

# A Local Plan for Lancaster District 2011-2031

People, Homes and Jobs Consultation Report

February 2016



LANCASTER  
CITY COUNCIL

*Promoting City, Coast & Countryside*

# Contents

<b>Summary</b> .....	<b>2</b>
<b>Introduction</b> .....	<b>4</b>
<b>Background</b> .....	<b>5</b>
<b>Risks</b> .....	<b>6</b>
<b>Response Rate and Profile</b> .....	<b>6</b>
<b>Public Engagement</b> .....	<b>7</b>
Overview/General Comments .....	7
Overall Strategy .....	11
Urban Extension .....	12
UE1 – South Lancaster .....	13
UE2 – East Lancaster on land to east of the M6 motorway .....	15
UE3 – East Lancaster on land to west of M6 motorway .....	18
Green Belt Review .....	19
GB1 – North Lancaster Green Belt (M6 Link Road) .....	20
GB2 – East of Morecambe Green Belt (Torrisholme) .....	21
GB3 – South Carnforth Green Belt .....	22
GB4 – Central Area of Green Belt (Slyne with Hest) .....	24
Village Expansion .....	26
VE1 to VE5 – Dolphinholme .....	26
Ideas/Alternative Site Suggestions .....	29
<b>Stakeholder Engagement</b> .....	<b>31</b>
Parish Council Discussions .....	31
Young People’s Event.....	33
Business Event .....	34
Housing Developer Forum .....	35
Councillors Briefing and Drop in Exhibition .....	35
Additional Meetings .....	35
<b>Conclusion</b> .....	<b>36</b>
<b>Next Steps</b> .....	<b>36</b>
<b>Appendices</b> .....	<b>36</b>
Appendix 1 Promotion and Event Details	
Appendix 2 Online/Paper Response Form Results	
Appendix 3 Summary of Letters and Emails	
Appendix 4 Parish Council Discussions	
Appendix 5 Young People’s Event	
Appendix 6 House of Commons Reference and Response	

## Summary

In summary, much of the feedback has been similar to the 2014 consultation. There does seem to be more recognition for the need for housing and employment, although the majority still have doubts about the projected housing and employment figures. However, some builders and agents have again suggested that the approach lacks aspiration and that the figures should be increased to provide more flexibility.

The consultation feedback highlights that there are misunderstandings and misconceptions about the planning process, the control that the council has over the process and developers, site requirements and restrictions.

The majority of people disagreed with the proposed overall strategy, although this tended to be in relation to the housing and employment figures or specific sites rather than in response to the proposed urban focussed strategy.

There was some support for the strategy in terms of a hybrid approach, particularly via urban extension. The majority of those that agreed with the strategy suggested the need to focus on brownfield, regeneration and other sites before reconsidering Green Belt or green field sites.

Overall, there was support for some of the sites but the majority objected to the potential sites or suggested that other sites were more suitable.



Very few new advantages and disadvantages were suggested for the potential sites, although many emphasised and expanded on those already identified.

Feedback has reflected that received from the summer 2014 strategic approaches consultation and suggested that UE1 was a preferred option, far fewer objections were received about the urban extension sites and there was acknowledgement of the existing and potential infrastructure and employment opportunities for the UE1 site. However, there was concern for the implications of development at Galgate, in terms of traffic and the possibility that it might physically merge with Lancaster. There was some support for UE2 and UE3; however, more concerns were raised for these than UE1. Some suggested that these were not 'urban extensions' and Denny Beck residents were particularly concerned about UE2. Interestingly, when some respondents highlighted their lack of support for the urban extension options, they suggested that they were preferable to the potential Green Belt sites.

The majority of respondents objected to the potential Green Belt sites and suggested that using the Green Belt should only be considered once all other options have been exhausted. However, some did suggest that some of the sites were more suitable than others ie GB1 provides an opportunity to use improved access to the strategic highway network following the completion of the M6 Link Road. Some suggested partial development of potential sites, if necessary. Feedback suggests that development in the Carnforth area would be welcomed, although there were some objections to the potential GB3 site. As expected, house builders welcomed the review of the Green Belt.

The majority of respondents objected to the potential sites in Dolphinholme, although mainly due to the overall scale suggested rather than development itself. Some suggested that the suggested figure should be distributed across sustainable villages in the district.

Housebuilders and agents did not express enthusiasm for this option, suggesting that the need for additional infrastructure would make development challenging to deliver and that development on a larger scale would not be supported by market demand from people wishing to live in a rural location.

Accessibility to the road network was highlighted in relation to the urban extension and Dolphinholme sites, although sometimes as a disadvantage in relation to the likeliness of new residents relocating in order to commute to work in other areas.

A very high volume of responses were received from local communities to the potential Slyne with Hest/Bolton le Sands (GB4) and Dolphinholme sites (VE1 to 5). This has included information to advise the council of planning challenges to achieving development at these sites.

People from one area have suggested or supported development in another area e.g. people living near the potential Green Belt sites have suggested that the South Lancaster options are more suitable in terms of access to the M6 and that brownfield sites in urban areas would be more suitable.

Many respondents wished to see brownfield sites and empty properties prioritised.

The most frequent comments that have been made (applying to most of the potential sites) include:

- Potential sites identified in the consultation would be contrary to National Planning Policy
- Insufficient infrastructure is available; road capacity and safety/traffic congestion, services e.g. schools, public transport, health care
- There will be negative impacts on village character and landscape
- Risk of merging of towns and villages/need to maintain separation
- Risk of urban sprawl and ribbon development
- Scale of potential developments is very large
- Impacts on environment, habitat and wildlife
- Impacts on community/quality of life
- Impacts on tourism
- Loss of/need to protect agricultural/green field/Green Belt Land
- Flooding/drainage/water quality issues
- Impact on individual properties
- Impact on heritage assets and conservation areas
- Development should be located close to centres of employment to avoid travel/congestion
- Development should be shared amongst all rural settlements rather than focussed on one settlement
- Sites should be prioritised and phased
- Different types of housing should be developed to a high quality and include affordable housing.

Many people feel that they have not been listened to as there was little support for a Green Belt review or village expansion during the 2014 consultation, yet these approaches formed part of the 2015 consultation.

Alternative sites have been suggested, however, the majority of these have already been assessed and are in the October 2015 Strategic Housing Land Availability Assessment (SHLAA) which can be viewed on the council's website.

Many stakeholders highlighted similar concerns to other respondents. However, some provided useful comments and suggested actions to help move the identification of sites further forward e.g. further investigations and assessments and actions to help reduce development impacts. Again the preferred options seem to be UE1 and GB1.

Generally, developer feedback supports the need to plan for and meet the objectively assessed housing need and employment figures, the proposed hybrid urban-focused approach and the Green Belt review. The developers' general preferences are for sites that already benefit from existing services and infrastructure and are in established housing market locations.

## Introduction



The council carried out a consultation titled 'People, Homes and Jobs – How should we plan for our district's future?' from 6 October to 30 November 2015. This included six parish/city council discussion events, six public drop in events and a further month to provide responses using an online/paper response form, emails or letters (six week public consultation period).

Other engagement events and meetings were also held involving young people, businesses, housing developers, councillors and resident groups.

The 2015 independent housing requirements study prepared on behalf of the City Council (by Turley Associates) suggests that Lancaster district needs to plan for around 9,500 jobs and 13,000-14,000 new homes over the 20 years from 2011 to 2031, to support the needs of a growing and changing community and provide opportunities for economic growth.

Sites that could provide for up to around 7,000-8,000 new homes, many on brownfield land, have already been identified through an updated October 2015 Strategic Housing Land Availability Assessment (SHLAA).

This means that additional land for between 5,000 and 6,000 new homes must be found if the council is to deliver the recommended housing requirement figure. Although much of the land needed to provide for new jobs is already known, further employment sites also still need to be found.

The council has consulted on a three-element hybrid approach to meeting these development needs and sought views on a proposed overall urban focussed strategy and suggested development sites where opportunities for additional housing and employment could be provided in the district. The suggested sites were informed by the responses to the 2014 consultation and a range of other evidence.

The suggested sites are;

- Three alternative urban extensions; UE1 additional development in south Lancaster, UE2 north east Lancaster east of the M6 motorway and UE3 north east Lancaster west of M6 motorway.
- A Green Belt Review with four different development areas suggested; all four locations could contribute to achieving development needs, whilst keeping a smaller green belt to maintain the separation of the coastal settlements. GB1 North of Lancaster, GB2 North East of Morecambe, GB3 South of Carnforth and GB4 Slyne-with-Hest.
- Village Expansion; whilst development sites are identified in most of the district's villages in the Strategic Housing Land Availability Assessment (SHLAA) only Dolphinholme village was identified in this consultation as being suitable for investigating a greater level of housing development.

The consultation asked five questions and has taken place as part of the preparation of the Land Allocations Document:

- 1) Do you agree or disagree with the proposed overall strategy?
- 2) Do you agree or disagree with the options for the additional development sites?
- 3) Do you have any additional advantages or disadvantages to add to the potential sites?
- 4) Do you have any ideas or suggestions for alternative sites?
- 5) Do you have any comments on the proposed Green Belt Review methodology?

Please note: a separate consultation took place on the Green Belt Review Methodology.

## Background

The Land Allocations Document will form part of the Local Plan, along with:

- Adopted Development Management document (has the planning policies used to determine planning applications)
- Adopted Morecambe Area Action Plan
- Arnsdale and Silverdale Area of Outstanding National Beauty (AONB) Development Plan
- Gypsy, Traveller and Travelling Show People Accommodation document

The Land Allocations Document is the next part of the Local Plan that the council needs to progress and includes a Policies Map that will show sites that will be developed and protected. This will include locations for housing, employment, shopping, leisure and open space.

The Local Plan will provide more certainty and guidance for both developers and residents about the location of development, as well as the design and sustainability expectations.

## Risks

There are a number of risks if the council doesn't plan for future growth and identify land for development and protection including:

- Central government would come in and prepare a plan for the council using the same evidence
- Developers might apply for planning permission to build anywhere in the district and the council would find it very difficult to resist these proposals as it would not have identified sites where development is preferred.
- Fewer businesses would be attracted to the area and therefore fewer additional jobs wouldn't be created
- Housing would continue to be unaffordable for many, resulting from not enough houses and increased prices
- The council would not meet its statutory responsibilities
- The district is far from main urban areas and needs a healthy local economy to stay sustainable. This district's industries, particularly the energy sector, universities and hospitals need qualified staff. Not keeping or attracting new workers here could undermine the local economy, make important services difficult to maintain and lead to more commuting.

