



CARNFORTH TOWN COUNCIL

## NEIGHBOURHOOD PLAN

2020 – 2031



October 2022



**CARNFORTH TOWN COUNCIL  
NEIGHBOURHOOD PLAN  
2020 – 2031**

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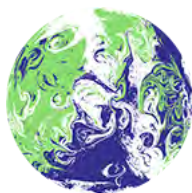
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**UN CLIMATE  
CHANGE  
CONFERENCE  
UK 2021**

IN PARTNERSHIP WITH ITALY

The draft Carnforth Neighbourhood Plan was showcased at COP26, having been selected as an example of how local communities can lead the way in working towards carbon neutrality. It formed part of a set of 'carbon stories' from across the north west region presented at the climate change conference.

# Foreword

*Welcome to the Carnforth Neighbourhood Plan (CNP). The CNP has been prepared by the CNP Steering Group comprising Carnforth Town Councillors, including Councillor Malcolm Watkins who chaired the Group, Bob Bailey, Town Clerk, and representatives from our local community.*

*Following extensive consultation, the 'Submission' version of the CNP was examined from August to October 2022 by an independent examiner who concluded that '..subject to modifications, the CNP reflects the views of the community and will set out a clear vision and suite of policies for the neighbourhood area'. The CNP has since been amended to incorporate these recommended changes.*

*We are immensely proud of our Town and this Plan provides the means for a new approach to its development providing our community with greater control over the type and scale of development and land use and also over the policies and projects needed to protect and enhance our beautiful local environment, heritage and economy.*

*The CNP has been prepared during a time of unprecedented, extraordinary and rapid change, locally and globally.*

*There is increased awareness of the climate emergency and the need for plans to promote more sustainable development which minimises resource consumption and carbon emissions and is climate resilient.*

*In addition, the Covid-19 pandemic has led to new ways of thinking about our homes, working and leisure environments, and highlighted the importance of our Town and surrounding area to the wider Lancaster community.*

*Our sincere thanks go to the Carnforth Neighbourhood Plan Steering Group, our planning consultants, Troy Planning & Design, Lancaster City Council and all those who live and work in the town who have played their part in shaping the long-term future of our Town.*



**Councillor Chris Smith  
Town Mayor**



# 1. Introduction

## A new plan for Carnforth

- 1.1 This is the Neighbourhood Plan for Carnforth. It covers the entire Town Council area, as illustrated in Figure 1. It sets out the local community's aspirations for Carnforth over the period to 2031<sup>1</sup> and establishes policies relating to land use and development. These are policies that will influence future planning applications and decisions in the area. But the Neighbourhood Plan is much more than this. It represents the community's manifesto for Carnforth, bringing together more than just traditional planning matters.
- 1.2 The purpose of neighbourhood planning is to give local people and businesses a much greater say in how the places where they live and work should change and develop over time. Neighbourhood planning is designed to give local people a very real voice in shaping the look and feel of an area.
- 1.3 Carnforth was formally designated as an area for neighbourhood planning purposes in 25 April 2018<sup>2</sup>. The Neighbourhood Plan Steering Committee has surveyed, spoken to and listened to members of the community, and has used the issues, and opportunities raised during that process to help inform production of the policies and projects now presented in this Neighbourhood Plan.
- 1.4 There are a number of stages involved in preparing a Neighbourhood Plan. Following a period of formal consultation the Plan was submitted for independent examination in February 2022. The Examiner recommended that, subject to modifications, the Plan proceed to Referendum.

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<sup>1</sup> This aligns with the period covered by the Lancaster District Local Plan.

<sup>2</sup> The Localism Act 2011 (<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>) gave communities the power to develop neighbourhood plans, to be progressed by Town and Parish councils, or neighbourhood forums, as opposed to the local authority.

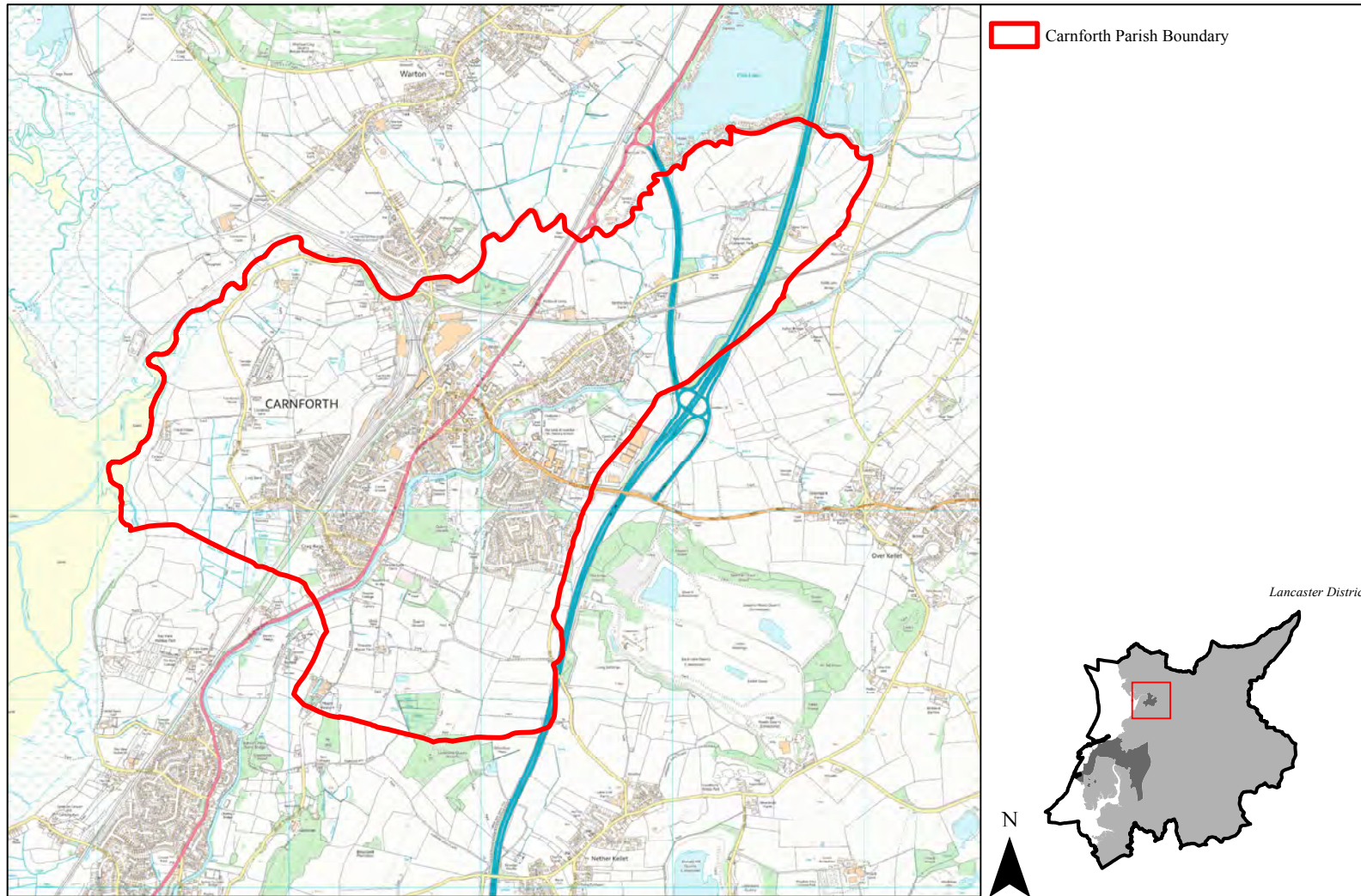


Figure 1: The designated Neighbourhood Plan area for Carnforth - Map produced by Lancaster City Council © Crown Copyright and database right 2018 OS 100025403

## Structure of the plan

- 1.5 Following this introduction, the Neighbourhood Plan comprises seven further sections. These are:
- Section 2: 'Carnforth today', presents an overview of the area covered by the draft Neighbourhood Plan, what existing planning policy says for the area, and key issues and comments raised during consultation.
  - Section 3: 'Carnforth tomorrow', presents the vision and objectives for the Plan area.
  - Sections 4 – 8: These sections present the policies and associated projects for Carnforth. These are grouped and based upon the objectives outlined in Section 3.
- 1.6 Within sections 4 – 8, each topic area includes some introductory and explanatory text followed by a policy as follows:

### **Policy Box**

The Neighbourhood Plan establishes land use and development management policies for Carnforth. These are contained in green shaded policy boxes, like this one.

- 1.7 The Town Council, in preparing the Plan, has identified a number of Town Projects and community aspirations in response to issues identified which relate to specific projects in the Neighbourhood Plan and whilst these are not formally part of the Plan itself they are identified as follows and set out in detail in Appendix 1 to the Plan:

### **Project / Aspiration Box**

The Neighbourhood Plan covers more than just traditional planning matters as it presents the community's vision for the area. Items that the community are seeking, but that cannot be delivered through planning policy, are identified and contained in blue shaded project and aspiration boxes, like this one.



## 2. Carnforth 'today'

### The neighbourhood plan area

- 2.1 The Neighbourhood Plan area covers the entire area within the Town Council boundary.
- 2.2 Carnforth is in the district of Lancaster in the Northwest of England. It is 9.24km to the north of Lancaster and bordered roughly by the A6 and local country roads to the south, the M6 to the east, the River Keer to the north, and Morecambe Bay to the west. A good proportion of the built form in the designated neighbourhood area is concentrated along the A6, which runs parallel to the M6, east of the town, though other less connected housing developments are located to the South West off Crag Bank Road, to the north east off North Road, and to the South off Kellet Road. It is noted that part of the Carnforth Business Park is within the Carnforth Neighbourhood Plan area.
- 2.3 The rail corridor and Lancaster canal act as constraints to Carnforth's development by preventing linkages from the main corridor to these less connected housing developments, as well as preventing general connectivity within the area. The canal is crossed over only once by a single-track road bridge, while the rail corridor splits the neighbourhood area east and west.
- 2.4 Despite the impact of the rail corridor, Carnforth railway station and town centre acts as a hub for the area, with retail offerings, public space, and other amenities available within a five-minute walk from the station. The railway station offers services to Barrow in Furness, Carlisle and the Cumbrian Coast to the north and west, Lancaster, Preston and Greater Manchester to the south, and Leeds and West Yorkshire in the East.

### What you told us

- 2.5 The consultation exercises undertaken by the Neighbourhood Plan Steering Committee, on behalf of the Town Council, identified a range of issues of importance for addressing in the Neighbourhood Plan.
- 2.6 These included a lack of affordable housing, a lack of retail opportunities, traffic congestion and the need for improvements to existing parks and leisure facilities. Opportunities identified included the potential for greater pedestrianisation, heritage retention, potential for increase in leisure and tourism opportunities, and an increased frequency and quality of community events.

- 2.7 As part of the consultation exercises, a series of drop in events were held by Carnforth Town Council on 30th September 2019, from 2:00pm – 4:00pm and 5:00pm – 7:00pm at Carnforth Civic Hall, North Road. Visitors attended the drop-in events, where documents making up the Plan’s evidence base were on display for review by the public, including a draft version of the list of identified locally important heritage buildings. Members of the steering group were on hand to address any questions or feedback from the public, and this informed some further additions to the evidence base for the plan, including review of Lancaster City Councils self-build and custom-build register, review of the Scotland Road planning application, identification of locally important greenspaces, and the assessment of several small buildings within the local list.
- 2.8 A Business Survey (Appendix 2) was also distributed to understand the type of existing businesses and enterprises that operate within the Neighbourhood Area, their constraints, the state of physical and digital infrastructure within the town, and future issues and aspirations.
- 2.9 The results of the business survey established parking and traffic management as key issues to be improved, with 100% of respondents agreeing that more (or better managed) parking infrastructure would assist their business. Improvement of rail services and providing better walking and cycling linkages were also identified as areas for potential improvement.
- 2.10 It was identified that the majority of business customers are located outside of Carnforth and travel from surrounding areas (58.3%). This indicates one focus of the Neighbourhood Plan may be providing strategies for more local use of businesses, or to attract tourists from further afield who are visiting the nearby Lake District.
- 2.11 Affordability, and the need for smaller business start-up units were also identified as key priorities. Two thirds of respondents believed there was a need for additional business space in Carnforth, while half of respondents believed there was demand for the creation of low-cost flexible workspaces.
- 2.12 Although not all of these are ‘land-use planning policy’ matters, they do reflect the community’s concerns and hopes for the area and are thus embedded in this Neighbourhood Plan through a combination of the vision, objectives and supporting projects.

