LANCASTER CITY COUNCIL

Promoting City, Coast & Countryside

Committee: **PLANNING POLICY CABINET ADVISORY GROUP**

Date: **TUESDAY, 22 SEPTEMBER 2026**

Venue: **VIRTUAL MEETING - TO BE HELD ON TEAMS**

Time: **2.00 P.M.**

A G E N D A

a) Apologies

b) Minutes

To receive as a correct record the minutes of the previous meeting held on 21st July 2026 (previously circulated).

c) Items of Urgent Business

To consider any such items authorised by the Chair and to consider where in the agenda the item(s) are to be considered.

d) Declarations of Interest

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

Reports

1. Housing Need Assessment Presentation by Nigel Moore of ORS

2. Draft Gateway 1 Report (Pages 3 - 11)

3. Draft Project Initiation Document (Pages 12 - 39)

4. NPPF 2026 for Local Plan Making (Pages 40 - 49)

5. Housing Delivery Test (Pages 50 - 54)

6. **Draft Consultation and Engagement Plan and Scoping Consultation Update** (Pages 55 - 63)

- Appendix A – Consultation and Engagement Plan

7. **Evidence Update** (Pages 64 - 486)

- Appendix A – Lancaster Housing Needs Assessment
- Appendix B – Lancaster GTAA and BDAA Report
- Appendix C – Housing Land Supply Statement 2026
- Appendix D – Housing Trajectory
- Appendix E – Morecambe Bay Visitor Survey Report
- Appendix F – Heat Network Zoning Opportunity Report

8. **Date of next meeting**

Tues 3rd November, 18:00 – 19:00 Teams, Planning Policy Briefing for all Councillors
Wed 9th December, 13:00 – 16:00 at MTH, Interactive Event: all Councillors invitation

ADMINISTRATIVE ARRANGEMENTS

(i) **Membership**

Councillors Sue Tyldesley (Chair), Louise Belcher, Dave Brookes, Keith Budden, Andrew Otway, Jean Parr, Joyce Pritchard, Sandra Thornberry and Paul Tynan

(ii) **Substitute Membership**

Councillors Claire Cozler, Alan Greenwell and Paul Newton

(iii) **Queries regarding this Agenda**

Please contact Eric Marsden, Democratic Support - tel: 01524 582000, or email: emarsden@lancaster.gov.uk.

(iv) **Changes to Membership, substitutions or apologies**

Please contact Democratic Support email democraticsupport@lancaster.gov.uk.

MARK DAVIES,
CHIEF EXECUTIVE,
TOWN HALL,
DALTON SQUARE,
LANCASTER, LA1 1PJ

Published on 16th September 2026.

Agenda Item 2

Planning Policy Cabinet Advisory Group: 22 September 2026

Item 2: Gateway 1 Self Assessment Summary Report

1. Introduction

1.1 Acceptance of the Local Plan Implementation Funding from MHCLG was based upon a requirement to publish the Gateway 1 Self Assessment Summary Report by 31 October 2026 (timetabled to take place on 7 October 2026). By publishing the Gateway 1 Self Assessment Summary Report, the Council commits to the start of the 30 month Local Plan preparation period.

1.2 The Gateway 1 Self Assessment Summary Report provides an overview of the Council's readiness to commence the formal preparation of its new Local Plan. It summarises the work undertaken to date, including the establishment of governance and project management arrangements, preparation of the Local Plan timetable, development of the evidence base, stakeholder and community engagement proposals, and progress on environmental assessment requirements. The report demonstrates that the Council has the necessary processes, resources and programme in place to progress plan preparation and provides transparency to stakeholders on the scope, objectives and next steps for the emerging Local Plan.

1.3 The Gateway 1 Self Assessment Summary Report, should be read alongside the Project Initiation Document, which provides more detail. There is no requirement to publish the Project Initiation Document, but in the interests of transparency, it is recommended that the Council do so following this PPCAG.

1.4 To ensure that the Council can move through Gateway 1 and start the 30 month Local Plan preparation period, it is recommended that the Gateway 1 Self Assessment Report is published on the website.

1.5 The Gateway 1 Self Assessment Summary Report is set out below. The Project Initiation Document is included at Item 3 of this Agenda.

