten years.	1
Ownership	Private ownership. Its inclusion as a potential residential allocation would suggest that the owner is supportive of development, but for residential rather than employment use.	2
Planning status, including extant applications, planning designations and policy constraints	Existing employment area identified as a potential residential allocation in the Draft Land Allocations Preferred Options DPD.	3
Total		18

Vacant sites and premises for further assessment.

This area includes the following vacant / undeveloped site:

CAR04/01 – Millhead/Land at Keer Bridge

Employment Area	Carnforth
Site Name	Carnforth Levels, Scotland Road, Carnforth
Site Reference	CAR05
Gross Site Area (ha)	2.60ha
Site Status	Allocated Employment site
Existing uses and occupiers	B1 office and B2 light industrial. The sites are being used as a Depot for Travellers Choice Coaches and other building supply / landscaping firms.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Located on the A6 on the urban edge of Carnforth. Within close proximity to Carnforth and local labour supply.	4
Quality of buildings and external environment	Lower grade premises of mixed quality. Internal circulation and access constrained slightly due to elevated position and compact nature of the site. All sites are currently occupied with no land available for development.	3
Strategic and local access	Located on the A6 north of Carnforth, the sites benefit from good access to the M6 motorway via junction 35 and the A601(M) link road which connects to the A6.	4
Physical limitations and constraints	The site is bounded by railway lines to the south and west and open countryside to the north. Sloping topography of eastern site would constrain any future development on the site. Access is directly onto the busy A6.	3
Impact on land uses and character of surrounding area	The site sits on the urban edge and adjoins open countryside. Sites are close to the M6, remote from residential areas and suitable for most types of industrial use.	4
Contribution to regeneration priority areas	Limited impact.	3
Appropriateness and market attractiveness	Prominent site directly on the A6. No evidence of vacancy at the current time. The site is suitable for a range of industrial uses and has market attractiveness to local SME's who demand low cost business and industrial space in close proximity to Carnforth.	4
Ownership	Multiple private ownerships	2
Planning status, including extant applications, planning designations and policy constraints	Existing employment allocation where development proposals for B1, B2 and B8 uses will be supported in principle. There are currently no extant planning applications for the site.	4
Total Score		31

Employment Area	Carnforth
Site Name	Former TDG Site, Warton Road, Carnforth
Site Reference	CAR06
Gross Site Area (ha)	8.5ha
Site Status	Allocated Employment site
Existing uses and occupiers	B1/B2 industrial uses. Ironworks House provides business space for various small scale uses. On the remainder of the site(s) occupiers include G and A Thursby Ltd, Briscoe Construction, EWS Rail Kirby Lonsdale Coach Hire, WCF Fuels, Natural Stone Supplies.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Located to the north of Carnforth Town Centre close to local labour supply in Carnforth. The site is also adjacent to Carnforth rail station and other public transport links.	5
Quality of buildings and external environment	<p>Older premises and warehousing in a reasonable state of repair providing space for haulage and distribution uses. This site is divided by Warton Road with a large portion on the eastern side currently vacant.</p> <p>External areas are predominantly of crushed stone surface and the majority of the site is fenced with steel palisade fencing. The western side is characterised by a poor internal layout, roads and parking arrangements.</p>	3
Strategic and local access	Access to the strategic road network is via Carnforth town centre. Beyond the town centre, the sites benefit from access to the M6 motorway via junction 35 and the A601(M) link road which connects to the A6 north of Carnforth.	3
Physical limitations and constraints	<p>West Coast mainline and other associated rail infrastructure on bounds large parts of the site.</p> <p>Redevelopment for alternative uses would be subject to extensive clearance and remediation of the site.</p> <p>The larger element of the site is also obscured by a significant wall and office building which is listed. There are also a number of listed structures within the site.</p>	2
Impact on land uses and character of surrounding area	Forms part of a well-established complex of industrial areas immediately to the north of Carnforth Town Centre.	4
Contribution to regeneration priority areas	Redevelopment offers the potential to support priorities for the continued role of Carnforth Town Centre as a key service centre, market town and visitor destination. Employment generating uses would complement this objective.	3
Appropriateness and market attractiveness	The former TDG site comprises a self-contained distribution facility extending to 18,971 sq m (204,208 sq ft) on a site of approximately 11.1 acres.	3

Criteria	Comments	Score
	<p>Site is being actively marketed and is in a prominent location close to Carnforth Town Centre and public transport connections.</p> <p>204,208 sqft is currently being marketed by GRM Property Consultants. Colliers' view is that that this site does have some merit as basic storage space at a low market rent, however it is unlikely that this amount of space will be leased to a single occupational tenant for significant number of years.</p> <p>The site is located on the edge of the town centre and is in close proximity to the railway station and local town amenities, therefore it is imperative that a suitable and deliverable future use is identified for this important site. It is considered that over the long term this site would be suitable for a mixed use development comprising employment, residential and a small amount of leisure use.</p>	
Ownership	Multiple private ownerships. The former TDG site is currently being marketed for rent. Unclear if the current landowner has expressed an interest to develop the site, although the inclusion of the site within the emerging Land Allocations DPD would suggest development intentions for a mixed use scheme have been established.	2
Planning status, including extant applications, planning designations and policy constraints	<p>Allocated employment site, however the Council will support the regeneration and redevelopment of the former TDG Site, Warton Road, Carnforth for a mixture of uses.</p> <p>Potential uses could include elements of employment (excluding B8 Storage and Distribution uses), commercial, residential and recreational uses.</p>	3
Overall Score		28

Vacant sites and premises for further assessment.