## Response Rate and Profile

The consultation was widely promoted and as a result officers spoke to **over 900** people and received **975 responses** to the consultation including:

- 225 paper and online consultation response forms
- 375 letters (262 of these were a pre-prepared letter in relation to GB4 Slyne with Hest)
- 375 emails from 279 people (some people sent multiple emails, mainly in relation to VE1 to VE5 Dolphinholme)

Please refer to Appendix 1 for a list of promotion and drop in venue details.

### Profile of Respondents (paper/online response forms only)

The majority of respondents who completed a paper or online response form had attended one of the public drop in events (69.08%).

Responses were provided from various age ranges, however, the majority were aged 40 plus (88.4%) and over half of these respondents were aged 60 plus.

The majority of respondents did not have a disability (85.57%) and described their ethnic background as white (92.23%).

## Public Engagement



Public engagement took place from 6 October to 30 November 2015 and included six parish/city council discussion events, six public drop in events and a further month to provide responses using an online/paper response form, emails or letters (six week public consultation period).

The drop in events were held in targeted areas linked to the potential sites. This included Galgate, Dolphinholme, Torrisholme, Carnforth, Slyne with Hest and Scotforth.

All the feedback has been summarised under each potential site including the paper/online response forms, emails and letters.

Themes have been identified for the paper/online response forms which can be viewed at Appendix 2. The emails and letters have been summarised and an officer response has been provided, which can be viewed at Appendix 3.

Please note, some key stakeholders responded via the online/paper response forms, however, they have also been included in Appendix 3 so that an officer response could be provided including Halton with Aughton Parish Council and Aggregate Industries UK Ltd.

### Overview/General Comments

Overall, much of the feedback has been similar to the 2014 consultation and applies to all the potential sites. However, there does seem to be more recognition for the need for housing and employment, although the majority still have doubts about the housing and employment figures. There is concern that supply will outweigh demand, especially as some perceive there to be a surplus already.



The need to provide a mixture of housing types, good design and high quality/efficiency has also been highlighted, particularly affordable housing for young people/families. Some have doubts that this would be achievable, particularly in areas such as Slyne with Hest/Bolton le Sands.

A number of respondents challenged the Local Plan process ie why do we need to plan for the next 20 years and why can't we rely on the sites we have identified in the Strategic Housing Land Availability Assessment (SHLAA) before we allocate any further sites. It was suggested that planning on a 5 year basis would be a better approach.

The majority of respondents suggested that brownfield sites and empty properties should be prioritised before other sites are identified. It was suggested that only once these have been used, green field then Green Belt should be considered. Some also refer to the need to regenerate areas eg West End of Morecambe.

A number of respondents challenged the level of control that the council has over developers and suggested that the council is being pressured by developers. Some suggested that the council should hold developers to account and encourage them to build on particular sites within agreed timescales.

The fact that many smaller sites do not receive planning permission was highlighted.

It was also suggested that student accommodation should be provided to release housing.

Many people feel that they are not being listened to as the 2014 consultation suggested that there was little support for a Green Belt review or village expansion.

Very few new advantages and disadvantages were suggested for the sites, although many emphasised and expanded on those already identified.

There was some support for some of the sites but the majority objected to the potential sites or suggested that other sites were more suitable.

The most frequent comments that have been made (applying to most of the potential sites) include:

- The development of sites identified in the consultation would be contrary to National Planning Policy
- Insufficient infrastructure is available; road capacity and safety/traffic congestion, services e.g. schools, public transport, health care
- There will be negative impacts on village character and landscape
- Risk of merging of towns and villages/need to maintain separation
- Risk of urban sprawl and ribbon development
- Scale of potential developments is very large
- Impacts on environment, habitat and wildlife
- Impacts on community/quality of life
- Impacts on tourism
- Loss of/need to protect agricultural/green field/Green Belt Land
- Flooding/drainage/water quality issues
- Impact on individual properties
- Impact on heritage assets and conservation areas
- Development should be located close to centres of employment to avoid travel/congestion
- Development should be shared amongst all rural settlements rather than focussed on one settlement

- Sites should be prioritised and phased
- Different types of housing should be developed to a high quality and include affordable housing.

Overall, we have received objections to all of the sites, however, we have received the greatest volume of responses to the potential Slyne with Hest/Bolton le Sands and Dolphinholme sites. There was significantly less response to other sites suggested in the Green Belt, G1, G2 and GB3.

People from one area have suggested or supported development in another area eg people living near the potential Green Belt sites have suggested that the South Lancaster options are more suitable in terms of access to the M6 and that brownfield sites in urban areas would be more suitable.

A few people commented on the lack of awareness of the consultation and the six week consultation period not providing enough time for people to respond.

### General Stakeholder Comments

*Historic England* highlighted the need to consider the impact of potential sites on the historic environment in accordance with National Planning Guidance and the need to assess this to avoid sites that have impacts on assets. They also raised the need for the Local Plan to consider strategic cross boundary issues including extensive heritage assets, major heritage based tourism attractions, major quarries, major changes to the Green Belt and major development proposals which will affect important heritage assets. They raised the need to engage with conservation, design and archaeological teams as part of this process to ensure awareness of all relevant features in the historic environment.

*The Environment Agency* stated that they have no objections in principle to the potential sites. However, several water bodies lie within these sites and they would have concerns over any proposed culverting or rerouting of these watercourses. They recognise that much of the land suggested for development is green field and is currently in agricultural use, therefore consideration should be given to the changing farm practices which may impact on water quality. They have stated that there is likely to be several water abstractions and discharges necessary in the suggested development boundaries and the impacts of these need to be considered.

*United Utilities* had no comments to make at this stage but have requested to continue to be consulted, where appropriate, to ensure that they can facilitate the delivery of necessary infrastructure in line with any delivery targets whilst safeguarding services to customers.

*Highways England* stated that all identified sites would have an impact on the operation of the strategic road network. They also highlighted that no impact assessments have taken place and have requested that these should be carried out. They would like to continue to working with the council on this.

*Lancashire NHS Foundation Trust* highlighted the effect on social infrastructure and health provision and the need to gain funding for new facilities.

*The Duchy of Lancaster* support the urban focussed approach, hybrid approach and recommended figures.

*The National Trust* and *South Lakeland District Council* had no particular comments to make on any of the sites.

*The Campaign to Protect Rural England* suggested that the housing figures are too high and that they disagreed/objected with the overall strategy due the sites being unsustainable, using green field and Green Belt land, impacting on the Forest of Bowlands and risk of flooding.

*The Mineral Products Association* highlighted that all the potential sites are within the mineral safeguarding areas for Lancashire, in particular UE2, UE3, GB1, GB3 and GB4 which would be substantially affected. They also raised that there was no mention of this in the consultation materials and that an assessment would need to take place.

*The Health and Safety Executive* stated that various drainage systems will need to be considered for all the sites and that they would like to continue to be consulted.

*The Lune Rivers Trust* are concerned about potential effects on the Lune catchment, river system and ecology. They have suggested that Sustainable Urban Drainage Systems (SuDs) and other drainage measures will need to be considered.

*Lancashire County Council* highlighted that the Lancaster district's employment and economic value added (EVA) growth is above the Lancashire average and highlighted the importance of South Lancaster. They suggested that the council should consider introducing a Community Infrastructure Levy to support the required infrastructure for the sites. They also expect Lancaster City Council to negotiate any new school sites. As the lead flood risk authority, they were pleased to see that flood risks had been identified and emphasised and highlighted the need to ensure that mitigation measures are put in place.

*Wray with Botton Parish Council* strongly support the strategy to continue with an urban focused approach where new homes will be linked to employment opportunities and transport infrastructure.

*Halton with Aughton Parish Council* disagree with accepting the upper limit of homes needed in the Turley Report and suggest that Lancaster should challenge this and reduce the proposed scale of development. They suggest that land at Heysham adjacent to the Link Road should be considered as this area is poor agricultural value but has good links to the transport network and employment opportunities. Whilst the area is within the flood plain, they suggest that this could be offset with engineering solutions. They also suggest that the Local Plan should include a prioritisation of development sites and ensure that any sites which come forward include sufficient buffers between new and existing development.

*Over Kellet Parish Council* do not agree with the housing and employment figures and are not clear where the jobs will be created. They highlighted the need to prioritise the use of brownfield land, minimise the impact on agricultural land, maintain the gaps between villages and phase any development.

*Bolton le Sands and Slyne with Hest Lancaster City Councillors* have suggested that further engagement should take place with parish councils to identify alternative sites in these areas.

*Essar Oil (UK) Ltd* had no specific comments but highlighted that sites should be located on the edge of existing settlements. They also reminded the Council to consider the corridor of the ethylene pipeline which runs through Lancaster District.

*Peel Ports* acknowledged the references to the role of the Port of Heysham in relation to job creation and confirmed the emerging policy from the 2012 Draft Preferred Options Land Allocation DPD in relation to the Port of Heysham.

*Lancaster Port Commissioners* supported an urban focussed approach and requested consideration of land at New Quay Road.

*Lancashire NHS Foundation Trust and Wyre Borough Council* stated their support for the housing need figure and proposed urban approach.

*The Lancaster Civic Society* are not sure about the future housing figures, although they accept that any moderate growth would require further land to be allocated. They have suggested that the forecasts are reviewed regularly and that houses should be designed sensitively and appropriate to their location.

*The Ramblers Association* state that the overall housing needs for the district are excessive and suggest that development should be located close to Heysham to capitalise on the growth of new jobs in the area. They have also highlighted that protection should be given to Green Belt land and land adjacent to the M6 Link Road where development should be avoided and have requested that development briefs should be prepared to accompany any future proposals.

*The Environment Protection in Kellet (EPIK)* object to the use of Green Belt and suggest that other approaches should be considered to meet local needs.

*The Denny Beck Residents Association* have highlighted concerns on the figures, impacts on the environment, loss of green fields, their lack of faith in S106 agreements being upheld and the need to prioritise the use of brownfield land.

*The Lancaster Labour Party* have suggested that 575 houses per year would be a more realistic figure. They raised concerns about infrastructure for rural sites and suggested that development should be linked to demand and appropriateness. They also suggested that quality housing and density will be major issues and that sites should be phased and prioritised. They recognised that Lancaster University would impact on the housing market and suggested that a strategy should be developed to ensure development takes place in the right locations.

## **Overall Strategy**

The majority of people disagreed with the proposed overall strategy, although this tended to be in relation to the housing and employment figures or specific sites rather than in response to below:

‘The overall strategy to meet these needs is to continue with an urban-focussed approach to development that is supplemented with additional new large strategic development sites that can be developed for housing and employment.’

There was some support for the strategy in terms of a hybrid approach, particularly an urban extension approach. The majority of those that agreed with this strategy, suggested the need to focus on brownfield, regeneration and other sites before considering Green Belt/green fields.