Gateway 1 Self Assessment Report

How we got ready to prepare the new Lancaster District Local Plan

When we started Local Plan preparation

Lancaster City Council ("We") started preparing a new Local Plan for Lancaster District in September 2023 under the old Local Plan system. In 2025 it was decided to move to the new Local Plan system introduced by the Ministry for Housing, Communities and Local Government (MHCLG). Following enactment of the Town and Country Planning (Local Planning) (England) Regulations 2026, the Council published the 'Notice of Intention to Commence Local Plan Preparation' on 7th May 2026.

Government policy says the Council should adopt the new Local Plan within 30 months from the date of publishing this self-assessment. This helps ensure that the Council will have an up-to-date Local Plan that responds to the needs of the area and the community.

This report explains what we have done to get ready to meet the 30-month timeframe and why we feel that we are now ready for this period to commence.

We have published a timetable for preparing the Local Plan

The timetable shows when the Council expects to carry out the different stages and activities for preparing a Local Plan. It helps us check if and how we can adopt the Local Plan within the 30-month timeframe and highlights the key opportunities for the local community and stakeholders to get involved.

The timetable can be viewed on the Local Plan Hub: Local Plan Timetable | Local Plan Review. It is a live document and will be subject to changes and amendments as the preparation of the Local Plan progresses.

Before publishing our notice to commence Local Plan preparation we have:

- undertaken a series of informal early-stage consultations;
- compiled a substantial evidence base, some of which has been completed and published, other pieces of evidence are ongoing or will be commissioned shortly;
- carried out several Call for Sites; and
- commenced Strategic Environmental Assessment and Habitats Regulation Assessment scoping.

To help ensure we deliver the Local Plan within the 30-month period we will promote the use of a digital response form to help us analyse the responses more efficiently.

Early engagement has provided communities and other stakeholders with information about the requirements of the Local Plan. It has also given the Council an understanding of the key issues facing the district, as well as the concerns of communities and of other stakeholders. This has provided a strong base for exploring options for the district's future spatial strategy and policies, within the framework set by national policy.

Based on our progress so far, we are confident that we will be able to prepare and adopt the Local Plan within 30 months.

We have established project management and governance arrangements

Preparing a Local Plan involves input from many people across the Council and other organisations. Planning and managing our work carefully will help keep the process on track, address challenges as they arise and work towards adopting the Local Plan within 30 months

We have prepared a draft Local Plan Project Initiation Document (PID), which provides a clear road map for how the Local Plan will be developed and helps us identify and manage any potential risks at an early stage. We have also put in place clear reporting and decision making arrangements to oversee the Local Plan process. This will help

ensure that key evidence, consultation documents and milestones are reviewed and that the proposed Local Plan and associated documents are approved before the third formal consultation, submission to the Secretary of State for examination and subsequent adoption.

Local Government reorganisation will come into effect in 2028, before the Local Plan is submitted for examination. We are waiting for further details on the arrangements to allow the Council to progress a Local Plan for a part (Lancaster District) of a new unitary authority. The new unitary authority may have different governance arrangements which could affect the Local Plan progresses. We will keep these matters under review as work on the Local Plan continues.

We planned how we will consult on the Plan

Public consultation is an important part of preparing a Local Plan. We want to make it easy for people to share their views in a way that works for them, so they can help shape the future of the district. By planning consultations early, we aim to ensure that people know when and how they can get involved from the start.

A draft Engagement Plan was consulted on as part of the Scoping Consultation. It was prepared in line with government guidance and sets out how we will involve communities and other stakeholders in preparing the Local Plan. It detailed the different ways people can take part and how we will use a range of engagement methods to reach as many people as possible. The Scoping Consultation asked for people's views on~:

- How we should engage at key stages in the Local Plan process?
- What methods of communication are most useful?
- What methods should be use in the future?
- What might prevent people responding?

We also asked Councillors for their views on the draft Engagement Plan. Following the consultation we have made changes where required to help ensure that consultation

and engagement are accessible to everyone. The Consultation and Engagement Plan can be found here

The Council has a member of staff responsible for overseeing consultation.

We recognise that digital technology can help us reach more people and make it easier to manage and analyse consultation responses. As future consultations may generate large numbers of responses, we will continue to develop our use of digital tools to support engagement and help keep the Local Plan on track for adoption within the 30-month timeframe. To help us review responses efficiently, we will encourage people to use our online response form. We currently use ESRI Survey123 to collect consultation responses.