## The development plan

- 2.13 Neighbourhood Plans must be prepared having regard to national guidance and legislation including the Localism Act (2011), the Neighbourhood Planning (General) Regulations (2012)<sup>3</sup>, the Neighbourhood Planning Act, the National Planning Policy Framework (NPPF) (2021) and National Planning Practice Guidance (NPPG).
- 2.14 Neighbourhood Plans must be in general conformity with the strategic policies of the development plan. The development plan for Carnforth is the Local Plan for Lancaster District which includes a Strategic Policies & Land Allocations Development Plan Document (DPD) and a reviewed Development Management DPD. This was adopted by Lancaster City Council in July 2020. This presents the planning strategy for the District for the years up to 2031. A partial review of the Local Plan is now underway, responding to the declaration of a climate emergency and how mitigation and adaptation measures might be incorporated in the Local Plan in response to this. The Neighbourhood Plan is cognisant of these changes and has been prepared in response to this and adopted policy against which the tests of the Basic Conditions are considered<sup>4</sup>.
- 2.15 The Local Plan includes a number of strategic policies of relevance to Carnforth. These include:
- **Policy SP2:** which sets out a settlement hierarchy and identifies Carnforth as a 'market town'.
  - **Policy SP3:** which states that future development should be focused on urban areas.
  - **Policies SP7 and SP8:** which seek to maintain the unique heritage and protect the natural environment.
- 2.16 Further information of relevance to Carnforth in other Local Plan policies include:
- **Policy TC1** (The Retail Hierarchy for Lancaster District) identifies Carnforth as a Market Town. As such it *'will maintain its role providing town services both to the residents of the town and a wider rural hinterland in the North of the district. It will enhance its role as a tourist destination drawing on its proximity to the Area of Outstanding Natural Beauty (AONB) and its cultural heritage'*.
  - **Policy TC2** (Town Centre Designations) notes that given the scale and role of Carnforth (as set out in TC1), the council has not sought to identify a Primary

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<sup>3</sup> Updated in 2015 and 2016

<sup>4</sup> The Basic Conditions for a successful Neighbourhood Plan are required to demonstrate, amongst other matters, that the Plan is in general conformity with the strategic policies of the Local Plan.

Shopping Area or designate retail frontages. However, proposals for main town centre uses *'that are appropriate in scale, role and function for Carnforth will be expected to be located within the town centre boundary and in accordance with Policy DM16 of the Development Management DPD'*.

According to the Strategic Policies and Land Allocations DPD, *'retail growth in Carnforth and any other local centre within the district, should be commensurate with the role and function of the existing centre. Proposals should seek to maintain the vitality and viability of the existing centre but not seek to expand the role and function of the centre'*.

- **Policy EN2** (Areas of Outstanding Natural Beauty), which seeks to conserve and enhance the landscape character and visual amenity of such areas, as well as their setting. This is relevant given the proximity of the Arnside and Silverdale Area of Outstanding Natural Beauty to the urban area of Carnforth.
- **Policy EN4** (Green Belt) and associated **Policy DM50** (Green Belt) which notes that the North Lancashire Green Belt is identified as being between Lancaster, Morecambe and Carnforth, and where future growth in such areas should not result in the coalescence of these settlements. Inappropriate development will be restricted in line with national planning policy.
- **Policy EN5** (Local Landscape Designations) which seeks to conserve and safeguard important natural features identified in the urban landscape and the setting of urban areas, with the Local Plan noting that the landscape around Carnforth plays an important role in maintaining a distinction between town and country, providing a rural backdrop and setting to the urban area.
- **Policy DM27** (Open Space, Sports and Recreational Facilities) seeks to *'protect and enhance existing designated open spaces, sports and recreational facilities'*. This includes local green spaces. The Local Plan Policies Map – Inset 3 (see Figure 2) identifies the existing open space designations within Carnforth. Of particular note is the Lancaster Canal which forms part of the Green Space Network (SC4). A number of Open, leisure or recreational spaces exist within the neighbourhood plan area (SC3) but there are no designated local green spaces (SC2).
- **Policy DM37 – DM39 and DM41** (Historic Environment) which seek to conserve and enhance heritage assets and their setting.
- **Policy T3** (Lancaster Canal) which provides a robust and comprehensive mechanism to manage development adjacent to waterways.

- 2.17 There is one Strategic Housing Allocation within the Carnforth Neighbourhood Area, being, **Policy SG11: Land at Lundsfield Quarry, South Carnforth**, which is *'allocated as a site for residential-led development. The Council expects that once fully developed that this brownfield site will accommodate approximately 250 dwellings'*.
- 2.18 Land to the south of Windermere Road was allocated for development in the draft version of the Local Plan but was subsequently removed following examination. It is possible that this site may be promoted for development again in future reviews of the Local Plan, as may other sites. The Town Council will monitor the position and consider as appropriate in future updates to the Neighbourhood Plan.
- 2.19 **Land at the former TDG Depot, Warton Road, Carnforth** has also been designated as a Development Opportunity Site (**Policy DOS7**). Identified as such because of its need for regeneration and improvement, the TDG site is designated for a mixture of uses that are appropriate and suitable for the *unique position of the site*. Proposals that seek to generate significant levels of traffic will not be supported.
- 2.20 In addition to the above, permission has been granted for development of land at Scotland Road.
- 2.21 Other relevant policy documents prepared by Lancaster City Council include:
- Employment and Skills Supplementary Planning Document 2011-2031 (published February 2018)
  - Shopfront and Advertisements Supplementary Planning Document 2011-2031 (published November 2016)
- 2.22 In addition, the 'Meeting Housing Needs' Supplementary Planning Document was published in February 2013 but has subsequently been withdrawn with productions of an updated version of this now underway.
- 2.23 This Neighbourhood Plan has been informed by the Local Plan documents and the suite of supporting material providing evidence to this, all of which can be accessed via the Lancaster City Council website<sup>5</sup>.
- 2.24 At the wider sub-regional level, the draft North West Marine Plan (Marine Management Organisation, 2020) presents an approach to planning within the inshore and offshore waters between Scotland and Wales. It aims to enhance and protect vulnerable habitats and species, and natural defences, against climate change and flooding, as well as improving the well-being of coastal communities. This is particularly relevant given the sensitive environment of the Carnforth Coast.

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<sup>5</sup> See: <http://www.lancaster.gov.uk/planning>

## **Climate Change**

- 2.25 This Neighbourhood Plan is also set in the context of the 'Climate Emergency' declared by Lancaster City Council in January 2019. The City Council has pledged to reduce its own carbon emissions to net zero by 2030 and to encourage others to do the same. An action plan has been agreed by the City Council, with other initiatives, such as a tree planting project, launched.
- 2.26 To ensure the Local Plan adequately reflects the new climate commitments, an immediate review has commenced. Consultation took place on this between September and November 2020. Carnforth Town Council responded to the consultation, highlighting the need for a greater focus on air quality and traffic control, protecting our heritage and environment, and promoting sustainable, affordable and self-sufficient housing.
- 2.27 Indeed, this Neighbourhood Plan seeks to promote high quality, eco-friendly design, that respects the environmental qualities and landscape setting of Carnforth (Policy E2). It promotes walking and cycling (Policy AM1), seeks to protect and enhance green infrastructure (Policies EN1 & EN3), and strives to protect and support the full range of facilities that make Carnforth a vibrant and attractive place (Policies E1, E2 & E3), reducing the need to travel, promoting social cohesion, health and wellbeing.
- 2.28 As the City Council reviews and updates policies in response to the Climate Emergency, so this Neighbourhood Plan will be reviewed.

## **Reviewing the Neighbourhood Plan**

- 2.29 Notwithstanding the current defined period of the Neighbourhood Plan to 2031, it is recognised that, with further changes to and review of the Local Plan now well advanced, triggered by the declaration of the climate emergency, that the Neighbourhood Plan will likely be reviewed early.
- 2.30 Regular reviews of the Neighbourhood Plan against the evolving policy framework will enable the Neighbourhood Plan to remain 'current' and in conformity with the Local Plan and national policy. The Town Council will monitor the use and effectiveness of policies in the Plan to support a review. A monitoring framework is included in Appendix 4.

**Carnforth Neighbourhood Plan  
2020-2031**

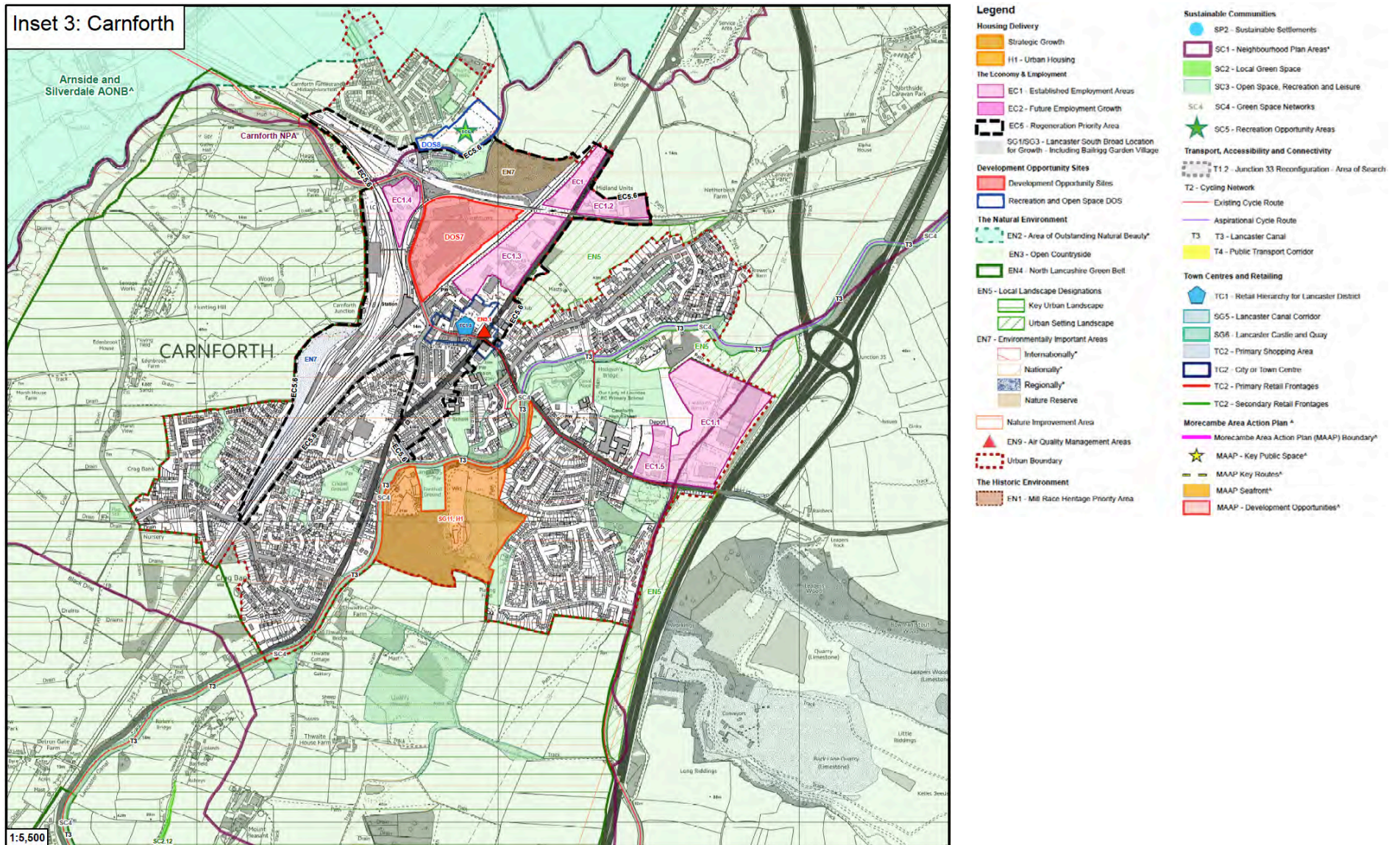


Figure 2: Lancaster District Local Plan - Policies Map Inset 3 (Carnforth)

# 3. Carnforth 'tomorrow'

## Introduction

- 3.1 This section of the Neighbourhood Plan sets out the vision and objectives for Carnforth. It has been informed through consultation and establishes the community's aspirations for the future of the area.
- 3.2 It is set in the context of and builds upon the vision for Carnforth set out in the Lancaster Local Plan. This states that Carnforth will be:
- 'a successful and growing market town that has further developed its transport links and promoted its significant transport heritage to achieve and enhance its role as a busy centre for the rural areas of north Lancashire and south Cumbria'.*
- 3.3 The vision established in the Neighbourhood Plan is more locally specific than that in the Local Plan. It aspires to creating more integrated and cohesive communities, allowing people to shop and work locally, where the conditions have been created that allow people to walk and cycle around town, and where new development and changes to existing buildings, streets and spaces help create a more environmentally friendly future.
- 3.4 Alongside the vision a set of objectives have been established. The policies and projects that follow within this Neighbourhood Plan intend to deliver on these objectives. The next five sections of the Neighbourhood Plan present these, ordered in response to the objectives.
- 3.5 **It is important that the Neighbourhood Plan is read as a whole. All policies should be viewed together in the preparation and consideration of planning applications.**
- 3.6 A Neighbourhood Plan policies map has been prepared to provide clarity on areas referenced within policies in the Plan, including the extent of the built-up area, the Town Centre boundary, Conservation Area and the Central Carnforth Regeneration Priority Area. This is presented at the end of this section in Figure 3. It needs to be read in conjunction with the Lancaster City Council Local Plan Policies Map.