This area includes the following opportunity site;
 CAR06/OPP1 – Former TDG Site

Employment Area	Carnforth
Site Name	Lodge Quarry, Carnforth
Site Reference	CAR07
Gross Site Area (ha)	2.6ha
Site Status	Existing Employment Area
Existing uses and occupiers	B2 light industrial. Occupiers include Dennis Barnfield Ltd, Lakeland Trucks, Lodge Quarry Garage, Newland Design, Case Poclairn



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	<p>Lodge Quarry is located immediately to the south of Carnforth Town Centre adjacent to Tesco which now occupies a large portion of the site.</p> <p>The site is located within the urban area the site is close to existing services and local labour markets. The site is well located for public transport links in Carnforth Town Centre.</p>	5

Criteria	Comments	Score
Quality of buildings and external environment	Generally modern well maintained premises. Informal landscaping and limited landscaping in the site itself.	4
Strategic and local access	The estate is set back from the road and accessed via a signalised junction from the A6. Access to the strategic road network is via Carnforth own centre.	3
Physical limitations and constraints	Established employment area with no land available for future development. Site has sufficient site infrastructure and services. Any future redevelopment would be subject to extensive clearance, relocation and/or remodelling of the estate.	3
Impact on land uses and character of surrounding area	Close to residential properties to north and not well related to other employment areas within Carnforth. The site is also located within close proximity to designated conservation areas.	2
Contribution to regeneration priority areas	Limited impact.	3
Appropriateness and market attractiveness	The site is not prominent but appears to be fully occupied; appealing to local SME's for B1 and B2 activities but is not suitable for B8 use. Due to the sites locality it does have market attractiveness for possible retail or residential development in the future.	3
Ownership	Private ownership.	2
Planning status, including extant applications, planning designations and policy constraints	Existing employment area. There are currently no extant planning permissions for the site. The location of the site makes it unsuitable for B8 employment uses which would generate a large amount of HGV traffic.	3
Total Score		28

Rural employment sites

Employment Area	Rural
Site Name	Galgate Silk Mill, Galgate
Site Reference	RUR01
Gross Site Area	0.66ha
Site status	Rural Employment Site
Existing occupiers	The mill provides small units suitable for start-up businesses and other rural enterprises.



Criteria	Comments	Score
Location and proximity to urban area, labour and services	Located in Galgate approximately 1 mile from M6 Junction 33. There is a small resident population in the immediate area, but also a regular bus service from Lancaster via the A6. Whilst the mill is prominent, the site itself is set back from the A6 and bus routes into/out of Lancaster	3
Quality of buildings and external environment	<p>The former silk mill at Galgate has been converted for use by a number of small businesses. The main mill building stands at five storeys and provides a dominant and attractive landmark for Galgate. The mill itself is of average quality and would benefit from upgrade / investment.</p> <p>External areas are well maintained. Crushed stone surfacing provides for ad hoc parking across the site. There is sufficient circulation space but not formal arrangements in place. Limited landscaping.</p>	3
Strategic access	<p>The site is well connected to the national motorway network via the A6, although traffic congestion is a major issue at peak times.</p> <p>Local access is via a narrow country road and one way system through the upper part of the village. Access improvements have been brought about by the development of the adjoining housing site, however the site's location, set back from the A6, would not be suitable for heavy use by HGV traffic.</p>	4
Physical limitations and constraints	The main issues are the impact of development on adjoining residents and the impact of traffic on Chapel Lane.	3
Impact on land uses and character of surrounding area	Galgate provides an attractive village setting for the Mill and adjacent industrial units. Neighbouring retirement apartments would not be compatible with intensive employment uses.	2
Contribution to regeneration priority areas	Limited impact	3
Appropriateness and market attractiveness	No evidence of vacant space being actively marketed, although it is likely that the site will have appeal for B1 and B2 activities, providing space for local start up business and SME's at a competitive rent in a rural location. However, the available space is not well marketed and the site may not be used to its full potential.	3