Further information about previous and upcoming consultations can be found on the Councils website in two locations:

- Local Plan Review - Lancaster City Council
- Planning Policy Consultations & Newsletters - Lancaster City Council

We understand that proposals for future development can raise concerns within local communities, particularly where people value and wish to protect specific places and landscapes. We will engage openly with communities, listen to their views, and carefully consider the issues they raise. While community input is an important part of shaping the Local Plan, national planning policy requires the Plan to accommodate development needs, meaning that it may not always be possible to reflect every local preference or protect all areas that communities would like to see safeguarded from development.

Engagement with neighbouring authorities will be undertaken throughout the Local Plan preparation process. These meetings have already begun, strategic issues have been identified, and where necessary joint evidence is being carried out.

We will engagement regularly with statutory, other technical consultees and infrastructure providers through a series of meetings and exchanges of information at appropriate Local Plan preparation stages. Working groups will be arranged where appropriate to address specific issues.

We began scoping out the content of the Plan

Following the decision to prepare a new Local Plan we carried out a series of informal early-stage activities. These helped us understand the key themes, issues and objectives the new Local Plan should address and gather views from communities and other stakeholders on the scope.

This began with a Scoping Consultation held between February and May 2024, which focused on two broad questions:

1. What matters or issues should be looked at by the new Local Plan?
2. Why are these matters or issues important?

The themes identified through the Scoping Consultation shaped the second stage of informal engagement, the 'Issues and Opportunities', held between July and September 2024. We asked communities and other stakeholders whether themes reflected the right priorities for the new Local Plan and whether any important issues had been missed. The responses showed broad support for the themes identified.

We also gathered information to help prepare the evidence needed to support the Local Plan including:

- Flood Risk Survey
- Open Space Survey
- Employment Land Review
- Soil Management Review
- Settlement Review

We also shared a draft Vision for the District and invited feedback, which will help refine the Vision for future consultation.

Between September 2025 and January 2026 we carried out a further Scoping and Early Participation Consultation as we moved to the new Local Plan making system. However, a formal Scoping Consultation was later required once the new Local Plan Regulations came into force.

Our early engagement activities have included Parish Council Forums, Developer Forums, a Business Engagement event and youth engagement delivered in partnership with Lancaster University (Shaping Tomorrow: Engaging Young Adults). We have also held public events as well as virtual meetings and other on-line activities to provide a range of opportunities for people to get involved.

Following the introduction of the new Local Plan regulations, a final Scoping Consultation was held between June and July 2026. We asked for views on what the Local Plan should contain, how people would like to be involved, whether we had identified the right evidence, where development should be located and on potential development sites submitted through the 'Call for Sites'.

We are currently analysing the responses and have published an interim summary. A full Scoping Consultation Report, explaining how the views received have been considered, will be published before the consultation stage on the proposed content and evidence for the Local Plan.

To help inform the Local Plan, we have reviewed existing evidence about the district, including its communities, places and development needs. This has included preparing a Spatial Atlas and Settlement Review, as well as assessing how the current Local Plan has performed and where changes may be needed. This work will be updated to reflect the National Planning Policy Framework published in August 2026.

Information on this engagement and published summaries are available on our website: Previous Consultations | Local Plan Review

Using the information gathered and feedback from Councillors we have started to:

- develop a Vision for the District;
- consider how we might monitor the progress on the Vision;
- assess the area's development needs and where these could be accommodated;
- look at what new planning policies and information or data we will need for decision making about new development.

We began a Strategic Environmental Assessment

Alongside preparing the Local Plan, we are required to carry out a Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA). These identify, describe and evaluate any likely significant effects on the environment of:

- implementing the Local Plan; and
- reasonable alternatives, taking into account the objectives and the geographical scope of the Local Plan.

This process considers how community, national and international environmental protection objectives and any other environmental challenges should be considered in the Local Plan. It helps predict significant environmental effects and develops ways of preventing, reducing and offsetting these. The SEA of the Local Plan is being undertaken by external consultants LUC on behalf of the Council.

A draft SEA Scoping Report has been published. This includes an assessment of baseline information and an assessment of relevant plans and programmes. Using this information, the report identified key social, economic and environmental issues effecting the district and established the SEA framework for assessing future policies and land allocations within the Local Plan. The statutory consultees (English Heritage, Natural England and the Environment Agency) are in the process of being consulted for a period of five weeks.

Early screening has identified the need for additional evidence, including bird and visitor surveys, as well further investigation of land linked to protected habitats. This work has already commenced and is being prepared in partnership with several neighbouring authorities and Natural England.