## Vision

*Our vision for Carnforth is that it becomes the vibrant and successful core of the area, where issues of poor air quality and traffic noise have been tackled.*

*Over the plan period, Carnforth will maintain sustainable patterns of development through conserving and enhancing the qualities of the built, natural and historic environment, by promoting development which reflects its distinct character areas, and encouraging well connected green infrastructure networks. New development will be well connected into the existing urban fabric.*

*Cohesive, sustainable transport links will have helped to reduce air pollution in the area supporting active and healthy communities. Together with improvements to pedestrian and cycling links in the area, many more residents, visitors and people working in Carnforth will benefit from an efficient alternative to car-based travel, and will work to transition to a net-zero carbon transport network, with any vehicle in the central area being of an ultra-low emission character.*

*New growth will meet local needs and will allow Carnforth to become more self-sufficient; with increased support of local tourism, enterprise and community lead events. Because of its heritage and development the town will become an even more attractive destination for visitors, including those visiting because of the town's transport links to the Eden of the North.*

## Objectives

3.7 The objectives below provide a framework for the Neighbourhood Plan policies.

### **Objective 01:**

*To ensure the character and significance of Carnforth's conservation area and heritage assets are protected, and to foster high-quality design which promotes architectural innovation and reinforces the distinct local character areas of Carnforth.*

### **Objective 02:**

*To support initiatives that encourage tourism which will enhance the local economy and seek to retain and create local enterprises.*

### **Objective 03:**

*To retain, enhance and provide new pedestrian and cycling facilities within Carnforth and the surrounding area, to provide seamless integration with the existing urban areas, public transport links and green spaces to encourage a reduction in vehicular travel, heavy vehicle movement and associated air pollution.*

### **Objective 04:**

*To support sustainable development which reflects housing needs and preferences of the local community—considering affordability, type and mix and the use of previously developed land. The size, density and design of these dwellings should reflect the character of Carnforth.*

### **Objective 05:**

*To support the growth of employment uses within Carnforth, including supporting diversification of employment types within Carnforth.*

### **Objective 06:**

*To protect and enhance existing habitats and green infrastructure networks through sensitive development and to encourage local habitat improvement and creation.*

### **Objective 07:**

*To promote development that is responsive and resilient to flood risk and climate change.*

### **Objective 08:**

*To promote, preserve and support community facilities and opportunities for their development.*

### **Objective 09:**

*To ensure that the desired pedestrian access to all retail space in the Town Centre is given top priority.*

### **Objective 10:**

*To ensure that the rich heritage assets of the town can be appreciated by residents and visitors with public access, better public realm and less traffic impact.*

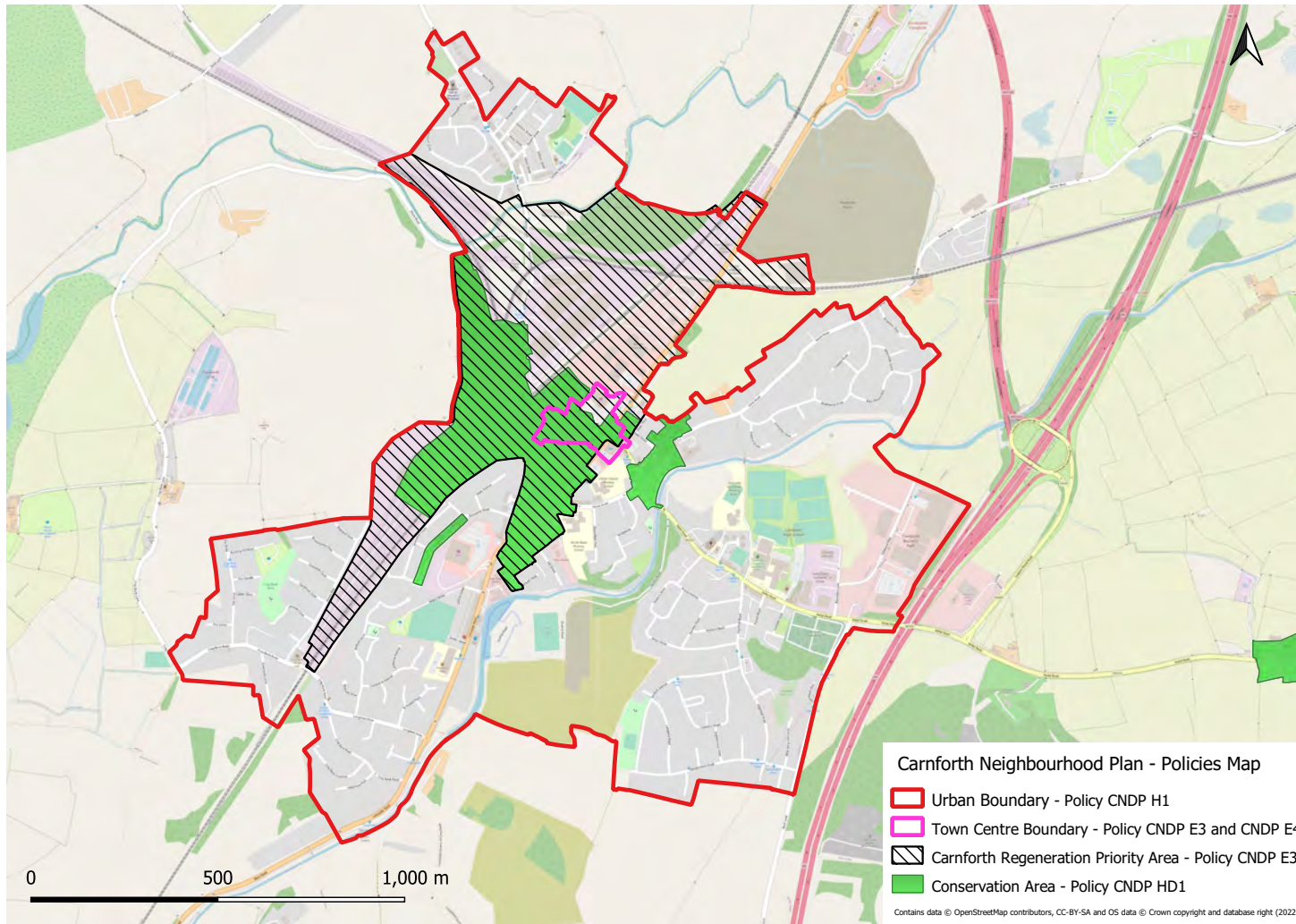


Figure 3: Carnforth Neighbourhood Plan Policies Map (to be read alongside the Local Plan Policies Map)

## 4. Heritage & design

### Objective 01:

*To ensure the character and significance of Carnforth's conservation area and heritage assets are protected, and to foster high-quality design which promotes architectural innovation and reinforces the distinct local character areas of Carnforth.*

### Objective 10:

*To ensure that the rich heritage assets of the town can be appreciated by residents and visitors with public access, better public realm and less traffic impact.*

### Heritage

- 4.1 The development of Carnforth has been shaped by its location as a natural junction, initially and most recently for roads both large and small and for a hundred years or more from the mid 19th century, for railways. Its historic core, centred around Market Street, Lancaster Road and Scotland Road, has been in existence for nearly two centuries, prior to the advent of private motor vehicles. Therefore, the core of the town has not been built to accommodate the private motor vehicle.
- 4.2 A Conservation Area Appraisal (CAA) was adopted for Carnforth in June 2014. The Conservation Area is focused on the town centre, but also includes peripheral areas including the railway station and corridor. The railway area was included within the Conservation Area designation 'because of its special importance in railway history, and as a key driver for the growth of the town after the 1840s' (Architectural History Practice and Taylor Young, 2012).
- 4.3 Heritage assets in the Conservation Area include Victorian era houses, shops and banks, canal bridges, and historic churches. The CAA divides Carnforth into four distinct character areas.
- 4.4 Within the Carnforth designated neighbourhood area itself, there are 26 Listed Buildings. Of these, there are 12 Listed Buildings within the Conservation Area, 8 of which are railway structures located near Carnforth Station. Three of these railway structures are listed as Grade II\*, while the other five are listed as Grade II. The CAA is particularly concerned with the degradation of these railway structures.
- 4.5 The CAA notes that most of the Conservation Area's other buildings appear to be in good condition, in active use, and well maintained. According to the CAA, development within other parts of the Conservation Area should be resisted in most cases, with appropriate change taking the form of refurbishment to restore and

enhance the character of the areas. The Neighbourhood Plan should help conserve and enhance the significance of these heritage assets.

- 4.6 This is particularly pertinent in light of the allocated employment sites and Development Opportunity Site – Land at Former TDG Depot, Warton Road, Carnforth (DOS7) as proposed in the emerging Local Plan that abuts the Conservation Area. The proximity of these sites present a risk to the Conservation Area’s preservation and the Neighbourhood Plan seeks additional protections to guide the scale or type of employment allowed in these areas.

### **Policy CNDP HD1: Conserving the historic environment**

1. Proposals relating to designated and non-designated heritage assets will be supported where they:
  - a) Take account of the most up-to-date assessment of the significance of the heritage asset and the impact of the development upon that significance;
  - b) Take account of the need to sustain and enhance the significance of heritage assets; and
  - c) Avoid the total loss of significance and avoid or minimise harm to heritage assets through alterations or new developments (including in their setting) except where this accords with National and Local Plan requirements.
2. Proposals for new development should demonstrate how they respond to the local character and built form. As set out in the Design Code (Appendix 2):
  - a) within the Conservation Area, any development should respect the character of the surrounding built form, in terms of design, scale, massing, material and height;
  - b) within the Conservation Area, any development must create areas of positive character by retaining as much historic fabric as possible and responding to prevailing characteristics in terms of street patterns, density and layout, built form, materials and details; and
  - c) where developments would affect a heritage asset, either directly or via its setting, the choice of materials and architectural styles should be respectful of its significance.

- 4.7 The CAA also identifies buildings which have a positive contribution on the Conservation Area but are not designated. The Neighbourhood Plan looks to ensure protection of these assets by incorporating them into a list of Locally Designated Heritage Assets. These are set out in Appendix 2 (Carnforth Local List). The selection criteria and methodology used is consistent with that used by the City Council and identification of these assets is supported by Lancaster City Council.

## **Policy CNDP HD2: Locally Designated Heritage Assets**

1. The following assets are designated as locally designated heritage buildings (see Appendix 2).

### **Pre-Industrial Assets**

- a) 114 North Road, House and Barn
- b) Hall Croft Barn, North Road
- c) Two Barns formerly associated with Plane Tree House, North Road
- d) 133a & 133b North Road
- e) Barn at Hodgsons Croft, North Road

### **Canal Assets**

- a) Canal Cottage / Canal Turn Public House
- b) Kellet Road Canal bridge

### **Post-Industrial**

- a) Carnforth Station (1880)
- b) Police Station, Lancaster Road (1880)
- c) Former National Westminster Bank, corner Market Street, Scotland Road (1889)
- d) Hawk Street Congregational Chapel (1897)
- e) Royal Station Hotel, Market Street
- f) Roxy cinema, Market Street – currently occupied by the Co-op (1912)
- g) Carnforth War Memorial
- h) Civic Hall, North Road
- i) Former Co-op, New Street (1885)
- j) Former Morphy's Mill at Travis Perkins
- k) Lancashire County Library, Lancaster Road (1936)
- l) The Haws, Private School for Girls, Haws Hill
- m) Carnforth Inn, Lancaster Road and Market Street
- n) Coke Ovens, Thwaite End
- o) Station House, Station Masters House, Haws Hill
- p) Thwaite Gate Farm
- q) WWII Pill Box, Cemetery Woods

2. Development proposals affecting non-designated heritage assets and their settings within the Plan Area shall be permitted only if, having regard to the scale of any harm or loss and the significance of the heritage asset, the balanced judgement is that they would preserve the historic or architectural interest of the asset.

## High-quality design

- 4.8 The NPPF emphasises the importance of high-quality design and the role that Neighbourhood Plans can play in setting design expectations. It states, at para 127:
- ‘Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area’s defining characteristics. Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development.’*
- 4.9 A design code (Appendix 2) has been prepared in support of this Neighbourhood Plan. This establishes key design principles across four topics: Heritage Assets; Urban Structure and Built Form; Movement; and Green Infrastructure. These principles should be reflected in all new development proposals.
- 4.10 The design code identifies five Focus Areas (A – E) based on townscape and local character (Figure 4). A Matrix (Figure 5) outlines which part of the code relates to which Focus Areas, providing a useful guide as to how development proposals can respond to local character through design, layout, materials and landscape. The Neighbourhood Plan strongly encourages developers to make use of this tool.