## **Stakeholder comments**

Generally developer feedback supports the need to plan and meet demand, the housing requirement and employment figures, the proposed hybrid urban focussed approach and the Green Belt review. This included *Primrose Holdings, Russel Armour Homes, Garner Planning, Peels Holdings LTD and Commercial Estates Group, Nathaniel Lichfield, JWPC, Satnam Planning Services, Oakmere Homes, Barrats Homes, Gladman Development, Story*

*Homes, and Applethwaite Homes.* However, some have suggested that the approach lacks vision, aspiration and importance, they had doubts on deliverability of the potential sites identified in the Strategic Housing Land Availability Assessment (SHLAA) and suggest that the figures should be increased to provide more flexibility. This included *Miller Homes, Oakmere Homes, Story Homes, Applethwaite Homes, Housebuilders Federation and Hurstwood Holdings.*

*Peels Holdings LTD and Commercial Estates Group* suggested that the figures should be a min. 700 homes per year, whereas *Story Homes* suggested 763 and the *Housebuilders Federation* suggested 800 homes per year.

*Barratt Homes* suggested that the vision should reference growth and the district's wider role within the region and that an urban focus is misleading as many of the sites are green field. They also highlighted the need to plan for a variety of sites, locations and scale.

*The Housebuilders Federation* suggested that the strategy was flawed, that the housing and economic strategy had not been aligned and that sites should be chosen on a viability and deliverability basis.

*Barton Wilmore* were unsure of the range of needs, have concerns about the over-estimated housing requirement figure, suggest that there was a lack of detail provided and that realistic assumptions need to be made about the development of sites.

Some developers highlighted their specific support for strategic objectives 1 (thriving local economy) and 2 (sufficient supply, quality and mix of housing). An individual made specific comments on the other proposed strategic objectives (details of the strategic objectives are available in the People, Homes and Jobs Topic paper).

*Miller Homes* and *Russell Armour Homes* raised the reliance and deliverability of large sites. *Miller Homes* suggested that the required infrastructure would delay development and that smaller urban extensions should be identified as well as larger ones. *Russell Armour Homes* suggested that smaller/medium size developers should be considered as well as larger ones.

*Hurstwood Holdings* highlighted that there was a lack of urban and brownfields identified eg Lunsdale Industrial Estate which they suggest should be used for residential rather than employment. *Gladman Development* suggested further development in other sustainable settlements and short term sites and *Garner Planning* stated that a mix of development opportunities need to be provided.

*McCarthy and Stone* have stressed the need to consider addressing current and future housing needs of older people in the district.

*Bailrigg Farmland Trustees* support an urban focussed approach, particularly the urban extension options.

Some developers registered their interest in particular locations within potential sites.

## **Urban Extension**

More comments were received on these sites via the paper/online response forms, rather than emails and letters (the majority of emails and letters focussed on specific sites).

Overall, there were fewer objections to these sites although there was concern for Galgate, in terms of traffic and merging with Lancaster. Interestingly, when some respondents

highlighted their lack of support for the urban extension options, they suggested that they were better than suggested Green Belt sites.

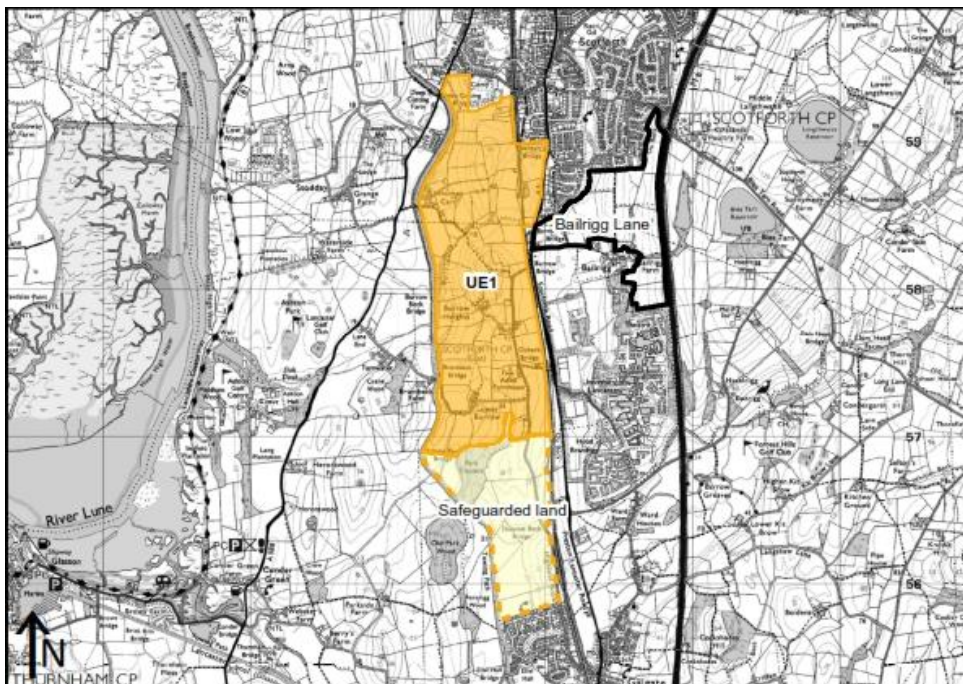
Some comments suggested that UE2 and UE3 were not 'urban extensions' as they are beyond the M6 and currently separated by Green fields from the current urban area. Although it was suggested that these sites would cause less congestion to the City.

There was some support for these potential sites due to existing infrastructure, although there was also concern about the potential develop sites providing further pressures eg congestion, noise, air pollution, environmental issues.

Respondents recognised that the Lancaster University/Innovation Centre will provide future employment opportunities and that the potential urban extension sites would help to support this.

Unsurprisingly, the potential urban extension sites were supported from people living in Dolphinholme and Slyne with Hest.

### UE1 – South Lancaster



There is recognition that this site provides existing and potential infrastructure eg transport links and employment opportunities. It has been suggested that this could help to support sustainable transport options eg cycling, walking.

Many respondents viewed this as a sensible/logical option and suggested that there are fewer issues with this site. There was also support for an improved/new motorway junction, particularly if this site was to go ahead. However, capacity was raised a concern ie roads, public transport, education, health and retail services. There was also some concern that this and the other urban extension sites encourage support commuter travel eg to Preston.

Other concerns included the size of the potential site and that any development in this area would result in Lancaster and Galgate merging together. The need to bypass Galgate by relocating the M6 junction was a key issue, although an alternative was also suggested. Other issues included loss of agricultural land and therefore the loss of food production, the need to protect the woodland, impacts on the local character and landscape and that the

housing delivered would not meet the housing needs of the district. The need to include a green corridor along the A6 was also highlighted.

It has been suggested that this site would need to deliver a mixture of housing and that high quality design could help to mitigate environmental impacts.

Drainage issues were highlighted in relation to the Whinney Carr site (the potential sites propose to extend this). An individual highlighted the need to create a new access road from the A6 before the Whinney Carr development takes place.



A few people highlighted the potential to have a railway station in this area to improve accessibility and reduce traffic congestion.

### Stakeholder comments

*Ellel Parish Council* raised concerns in relation to drainage/flood risk and local networks, particularly the highway capacity and safety along the A6. Significant Galgate developments were also highlighted along with the need to for any further development to be phased and appropriate. The need to reconfigure Junction 33 of the M6 and the likelihood of people commuting to Preston were also highlighted.

*Wray with Botton Parish Council* strongly support this site out of the three urban extensions and suggest that this appears to be the best opportunity to integrate large scale development with existing infrastructure and access to existing services.

*Highways England* stated that a business case and funding would need to be put in place for the relocation of junction 33 and that they had concerns about the lack of assessment work. They suggested that ideally this would be delivered alongside a rapid transit service along A6 South Lancaster corridor but were unable to fully support relocation of Junction 33 at this time.

*The Environment Agency* highlighted a small area of flood zone around Burrow Beck that would require maintenance and that the watercourse which runs through the middle of the site should be conserved and enhanced as part of an ecological network.

*Lancaster University* commented that the site should not prejudice the outcome of the master planning exercise for the wider university campus and that transport solutions for this area should be subject to further consultation and should take account of needs of existing sites/users in the South Lancaster area. They also suggested that any potential South Lancaster development should be assessed against the impacts on the proposed extensions on the University's operations, given the critical important to the economic performance to the city and wider region and that potential employment uses in this area should be specified rather than described as generic employment development. The University also highlighted that they would be developing a campus wide masterplan which will run alongside the City and County Councils work to ensure a joined up approach. The University reserves its position on the appropriateness of UE1 at this stage.

*The Lancaster Canal Trust* highlighted traffic concerns on Tarnwater Road with associated risk of accidental damage to Brantbeck Bridge and the need to make towpath improvements to provide a safer route into Lancaster.

*The Campaign to Protect Rural England* object to this site and suggest that it would lead to urban sprawl.

*Lancaster Civic Society* supported this site in relation to the link to existing housing and employment and suggested it would help to deliver new education and public transport infrastructure.

*The Ramblers Association* supported a corridor along the A6 and West Coast Mainline to provide a green gap between Galgate and Lancaster and had concerns about any development near the top of Burrow Heights.

*A local MP (David Morris)* suggested that this would be the most appropriate site, particularly in relation to the current access and infrastructure eg education and health.

*Land owners (Bailrigg Farm Trustees)* supported this site although highlighted the need to maximise opportunities for growth to ensure that key infrastructure was put in place ie reconfiguration of Junction 33 of the M6.

Developers supported this site including *Story Homes, JWPC and Barratt Homes*. *Barratt Homes* suggested that shouldn't be limited to a single extension.

*Wyre Borough Council* raised concerns about the potential changes to Junction 33 and requested to continue to be consulted.

*Over Kellet Parish Council* stated that this was their preferred site but they had some concerns about road/traffic, loss of agricultural land and maintaining a gap between Lancaster and Galgate. They recognised the advantages of the proximity to Lancaster University and the M6 and would not oppose this site.

*Lancaster Labour Party* highlighted the need to consider the type of housing provided, particularly in relation to affordability. They also raised infrastructure and retail concerns.

*Peels Holdings* highlighted their commitment to the Whinney Carr development and associated infrastructure, they emphasised that the suggested wider site should not delay the Whinney Carr and that a phased approach should be taken.

*Nathaniel Litchfield* have been working with other land owners on the Whinney Carr site and registered their support for the suggested wider site. They also supported the recognition of a local centre to meet local needs and suggested that this should be located east of the Lancaster mainline.

*JWPC* support this site and suggested additional land east of the M6 (Bailrigg and towards Galgate). However, they are unsure about the other potential urban extension sites.