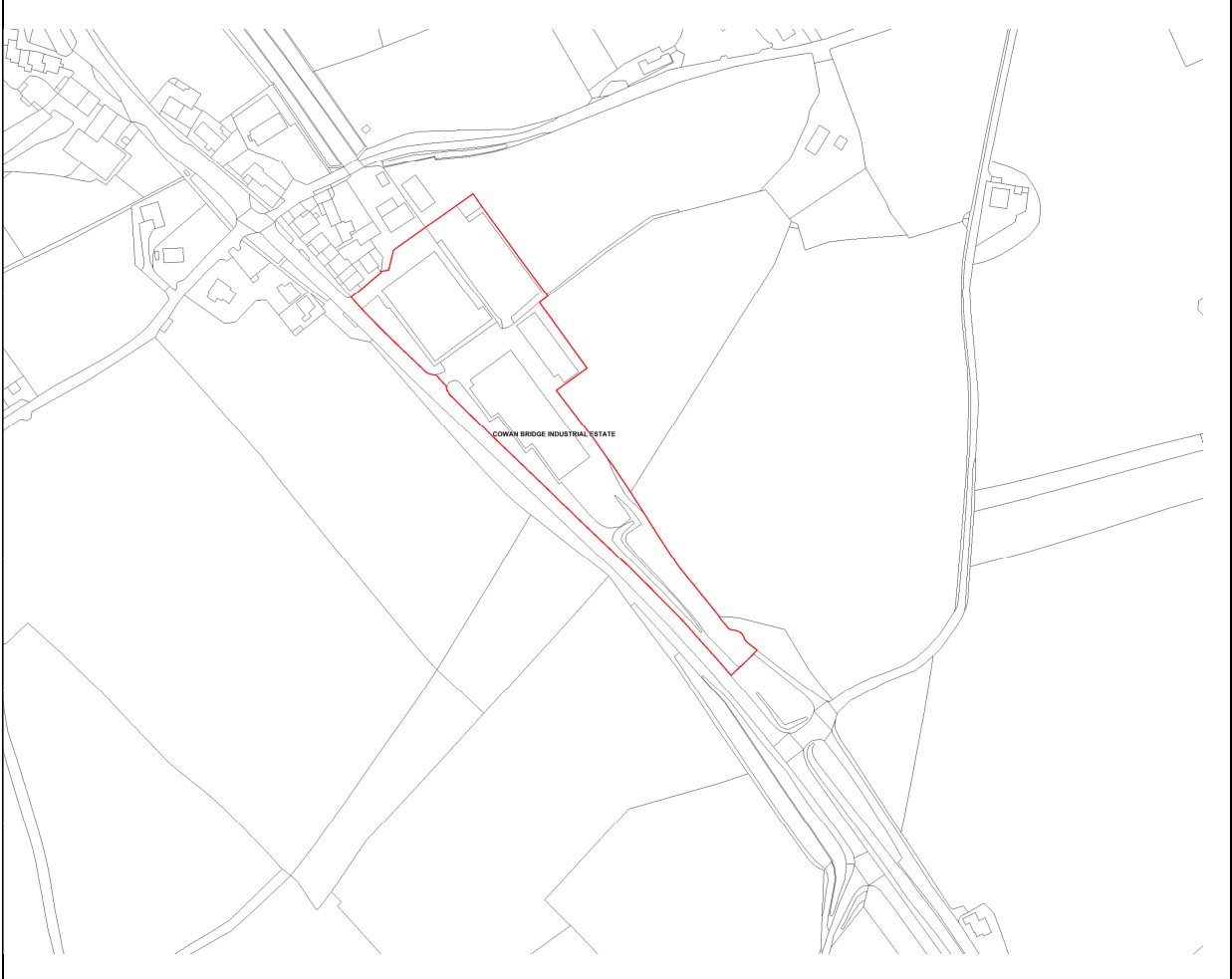
Criteria	Comments	Score
Ownership	Private ownership	2
Planning status, including extant applications, planning designations and policy constraints	<p>Allocated rural employment site. Development proposals for B1, B2 and B8 uses will be supported in principle.</p> <p>Emerging policy within the Land Allocations DPD supports proposals which seek to preserve and regenerate the site, where this is demonstrated to be consistent with the sites rural location and concentration of Listed buildings on and adjacent to the site.</p> <p>Emerging policy also supports the wider diversification of the site encouraging residential use on the upper floors of the mill building where it is demonstrated to be unsuitable for employment development and where residential development is shown to be compatible with wider employment uses within the building.</p>	3
Total Score		26

Employment Area	Rural
Site Name	Glasson Dock
Site Reference	RUR02
Gross site area	2.79ha
Site Status	Rural Employment Site
Existing occupiers	The site is in active B2/B8 use. Key occupiers include Glasson Grain and Smokehouse



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	The Glasson Industrial Area is a major rural employment site anchored by Glasson Grain. The site is some distance from large centres of population.	2
Quality of buildings and external environment	Established employment area and dock related uses. The site provides a mix of modern well maintained industrial units and older premises. There is adequate on-site parking. Limited landscaping and generally low quality environment.	3
Strategic access	Strategic access is poor. The estate is accessed via country roads and A588 which heads south from Lancaster.	1
Physical limitations and constraints	Location is the biggest constraint. HGV movements and impacts on adjoining residential areas.	3
Impact on land uses and character of surrounding area	Forms part of an established port complex. There is adequate separation between the port and neighbouring residential uses.	4
Contribution to regeneration priority areas	Limited impact	3
Appropriateness and market attractiveness	The site is privately owned and is an important established rural employment site for B1, B2 and B8 use. It is likely that the Dock location will provide for a specific local market for dock related activities.	3
Ownership	Private ownership	2
Planning status, including extant applications, planning designations and policy constraints	Allocated rural employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. Future development at Glasson Dock will need to safeguard the Fishnet point yacht club. Development must not harm the Lune Estuary SSSI.	3
Total Score		25

Employment Area	Rural
Site Name	Cowan Bridge
Site Reference	RUR03
Gross site area	1.33ha
Site Status	Rural Employment Site
Existing occupiers	B2 light industrial with some B8 storage and retail. The main occupier is Tulchan a clothing manufacturer and distributor