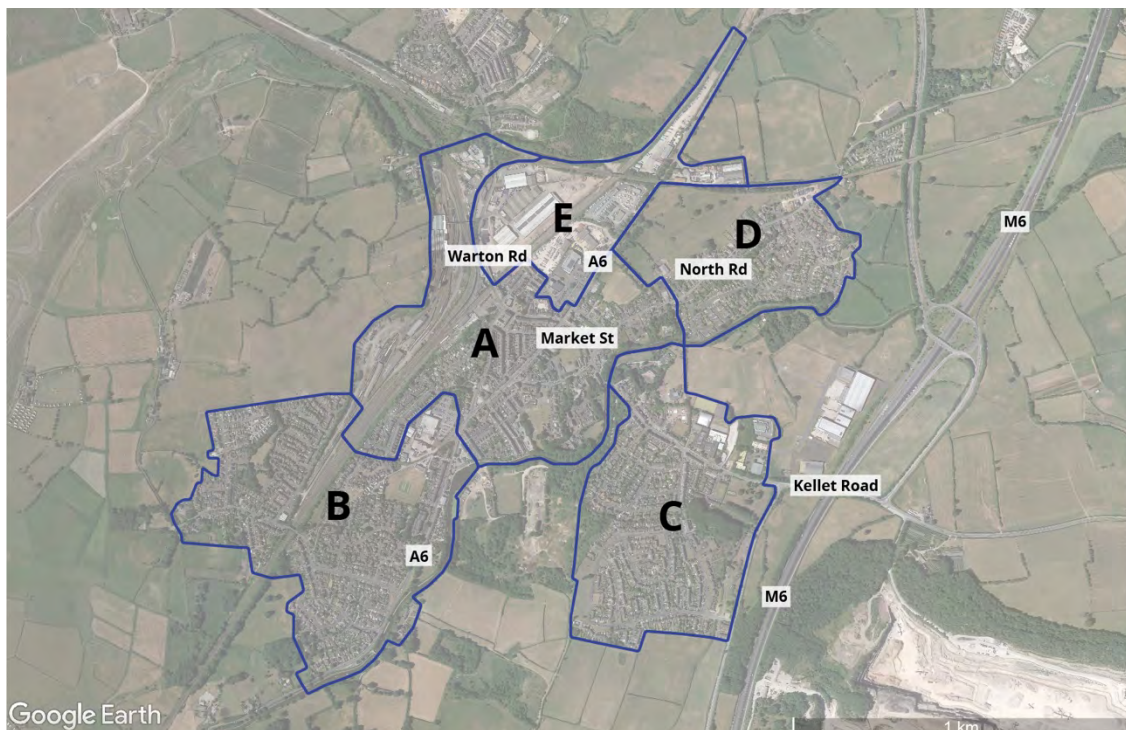


Figure 4: Focus areas identified in the Carnforth Design Code (map source: Google Earth)

Carnforth Neighbourhood Plan  
2020-2031

Focus Area	Heritage Assets			Urban Structure and Built Form									Movement							Green Infrastructure				
	Conservation Area	Listed Building	Other historic features	Building Blocks and Building Line			Building Heights and Skylines		Architectural Style	Density and Housing Layout			Street Typology					Non-Vehicular Route	Parking Typology			Statutory and Non-Statutory	Open Space	Trees, Hedgerows, Woodland
				Informal	Formal	Linked Buildings	Uniform Roofline	Varied Roofline		Low Density	Medium Density	High Density	Primary Street	High Street	Secondary Street	Town Street	Internal Street		Garage and On-Plot Parking	On-Street Parking	Courtyard Parking			
A	●	●	●		●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
B		●		●	●		●	●	●	●	●			●	●	●	●	●	●	●	●	●	●	●
C					●	●	●	●	●	●	●			●	●	●	●	●	●	●	●	●	●	●
D		●		●			●	●	●	●	●				●	●	●	●	●	●	●	●	●	●
E												●			●									

Figure 5: Design Code Matrix



### **Policy CNDP HD3: Design**

1. Proposals for new development should demonstrate how they respond to the local character and built form expressed through scale and massing of development as well as use of materials and landscaping. The height and density of new development will reflect the existing built form. New development should help contribute to an improved quality of place with provision of good walking and cycling routes, building frontages that align with the existing built form and overlook the street clearly defining public and private realm.
2. The Carnforth Design Code sets out in detail how development can achieve high-quality design. Proposals for new development must use these codes as a guide to help support and enhance Carnforth's existing character. In particular:
  - a) Developers should give careful consideration to any potential impacts brought by development on Carnforth's historic assets (Design Codes HA1 – HA3).
  - b) Any development should pay attention to the 'building lines' which characterise the area and respond accordingly (Design Codes BL-I, BL-F and BL-L).
  - c) New buildings should be sympathetic to the height and roofline design of nearby development (Design Codes BH-UR and BH-RD).
  - d) Future development should use the 'materials palette' when detailing house designs and respond to the street-setting appropriately (Design Code ASM).
  - e) Parking provisions should provide a balanced mix of parking solutions that are integrated into the design and layout of proposal to support its appearance without cars becoming visually dominant (Design Codes Mo-OPP, Mo-OSP and Mo-CP).
  - f) Any development should retain and enhance existing open space, woodland, trees and hedgerows (Design Codes GI-ED, GI-OS and GI-WTH).
  - g) Any development must use appropriate and sympathetic materials in both new shop fronts and the renovation of existing shop fronts that respect the historic setting of the area (Design Code section 5.2).

## 5. Economy

### Objective 02:

*To support initiatives that encourage tourism which will enhance the local economy and seek to retain and create local enterprises.*

### Objective 05:

*To support the growth of employment uses within Carnforth, including supporting diversification of employment types within Carnforth.*

### Leisure and tourism

- 5.1 Carnforth is a town rich in rail heritage. Headlined by the Carnforth Station and Visitor Centre, this heritage has become a draw for tourists. One of the few examples of a working rail station on the national network also being a tourist attraction, its connection with the classic film Brief Encounter sees 50,000 people visit each year<sup>6</sup>. 75 years on from the film's release, visitors can watch it in the award-winning Visitor Centre and take a picture under the iconic clock<sup>7</sup>.
- 5.2 Carnforth is also an important gateway for exploring the varied and attractive valleys, moors and undeveloped coastline that characterises the surrounding landscape. This includes Warton Crag which overlooks Carnforth and is a popular hiking, climbing and abseiling destination<sup>8</sup>. The Lancaster Canal also has an important leisure and tourism role in Carnforth and the wider area.
- 5.3 To support this recreational and industrial tourism, Carnforth has three hotels and a number of caravan parks in and around the neighbourhood area. Other sites, such as Carnforth Bookshop, which stocks more than 100,000 second-hand and antiquarian books, benefits greatly from the increased footfall<sup>9</sup>.
- 5.4 The success of the visitor centre demonstrates that the town is an important destination for visitors to both Carnforth and the wider area. Applications for uses and interventions that seek to strengthen this role are welcome. This includes

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<sup>6</sup> Visitor attendance in Lancashire 2018 and 2019/20

<sup>7</sup> <https://www.visitlancashire.com/explore/carnforth>

<sup>8</sup> *ibid*

<sup>9</sup> *ibid*

promoting leisure and cultural uses within the town, strengthening the retail offer and enhancing the quality of the public realm and visitor experience.

- 5.5 Carnforth also has an important role to play in support of the proposed Eden of the North Project in Morecambe. Its location close to major transport links would provide visitors with a convenient northerly route to the project, with the town becoming a sustainable point of access, not only for the project but also for the wider area. The Town Council is keen to facilitate this role by ensuring that the town's tourist facilities and services leave a lasting impression on visitors. In association with the Carnforth Business Network and Lancaster City Council, the Town Council has prepared a brochure exploring the role Carnforth can play in supporting the Eden of the North project and how it might capture the economic benefits of the project. This is included within the appendix to the Neighbourhood Plan.
- 5.6 Opportunities that strengthen the Rail Station and Visitor Centre's offering will be welcomed, providing tourists with another wet weather visitor attraction that enables them to prolong their stay, while the development of linkages that connect outdoor recreational areas and the Eden Project North with the town centre through active mobility and public transport connections will also be sought. It is important that visitors experience a good sense of welcome to Carnforth. Improvements to the gateways into the town should thus be made, making this an attractive place for people to visit and come back to.
- 5.7 Both the Bay Cycle Way, a popular cycling path that runs along the coast for 80 miles from Barrow-in-Furness to the canal port of Glasson Dock, and the Lancaster Coastal Way, a 66-mile-long coastal footpath between Merseyside and Cumbria, pass through Carnforth. The town is one of many stop-offs where cyclists and ramblers might rest and explore, providing economic opportunities for cycle servicing and tourism accommodation. The English Coastal Path, when completed, will also go through Carnforth, likely increasing the number of visitors the town receives. Schemes that maximise the relationship with the waterfront should be explored as an important part of the town's offer. This includes access to and along the waterfront for walking and cycling, but could extend to boating and other leisure-based activities.
- 5.8 The Carnforth Community Pool is also an important community asset. It is well used by the Carnforth community but also has a large catchment, being used by many schools. The Pool was previously at risk of closure and is on a long lease from Lancaster Council. It shall be retained and preserved.

## **Policy CNDP E1: Leisure and Tourism**

1. Sustainable development that improves the quality and diversity of existing tourist facilities, attractions, accommodation and infrastructure, including green infrastructure, will be viewed favourably. The development of existing facilities will be required to demonstrate that:
  - a) the siting, scale and design has strong regard to the local character, historic and natural assets of the surrounding area; and
  - b) the design and materials are in keeping with the local style and reinforce local distinctiveness and a strong sense of place.
2. Proposals for the development of new leisure and tourism facilities will be supported providing that:
  - a) The scale, massing and design reflects the existing character of the area;
  - b) There is no unacceptable harm to the amenity of residents; and
  - c) It is well connected to public transport links and the traffic impact is not significant.
3. Tourist development outside the built-up area will also be assessed in terms of its visual, landscape and transport impacts, and long-term measures to encourage sustainable travel, environmental stewardship and overall good site management will be required.
4. Carnforth Community Pool is an important community and leisure asset and shall be retained. The loss of the Pool or other leisure and tourist facilities in Carnforth, including the change of use of these facilities, will only be considered where:
  - a) It can be demonstrated that the facility is no longer viable, having been actively marketed for a period of twelve months; or
  - b) The proposed alternative use would provide equal or greater benefits for the local economy and community.

### **Project/Aspiration CNDP E(a): Carnforth Gateways Public Realm Improvements**

See detail at Appendix 1 Ref: CNDP E(a).

### **Project/Aspiration CNDP E(b): Marina**

See detail at Appendix 1 Ref: CNDP E(b)

## **Employment**

- 5.9 There are 78,100<sup>10</sup> economically active people within the Lancaster District. The Local Plan recognises the need to deliver greater employment opportunities and investment in the district to support economic growth.
- 5.10 Findings from the Business Survey (Appendix 2) carried out in consultation for this Neighbourhood Plan highlighted that traffic management, parking and access were key constraints to businesses in Carnforth. A need for smaller business start-up units, flexible working spaces and improved digital capabilities were also identified as potential areas of opportunity to uplift business in Carnforth. These issues are particularly pertinent given the importance of digital capacity and flexible working spaces during the Coronavirus pandemic.

### **Policy CNDP E2: Employment**

1. Applications for employment uses in established employment areas should be supported. In particular, applications for small start-up units and flexible working spaces are encouraged to meet the employment needs of the local community.
2. Opportunities that diversify the employment offer should be encouraged.
3. Outside established employment areas, applications for employment uses should demonstrate that they are compatible with neighbouring uses and do not cause harm to residential amenity and conform with the policies in this Plan.
4. Proposals for employment uses should consider the accessibility of the site. Proposals that are supported with a Travel Plan will be favoured, especially those that provide accessibility via active travel and other sustainable transport modes.

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<sup>10</sup> Employment Land Review (Turley Economics 2015). See:  
<https://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-information>

## Town centre

- 5.11 Successful places benefit from the presence of local centres that comprise a range of services and facilities to cater for day-to-day needs, which allow people to shop within walking distance of the home, and to engage in other social activities and events. The Coronavirus pandemic has highlighted the importance of facilities that allow people to live locally, creating strong, resilient and inclusive communities.
- 5.12 The District Local Plan Settlement Hierarchy identifies Carnforth as a Market Town, the role of which is to *'maintain its role providing town services both to the residents of the town and a wider rural hinterland in the North of the district. It will enhance its role as a tourist destination drawing on its proximity to the [Lake District] AONB and its cultural heritage'*.
- 5.13 As a Market Town, the Local Plan does not identify a Primary Shopping Area within Carnforth. As such, guidance on retail development in the town centre is limited. The Neighbourhood Plan therefore provides extended guidance on employment and business development within Carnforth's town centre.

### Policy CNDP E3: Town Centre

1. Proposals for Use Class E development, including retail uses, will be supported if they will improve the diversity and footfall in the area.
2. Proposals which generate employment and develop local businesses / services through the extension, conversion or replacement of existing buildings or provision of new buildings within the Town Centre will be supported.
3. Support for proposed new development in the central area is subject to that development avoiding significant adverse effects in terms of:
  - a) Impact on neighbouring properties, or the locality in general in terms of noise, fumes, odour or other nuisances;
  - b) Impact on local and rural character in terms of scale, visual impact and nature of operations; and
  - c) Traffic generation, congestion and other traffic related nuisance.
4. Proposed new development in the Town Centre shall support appropriate redevelopment within the Regeneration Priority Area of Central Carnforth identified in the Lancaster Local Plan.

5.14 There are a wide range of commercial business premises operating in the town centre. These include shops and offices, bars, cafes and restaurants and clubs. Inevitably, the quality of design of their frontages and associated signage varies considerably.