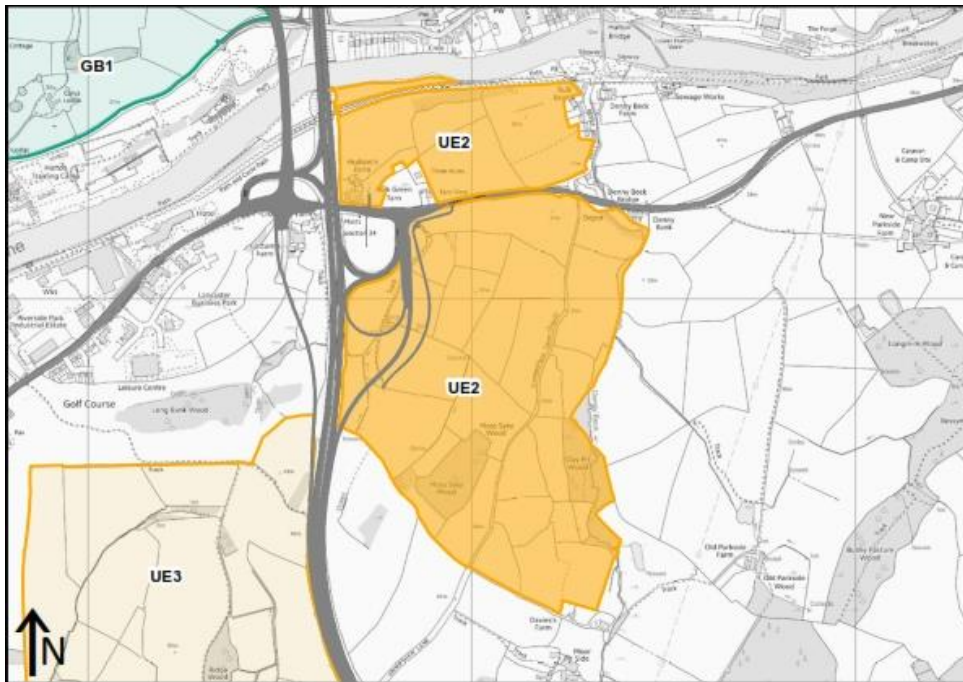
## **UE2 – East Lancaster – East of M6**

Some favoured this site less than UE1, whereas others felt that this was a better option in relation to Junction 34 and accessibility. There was also some support for this site over UE3.

A number of benefits were highlighted about this site including good access to the local road network and the planned park and ride facility, willingness of landowners, proximity to employment opportunities, good pedestrian and cycling linkages and an opportunity to deliver affordable housing. The fact that this wouldn't impact on the Green Belt and existing



villages was also highlighted as well as the need to develop this site sensibly to avoid urban sprawl (also applies to UE3). It was suggested that this site had the lowest visual appeal.



There was some disagreement with some of the disadvantages that were highlighted as part of the consultation, it was suggested that all the strategic sites would result in the loss of agricultural land and that it would be important to carefully consider mitigating development impacts on the local landscape.

There were objections to this site, in particular concern about the need for additional infrastructure eg roads, transport links, gas supply, education and other community facilities and the fact that this could put pressure on the existing infrastructure. It was highlighted that this site is outside of the motorway boundary, therefore not an urban extension and that it would create ribbon development in the Lune Valley. It was also raised that the site is disjointed from other Lancaster residential areas which may lead to it becoming an isolated/satellite commuter settlement and not necessary achieve the council's ambition to create 'strong vibrant communities'. Other concerns included high flood risk and surface run off, landscape/visual impact, impact on local character and the environment including Grimeshaw Lane and cycle route (part of 'Way of the Roses'), air and noise pollution, impact on woodland, waterways and wildlife, impact on existing properties and potential merger with Halton/Denny Beck/Bank. It was suggested that the area has a historical/archaeological value and the impact on tourism was also highlighted. As with UE1 and the A6, the need to maintain a green corridor along the motorway was highlighted.

Residents from the Denny Beck area were particularly concerned about this site.



## Stakeholder comments

*Quernmore Parish Council* disagrees that this site meets the criteria of being linked to Lancaster, as the M6 forms a natural boundary between the city and the rural countryside.

*Over Kellet Parish Council* suggested that this is a preferred site although they have concerns about amenity and transport, loss of agricultural land, the distance from the current urban area and that there is no natural boundary. They do not oppose development in the north but would oppose development in the south.

*Wray with Botton Parish Council* do not support the development of this site and suggest that the motorway currently provides a clear distinction between the city and the countryside beyond.

*The Environment Agency* highlighted a flood zone next to the River Lune and recommended that Lancashire County Council should be consulted on surface water drainage and suggested opportunities for the use of Sustainable Urban Drainage Systems (SuDs). They also stated that the northern half of the site is adjacent to the River Lune Biological Heritage site and the southern half contains springs and drains and that any water features should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework.

*The Forest of Bowland AONB Partnership* highlighted that this is close to protected landscape, that it would have an impact visually including the historic landscape character.

*The Campaign to Protect Rural England* object to this site due to the impact on the character of the countryside and lack of infrastructure.

*Over Kellet Parish Council* suggest that this is the most appropriate site but that land around the prison should be kept free of development.

*The Lancaster Civic Society* favoured UE1 over UE2.

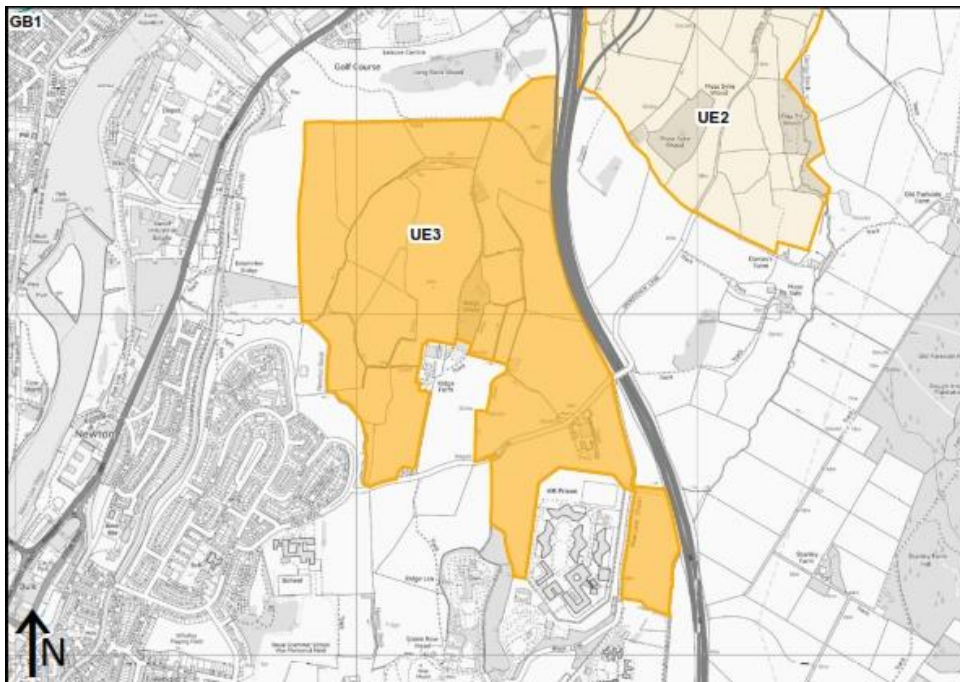
*The Ramblers Association* did not favour this site and highlighted that the south section of this site is highly visible, provides an attractive setting and has topography that would make it challenging for development. They also suggested that any development to the north side of this site should stop well before the track along the river, which is a major resource.

*Cushman and Wakefield* support this in relation to good access and connectivity.

*The Denny Beck Residents Association* object to this site and highlighted the below issues (some of which have already been highlighted in the above UE2 introduction section):

- Need for development on this scale is unnecessary
- Development of this site would create a completely new settlement cut off from all amenities
- Impact on local character and landscape, in particular the Conservation Area in Halton and the Forest of Bowland AONB
- Impact on the local historic environment, particularly in relation to Grimeshaw Lane
- Impacts on residential amenity through light blockage, loss of privacy and noise pollution
- Impact on flood risk and drainage within the development site and locality
- Impacts on local wildlife, biodiversity and habitats
- Lack of local infrastructure, in particular utilities infrastructure (gas, electricity and sewerage), public transport and education provision
- Impact on the highway network, in terms of highway capacity and highway safety
- Unstable land at Denny Beck

## UE3 – East Lancaster – West of M6



There was some preference for development to the west of the motorway, rather than the east. Some viewed development in this area as acceptable due to the existing infrastructure eg local schools and access to city centre.

Access to the M6 Link Road was highlighted as an advantage for this site. Another suggested advantage was that this site would least interfere with the current green areas, as it fills the open land between the current settlement boundary and the M6. This site was also suggested as an opportunity for high quality development.

However, concern was raised around the current infrastructure and the need to improve this to enable housing and employment development to take place. The likelihood that this would be an isolated commuter location and its separation from any other settlements and therefore not an 'urban extension' were also highlighted, particularly in relation to a social problem of lack of identify. The change in landscape character and health issues in relation to proximity to the motorway were also raised. The visual impact from the motorway was also highlighted, however, it was suggested that careful planning could help to mitigate this.

### Stakeholder comments

*The Environment Agency* had no flood risk comments in relation to this site but suggested that any water features should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework.

*The Lancaster Civic Society* pointed out that this site is close to existing development at Lancaster Moor Hospital and Nightingale Hall Farm and may assist in delivering improvement public transport to East Lancaster. They also suggested that green buffers would be needed between any new development and the M6.

*Over Kellet Parish Council* recognise that this would link to existing housing and the prison and would not oppose this site.

*Wray with Botton Parish Council* objected to this site, although it is on the correct side of the motorway they suggest that it would be poorly integrated with local services and future residents would be subject to adverse noise quality due to the close proximity of the M6.

*Cushion and Wakefield* highlighted access issues with this site.

### Green Belt Review

The majority of respondents opposed the Green Belt review and potential sites, particularly the Slyne with Hest/Bolton Le Sands and East of Morecambe/Torrisholme sites. There is concern that the potential Green Belt sites pre-judge the outcomes of the Green Belt review. Respondents suggested that the purpose of the Green Belt sites had not changed since the original designation.

Many suggested that other sites, in particular brownfield sites, and empty properties should be considered before Green Belt areas.

There was some support for a review, although with the idea that this would continue to limit urban sprawl and preserve natural heritage. An individual suggested that this was “unavoidable but unpalatable”.

A number of developers highlighted their support for the Green Belt review including *Oakmere Homes, Gladman Developers, Barratt Homes, Applethwaite Homes, JWPC and Story Homes*. *Gladman Development* suggested that the review should be objective and not politically driven and *Oakmere Homes* suggested that other sites in Green Belt should be considered.