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Rural employment site located in Cowan Bridge, 2.5 miles from Kirby Lonsdale. The site is proximate to some local bus services along the A65.	3
Quality of buildings and external environment	Good quality and well maintained units adjacent to the A65. The units are low rise with some older premises to the rear of the site. Internal areas are well maintained with adequate parking.	4
Strategic access	Cowan Bridge Industrial Estate is the most easterly of all of Lancaster's employment sites. The site benefits from direct access onto the A65 but is considerable distance from the national motorway network.	3
Physical limitations and constraints	No major obstacles / physical constraints, however the site is currently fully occupied.	3
Impact on land uses and character of surrounding area	Limited impact. The site is not intensively used and there is adequate separation between residential and other sensitive uses.	4
Contribution to regeneration priority areas	Limited impact, however the site provides rural employment opportunities to the upper Lune Valley.	3
Appropriateness and market attractiveness	No evidence of vacancy and/or sites being actively marketed. This site will most likely to have market appeal to a single occupier that is well established in this area or specifically needs to be in this locality.	4
Ownership	Single private occupier	2
Planning status, including extant applications, planning designations and policy constraints	Allocated rural employment site. Development proposals for B1, B2 and B8 uses will be supported in principle.	4
Total Score		30

Employment Area	Rural
Site Name	Claughton Brick Works
Site Reference	RUR04
Gross site area	7.28ha
Site Status	Rural Employment Site
Existing occupiers	B2 with some B8 storage and distribution and retail. The main occupiers are Hanson Cement, Palletforce, and WCF Garden Centre supplies.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Located on the A683 on the edge of Claughton with some access to local labour supply. Although not within the rural settlement the site lies on the main Lune Valley bus route.	3
Quality of buildings and external environment	Site forms part of an established concentration of industrial activity at Claughton. The site consists of a Brickworks, a garden centre and a large buffer store previously used for the storage of agricultural produce. The site includes a mix of modern warehousing and older stone built buildings.	3

Criteria	Comments	Score
	External areas are well-maintained with informal car parking and limited landscaping across the site.	
Strategic access	Proximate to A roads but limited access to the national motorway network	3
Physical limitations and constraints	No major barriers to development observed other than the need to mitigate landscape impacts given the sites has a rural setting. The site lies in the Forest of Bowland AONB	3
Impact on land uses and character of surrounding area	Limited. Adequate separation exists between uses.	4
Contribution to regeneration priority areas	Limited impact, however the site provides rural employment opportunities	3
Appropriateness and market attractiveness	No evidence of vacancy and/or sites being marketed. This is an important employment site for B2 and B8 activities and has market appeal for owner occupiers that are well established in the area.	4
Ownership	Multiple private ownerships	2
Planning status, including extant applications, planning designations and policy constraints	Allocated rural employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. The site is within the Forest of Bowland AONB	3
Total Score		28

Employment Area	Rural
Site Name	Hornby Industrial Estate
Site Reference	RUR05
Gross site area	0.86ha
Site Status	Rural Employment Site
Existing occupiers	B2 light industrial. The principle occupier is Intaglio Engraving



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Located on the edge of Hornby Village providing a limited number of rural employment opportunities. The site is close to the village centres with limited public transport and other services	3
Quality of buildings and external environment	The site characterised by single storey industrial units and associated office space. The buildings are not modern but well maintained and occupied. Surfaced car parking exists and the entrance to the site is landscaped.	3
Strategic access	Access is via local B roads which lead to the estate from the A683.	3
Physical constraints / barriers to development	Adjoining areas built up with limited space for further expansion. Access via narrow B roads would be a constraint for larger HGVs.	3
Impact on land uses and character of surrounding area	The character of the surrounding area is predominantly residential. B2 uses therefore adjoin existing residential areas. The site is not intensively used therefore the impacts are minimal.	4
Contribution to regeneration priority areas	Limited impact, however the site provides rural employment opportunities.	3
Appropriateness and	No evidence of vacancy and/or sites being marketed. The site has single private ownership providing some rural employment.	3