5.15 The Design Code notes that:

*Within Carnforth, the town centre and most shops sit within the conservation area, however, new construction methods and materials have led to a diffusion of the “standard” modern shop front within shopping streets. This type of shop front is usually characterised by aluminium or plastic framework, with a large area of plate glass, often incorporating a doorway.*

5.16 Poor quality shop fronts undermine the visual quality of the town centre and its historic qualities that the District Council is seeking to preserve and enhance through the conservation area designation. It is thus considered important that shopfronts respond better to local character and bring a consistency of style to the town centre.

### **Policy CNDP E4: Shopfront design**

1. Well-designed improvements to existing shopfronts and other commercial properties in the town centre are welcomed.
2. Proposals for new shopfronts and commercial properties should be designed such that they are well proportioned, taking into account the age and architectural detail of the building, the wider Conservation Area and the town centre as a whole.
3. As per the Carnforth Design Code (Section 5.2), special attention should be paid to the following elements:
  - a) Windows
  - b) Recessed doorways
  - c) Materials
  - d) Signs and advertising
  - e) Stall Riser
  - f) Security

## 6 Access & movement

### Objective 03:

*To retain, enhance and provide new pedestrian and cycling facilities within Carnforth and the surrounding area, to provide seamless integration with the existing urban areas, public transport links and green spaces to encourage a reduction in vehicular travel, heavy vehicle movement and associated air pollution.*

### Objective 09:

*To ensure that the desired pedestrian access to all retail space in the Town Centre is given top priority.*

### Walking and cycling

- 6.1 Carnforth sits to the west side of the M6 motorway, which connects the town with the wider region. The Design Code outlines a hierarchy of streets in Carnforth which provide vehicular access throughout the town (see Design Codes ST1 – ST5).
- 6.2 Primary streets provide access in and out of the town, with the A6 acting as the primary distributor and spine to which the wider network connects; secondary streets, such as the B6254, connect Carnforth's town centre to the motorway and to Warton / Silverdale; town streets connect up the residential areas; and Market Street is the 'primary movement corridor' within these areas.
- 6.3 Driving is the most popular mode of transport in Carnforth, particularly for those commuting. Likely due to the geographical distances that those in Carnforth travel to work, there is a higher number of cars and vans per household in Carnforth than in the wider Lancaster district.
- 6.4 Given the high levels of car dependency and single occupancy vehicle trips within the area, the Neighbourhood Plan can help to encourage active transportation options for those working in Carnforth, while encouraging more efficient modes of transportation for those working outside of it.



- 6.5 Alongside the Neighbourhood Plan, research has been undertaken through the 'DecarboN8' programme<sup>11</sup> to explore the case for walking and cycling measures (see Appendix 2), investigating how these can contribute towards better health, social and environmental outcomes. This includes design and placemaking measures, traffic management and public realm schemes.
- 6.6 All walking and cycling routes should reflect the 'Five Cs':
- **Connected:** good pedestrian routes which link the places where people want to go, and these should form a network
  - **Convenient:** direct routes following desire lines, with easy-to-use crossings
  - **Comfortable:** good quality footways, with adequate widths and without obstructions
  - **Convivial:** attractive well-lit and safe, and with variety along the route
  - **Conspicuous:** legible routes easy to find and follow, with surface treatments and signs to guide pedestrians
- 6.7 Important existing routes for walking and cycling in Carnforth include the Bay Cycle Way and the Lancaster Canal. The Bay Cycle route is well promoted by Sustrans and provides a long-distance touring route around Morecambe Bay. As well as being an important amenity for local residents it also attracts visitors to the area and has the potential to support local businesses.
- 6.8 New or improved walking and cycling infrastructure should reflect best practice principles, drawing on the summary principles for cycle infrastructure design as laid out in the Department for Transport's 'Gear Change' strategy<sup>12</sup>. This includes:
- treating cyclists as vehicles, not pedestrians;
  - physically separating cyclists from high volume motor traffic; and
  - joining cycling infrastructure together to create a seamless network between nodes.
- 6.9 Local Transport Note 1/20 published by the Department for Transport<sup>13</sup> sets out standards for design of new infrastructure which should be followed by local authorities and developers.

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<sup>11</sup> DecarboN8 is funded through the Engineering and Physical Sciences Research Council to research design, trial and help adopt low carbon transport solutions in response to climate change. The ideas and solutions are 'place-based', recognising that different solutions might be needed in different areas. The University of Manchester was awarded funding to explore the case for walking and cycling interventions.

<sup>12</sup> Gear Change: A bold vision for cycling and walking. Department for Transport, 2020.

<sup>13</sup> <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

- 6.10 Alongside provision of safe street conditions and junctions for walking and cycling is a need to increase the provision of cycle parking in Carnforth, particularly within the town centre. Safe and secure parking facilities should be accommodated within the public realm, though designed such that provision responds positively to the character and quality of the built environment. Covered cycle parking is also encouraged, particularly within new commercial development, which should also provide shower and locker facilities for cyclists.
- 6.11 In light of the COVID-19 pandemic, cycling and walking infrastructure has become more important than ever, providing a way for people to travel and exercise whilst maintaining social distance from others. In line with *Traffic Management Act 2004: network management in response to COVID-19*<sup>14</sup>, this neighbourhood plan should look to take advantage of this opportunity to deliver “transformative change” and fundamentally alter the travel habits of Carnforth residents.

### **Policy CNDP AM1: Active travel**

1. Support will be given to proposals for development that incorporate improved and extended footpaths and cycle paths. Paths provided should be direct, convenient and safe to use.
2. Proposed new development should provide a safe pedestrian and cycle environment. Including by natural surveillance of public spaces and routes.
3. Proposals for non-residential use should support and enable active travel through inclusion of safe, secure and convenient cycle parking as well as changing facilities.
4. Proposals for development that reduce the capacity or safety of existing active travel infrastructure, including footpath or cycle space, will not be considered favourably.

### **Project/Aspiration CNDP AM(a): Cycle infrastructure**

See detail at Appendix 1 Ref: CNDP AM(a)

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<sup>14</sup> See: <https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19>

## Air quality

- 6.12 In 2018, the Department for Transport and Office for Low Emission Vehicles (OLEV) published their Road to Zero Strategy, setting out their ambition for at least 50% of new car sales to be ultra-low emission by 2030<sup>15</sup>. The use of electric vehicles is an important measure in reducing emissions locally with provision of necessary infrastructure essential. It is therefore important that new development responds to these changes.
- 6.13 Paragraph 105 of the NPPF notes the importance of managing development to reduce emissions and improve air quality and paragraph 107 notes that parking spaces for electric charging and other ultra-low emission vehicles should be provided.

### **Policy CNDP AM2: Charging points for electric vehicles**

1. Where public parking is provided in new development encouragement should be given to a proportion of spaces being equipped to provide charging stations ready for immediate use by electric cars and vans.
2. Public EV charging infrastructure, such as cabling, should be provided such that it can be expanded to provide additional charging stations for future use.
3. EV charging points should be positioned sensitively to ensure that there are no harmful impacts upon pedestrian circulation or the immediate appearance of the street scene and wider townscape.
4. New housing development should provide electric vehicle charging points. There should be at least one charging point per dwelling for houses and for flats which have an allocated car parking space. For flats which don't have an allocated parking space, provision should be made for a shared communal charging point.

- 6.14 Planning policies should be in compliance with and contribute towards EU limit values and national objectives for pollutants, taking account of Air Quality Management Areas (AQMA) and the cumulative impacts on air quality from individual sites.
- 6.15 Carnforth's development to the west has been constrained by limited and outdated access routes. This has exacerbated air quality problems in the town centre, with all east-to-west traffic, including HGVs, forced to use Market Street, the town's main shopping area.

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<sup>15</sup> See: <https://www.gov.uk/government/news/government-launches-road-to-zero-strategy-to-lead-the-world-in-zero-emission-vehicle-technology>

- 6.16 Consequently, an AQMA was declared in the town centre in 2007. Though emissions have since dropped below the threshold required to implement an AQMA, Lancaster District continues to monitor the levels. With Carnforth's housing allocations under the Local Plan, growth is expected to further increase the number of vehicles on the road. The AQMA is located at the intersection of the A6 and Market Street, the two busiest roads in Carnforth. The intersection of these roads is often a bottleneck for traffic, thus worsening the air quality, and creating noise disturbances from the number of cars and HGVs. To counter these effects, it is imperative to reduce the number of cars and HGVs on this segment of the road and shift to alternative modes of transport alongside providing infrastructure for EVs.
- 6.17 The Neighbourhood Plan aims, through new and sustainable transport links, to support active and healthy communities. Market street, being the main retail area in Carnforth, provides an opportunity to support a more pedestrian friendly area, while enhancing the market character of the town through placemaking interventions. Currently, the pavement on this road is very narrow, creating barriers for users with physical disabilities, those hoping to social-distance in the time of COVID-19, or to expanded business uses.
- 6.18 There is an identified need for programming in public spaces to ensure that organisations including Carnforth Town Council and the Carnforth Business Network can utilise areas around town for successful events and activities that are open to the public. Currently, the Carnforth Cenotaph is used for events on Remembrance Day, and to occasionally host public markets, however, other public spaces are less programmed. Part of this comes down to the design of spaces, and the need to ensure they can support such programming. Improvements to the quality of the public realm in the town centre, including Market Street, are central to this.

**Project/Aspiration CNDP AM(b): Market Street and town centre public realm improvements**

Enhancing the quality of the town centre and Market Street in particular is a key priority for the Town Council and cuts across all of the objectives identified in the Neighbourhood Plan.

See detail at Appendix 1 Ref: CNDP AM(b).

## **Town-wide connectivity**

- 6.19 Carnforth's development to the west has been constrained by limited and outdated access routes. In turn this has exacerbated air quality problems in the town centre as all east – west vehicular traffic, including HGVs, has been forced to use Market Street, the main shopping area.
- 6.20 To support improvements in air quality as well as the retail and visitor experience of the town centre, a wider range of town-wide connections and projects should be explored.
- 6.21 The building of a new road from the A6 at Truckhaven over the West Coast mainline and the River Keer would provide direct access to the former Iron Works site, now a developing industrial park. Not only would this create a direct route to the M6 for the majority of HGVs using Carnforth but it would also have the added benefits of enabling through traffic from Silverdale and Warton to by-pass Carnforth town centre and of allowing the introduction of a more environmentally friendly traffic management system in the centre itself.
- 6.22 The Town Council is keen to ensure that the allocated development at Lundsfield Quarry for 250 dwellings does not exacerbate existing pressures on Carnforth's road network. As such, the Town Council encourages development of a new road link across the Lancaster – Kendal Canal, allowing for the new development to be better integrated with the town centre.
- 6.23 Access to Lundsfield Quarry development would be further improved by the future development of the Land to the south of Windermere Road, the proposal for which originally included a new route between Back Lane and the A6 at Crag Bank. The Council supports its inclusion in future iterations of the Local Plan, particularly if the site were designated to support leisure and sporting facilities.

### **Project/Aspiration CNDP AM(c): Improving town-wide accessibility**

See detail at Appendix 1 Ref: CNDP AM(c).

# 7 Housing

## Objective 04:

*To support sustainable development which reflects housing needs and preferences of the local community—considering affordability, type and mix and the use of previously developed land. The size, density and design of these dwellings should reflect the character of Carnforth*

## Housing development

- 7.1 The Lancaster District Local Plan 2011-2031 identifies Carnforth as sustainable location for future development growth:

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

- 7.2 Due to Carnforth seeing low levels of development growth over recent decades, largely because of the constrained nature of the town’s surroundings – to the north and west is the Arnside and Silverdale AONB, to the east the M6 creates a barrier to growth, and to the south and west is North Lancashire Green Belt – the Local Plan is now seeking to provide opportunities for expansion within the town.
- 7.3 Through Local Plan policy H1 (Residential Development in Urban Areas), the Lancaster District Local Plan 2011-2031 allocates approximately 250 dwellings to the Carnforth Neighbourhood Area. These dwellings are part of the Strategic Growth Allocation SG11 - Lundsfield Quarry, South Carnforth.
- 7.4 Though not allocated in the Local Plan, development of land adjacent to Scotland Road has progressed since receiving planning permission in 2019 for 213 dwellings with associated vehicular and cycle/pedestrian access to Scotland Road and cycle/pedestrian access to Carnforth Brow/Netherbeck.
- 7.5 The Town Council acknowledges that new housing development will take place over the life of the Neighbourhood Plan. The Neighbourhood Plan does not allocate sites, nor establish its own housing target for the Neighbourhood Area, but it does provide general guidance as to the mix and location of any proposed new development.

## **Policy CNDP H1: Housing**

1. In addition to the strategic growth locations set out in the Local Plan, proposals for new housing located within the Urban Boundary of Carnforth which meet housing needs (including affordable housing, as set out in the Housing Needs Assessment in Appendix 2) will be supported subject to the other policies in the Neighbourhood Plan and wider Development Plan. Proposals will be looked on favourably where:
  - a) The proposed development is for an infill gap, or on previously developed land, within the continuity of existing buildings.
  - b) The proposed development reflects the scale and density of existing development in the local area, as set out in the character areas identified in the Carnforth Design Code.
  - c) The proposed development responds positively to the Carnforth Neighbourhood Plan Design Code.
  - d) The proposed development is well integrated with the existing built form, and is laid out with good connections that encourage people to walk and cycle. Cul-de-sac layouts shall generally be avoided.