*Satnam Planning Services* suggested that a review should take place following the assessment of other sites in Willow Lane and *Cushman and Wakefield* highlighted that there was no certainty on the sites as the methodology was still being finalised.

*The Campaign to Protect Rural England* suggested that brownfield sites should be used.

*Over Kellet Parish Council* suggested that developing the Green Belt should be a last resort, once brownfield and urban sites have been exhausted.

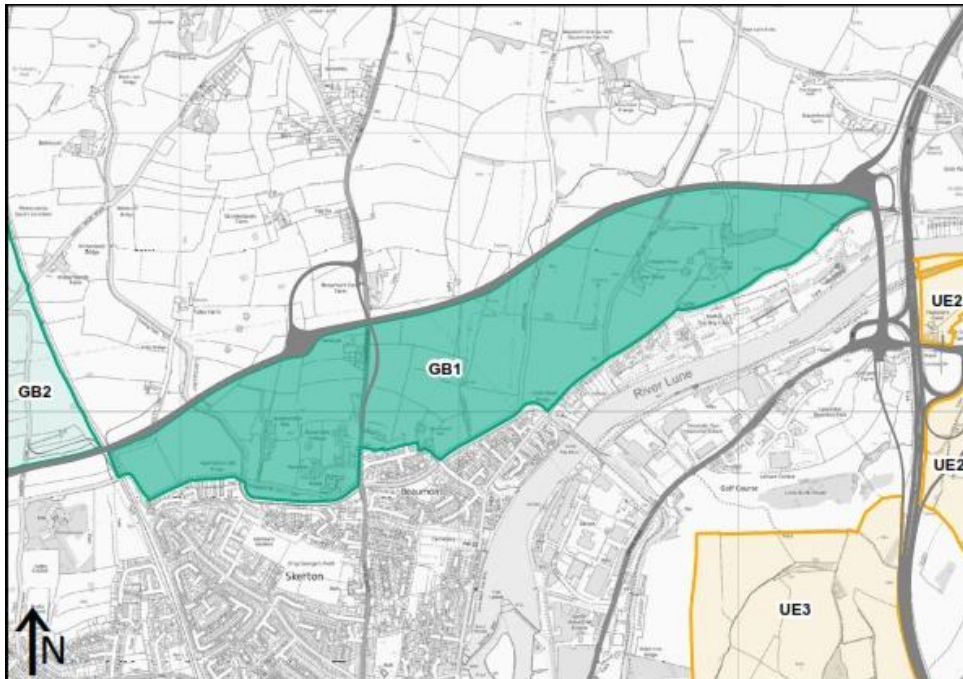
*Wray with Botton Parish Council* noted that the review of the Green Belt would take place in spring 2016 which they suggest will determine whether or not the sites suggested can become available for development. However, they suggest that the parcels identified are modest in scale in comparison to the wider Green Belt and that parcels which are located closest to employment opportunities and urban services should be prioritised.

*Halton with Aughton Parish Council* state that use of the North Lancashire Green Belt should be excluded, if at all possible, as much of this is high quality agricultural land and amenity value.

*Lancashire County Council* acknowledged that a review is necessary and have requested to continue to be consulted.

*Bailrigg Farmland Trustees* recognise that the Green Belt Review is necessary to understand potential opportunities, particularly in relation to the Link Road.

## GB1 – North Lancaster



There is some support for GB1, in relation to extending built up areas and the M6 Link Road. Some view this as a sensible option and an opportunity to extend urban areas. However, many disagree, as this is Green Belt and has already been used for the Link Road which has impacted on the countryside, wildlife and ecosystems. Some suggested only partial development and many are concerned with the potential merging of Halton and Lancaster and infrastructure issues. It has been suggested that the eastern part of the site should remain in the Green Belt to avoid a merger with Halton.

There is concern that any development would further impact on the M6 Link Road area ie character and amenity for local residents, that this wasn't the purpose of the Link Road and that there may be noise issues in relation to this and the rail line. The loss of Barley Cop wood has also been highlighted.

Other issues included the impact on security, in particular the grazing cattle and trespass onto the rail line, that the type of housing is not needed in the local area and that the Green Belt performs a tourism function with access along the Lancaster Canal.

### Stakeholder comments

*Slyne with Hest Parish Council* highlighted their disappointment that as they had thought that Green Belt land in this area would not be considered for development. They also highlighted a number of significant features that contribute to the local landscape, including Beaumont and Hammerton Halls.

*The Environment Agency* had no flood risk comments on this site but suggested that any water features should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework.

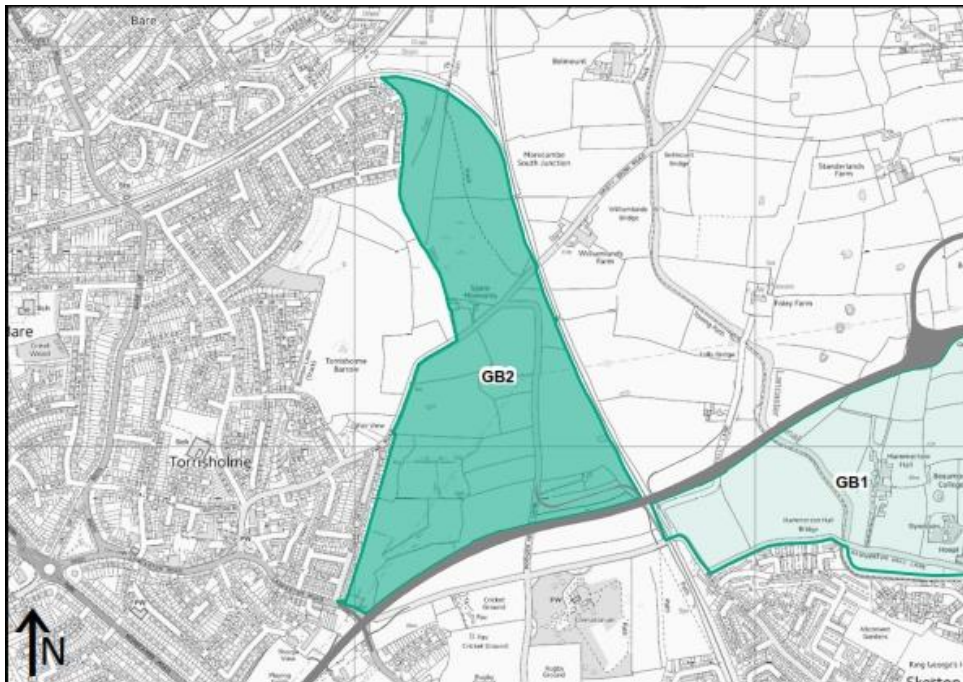
*The Lancaster Civic society* have suggested that development in small parts of the Green Belt may be inevitable and that GB1/2 are preferable to the other potential Green Belt sites because they extend existing built-up areas and are closer to larger settlements.

*The Ramblers Association* highlighted the need for good scenic easements along the length of the canal and that the two narrow lanes through the site should be protected.

*Over Kellet Parish Council* are concerned by the loss of Green Belt, however, they acknowledge that the new Link Road provides opportunities. They have suggested that partial development west of A6 may be acceptable but that land east of Kellet Lane should remain as Green Belt.

*Oakmere Homes* suggest development here has the potential to free up other land for future development eg Skerton and Slyne.

## **GB2 – East of Morecambe**



There is some support for GB2, in relation to extending built up/urban areas and the M6 Link Road.

However, many had a number of concerns including, infrastructure ie road access and safety, public transport, education and health, increase in traffic eg Hasty Brow, noise pollution, impact on environment, wildlife, biodiversity value, Torrisholme Barrow (designated heritage site) and ancient hedge impacts, lack of housing need in this area, loss of landscape and community character, that it is disjointed from other residential areas, the scale and deliverability of the development, flood risk issues, lack of local employment, risk of urban sprawl and impact on security, in particular the grazing cattle and trespass onto the rail line. It was also suggested that this was contrary to national planning policy framework.

### Stakeholder comments

*Morecambe Town Council* objected to this site and suggest that it would provide poor quality land for housing given its close



proximity to the M6 Link Road and West Coast Mainline, flooding and poor drainage issues and poor road access to the site.

*Slyne with Hest Parish Council* consider the Green Belt designation in this area to be vital because it checks the unrestricted sprawl of Morecambe eastwards, prevents neighbouring towns from merging into one another, assists in safeguarding the countryside from encroachment, helps preserve the historical setting of Torrisholme Barrow and provides a tourism function in this area with access along the Lancaster Canal.

*The Environment Agency* had no flood risk comments on this site but suggested that any water features should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework.

*The Lancaster Canal Trust* suggested that development in this area would increase the use of Slyne Road and Hasty Brow road placing more pressure on the listed Belmont Bridge, therefore measures would need to be put in place to restrict use.

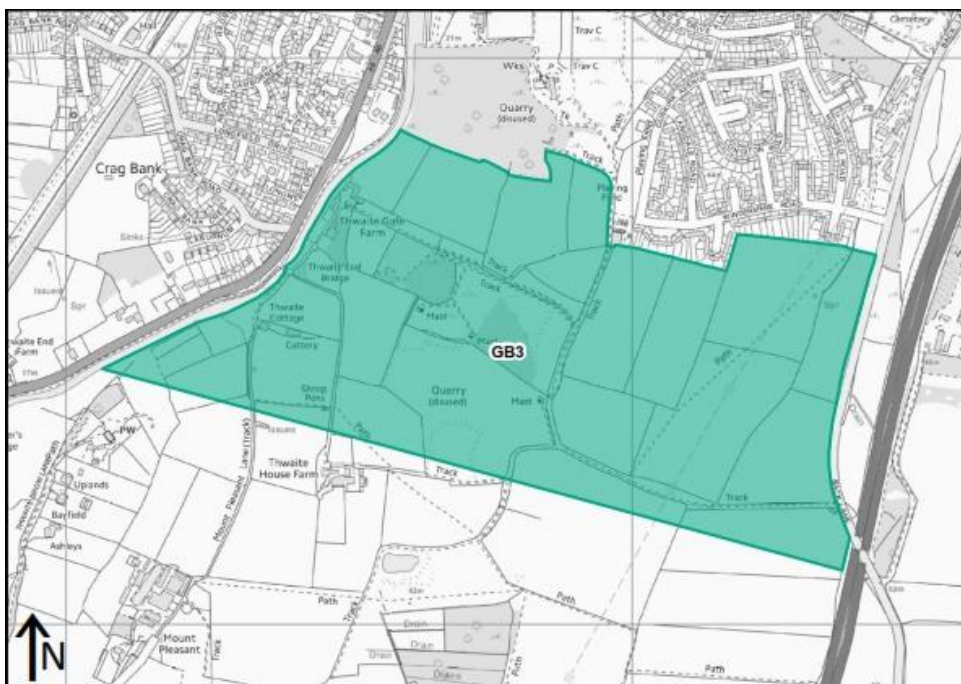
*The Lancaster Civic Society* suggested that development in small parts of the Green Belt may be inevitable GB1/GB2 are preferable to others because they extend existing built-up areas and are closer to larger settlements.