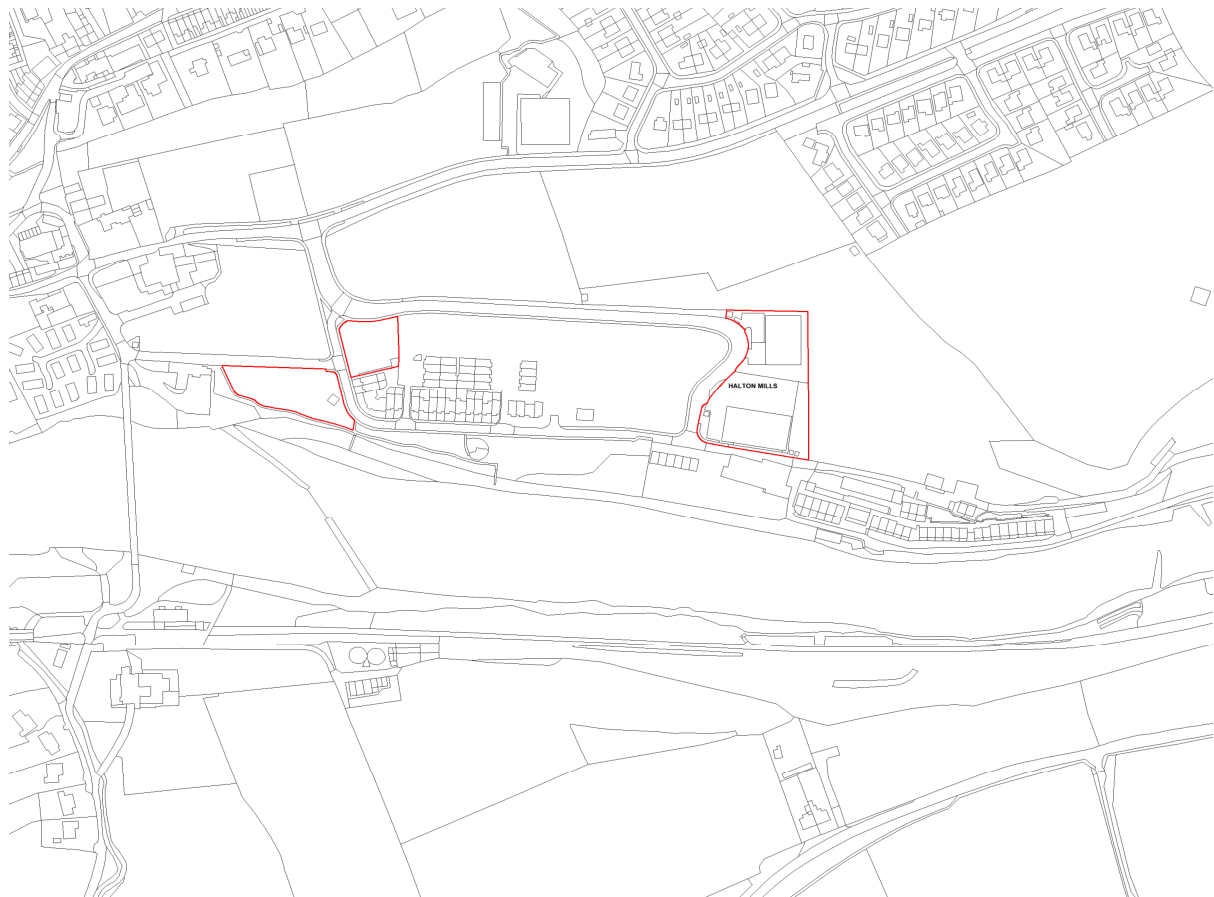
Criteria	Comments	Score
market attractiveness	Should the existing occupier vacate/sell the premises, this site will appeal to another local SME who has historically been located in the area. This site is most likely to have market appeal to a single occupier that is well established in this area or specifically needs to be in this locality.	
Ownership	Private single ownership – Intaglio Engraving	2
Planning status, including extant applications, planning designations and policy constraints	Allocated rural employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. The site is within the Forest of Bowland AONB	3
Total Score		27

Employment Area	Rural
Site Name	Willow Mill, Caton
Site Reference	RUR06
Gross site area	0.24ha
Site Status	Rural Employment Site
Existing occupiers	The mill provides B1 office space for a mix of small local businesses



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Small employment site located in Caton. The converted Willow Mill and adjacent buildings to the south are the main employment area within Caton and Brookhouse containing many small businesses. Residential areas immediately surround the site.	3
Quality of buildings and external environment	The 3 storey mill has been sensitively converted to provide good quality office space for local businesses. The site contains car parking to the front and is visually attractive.	4
Strategic access	Located in the village of Caton accessed off Copy Lane. Restricted access via local residential streets.	2
Physical limitations and constraints	The site is compact with a single vehicle access. The car park was full at the time of the survey however there was little evidence of on street parking on surrounding roads. Further development would be subject to the demolition or conversion of the buildings currently being marketed to the south of the site.	3
Impact on land uses and character of surrounding area	Adjacent to residential property however the mill relates well to its surroundings.	4
Contribution to regeneration priority areas	Limited impact.	3
Appropriateness and market attractiveness	The mill looked well occupied; however the building at the front of the site is currently being marketed. Irine Taylor are currently marketing space from 694 sq ft (64.51 sqm) to 1147 sq ft (106.51 sqm). Providing B1 use serviced office space the accommodation is attractive to local professional SME's who require good quality office space.	4
Ownership	Private ownership.	2
Planning status, including extant applications, planning designations and policy constraints	Allocated rural employment site. Development proposals for B1, B2 and B8 uses will be supported in principle. The site is close to residential property and the impact of new uses should minimise impacts on existing residents.	3
Total Score		28

Employment Area	Rural
Site Name	Halton Mills
Site Reference	RUR07
Gross site area	1.01ha
Site Status	Rural Employment Site
Existing occupiers	Mixed use site with residential and B1/B2 employment uses. Existing occupiers include Cleanrooms, Luneside Engineering Co, Viper Imports, and a number of small furniture manufacturers.