## **Housing type and mix**

- 7.6 Building for a Healthy Life, the latest edition of Building for Life – a design tool to guide authorities and developers in creating better places for people and nature – emphasises the need for a mix of housing types that meet the needs of the local community<sup>16</sup>.
- 7.7 Their guidance includes promoting the following<sup>17</sup>:
- A range of housing typologies supported by local housing needs and policies to help create a broad-based community;
  - homes with the flexibility to meet changing needs;
  - affordable homes that are distributed across a development; and
  - homes should also be designed to make it difficult to determine the tenure of properties through architectural, landscape or other differences. This is often called ‘tenure blind’.

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<sup>16</sup> Building for a Healthy Life: A Design Toolkit for neighbourhoods, streets, homes and public spaces [ONLINE]. Available at: <https://www.designforhomes.org/project/building-for-life/>

<sup>17</sup> ibid

- 7.8 As part of this Neighbourhood Plan, a Housing Needs Assessment (HNA) (Appendix 2) has been prepared to help identify the appropriate housing mix for development proposals that come forward in the future. This provides a more granular and locally-specific assessment of housing needs for Carnforth than prepared on a district wide basis by Lancaster City Council.
- 7.9 The result of the life-stage modelling exercise undertaken through the HNA is that to minimise misalignments between supply and demand, new development should prioritise the provision of smaller homes; 43% of dwellings in new developments should have 1 bedroom, 38% should have two bedrooms, 0% should have three bedrooms, 1% should have four bedrooms and 18% should be of 5 bedrooms or more.
- 7.10 The HNA also notes that the income required to buy an average market home is higher than that available to median household incomes, and the income required to buy an average entry-level home for sale is higher than that available to those on lower quartile earnings, even where two members of the household are earning.
- 7.11 As such, and in line with Government Policy aimed at tackling the housing crisis by focusing on those with modest incomes and young buyers, the HNA identifies the most appropriate tenure split for Carnforth would be 70:30 affordable rented to intermediate tenures, recognising the priority in delivering affordable rented homes for those with limited resources. The most appropriate tenure would be shared ownership which, at a 25% or a 50% share, remains significantly more affordable than starter homes.

### **Policy CNDP H2: Housing Mix**

1. Proposals for new residential development that maximise the delivery of affordable housing in line with the recommendations of the Housing Needs Assessment at Appendix 2, and which provide for the size, type and tenure of homes to meet local needs, will be encouraged and supported, provided they comply with other relevant policies.
2. The unit mix in new residential development should prioritise the provision of smaller homes, in particular one and two bed dwellings, subject to viability.
3. The size (number of bedrooms), type (flat, house, extra care etc) and tenure (social and affordable rented, intermediate, shared ownership or other) of affordable homes for each proposal will be based on up-to-date evidence of local needs.
4. Proposals that include affordable housing should ensure that the design is tenure blind.



# 8 Environment & community

## **Objective 06:**

*To protect and enhance existing habitats and green infrastructure networks through sensitive development and to encourage local habitat improvement and creation.*

## **Objective 07:**

*To promote development that is responsive and resilient to flood risk and climate change.*

## **Objective 08:**

*To promote, preserve and support community facilities and opportunities for their development.*

## **Natural Environment and Setting**

- 8.1 Carnforth is surrounded by many areas of significant biodiversity and green infrastructure (Figure 6). To the south west is the North Lancashire Green Belt. The Green Belt contains sites of Special Scientific Interest, as well as nationally identified “environmentally important areas”. The Carnforth coast, which abuts the west of the designated neighbourhood area, is a designated RAMSAR site and an Area of Outstanding Natural Beauty. If any development is proposed here, it will need to consider the impacts on the Arnside and Silverdale AONB to the North and the designated areas of Urban Landscape Setting around the edge of the urban area. Furthermore, the Lancaster Canal is a designated Biological Heritage Site and functions as an important part of the green and blue infrastructure network in Carnforth as well as a wildlife corridor within the Plan area.
- 8.2 Any development proposed within Carnforth will need to clearly indicate how the impacts of development on landscape and biodiversity have been considered, with biodiversity net gain developed, as demonstrated through use of the Defra Biodiversity Metric. Wherever possible, net-gain should be delivered on site. This could take a variety of forms and include the use of landscaping, green roofs, walls and sustainable drainage systems, increasing biodiversity value and augmenting existing habitats.

- 8.3 Proposals for biodiversity net gain that are offsite will need to be shown to be deliverable by the applicant and where it involves the use of land outside the control of the applicant will need to be agreed by the relevant parties. This could potentially involve the greening of existing streets and spaces where appropriate and subject to maintenance and management with the highway authority. Any proposals shall reflect good practice advice<sup>18</sup>.
- 8.4 Lancaster City Council has indicated that, as part of the review of the Local Plan, a 'Green and Blue Infrastructure Strategy' will be prepared, and which may indicate how existing networks may be improved. This will help inform an approach to the monitoring of net gain as well as helping to inform potential locations for offsite delivery. However, until such time as this is prepared it will be for the applicant to identify deliverable locations for biodiversity net gain.

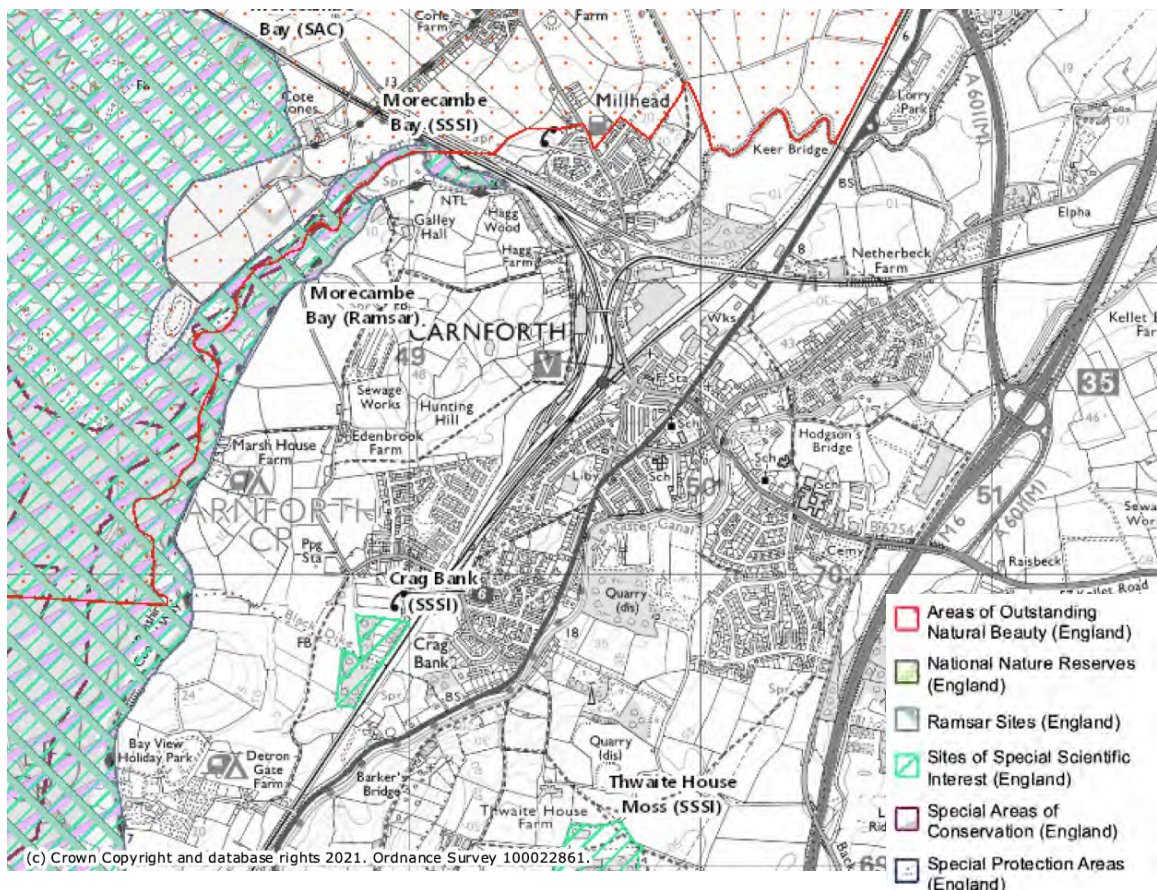


Figure 6: Environmental designations in and adjacent to Carnforth. Source: Magic (Defra)

<sup>18</sup> See: Ciria, 2019, Biodiversity net gain, Good practice principles for development: A practical guide. <https://cieem.net/wp-content/uploads/2019/02/C776a-Biodiversity-net-gain.-Good-practice-principles-for-development.-A-practical-guide-web.pdf>

## **Policy CNDP EC1: Local Biodiversity, Landscape and Character**

1. Development either supported or proposed by policies or projects contained within the Carnforth Neighbourhood Plan, or any other development that may come forward in the Neighbourhood Plan area, may only be permitted if it can be concluded that the proposals, either alone or in combination with other plans or projects, will not adversely affect the integrity of any European designated sites. Any proposals must be accompanied by information to allow the competent authority to consider the impacts of development.
2. Development should not result in any significant loss of natural assets, and should seek to enhance the existing. Where there is unavoidable loss or damage to habitats, sites or features because of exceptional circumstances, mitigation and compensation will be required. Development which causes loss of trees, hedgerows and woodland should include replacement of those assets within the site or, where this is demonstrated to not be practical, contribute to off-site provision.
3. Development proposals should conserve or enhance biodiversity in the Neighbourhood area, and aim to achieve a biodiversity net gain of 10%, as demonstrated through use of the most up-to-date version of the Defra biodiversity metric at the time of application. Biodiversity net gain should be delivered onsite unless undeliverable, in which case proposals for net gain will be sought off-site within the Neighbourhood Plan area.
4. Design guidance set out in the Carnforth Design Guide should be referenced in new development with applicants demonstrating how they have responded to landscape character and green infrastructure. Development proposals should consider open spaces as an integral aspect of the development form, retaining and enhancing existing open space. The siting and spacing of development should reflect the landscape character and setting, allowing for the retention of long distance views of the surrounding countryside from the public realm, with trees and landscaping incorporated into the design. On sites on the edge of Carnforth and adjacent to the surrounding countryside, development should preserve the landscape character of roads and lanes, including retention of grass verges, hedgerows and trees.

## Local Green Spaces

- 8.5 In the Lancaster District Local Plan, the Council retains a presumption towards the retention and protection of green spaces and green corridors:

*'Particularly where it can be demonstrated that they provide value, either economically, environmentally or socially, to the community they serve. Opportunities to enhance and extend these natural assets should also be sought and will be supported by the council.'*

- 8.6 Within Carnforth's Designated Neighbourhood Area, a number of sites have been designated as Open Space, Leisure and Recreational spaces, which through Local Plan Policy SC3 are protected from "inappropriate development". The Lancaster Canal, along which the majority of these spaces are found, is designated as a Green Space Network (SC4). This will be protected from development which would "cause inappropriate harm and damage to their value and integrity".

- 8.7 Through consultation on the Neighbourhood Plan, attention was drawn towards the protection of green spaces within Carnforth. Under the NPPF, potential exists for local communities, through Neighbourhood Plans, to identify and designate Local Green Spaces for protection and which are of importance to the local community. The NPPF states that Local Green Spaces should only be designated where the green space is:

- a) *in reasonably close proximity to the community it serves;*
- b) *demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
- c) *local in character and is not an extensive tract of land.*

- 8.8 Many of the green spaces in Carnforth already benefit from some form of policy protection as established through the NPPF or through the Local Plan. However, it is clear that the local community would support designation of green spaces in Carnforth. Through a review of the Neighbourhood Plan, and reflecting any changes proposed through the review of the Local Plan, the Town Council will seek to consult with the community and landowners to identify suitable green spaces for designation and how they satisfy the criteria.

### **Project/Aspiration CNDP EC(a): Local Green Spaces**

See detail at Appendix 1 Ref: CNDP EC(a).

## **Improving parks and spaces**

- 8.9 The Disused Tip Adjacent to Midland Terrace is the site of the old Carnforth Ironworks and is currently protected under Lancaster Local Plan policy EN7 – Environmentally Important Areas as a Biological Heritage Site. During its occupation by the Carnforth Ironworks, waste material was for many years dumped on the shore on what is known as the slag tip. Given the identified potential to leverage Carnforth’s historic assets for increased tourism, as well as the need for remediation on this site and the importance of biodiversity to balance against the threats of climate change, the Town Council has identified this as an aspirational project for the future of the town.