*The Ramblers Association* are concerned about the visual impact of development from Torrisholme Barrow and have suggested that tree screening may help to mitigate this.

*Over Kellet Parish Council* have highlighted that this site is a well-defined site close to current urban development. They have suggested that partial development may be acceptable, although that this should go no further than east and north of Powder House Lane.

*Story Homes* support this site, whereas *Oakmere Homes* suggest that there may be potential to land lock other development sites eg Skerton and Slyne.

### GB3 – South Carnforth



As with the other potential Green Belt sites, many oppose this suggestion in relation to its special characteristics, historic and conservation issues. However, some people support development in the Carnforth area but have suggested development in the north rather than the south or east rather than the Green Belt, this is due to the agricultural value of the land being lower in this area. Others suggested that part of this site could be appropriate for development and that this was an opportunity to expand the urban area. Opportunities were also highlighted in relation to jobs and businesses linked to the existing services eg public transport and retail. It has been suggested that brownfield sites are available and should be used in the Carnforth area.

Other concerns included scale, infrastructure eg roads, affordable housing, risk of urban sprawl, loss of farmland and recreational space, flooding issues, lack of employment, air quality and quality of life. However, some supported this option due to the existing infrastructure.

The need to link this site closely to Carnforth and to not go too far south (towards Bolton Le Sands) or east (towards Nether Kellet) was highlighted. The inclusion of Lundsfield Quarry was also raised, however, the proximity to this was raised as a concern.

The lack of an appropriate southern boundary, impact to local historic assets (Coke Ovens) and local landscape, infrastructure ie accessibility from the A6 and Back Lane, traffic congestion and road safety and the re-instatement of rail services from Carnforth Station to serve new and existing residents were raised as issues for consideration.



One response suggested that development on this site would assist with the distribution of development throughout the district rather than focussing it in one particular area.

#### Stakeholder comments

*The Environment Agency* suggested that there may be a potential flooding issue on the Back Lane Watercourse if any increase in surface water run-off occurs from new development. They also highlighted that the site contains Lundsfield Quarry Biological Heritage Site which should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework.

*Aggregate Industries UK Ltd* object to this potential site due to this bringing housing into close proximity to mineral extraction, 24 hour vehicle movements and the development/repair/maintenance of nationally important infrastructure.

*The Lancaster Canal Trust* highlighted that the canal forms the western boundary of this site and that this area is an attractive area of landscape. Therefore, consideration would need to be given to the feasibility of linking any development with the A6 due to land levels. The Canal Trust also highlight the Coke Ovens and the need to preserve these for their heritage value.

*The Lancaster Civic Society* suggested that this site could provide expansion options for Carnforth, however they stated that it is important to note that this extension does not reach too far southwards.



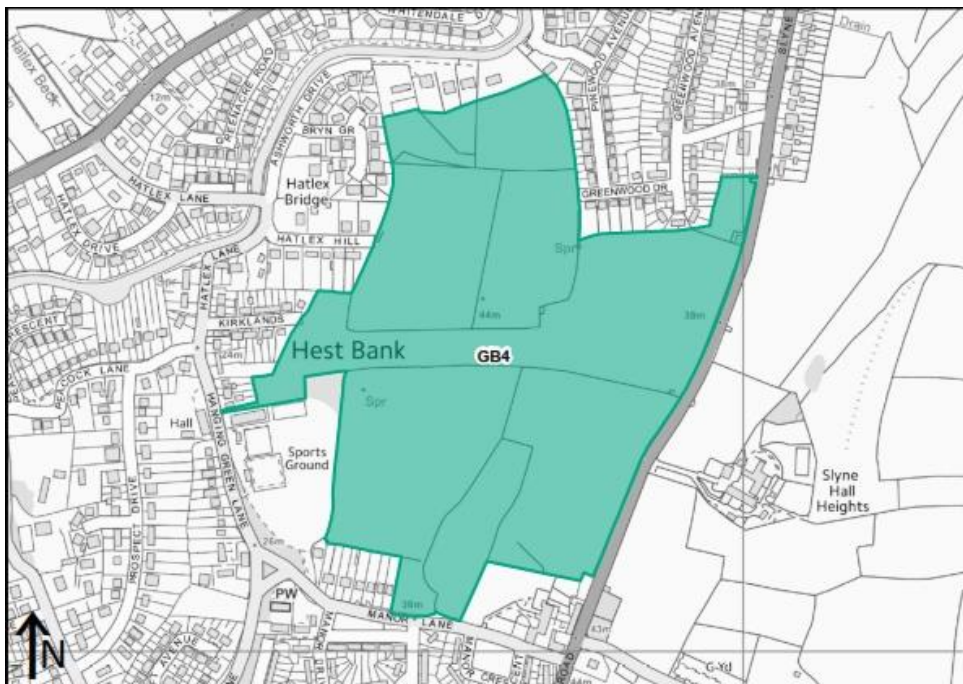
*The Friends of Carnforth Coke Ovens* plan to stabilise and reveal the Coke Ovens that are located adjacent to the Lancaster Canal south of Thwaite Bridge. They have stated that any future development should omit the land surrounding the Coke Ovens to ensure their long term protection and that a development brief should be prepared for any proposal on this site.

*The Ramblers Association* suggested that the western boundary should be altered to remove the historic features at Thwaite and that the land at Lundsfield Quarry should be included within the potential site.

*Over Kellet Parish Council* oppose this site and highlighted that there is no defined southern boundary, they have suggested that there may be issues linking to Carnforth and Cragbank and that it would affect Nether Kellet village. However, they recognise that development would boost the economy and have stated if it is necessary, their preference would be to develop the Lundsfield quarry site and south of Windermere Road.

*The Minerals Product Association* have highlighted that the limestone in the Kellet area has regional significance and should be avoided.

### **GB4 – Slyne with Hest**



There was a very high response from the community to this potential site, the majority of the letters received were about this and highlighted the same issues outlined below:

- Respondents considered that development would be contrary to National Planning Policy Framework, National Green Belt Policy and local Core Strategy Policy
- Local residents have already rejected proposals for development in the Green Belt.
- The site has issues relating to flooding, drainage and surface water run-off
- Fulfils all the purposes of the Green Belt as per national guidance
- Lack of local infrastructure, particularly in relation to education, health and public transport services
- No local employment opportunities
- Impacts on local highway capacity and highway safety

- Consideration should be given to the Campaign to Protect Rural England assessment of the housing needs for the district.
- The proposal will not deliver affordable housing
- Impact on rural character and local landscape
- Loss of rural way of life
- Damage to local environmental habitats and protected species including hedgerows and trees
- Given the landowners interest it is considered that development cannot be stopped.
- Development will merge the settlements of Bolton-le-Sands and Slyne together, destroying the separate identities
- Site is the location of a foot and mouth burial site
- Impact on the historic setting of the area and conservation area
- Impact to residential amenity through further construction
- Little opportunity for investment in local infrastructure
- Will not deliver the appropriate housing to meet local need
- Local sewer system does not have sufficient capacity
- No need for further housing/the type of housing which will be developed is not needed in the local area



The majority of these respondents supported the South Lancaster site as this was considered viable, not constrained by Green Belt and has good access to the M6. Preference for developing brownfield sites and empty properties were also highlighted.

A number of individuals have also raised the impact on their own property ie light and value.

### Stakeholder comments

*Slyne with Hest Parish Council* raised a number of issues in their objection:

- It prevents the unrestricted sprawl of development in Slyne and Bolton-le-Sands with its large urban neighbours of Lancaster and Morecambe
- This land prevents ribbon development along the A6
- The Green Belt in this area safeguards open landscape from encroachment
- The Green Belt helps preserve the historic setting and special character of the historic village of Slyne and the heritage assets it contains
- The North Lancashire Green Belt encourages the regeneration of land in the main urban areas

*The Environment Agency* highlighted surface/ground water issues with Lancashire County Council leading on this issue and suggested that a potential solution would be to tie this into the new M6 Link Road. They also highlighted that the site contains water features that should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework.

*The Lancaster Civic Society* suggest that this site provides a logical rounding off and has a clear eastern boundary, however, they also highlighted its elevated position and contaminated land issues.

*A local MP (David Morris)* strongly objected to this potential site due to the merging of Bolton le Sands and Slyne with Hest. He explained that a significant number of representations had been sent to him setting out the concerns highlighted by many other residents (see bullet points in GB4 introduction section).

*The Ramblers Association* stated that this site currently provides a valuable break between villages, especially as it is seen from the A6 and that development should be kept away from the A6.

*Over Kellet Parish Council* raised concerns about development impacting on the character of Slyne and Bolton Le Sands and that it would be sad to lose the break between them. However, they think that this is logical and would not oppose it.

*Story Homes and Applethwaite Homes* supported this site, in particular land close to Sea View Drive.

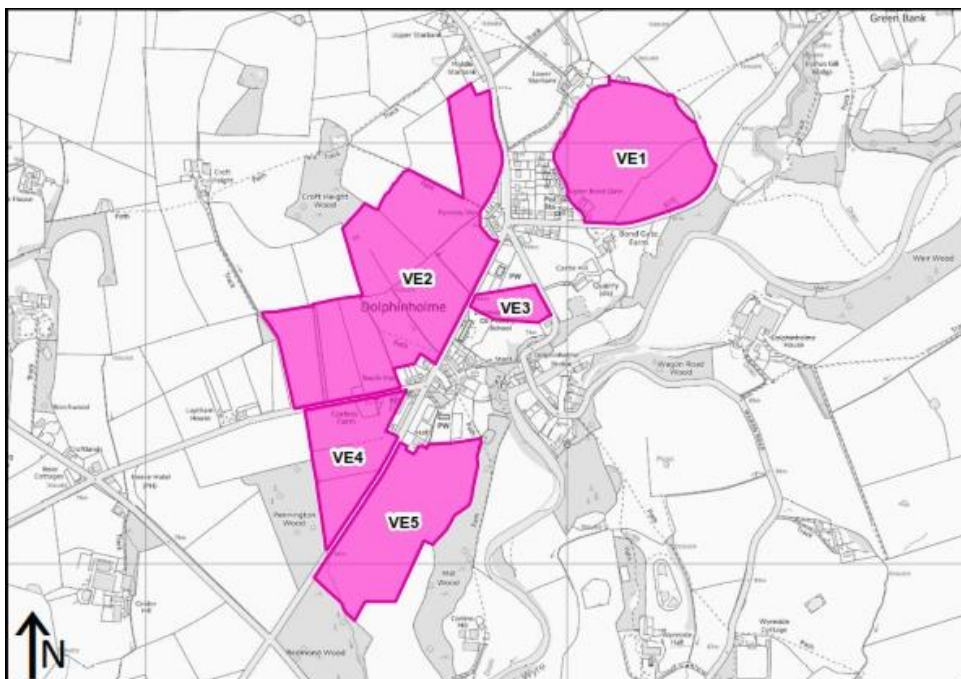
### House of Commons Reference and Response



As a result of a petition objecting to the potential Slyne with Hest/Bolton le Sands site (GB4) was referenced in the House of Commons on 9 December 2015. The response from the Minister stated that the preparation of a Local Plan is the right time to review Green Belt boundaries. The submitted Local Plan will be considered through an independent Examination process. Once that process is complete, which could result in either an unchanged Green Belt boundary or changes to the Green Belt boundary, then the Green Belt boundary is established until there is a future Local Plan review.