Criteria	Comments	Score
Location and proximity to urban areas, labour and services	Former Industrial area located on the banks of the River Lune in Halton. The site is in close proximity to local labour supply in both Halton itself and north Lancaster.	5
Quality of buildings and external environment	Mix of older industrial premises with residential and more modern employment infill. Older premises occupy sites to the south eastern corner of the site. The employment space is accessed via the Forge Lane, which connects to Mill Lane – a narrower poorer quality access. Wenning House provides modern office facilities with a gated access leading to a well maintained parking area.	4
Strategic access	Access to the site is via Low Road and the village of Halton. Low Road connects with the A683 to provide an onward connection to the M6.	3
Physical limitations and constraints	<p>The site has a substantial river frontage and is crossed by a public footpath linking Halton, the Lancaster-Caton Cycle Track and the Crook o' Lune beauty spot.</p> <p>The eastern end of the site adjoins the Forest of Bowland AONB.</p> <p>The site also forms part of the River Lune Millennium Park. The River Lune and the woods forming its bank are County Biological Heritage Sites.</p> <p>Parts of the area fall within Flood Zone 2.</p>	3
Impact on land uses and character of surrounding area	B1 and B2 uses adjoin new residential development	3
Contribution to regeneration priority areas	Redevelopment of the site is an important regeneration priority for Lancaster as evidenced by the designation of remaining sites an opportunity sites suitable for a mixed use development incorporating residential and employment uses.	3
Appropriateness and market attractiveness	Prominent site for setting, however sits within a rural village. Vacant space in Wenning house is currently being marketed. This site is likely to appeal to start-up businesses and local SME's for B1 and B2 use.	4
Ownership	Private ownership. Evidence of recent development suggests the landowner is supportive of development.	2

Criteria	Comments	Score
Planning status, including extant applications, planning designations and policy constraints	<p>Land identified as Halton Mills on the Local Plan Policies Map is to be allocated as a development opportunity site suitable for a mixed use development incorporating residential and employment uses.</p> <p>Residential development has now commenced and it is understood that the Council is keen secure development that achieves a mix of uses including residential and employment uses, creating a high quality development reflective of the site's rural setting and prominent location on the River Lune.</p> <p>The relationship of the site with the adjacent Biological Heritage Site will need to be considered.</p>	3

Total Score

30

Vacant sites and premises for further assessment

This area includes the following vacant / undeveloped site:

RUR01/01 – Vacant plot to south western corner of the estate

Appendix 6: Appraisal of potential development sites

Turley Reference	Settlement	Site name	Employment Area	Total Site Area	Opportunity sites (>500 sqm)	Vacant Greenfield	Vacant PDL	Gross Site Area (ha)	Gross to Net Adjustment	Net Site Area (ha) available for development	Location and proximity to urban areas, labour and services	Quality of existing buildings and surrounding external environment	Strategic access	Physical limitations and constraints	Impact on land uses and character of surrounding area	Contribution to Regeneration Priority areas	Ownership	Planning constraints	Score	Current Market Attractiveness	Potential future market attractiveness upon completion Heysham M6 Link Road	Timescales for Delivery Employment Uses Only	Potential uses	Recommendation	Residual Available Land Supply
LAN01/01	Lancaster	Lancaster University Innovation Campus	Lancaster	9.70		9.70		9.70	0.75	7.28	4	5	4	4	4	5	5	5	36	Good	Good	Medium	B1a/b and sui generis healthcare	Retain for specialist employment/university use	7.3
CAR01/01	Carnforth	Carnforth Business Park	Carnforth	9.58		3.17		3.17	1.00	3.17	4	5	5	5	4	4	4	5	36	Good	Good	Short	B2, B8	Retain as allocated employment site	3.2
LAN03/01	Lancaster	Lancaster Business Park Land to the East of Premier Inn	Lancaster Business Park	3.17		3.17		3.17	0.90	2.85	4	5	5	5	5	3	4	4	35	Good	Good	Short to medium	B1a/b	Retain as allocated employment site	2.9
LAN03/02	Lancaster	Lancaster Business Park - Remaining Land to the East	Lancaster Business Park	0.69		0.69		0.69	0.90	0.62	4	5	5	5	5	3	4	4	35	Good	Good	Short to medium	B1a/b	Retain as allocated employment site	0.6
LAN03/03	Lancaster	Lancaster Business Park - Remaining Land to the West	Lancaster Business Park	0.79		0.79		0.79	0.90	0.71	4	5	5	5	5	3	4	4	35	Good	Good	Short to medium	B1a/b	Retain as allocated employment site	0.7
HEY01/02	Heysham	Public sector owned land to East of access road	Lancaster West Business Park	6.34		6.34		6.34	0.90	5.71	2	4	4	4	4	5	5	4	32	Average	Good	Medium	B2, B8	Retain as allocated employment site	5.7
HEY05/01	Heysham	Land North of Penrod Way	Port of Heysham Industrial Estate	0.82		0.82		0.82	0.90	0.74	5	4	4	4	5	4	2	3	31	Good	Good	Medium	B8	Retain as allocated employment site	0.7
MOR01/01	Morecambe	Land at Northgate (Red Zone)	White Lund	0.44			0.44		1.00	0.44	5	4	4	4	4	3	2	4	30	Good	Good	Medium	B1, B2, B8 or Sui Generis	Retain as allocated employment site	0.4
MOR01/02	Morecambe	Former Hewden Hire, Middlegate	White Lund	0.45			0.45	0.45	1.00	0.45	5	4	4	4	4	3	2	4	30	Good	Good	Short	B2, B8 or Sui Generis	Retain as allocated employment site	0.5
MOR01/03	Morecambe	Former Imperial Home Décor site, Southgate	White Lund	2.80			2.80	2.80	1.00	2.80	5	4	4	4	4	3	2	4	30	Good	Good	Medium	B2, B8 or Sui Generis	Retain as allocated employment site	2.8
MOR01/04	Morecambe	Edmondsons Expansion Land	White Lund	0.48			0.48	0.48	1.00	0.48	5	4	4	4	4	3	2	4	30	Average	Good	Short	B2, B8 or Sui Generis	Retain as allocated employment site	0.5
MOR01/05	Morecambe	Former Reebok Warehouse adjoining land	White Lund	1.50			1.50	1.50	1.00	1.50	5	4	4	4	4	3	2	4	30	Average	Good	Medium	B2, B8	Retain as allocated employment site	1.5
MOR01/07	Morecambe	Former British Gas Depot, Northgate	White Lund	2.9			2.90	2.90	0.90	2.61	5	3	4	3	5	3	2	4	29	Average	Good	Medium	B1, B2, B8	Retain as allocated employment site	2.6
HEY05/OPP1	Heysham	Units 2a-E Bay Close	Port of Heysham Industrial Estate	0.51	0.51						5	3	4	1	5	4	4	3	29	Average	Good	Medium	B2, B8	Retain as allocated employment site	0.0
HEY01/01	Heysham	Public sector owned land to West of access road	Lancaster West Business Park	7.32		7.32		7.32	0.90	6.59	2	4	4	4	4	5	5	1	29	Average	Good	Medium	B1, B2, B8	Allocate for future economic development use	6.6
LAN04/03	Lancaster	Land Fronting Caton Road	Caton Road North	0.38			0.38	0.38	1.00	0.38	4	3	4	4	5	3	2	3	28	Average	Average	Long	B1	Retain as allocated employment site	0.4
HEY02/01	Heysham	Land to south of Major Industrial Estate	Major Industrial Estate	5.00		5.00		5.00	0.90	4.50	2	4	3	3	4	5	5	1	27	Average	Average	Medium to Long	B2, Sui Generis	Allocate for future economic development use	4.5
MOR02/01	Morecambe	Mellishaw Lane North	White Lund	6.20		6.20		6.20	0.85	5.27	3	3	3	2	4	4	5	2	26	Average	Good	Medium	B1, B2, B8	Retain as allocated employment site	5.3
MOR01/06	Morecambe	Former 2 Sisters Chicken Factory	White Lund	1.20			1.20	1.20	0.90	1.08	5	3	4	3	2	3	2	4	26	Average	Good	Medium	B1, B2, B8	Retain as allocated employment site	1.1
MOR01/OPP1	Morecambe	Former Reebok Warehouse	White Lund	2.40	2.40						5	3	4	1	4	3	2	4	26	Average	Good	Medium	B1, B2, B8	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
MOR01/OPP4	Morecambe	Former Focus DIY Warehouse	White Lund	0.69	0.69						5	3	4	1	4	3	2	4	26	Average	Average	Medium	A1, B8, Sui Generis	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
RUR01/01	Rural	Land at Halton Mills	Halton Mills	0.25		0.25		0.25	0.90	0.23	5	4	3	3	3	3	2	3	26	Average	Average	Medium	B1, B2	Retain as allocated employment site	0.2
LAN05/01	Lancaster	Carrs Milling Storage Building	Caton Road South	0.32	0.32						4	3	4	2	5	3	2	3	26	Average	Average	Long	B2	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
LAN05/03	Lancaster	Land at Former Bunzl Catering Supplies	Caton Road South	0.35			0.35	0.35	1.00	0.35	4	3	4	2	5	3	2	3	26	Average	Average	Long	Open Storage	Retain but exclude from overall land supply as site currently in use as open storage	0.0
LAN05/OPP1	Lancaster	Former Bunzl Catering Supplies Building	Caton Road South	0.46	0.46						4	3	4	2	5	3	2	3	26	Average	Average	Long	B2	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