**Project/Aspiration CNDP EC(b): Remediation of disused tip adjacent to Midland Terrace**

See detail at Appendix 1 Ref: CNDP EC(b)

- 8.12 The Town Council recognises that the physical presence of public spaces alone is not enough to ensure their frequent use, or the success of these spaces. Where development is proposed adjacent to a green space it should respond positively to that space, creating, where appropriate, active new fronts that overlook and create natural surveillance of the space, making it safer for all to enjoy. Schemes should avoid creating hidden corners and ‘left over space’.

**Policy CNDP EC2: Development adjacent to parks**

1. With the exception of floodlit sports pitches, where planning applications are submitted for land adjacent to parks, open spaces, and locally designated greenspaces, development proposals should be designed to respond positively to the green space through the arrangement of buildings that front onto and overlook the green space, providing natural surveillance, and which help create new routes and entrances to the space.

## Sustainable housing standards

- 8.10 A high proportion of carbon dioxide emissions come from heating, cooling and powering buildings. Reducing carbon dioxide emissions and other air pollutants will contribute to objectives to reduce greenhouse gas emissions and tackle the effects of man-made climate change.
- 8.11 Growth in population and employment is likely to make it challenging to reduce emissions. However, growth also provides a number of opportunities for securing reduced emissions, including the construction of highly energy efficient homes.
- 8.12 All development in Carnforth will be expected to make use of the best available sustainable design and technology. Proposals for development are expected to minimise the use of resources, mitigate against and be resilient to the impact of climate change.
- 8.13 The Home Quality Mark<sup>19</sup> has been developed by BREEAM to provide an indication of the quality and environmental performance of a new home. Housebuilders are encouraged to use this assessment method.
- 8.14 Similarly, Passivhaus standards are encouraged<sup>20</sup>. Passivhaus is *"a building in which thermal comfort can be achieved solely by post-heating or post-cooling the fresh air flow required for a good indoor air quality, without the need for additional recirculation of air."* In doing so, the building uses very little energy, depending on the following elements:
- High levels of insulation.
  - High performance windows with insulated frames.
  - Airtight building fabric.
  - A mechanical ventilation system with highly efficient heat recovery.
  - Carefully positioned windows and doors to moderate sun exposure in summer.
- 8.15 Development should be encouraged to meet high standards of sustainability through consideration of the highest 'BREEAM' standards, Home Quality Mark and 'Passivhaus' standards.

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<sup>19</sup> See: <https://www.homequalitymark.com/>

<sup>20</sup> See: <https://www.passivhaustrust.org.uk/>

### Policy CNDP EC3: Sustainable Housing

1. New housing developments are encouraged to meet high standards of sustainability and accord with one or more of the following standards or their successor standards at the design and completion stages:
  - a) BREEAM Standards.
  - b) Passivhaus Standards.
  - c) Home Quality Mark.
2. Housing proposals should show how resource efficiencies and climate change adaptation measures will be incorporated through aspects such as the layout of the proposed development, orientation, massing, landscaping, sustainably sourced building materials, water efficiency measures and foul and surface water management utilising sustainable drainage systems.

## Dark skies

- 8.13 The CPRE Night Blight Map indicates that much of Carnforth has light levels above 16 nanowatts/cm<sup>2</sup>/sr<sup>4</sup>, including those areas on the outskirts of the built-up area of the town.
- 8.14 The Town Council supports measures to protect and enhance the dark night sky throughout the Neighbourhood Plan Area, recognising the benefits it brings in terms of health and well-being for residents and wildlife. Meanwhile, excessive lighting (security lights, floodlights, streetlights) wastes energy whilst disrupting the behaviour patterns of people and wildlife.<sup>21</sup>
- 8.15 The National Planning Policy Framework (2021) states that planning policies and conditions should “limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation”. This is supported by National Planning Practice Guidance on Light Pollution (2019) which states that local planning authorities need to be aware of “*where the light shines; when the light shines and how much the light shines*”<sup>22</sup> as it can be a “*a source of annoyance to people, harmful to wildlife and undermine enjoyment of the countryside or the night sky*”<sup>23</sup>.

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<sup>21</sup> CPRE Night Blight. See: <https://www.nightblight.cpre.org.uk/>

<sup>22</sup> NPPG Paragraph: 002 Reference ID: 31-002-20191101

<sup>23</sup> NPPG Paragraph: 001 Reference ID: 31-001-20191101

- 8.16 High Kelvin rated lighting can create a harsh glare, disrupt sleep and disturb nocturnal wildlife and their habitats. The International Dark Sky Association (IDA) advise that outdoor lighting should not exceed a rating of 3000 Kelvins. Equally, the IDA recommends that any light fixtures with an output above 500 lumens should be fully shielded and pointing downwards to minimise glare and shadow.

### **Policy CNDP EC4: Dark Skies**

1. Proposals for development will be supported where it is demonstrated that, if external lighting is required, it protects the night sky from light pollution through:
  - a) The number, design, specification and position of lamps;
  - b) full shielding (at the horizontal and above) of any lighting fixture exceeding 500 initial lumens and evidence of limited impact of unshielded lighting through use of adaptive controls; and
  - c) limiting the correlated colour temperature of lamps to 3000 Kelvins or less.
2. Any lighting scheme must not impact negatively, particularly near edges of areas of ecological value including woodland and green spaces – specifically near habitats used by bats and other light-sensitive protected species.
3. The assessment of the impact of lighting on dark skies should be taken from the existing baseline position.





# Appendix 1: Carnforth Community Projects and Aspirations

The Town Council in preparing the Plan has identified a number of Town Projects and community aspirations in response to issues identified in relation to:

- Leisure and Tourism.
- Cycle infrastructure.
- Market Street and Town Centre public realm improvements.
- Improving town wide accessibility.
- Local Green spaces.
- Remediation of disused tip adjacent to Midland Terrace.

These are referenced within the blue shaded boxes in the Plan and set out in more detail below:

## **Project/Aspiration CNDP E(a):**

### **Carnforth Gateways Public Realm Improvements**

1. The Town Council will investigate the potential for a public realm improvement scheme that looks to re-design the vehicular entrances to the town (including those gateways along the A6, Kellet Road and Warton Road) in partnership with Lancaster City Council as appropriate. Any such scheme would be subject to community involvement, with the intention being to improve visitor first impressions by making the town gateways more attractive and less industrial.
2. Linked to the town's leisure and tourism offer, the appropriate reuse of the former Steamtown site for visitor purposes will be explored and supported by the Town Council.

## Project/Aspiration CNDP E(b):

### Marina

1. In partnership with Lancaster City Council and the Canal & River Trust, the Town Council is keen to investigate the feasibility of providing a canal-based marina on the outskirts of Carnforth that would help expand the town's tourism offer beyond its industrial heritage to include a waterside economy and capture the wider benefits from the Eden of the North Project in Morecambe. This would need to meet the appropriate safety and technical specifications, and protect the integrity of the waterway<sup>24</sup>.

## Project/Aspiration CNDP AM(a):

### Cycle infrastructure

1. The provision of improved cycleways and, where possible, new cycleways, is strongly encouraged by the Town Council, including better connections with the existing network as well as new points of access arising from developments on the A6, at Truckhaven and Booths, for example.
2. Where new routes, or improvements to existing routes, are provided, they should accord with best practice design principles, including those established in Department for Transport's 'Gear Change' strategy. The Town Council is keen to work with partner organisations, such as the Highways Authority, Sustrans and the Canal & River Trust, to explore the feasibility of delivering new and improved routes, as listed below, as well as any impacts on the Air Quality Management Area. In some cases these extend outside of the Neighbourhood Plan boundary and their design and delivery will require a coordinated approach with neighbouring Councils.

#### **Improved Routes:**

- a) The Canal towpath
- b) Along the A6 north and south
- c) To Over Kellet
- d) To Nether Kellet along Back Lane
- e) To Warton along Warton Road, although a new route from Millhead is proposed

*...Continued overleaf*

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<sup>24</sup> Information on the consents process for Marina development established by the Canal & River Trust is available via <https://canalrivertrust.org.uk/business-and-trade/inland-marina-development-guide/new-marina-application-process>

**New Routes:**

- a) From the A6 (near Keer Bridge) to Netherbeck and Carnforth Brow; through Scotland Road development amenity land
- b) Through development at Lundsfield Quarry (SG11) via Tipping Lane
- c) From Carnforth to Nether Kellet
- d) From Carnforth to Thwaites/Crag Bank/Mount Pleasant Lane
- e) From Carnforth to Bolton-le-Sands via Highfield Lane
- f) From Lundsfield Quarry Site (SG11) to adjacent sites, including new links to Windermere Road and improvements to the public right of way onto Kings Drive and Dunkirk Avenue, improving connectivity with shops and schools in the area. New links into the Town Centre (via a new foot and cycle bridge) could also be provided (with any crossing of the Canal subject to the appropriate consents).

**Project/Aspiration CNDP AM(b):**

**Market Street and town centre public realm improvements**

- 1. Enhancing the quality of the town centre and Market Street in particular is a key priority for the Town Council and cuts across all of the objectives identified in the Neighbourhood Plan.
- 2. The Town Council is keen to explore the feasibility of a public realm project that reduces the volume of through traffic in the town centre, particularly that associated with cars and HGVs, and which creates a more attractive environment for pedestrians and cyclists.
- 3. This may involve the rationalisation and reconfiguration of street space, including widened pavements and 'multi-functional' spaces that support a regular and thriving market as well as other outdoor events and activities.
- 4. This will be subject to ongoing discussions with partner organisations, exploring the feasibility of such proposals, and which balance the improvements with the need to retain some parking and delivery access to support business activities.

### **Project/Aspiration CNDP AM(c): Improving town-wide accessibility**

1. To support improvements to air quality and conditions for pedestrians and cyclists in the town centre (as set out in Project / Aspiration CNDP AM(b)), projects that help remove through traffic from the central area are encouraged. The Town Council is keen to explore a range of potential town-wide access projects to be taken forward in conjunction with delivery of the town centre improvement projects. These are subject to discussion with the relevant authorities and feasibility testing, including impacts on the Air Quality management Area, and include:
  - a) A new link road from the A6 / A601 (M) to the former ironworks site.
  - b) A new link road over the Lancaster – Kendal canal, providing improved connections to the A6 for residents and businesses of existing and new developments (with any crossing of the Canal subject to the separate consent and agreement of the Canal & River Trust).
  - c) A new link between Back Lane and the A6 at Crag Bank.

### **Project/Aspiration CNDP EC(a): Local Green Spaces**

1. The Town Council is keen to identify potential green spaces in Carnforth that are suitable for designation as 'Local Green Space' and which may form the basis of a policy in a future review of the Neighbourhood Plan.
2. The process for designation would involve consultation with the community and landowners to better understand the suitability and appropriateness of any designation, and how the identified sites satisfy the criteria for designation established in the NPPF and Planning Practice Guidance.

### **Project/Aspiration CNDP EC(b): Remediation of disused tip adjacent to Midland Terrace**

1. The land at the disused tip adjacent to Midland Terrace is designated as a Biodiversity Heritage Site. The site shall be retained as an important site for biodiversity but, with opportunities to introduce sensitive access explored whilst preserving the industrial heritage and environmental qualities, enabling people to benefit from enjoyment of the green space.

# Appendix 2: Baseline Evidence

The Neighbourhood Plan draws on the following material, all of which can be found on the Carnforth Town Council website:

<https://carnforthtowncouncil.org/neighbourhood-planning/>

The documents include:

- Carnforth Neighbourhood Plan Design Code
- Carnforth Consultation and Business Survey
- Carnforth Housing Needs Assessment
- Carnforth Local List
- Design Standards and Practices for Walking and Cycling in Carnforth

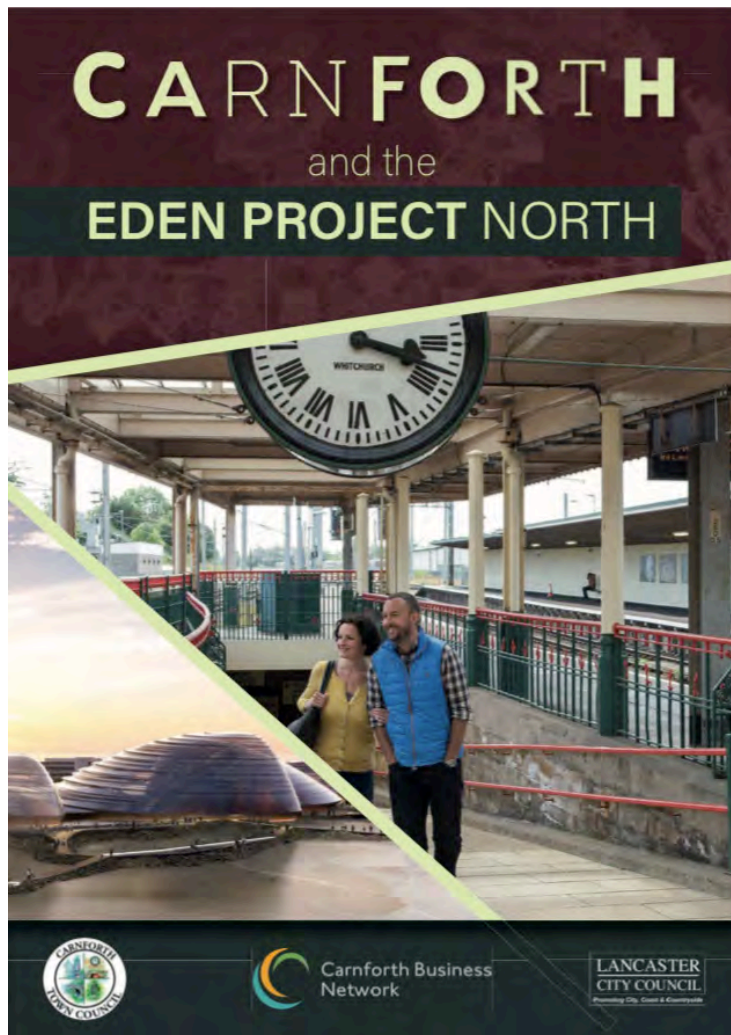
The Neighbourhood Plan also draws upon the Lancaster District Local Plan and the suite of technical evidence documents prepared in support of that. The evidence documents are available via the Lancaster City Council website:

<https://www.lancaster.gov.uk/planning/planning-policyplanning-policy-and-new-local-plan/new-local-plan/evidencebase/>

Other documents referred to within the Neighbourhood Plan are sourced via the series of footnotes.