Please refer to Appendix 6 for the full question and response.

### **VE1 to VE5 - Village Expansion: Dolphinholme**



There was a very high response from the community to these potential sites.

A number of reasons have been outlined below, although interestingly many objected to the suggested scale of the development but not the idea of smaller scale development. It was suggested that 50 homes would be more realistic/acceptable.

The key issues/concerns included:

- Would result in disproportionate growth in the village, turning it into a town
- Lack of resident support for development
- Impact on distinctive local character, amenity, rural tranquil community life and village cohesion
- Impact on distinctive local landscape/countryside, in particular impacts on the setting of the Forest of Bowland AONB
- Loss of agricultural/green field land and impact rural farming economy
- Impact on local environment, ecology and wildlife, habitats and corridors, particularly protected and threatened species and special habitats
- Impact on millennium tree plantings, mature trees, woodland and hedgerows and their wider impacts on biodiversity
- Lack of infrastructure, in particular water supply, sewerage treatment, education and health provision, recycling facilities and public transport
- Impacts on local flood risk and drainage, in particular surface water run-off
- Impact on historic environment, particular the Conservation Area in Dolphinholme.
- Impact on local amenity, including noise, air and light pollution.
- Impact on the local road network, in particular highway capacity and highway safety.
- Lack of housing demand/need in the Dolphinholme area.
- Will not create sustainable patterns of development and will generate more travel.
- Impact on local amenity, in particular air quality in Galgate.
- Affordable housing would be difficult to deliver given the infrastructure constraints
- Land owner would only be prepared to carry out small scale development
- No economic benefit to the local area through new development
- Topography of the land not appropriate to development
- Lack of employment opportunities
- Lack of housing need/demand in the Dolphinholme area
- Unrealistic/not economically deliverable due to amount of new infrastructure required ie no services, one school
- Increased traffic congestion on narrow rural roads
- Goes against urban approach as this is remote/disconnected
- Unfair to focus on one village should be shared
- Create a commuter town which would increase travel and traffic congestion
- Unfair been suggested as land under one ownership – driver rather than local need
- Impact on tourism
- Increase price of housing in area.

The below bullet points reflect the key results of a questionnaire that was carried out, completed and submitted by local residents:

- 98% of residents were against the plans (159 of 162 returns);
- Noted that many residents were sceptical about the reported benefits of development;
- Many disagreed with the statement that there would be enhanced quality of life for residents and improved access to the countryside and rural living;
- 85% of respondents disagreed that the proposal would increase rural employment;
- Agreed that proposals would lead to unsustainable travel patterns and increased car

dependence, would impact on local landscape and wildlife, would negatively impact on the character and heritage of the village and would lead to increased congestion and air quality impacts.

Specific concerns were made on the drinking water supply for some of the properties near VE2 which are supplied by a series of local springs.

Some respondents suggested that the potential development should be shaped by those directly affected.

An individual commented that the advantages and disadvantages were generic and not tailored to Dolphinhholme which demonstrated a lack of understanding of area eg sustain local services - "there aren't any services except the school". However, another individual highlighted that current services are well supported – school, pub, village hall and post office (provided at the Fleece Inn).

A few respondents supported these sites as the area was seen as an accessible location, particularly in relation to potential Lancaster University/Innovation Park job growth, although it was recognised that it would need a lot of investment to improve the facilities and services. It was also suggested this could create new jobs and invigorate the community.

A few respondents supported development in the Dolphinhholme area as they have had to move away due to a lack of affordable housing, particularly young people from the village.

All those that supported the sites had a preference for VE1, although emphasised the need for this to be sensitively developed. VE4 was also suggested, it was viewed that these two sites could free up some of the centre of the village for open green space.

### Stakeholder comments

*Ellel Parish Council* opposed the level of suggested developed for Dolphinhholme and have suggested that it is a significant variation over what level of development would be acceptable in the local area. They suggest that any growth of Dolphinhholme should not expand beyond the present outline and that whilst land to the north of the school may appear attractive, it should be noted that there are flood risks associated with this area. They have also highlighted the unique character of the village and suggest that this needs to be recognised when considering the preparation of the local plan. They stated that the village contains a conservation area and is rural with poor access and minimal services. The Parish Council have urged the council to consider the 'Housing Needs Survey' which is being carried out by the Dolphinhholme Residents Association and suggested that any development should meet local needs and not provide executive style homes.

*Dolphinhholme Residents Association* highlighted that the potential sites would create a new settlement, which has already been rejected by the council (following 2014 consultation). They have highlighted that there is a lack of evidence that the landowner supports development in this area, have provided supplementary evidence in relation to sewerage infrastructure, question the identification of Dolphinhholme, suggested that Dolphinhholme is not the most sustainable village in the district and suggested that the preparation of a Neighbourhood Plan would be beneficial to enable the community to shape the future of the village.

*The Environment Agency* had no flood risk comments on these sites. However, they have said that any water features should be conserved with a sufficient buffer with pollution prevention as part of an ecological framework. They also raised concern about the provision of sewerage disposal with septic tanks in the area causing issues to the River Wyre and its

tributaries. The Environment Agency are not aware of any issues with the existing United Utilities treatment works but suggest that this would require extensive improvement and upsizing to be capable of taking growth of up to 500 dwellings in the area. They stated that if this option was to be progressed they would expect some provision to be made to properties served by septic tanks to connect to the mains sewerage system. Finally they highlighted concerns in relation to water quality of the River Wyre from surface water drainage in the area. The River is currently classified as good under the Water Framework Directive, however, increased flows of silts, sediment and oils may adversely affect the water quality classification of the river.

*Lancashire County Council* highlighted that they would want to be consulted if this option was to be progressed, particularly in relation to education and highways.

*The Forest of Bowlands AONB Partnership* highlighted that this area is an important gateway to the Forest of Bowland, and note that the landscape and character would be significantly compromised and that fields in the area are important as they provide habitats for various species of bird.

*The Duchy of Lancaster* own VE3, 4 and 5 and highlight their awareness of resident concerns and their desire to work closely with council and community to identify a form and scale of growth that might be appropriate.

*The Campaign to Protect Rural England* object to this option due to the impact on local character and lack of infrastructure.

*Over Kellet Parish Council* totally oppose this option and state that the scale is not appropriate to the village and that it would ruin the nature/character and heritage of the village. They suggest that limited development may be acceptable and that village expansion should be limited to 1% per year.

*The Lancaster Civic Society* stated that the expansion of Dolphinholme by 500 houses is too excessive and local preferences should be used to inform the choice of one or two sites.

*The Ramblers Association* suggested that any major development in Dolphinholme should be planned sensitively and that good public facilities would need to be provided.

*Messrs Wallbank* suggested that VE5 represents a sustainable and deliverable opportunity for market and affordable housing to meet local needs in a sustainable location. Further land in the Dolphinholme area was also suggested as part of this response.

*The Trustees of Rogerson Settlement* do not support this site.

*Bailrigg Farmland Trustees* welcomed the narrowing of the options for village expansion, although suggest that exceptional circumstance would be necessary to justify significant growth in Dolphinholme.

Developers including *JWPC, Applethwaite Homes, Barratt Homes, Story Homes, and Oakmere Homes* do not support the suggested scale of development in Dolphinholme due to it being unsustainable and undeliverable and suggest that growth should be distributed across sustainable rural villages. *Cushman and Wakefield* also reflected this view.

### Ideas/Alternative Site Suggestions

In addition to prioritising brownfield sites, empty properties and the regeneration of Morecambe. Heysham has been suggested as a potential alternative in relation to the

improved Link Road and employment opportunities, particularly the Heysham end of Link Road.

A number of the online/paper responses suggested using derelict/brownfield sites eg Luneside/St Georges Quay, within villages and empty properties, sites on the canal corridor, Morecambe eg West End and Frontierland, Overton and Middleton eg old ICI site, Skerton High School and Carnforth Railway.

Generally people suggested that sites should be smaller and close to existing infrastructure and employment/job growth. For example Heysham including near waste reprocessing site, old refinery, land parallel with Moneyclose Lane and Caron Road, industrial site on Wardon Road (next to Combermere Estate) and to demolish the laundry, carwash etc on Caton Road.

Higher density development was put forward as a suggestion.

Other site suggestions included:

- Between villages
- West Lancaster around Aldcliffe and the Lancaster Canal
- Conder Green
- Glasson Dock
- Moor Lane Mills
- White Lund Industrial Estate
- Mellishaw Lane/Oxcliffe Road
- Land at Bulk Road / Caton Road / Parliament Street
- Infill Moor Hospital and North
- Galgate from village to Leach Housie Farm between A6 and railway
- Land at Brookholme Farm at back of Abraham heights
- Carnforth near Pine Lake
- Area between Whams Lane and Anyone Lane
- South of University
- University of Cumbria (area surplus to requirement)
- Moor Lane and Old Mitchells Brewery
- Between Heysham Port Road, Heysham rail and Mellishaw Lane
- Further down Ashton Road
- Land either side of A6 south of Hampson and land either side of A6 south of Galgate
- Across the road from the Fleece inn, former Rogerson's Garage (Dolphinholme)
- South and west of Abraham heights
- North of Borrowdale Road and west of Derwent Road
- Carnforth – opposite canal basin, former iron smelting site vacated by TDG, industrial land between river Keir and centre
- Along A6 towards Slyne from Bolton Le Sands on east side of A6 or east side of road going from Caton to Lancaster
- Up past Hala and on the Quernmore area (scattered)

An anonymous individual suggested a range of potential alternative sites including:

(Drainage and infrastructure would need to be put in place)

- Land off A683 AND Middleton Road
- Land around Ocean Edge, Greendales Farm and Carr Lane
- Fields around Middleton – fields bordering Pedder Road and Drive

- Fields to North of Middleton Road up to the A683
- Fields to east and west of Chapel Lane, Overton
- Fields north of Yenham Lane
- Fields west of A6, opposite Burrow Beck
- Fields south of Rays Drive
- Fields north and south of Bailrigg Lane
- Swathes of land east of M6, north of Blea Tarn Road and south of this road
- Swathes of land around Bay Horse

#### North of City:

- Numerous fields around Nether and Over Kellet
- Land east of Junction 35
- Land around Davies Farm near Bulk estate
- Land between Quernmore Road and Wyresdale Road
- Land east of the M6 Quernmore Road and Langthwaite Road
- Fields bordering Throstle Grive and Hest Bank Lane junction of A6 and Ark Lowbrook Farm
- Land West of Lower Hest Bank Lane
- Land off St Nicholas Lane, BLS, west of railway line to Detern Lane
- Land between Kellet Lane and M6
- Fields bordering M6 and Back Lane, Nether Kellet and Main Road Nether Kellet

In addition, Lancashire Care NHS Foundation Trust suggested Ridge Lea Hospital (east Lancaster), Miller Homes suggested the south east of land leisure park (east Lancaster), JWPC suggested Aldcliffe and Primrose Holdings highlighted the former TDG site, Warton Road, Carnforth as a suitable site for housing purposes. They suggest that this provides more sustainable and accessible options for future housing than the potential sites.