LAN04/01	Lancaster	Land at Former Nelsons Acetate Works	Caton Road North	1.17			1.17	1.17	1.00	1.17	4	3	4	2	5	3	2	3	26	Poor	Average	Long	Open Storage	Retain but exclude from overall land supply as site currently in use as open storage	0.0
LAN04/02	Lancaster	Land adjacent to Hertz Rent a Car	Caton Road North	0.18			0.18	0.18	1.00	0.18	4	3	4	2	5	3	2	3	26	Poor	Poor	Long	Open Storage	Retain but exclude from overall land supply on deliverability grounds	0.0
MOR03/01	Morecambe	Land adjacent to Fowlers Depository	Vickers Industrial Estate	0.54		0.54		0.54	1.00	0.54	3	4	3	4	2	3	2	4	25	Average	Average	Medium	B1, B2, B8	Retain as allocated employment site	0.5
HEY01/03	Heysham	Land at Middleton Business Park - SE & Adjacent sib	Lancaster West Business Park	2.22		2.22		2.22	0.90	2.00	2	3	2	3	5	4	2	4	25	Poor	Average	Medium	B2, B8	Retain as allocated employment site	2.0
MOR03/OPP3	Morecambe	Vacant Land r/o The Bathhouse	White Lund	0.13			0.13	0.13	1.00	0.13	4	2	3	2	5	3	2	3	24	Poor	Average	Long	B1, B2, B8	Retain as allocated employment site	0.1
CAR06/OPP1	Carnforth	Former TDG site and surrounds	Warton Road, Carnforth	6.66	6.66		6.66	6.66	1.00	6.66	5	3	3	1	4	3	2	3	24	Average	Average	Medium	B1c, C1, D2	Re-allocate as mixed use with employment	6.7
HEY03/02	Heysham	Land North of Celtech Paper Mill	Heysham Industrial Estate	1.4			1.40	1.40	0.90	1.26	2	2	3	3	5	4	2	3	24	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as site currently in use as open storage	0.0
HEY03/04	Heysham	Unit 18 (Former Hicks Construction) Stalls Road	Heysham Industrial Estate	0.15	0.15						2	2	3	3	5	4	2	3	24	Average	Average	Short	B2, B8	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
HEY03/05	Heysham	Land to South of Workshop Road	Heysham Industrial Estate	0.51			0.51	0.51	1.00	0.51	2	2	3	3	5	4	2	3	24	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as site currently in use as open storage	0.0
HEY03/06	Heysham	Land between Stalls Road and Sidings Road	Heysham Industrial Estate	0.84	0.84						2	2	3	3	5	4	2	3	24	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as site currently in use as open storage	0.0
HEY03/07	Heysham	Land adjacent to Unit 9 Heysham Business Park	Heysham Industrial Estate	0.74			0.74	0.74	1.00	0.74	2	2	3	3	5	4	2	3	24	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as site currently in use as open storage	0.0
HEY03/01	Heysham	Expansion land to east of estate	Heysham Industrial Estate	3.68		3.68		3.68	0.85	3.13	2	2	2	4	5	4	4	1	24	Poor	Average	Medium	B2, B8	Allocate for future economic development use	3.1
LAN04/OPP1	Lancaster	Buildings to rear of Former Nelson Acetate Works	Caton Road North	0.69	0.69						4	2	4	1	5	3	2	3	24	Poor	Poor	Long	B2, B8	Retain but exclude from overall land supply as longer term opportunity site	0.0
MOR01/OPP2	Morecambe	Langdale Business Park and surrounds	White Lund	2.49	2.49						4	2	3	1	4	3	2	4	23	Poor	Average	Long	B2, B8	Retain but exclude from overall land supply as longer term opportunity site	0.0
LAN07/02	Lancaster	Former Oil Depot, New Quay Road	Lune Industrial Estate	0.64			0.64	0.64	1.00	0.64	3	3	2	3	2	2	4	3	22	Poor	Poor	Long	C1	Deallocate for employment and consider alternative uses	0.0
LAN07/OPP1	Lancaster	Thetis House	Lune Industrial Estate	0.16	0.16						3	3	2	4	2	2	4	2	22	Average	Average	Medium	B2, B8 or C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
HEY03/03	Heysham	Land South of Gas Field Road	Heysham Industrial Estate	0.57			0.57	0.57	0.90	0.51	2	2	2	2	5	4	2	3	22	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as site currently in use as open storage	0.0
LAN07/03	Lancaster	Land r/o Abbott's Way	Lune Industrial Estate	1.14			1.14	1.14	0.90	1.03	3	2	2	3	2	2	4	3	21	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
LAN07/04	Lancaster	Land to South of Port Royal Avenue	Lune Industrial Estate	0.50		0.50		0.50	0.90	0.45	3	2	2	3	2	2	4	3	21	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
HEY03/OPP1	Heysham	Premises to the South of Workshop Road	Heysham Industrial Estate	1.76	1.76						2	2	3	1	5	3	2	3	21	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
HEY03/OPP2	Heysham	Land/premises North of Gas Field Road	Heysham Industrial Estate	0.13	0.13						2	2	3	1	5	3	2	3	21	Poor	Average	Medium to Long	B2, B8	Retain but exclude from overall land supply as site currently in use as open storage	0.0
HEY03/OPP3	Heysham	Unit 11 Heysham Business Park	Heysham Industrial Estate	0.19	0.19						2	2	3	1	5	3	2	3	21	Average	Average	Medium	B2, B8	Retain but exclude from overall land supply as vacant premises occupy the site	0.0
LAN07/01	Lancaster	Land on Thetis Road	Lune Industrial Estate	1.07			1.07	1.07	1.00	1.07	3	2	2	2	2	2	2	3	18	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
LAN07/OPP3	Lancaster	Former Brummel Motors Site	Lune Industrial Estate	0.12	0.12						3	3	2	1	2	2	2	3	18	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
LAN07/OPP4	Lancaster	Former WH Smith depot, Willow Lane	Lune Industrial Estate	0.18	0.18						3	3	2	1	2	2	2	3	18	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
LAN07/OPP2	Lancaster	Vacant Premises r/o Abbott's Way	Lune Industrial Estate	0.58	0.58						3	2	2	1	2	2	2	3	17	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
LAN07/OPP5	Lancaster	Former MC Resources Building - Corner Plot on Europa Way	Lune Industrial Estate	0.26	0.26						3	2	2	1	2	2	2	3	17	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and consider alternative uses	0.0
CAR04/01	Carnforth	Milhead	Carnforth	2.20			2.20	2.20	0.95	2.09	3	2	2	2	1	2	2	3	17	Poor	Poor	N/A	C1 (as part of a wider scheme)	Deallocate for employment and	

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