# Appendix 3: Carnforth and the Eden of the North project

This appendix includes a copy of the brochure prepared by the Town Council with the Carnforth Business Network and Lancaster City Council, exploring how the town might position itself to share in the economic benefits of the proposed Eden of the North project in Morecambe.



## A case for consideration

### Introduction

Carnforth is a market town with a population of approximately 5,000 that sits at the heart of a railway network, one of the few in the North West that has routes North, South, East and West. It also lies just over a mile from Junction 35 of the M6 and is accessible within an hour's car journey by most of the almost 5 million population of the North West of England not to mention many more from Yorkshire.

### The Carnforth offer: Heritage and Transport

Carnforth is known above all else as a railway town and this is undoubtedly its unique selling point. Carnforth Station was the setting for director David Lean's 1940s romantic film, *Brief Encounter*, starring Celia Johnson and Trevor Howard, and is a tourist attraction in its own right. However, the station complex is also home to the former Steamtown railway museum.

Steamtown was closed to the general public more than two decades ago. The site is owned by West Coast Railways and is now used exclusively for the maintenance and restoration of their fleet

of historic steam and diesel locomotives and rolling stock. West Coast Railways run steam train excursions from Carnforth throughout the year attracting large numbers of enthusiasts from all over the world.

With appropriate encouragement, together with funding and marketing expertise and financial investment, it is hoped that West Coast would be willing to develop their site as a public attraction once again. Additionally, and in celebration of Carnforth's steam train heritage, they would be able to offer steam train excursions to Morecambe and the Eden Project that would supplement more frequent electric train shuttles from Carnforth utilising the latest locomotives and rolling stock for the service.

Carnforth's location close to the M6 also offers the chance to tap into new forms of public transportation to enhance the visitor experience and, at the same time, to reduce the impact on the environment. A fleet of hydrogen powered buses serving a new park and ride site on the A6 between the motorway and the town centre, would provide tangible support for the Eden Project's environmental credentials.





The bus company, Traveller's Choice, have their headquarters on the A6 in Carnforth and would seem to be an obvious candidate for further exploration of this idea. Bus provision could be supplemented by new and existing cycle ways from the park and ride site to a Carnforth station interchange and directly to Morecambe.

### The Carnforth offer: Accommodation and Services

Carnforth has several holiday chalet campuses, caravan parks and a small number of hotels and guest houses, all of which are privately owned, with many more in the immediate hinterland that would enable visitors who wanted to extend their stay to explore with ease the southern Lakes, the western Dales, the Furness peninsula, the Lune Valley and the Arnsdale and Silverdale AONB.

We should not underestimate the popularity of the area immediately to the west of Carnforth with ornithologists and naturalists. Leighton Moss and Warton Crag are ecologically important both locally and nationally and the RSPB Centre at Leighton Moss attracts a

large number of educational visits from across the country.

The shopping offer in Carnforth is varied ranging from three large supermarkets to a landmark local bookshop, an art supplies shop as well as a number of cafes. There are also a number of restaurants and local pubs offering a range of different cuisines within a two or three mile radius of the town.

### The Carnforth offer: Jobs and Workforce

Carnforth is expanding both residentially and commercially. Two planning applications have recently been approved that will bring the total number of new residential units in preparation to over 600 and work has just begun on a new industrial site adjacent to the M6 which will be the prestigious new home to a Porsche car dealership amongst others. Taken together with the infrastructure proposals already described in support of the Eden Project, Carnforth has and will have much to offer with regard to local employment opportunities across a range of different fields, some traditional such as building and tourism, others more cutting-edge in the transport and environmental fields. The Eden Project can be both a catalyst for and beneficiary of these developments.



### Conclusion

We believe Carnforth has an important role to play in support of the Eden Project North. Its location close to major transport links would provide visitors with a convenient northerly route to the Project. With some imaginative developments, this northerly route would provide an environmentally sustainable point of access not only for the Project but also for those wishing to explore the wider area.

Carnforth's unique selling point is provided by the railway and its legacy. The development of the station and the Steamtown site would provide tourists with another wet weather visitor attraction to enable them to prolong their stay. If this could also be used as the basis for the development of a joint ticketing arrangement for a number of sites, it would further enhance the links between the Project, Morecambe and the other communities in the district.

Jim Grisenthwaite  
9 July 2020



# Appendix 4: Monitoring

This appendix presents a monitoring framework for policies included in the Neighbourhood Plan. Actions for monitoring individual policies will be agreed by the Town Council in partnership with Lancaster City Council. Monitoring will take place on an ongoing basis and draw on material made available via Annual Monitoring Reports published by the City Council.

Policy Reference	Policy Title	Monitoring Process	Measure
CNDP HD1	Conserving the historic environment	Review planning applications	Extent to which planning applications take account of non/designated heritage assets and respond to the local character and built form
CNDP HD2	Locally Designated Heritage Assets	Review planning applications	Extent to which planning applications protect and enhance the historic or architectural interest of non/designated assets and settings
CNDP HD3	Design	Review planning applications	Extent to which planning applications reflect the local character and built form and contribute to an 'improved quality of place' as set out in Policy CNDP HD3 and take account of the Carnforth Design Code
CNDP E1	Leisure & Tourism	Review planning applications	Extent to which planning applications demonstrate sustainable development that improves the quality and diversity of existing leisure and tourism facilities and demonstrably takes account of requirements set out in Policy CNDP E1

CNDP E2	Employment	Review planning applications	Extent to which planning applications that: meet the employment needs of the local community; diversify the employment offer; are compatible with neighbouring uses and conform to policies in the CNP, including accessibility via active transport modes.
CNDP E3	Local Centre	Review planning applications	Extent to which planning applications in the local centre include retail uses that: improve the diversity and footfall; generates employment and develops local businesses/services, and; supports new development and redevelopment within the regeneration policy area in the Lancaster District Local Plan.
CNDP E4	Shopfront Design	Review planning applications	Extent to which planning applications propose well-designed improvements to existing shopfronts and other commercial properties in the town centre and take account of the age and architectural detail of the building, the wider Conservation area and the town and relevant elements of the Carnforth Design Code
CNDP AM1	Active Travel	Review planning applications	Extent to which planning applications propose development that: improves and extends footpaths and cycle paths; provides natural surveillance of public spaces and a safe pedestrian environment, and; supports and enables active travel.

CNDP AM2	Charging points for electric vehicles	Review planning applications	Extent to which planning applications propose public parking; provide charging stations for use by electric vehicles that are positioned sensitively and; new developments where sufficient electric vehicle charging points are provided.
CNDP H2	Housing Mix	Review planning applications	Extent to which planning applications for new residential development maximise delivery of affordable housing to meet local needs and comply with other relevant policies.
CNDP EC1	Local Biodiversity, Landscape & Character	Review planning applications	Extent to which planning applications: conserve or enhance local biodiversity by a net gain of 10%; refer to the Carnforth Design Code and demonstrate how they respond to landscape character and green infrastructure; consider open spaces and the siting of spacing of development reflects the landscape character and setting.
CNDP EC2	Development adjacent to parks	Review planning applications	Extent to which planning applications for development adjacent to parks are designed and respond positively to the green space and which help to create new routes and entrances to the space as appropriate
CNDP EC3	Sustainable housing	Review planning applications	Extent to which planning applications are in accordance with the appropriate BREEAM standards and/or meet Passivhaus standards; show how resource efficiencies and climate change adaption measures are incorporated, and where housebuilders are registered for assessment under the Home Quality Mark.

CNDP EC4	Dark Skies	Review planning applications	Extent to which planning applications, where appropriate, demonstrate that external lighting protects the night sky from light pollution and does not impact negatively on areas of ecological value or near habitats used by bats and other light sensitive protected species.
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# Glossary of Terms

**Adoption** – The final confirmation of a development plan by a local planning authority.

**Area of Outstanding Natural Beauty (AONB)** - An area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty. AONB are designated by Natural England.

**Brownfield Site** – see Previously Developed Land.

**Conservation Area** - an area of special architectural or historic interest, the character or appearance of which is preserved by local planning policies and guidance.

**Department for Levelling Up, Housing and Communities (DLUHC)** - is the Government department with responsibility for planning, housing, urban regeneration and local government. Previously known as the Ministry for Housing, Communities and Local Government (MHCLG), and, prior to that, the Department for Communities and Local Government (DCLG).

**Development Plan** - Includes the adopted Lancaster City Council Local Plan and any future adopted Local Plan which may replace it, and Neighbourhood Development Plans which are used to determine planning applications.

**Evidence base** - The background information that any Development Plan Document is based on and is made up of studies on specific issues, such as housing need for example.

**Greenfield site** - Land where there has been no previous development, often in agricultural use

**Green-space** - Those parts of an area which are occupied by natural open space, parkland, woodland, sports fields, gardens, allotments and the like.

**Heritage Asset** – A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets include designated assets (e.g.: listed buildings) and assets identified by the local planning authority, which may include a local list of assets.

**Independent Examination** - An assessment of a proposed Neighbourhood Plan carried out by an independent person to consider whether a Neighbourhood Development Plan conforms with the relevant legal requirements.

**Infill Development** – small scale development filling a gap within an otherwise built up frontage.

**Infrastructure** – Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

**Listed Building** – building of special architectural or historic interest. Listed buildings are graded I, II or II\*, with grade I being the highest. Listing includes the interior as well as the exterior of the building.

**Local Plan** – the Plan for future development of the local area, drawn up by the local planning authority. This forms part of the Development Plan.

**Local Planning Authority** - Local government body responsible for formulating planning policies and controlling development; a district council, metropolitan council, county council, a unitary authority or national park authority. For Carnforth this is Lancaster City Council.

**Made** – terminology used in neighbourhood planning to indicate a Plan has been adopted.

**National Planning Policy Framework** – sets out the Government’s planning policies for England and how these are expected to be applied. The current version of the NPPF was published in 2021.

**Neighbourhood Development Plan** – A local plan prepared by a Town or Parish Council (or Forum) for a particular Neighbourhood Area, which includes land use topics. Once made this forms part of the Development Plan.

**Outline Application** – a general application for planning permission to establish that a development is acceptable in principle, subject to subsequent approval of detailed matters. Does not apply to changes of use.

**Permitted Development** – comprises certain categories of minor development as specified in the General Permitted Development Order, which can be carried out without having first to obtain specific planning permission.

**Planning Permission** - Formal approval granted by a Council (e.g. Lancaster City Council) in allowing a proposed development to proceed.

**Previously Developed Land** - Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Public Open Space** - Open space to which the public has free access and which fulfils, or can fulfil, a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural uses).

**Public Realm** – Those parts of a city, town or village, whether publicly or privately owned, which are available for everyone to use. This includes streets, square and parks.

**Public Right of Way** – Paths on which the public has a legally protected right to pass and re-pass.

**Section 106 Agreement** – Planning obligation under Section 106 of the Town & Country Planning Act 1990, secured by a local planning authority through negotiations with a developer to offset the public cost of permitting a development proposal.

**Soundness** – The soundness of a statutory local planning document is determined by the planning inspector against three criteria: whether the plan is justified (founded on robust and credible evidence and be the most appropriate strategy), whether the plan is effective (deliverable, flexible and able to be monitored), and whether it is consistent with national and local planning policy.

**Stakeholder** – People who have an interest in an organisation or process including residents, business owners and national organisations and government departments

**Sustainable Communities** – Places where people want to live and work, now and in the future.

**Sustainable Development** – An approach to development that aims to allow economic growth without damaging the environment or natural resources. Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

**Sustainability Appraisal** – An appraisal of the economic, environment and social effects of a Plan to allow decisions to be made that accord with sustainable development.

**Urban Design** – The art of making places. It involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, to create successful development.



# Acknowledgements

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We would also like to thank consultancy Troy Planning + Design for their help in preparing the Neighbourhood Plan ([www.troyplanning.com](http://www.troyplanning.com)).

Carnforth Town Council

## Neighbourhood Plan, 2020-2031

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