## Stakeholder Engagement

### Parish Council Discussions

In advance of the six week public consultation, six two hour discussion sessions were held with parish and city councillors in targeted areas linked to the suggested potential sites. This included Galgate, Dolphinholme, Torrisholme, Carnforth, Slyne with Hest and Scotforth.

24 parish councillors and 13 city councillors (1 councillor is a parish and city councillor) attended these sessions which involved an overview of the consultation, an opportunity to ask questions and have a say on the potential sites relating to their area including identifying advantages and disadvantages. Overall, the councillor's queries and views on the local plan process and potential sites reflected many of the views that have been summarised in the 'public engagement' section of the report.





In addition to specific comments on the potential sites, a number of queries/issues were raised by the councillors including:

- Infrastructure concerns and being key to any of the potential large scale development sites eg education, roads/highways
- Affordable housing
- Developers and deliverability
- Job growth
- Types of housing
- Lack of sites at Carnforth
- Whether urban extensions could solely meet need
- Local plan period
- Likeness of commuting
- Dolphinholme selection
- Priority of and timescales for site development
- Junction 33
- Housing requirement/employment figures (Turley Associates report)
- Regeneration of Morecambe
- 2014 consultation outcomes
- Link Road consultation assurances
- Green Belt
- Potential railway at Carnforth
- Land owners
- Lundsfield Quarry
- Consultation period

The majority of the councillors rated the events as good or excellent.

Please refer to Appendix 4 for full details of councillor questions, answers, comments and comments on potential sites.

## Young People's Event



A half day event was held to help engage with young people as part of the Local Plan process and gain their views on future housing, employment and economy.

Invitations were sent to a wide range of sixth forms, colleges and Universities from across the district.

27 young people attended the event representing Central Lancaster High, Ripley St Thomas, Lancaster Girls Grammar, Lancaster Royal Grammar Morecambe High, Hornby Park, Queen Elizabeth Schools, Our Ladies Catholic and Lancaster and Morecambe Colleges, Lancaster University and Youth Council/Young Advisors.

Councillor Tracy Brown (Lancaster City Council's Young People Champion) and Councillor Chris Henig (Lancashire County Council and Deputy Chair of Fylde, Lancaster and Wyre Children's Partnership Board) also attended.

The event provided an introduction to the Local Plan, asked for the young people's views on their future plans in terms of employment and housing and the potential sites. The event involved presentations, using electronic voting buttons, group discussions, enlarged maps and stickers to provide views.

Over half (57.14%) of the young people said that when they had finished their education they planned to move away, although a quarter (25%) were not sure. The discussion suggested that this was due to wanting to go away to University or that there were better opportunities elsewhere. The majority (64.29%) did not think that there were job opportunities in the area for a career of their choice. The discussion suggested a wide range of careers and many thought that there were more opportunities elsewhere. Half did not think that there were enough work experience opportunities with local companies. The discussion suggested that some had struggled to gain work experience with locally. Only a quarter thought that there were enough homes in the area so that they could live in a place of their choice. The

discussion suggested that this was because there was little choice or that they were too expensive. The majority (64.29%) would be interested in a house rather than a flat or other type of housing. The discussion suggested that there was an interest in sharing accommodation and gypsy and traveller needs were also highlighted. Over half (57.14%) would like to own or rent their own home in Lancaster, interestingly over a third (35.71%) opted for a rural village, There was a balanced response to when the young people thought they would like to own or rent their own home, although the majority (39.29%) said in the next three to five years.

The young people suggested that there were a range of things that would attract them to staying or returning to the area. Small city/safe night time culture, social/personal relationships and accessibility to other areas were highlighted, whereas, few job opportunities - specifically technology and traffic issues were raised as issues.

It was highlighted that many young people base their University choice on better shops, nightlife etc, therefore this would suggest that Lancaster needs a better cultural offering to attract young people ie leisure, retail offer.

Overall, the young people's views on the potential sites reflected many of the views that have been summarised in the 'public engagement' section of the report. However, there was more of a focus on opportunities for student/staff accommodation and employment in relation to the potential South Lancaster site (UE1). More advantages were identified for the potential Green Belt and Dolphinholme sites than the resident and councillor feedback eg accessibility, although very similar concerns were raised eg lack of infrastructure, loss of green field/agricultural/Green belt land and environmental/wildlife impacts.

Overall feedback suggested that the majority young people enjoyed or thought the event was ok, only one young person said that they hadn't enjoyed the event. It also suggested that the young people appreciated the opportunity to be involved and have their say. The young people's feedback will be used to help plan future young people events.

Please refer to Appendix 5 for a detailed note of the young people's event.

### Business Event

Local businesses were invited (via the Lancaster District Chamber of Commerce) to a presentation on the emerging development plan for Lancaster District, in particular focusing on economic growth, employment growth and investment within the district for local businesses. The presentation included references to the 'Employment Land Review' and 'Achieving the Economic Potential for the Lancaster District' both prepared by Turley's in 2015. 26 businesses representatives attended the presentation.

There were no significant issues raised by the business community in relation to the economic growth projections identified, many of the comments received supported the view that the district currently has a strong economy and that significant opportunities exist to maintain and strengthen the economy further through the forthcoming plan period to 2031. One of the key messages that came from the event was the need for a positive plan to be prepared which recognised the importance of local business to the local economy and the need for support to encourage growth in their business.

Other issues discussed at the Business event included the regeneration of Morecambe, the challenges around graduate retention, the delivery of affordable housing for workers and providing sufficient opportunities for business start-ups.

Overall, event feedback was positive. The business representatives welcomed the opportunity to engage with the council and suggested that it was important to continue to engage with the business community on a regular ongoing basis.

### Housing Developers Forum

The annual Housing Developers Forum provided a general Local Plan update including the district's future housing and employment needs and the planned autumn consultation on potential sites to meet this need. Approximately 50 housing developer representatives attended the forum.

Queries focussed on the future housing figures, how student accommodation has been taken into account, changing population figures, plans for new building regulations, design guidance and Community Infrastructure Levy.

### Councillor Briefing and Drop in Exhibition

In advance of the six week public consultation, councillor briefings were held on the district's future housing and employment needs. This included a presentation by Turley Associates on the 'Lancaster Districts Independent Housing Requirement Study 2015' report. Approximately 20 councillors attended each briefing. Councillor queries and challenges were focussed on understanding the future projections and potential implications.

A drop in exhibition was also held to provide councillors with an opportunity to view and ask questions about the public drop in event materials for the proposed overall strategy and additional strategic sites being suggested for development. 11 councillors attended the drop in exhibition.

### Additional Meetings

Meetings were also arranged with the Dolphinholme Residents Association and Lower Lune Valley City Councillors. An additional meeting was also requested by Denny Beck residents.

The Dolphinholme Residents Association meeting took place on Thursday 12 November and was attended by approximately 15 local residents and focused on the suitability of strategic sites VE1 – VE5. In particular, discussions focused on the suggested scale of development, the level of infrastructure within the village, impacts on the local landscape and environment and the evidence which underpins the housing requirement for the district.

The Denny Beck Residents Association meeting took place on Tuesday 3 November and was attended by 3 ward Councillors (Cllrs Woodruff, J. Jackson and J. Parkinson) and approximately 20 local residents and focused on the suitability of strategic site UE2. In particular, discussion focused on the impacts on local residential amenity, flood risks, landscape impact and infrastructure requirements.

The Lower Lune Valley Councillor meeting took place on Friday 13 November and was attended by 4 ward Councillors (Cllrs J. Jackson, C. Jackson, T. Hamilton-Cox, J. Parkinson) and focused on the suitability of strategic sites UE2, UE3 and GB1. In particular, discussions focused on the impacts on the local highways network, infrastructure requirements and viability and environmental impacts.

## Conclusion

Overall 957 responses were received, highlighting objections, advantages and disadvantages for all of the potential sites. Key concerns included the need for additional housing and employment opportunities to support the level of growth, infrastructure provision and rural and environmental impacts. Alternative sites were suggested, although the majority of these have already been assessed and taken into account.

## Next Steps

The consultation feedback and other evidence will be used to prepare a draft Local Plan that allocates enough land to meet the identified development needs (9,500 jobs and 13,000 new homes over next 20 years). The autumn 2015 consultation has provided much helpful information that will assist the council in shaping the content of the Local Plan. Over the next six to nine months council officers will continue to assess this information and talk to organisations such as Lancashire County Council, the Environment Agency and United Utilities to come to a view on which sites to process with. The draft Local Plan will show which areas are allocated for development on the basis that they are suitable, available and achievable for development.

The aim is to report a draft Local Plan to Council in late 2016 with a recommendation to consult on this in 2016/17. The consultation outcomes will inform a final Local Plan which will be submitted to independent Examination by a government appointed Inspector.

Please note: At the Council meeting on 16 December 2015 it was resolved that Turley's (housing and economic consultants) should be asked to recalculate the recommended housing figure using alternative employment projections. However, at the Council meeting on 3 February 2016, it was resolved that 'Council accepts the Turley work as establishing the objectively assessed need for the evidence base, withdraws the most recent instructions and moves to complete a draft Local Plan for examination.'

## Appendices

Appendix 1 - Promotion and Event Details

Appendix 2 – Online/Paper Response Form Results

Appendix 3 - Summary of Letters and Emails

Appendix 4 - Parish Council Discussions

Appendix 5 - Young People's Event

Appendix 6 - House of Commons Reference and Response