Based on progress so far, we are confident that the required environmental evidence will be available to support the next stages of Local Plan preparation and complete both the SEA (or subsequent Environmental Report) and the HRA Screening Assessment.

How to stay up to date

For updates about upcoming consultation activities, sign up here: Planning and Housing Policy Team, Lancaster City Council

Report Author:	Fiona Clark Planning Policy Manager

Planning Policy Cabinet Advisory Group: 22 September 2026

Item 3: Lancaster District Local Plan Project Initiation Document

1. Purpose of this Project Initiation Document:

1.1 This Project Initiation Document (PID) sets out the management framework and approach for delivering the Lancaster District Local Plan (Local Plan). It provides clarity on the plan's governance arrangements, resources, and timelines. The PID is designed as a reference tool for the team, stakeholders, and council leaders, supporting effective decision-making and ensuring everyone involved understands their roles and responsibilities throughout the plan-making process.

2. Local Plan Scope

2.1 Role of the Local Plan

2.1.1 The Planning and Compulsory Purchase Act 2004 and amendments made by the Levelling Up and Regeneration Act 2023 require a Local Planning Authority (in our case Lancaster City Council) to prepare and maintain an up-to-date Local Plan. The Local Plan forms part of a statutory development plan and provides the vision and framework for future development and the use of land within our area. It will set out priorities for housing, employment, retail, leisure and other commercial development, infrastructure provision, facilities and conservation and enhancement of the natural, built and historic environment.

2.2 Local Plan Scope

2.2.1 On the adoption of the new Local Plan, it will replace the Lancaster District Local Plan 2020-2031.

2.2.2 The NPPF 2026 states that Local Plans should plan for no less than 10 years from the point of adoption. Given the anticipated lifespan of the Lancaster District Local Plan before it is superseded by a future unitary authority Local Plan, it is recommended that the Council proceeds on the basis of a 10-year plan period. A 10-year period is more

likely to provide a realistic and deliverable framework for meeting development needs, based on the best available evidence and a focus on sites capable of coming forward within the plan period. However, the Council will continue to explore strategic development options and funding opportunities for major infrastructure projects, including those required to support broad locations for growth and strategic sites. This will ensure the Plan adopts a positive and proactive approach to growth, while maintaining flexibility to inform future plan-making at the unitary authority level.

2.2.3 The scope of a Local Plan is informed by various monitoring reports including the Annual Monitoring Report, and the Housing and Employment Monitoring reports. The existing Local Plan planned for significant housing and employment growth, but the pandemic, the economic position, rising costs and the inability to bring forward new infrastructure in South Lancaster have all impacted on the amount of development which has been brought forward and developed. This has meant that previous targets for housing growth have not been met, and sites for new employment premises have not been brought forward.

2.2.4 With this in mind, the strategic elements of the Local Plan will need to be re-examined including the spatial distribution of development, the scale of development using the government's Standard Method as the initial benchmark for determining local housing needs, site allocations to meet these needs and the infrastructure required to support growth. To do this the Local Plan will need to:

a. Set a vision plan area.
b. Set out 10 measurable outcomes.
c. Set out a spatial strategy and policies for the minimum amount and distribution of housing, employment and other development required within the district over the Local Plan period.
d. Allocate sites for specific development purposes and set policy requirements for social, environmental and economic benefits to enabled through the delivery of development proposals.
e. Identify specific areas to be protected from development for the purposes of achieving objectives on environmental management, maintaining and enhancing biodiversity, retaining or securing land for formal and informal recreation and

protecting valued landscapes taking account of the Lancashire Local Nature Recovery Strategy.

f. Identify and plan for infrastructure needed to support development, including transport, education, health, utilities and green infrastructure;
g. Identify the contributions expected from development and the approach to seeking contributions to enable the delivery of on and off site infrastructure necessary to support the delivery of the Local Plan.
h. Establish specific requirements for affordable housing contributions in the Local Plan area.
i. Address climate change mitigation and adaptation;
j. Include policies to support the delivery of specific allocated sites (to set clear expectations of what is required in terms of layout, infrastructure and design).
k. Set out development management policies to address particular local issues and sd directed by the NPPF.

2.2.5 The Local Plan must be prepared within the framework of the new plan making system introduced by the Levelling-up and Regeneration Act 2023 and the new National Planning Policy Framework (NPPF) once it is published. Within this context, policies in the Local Plan should not duplicate, substantively restate or modify the content of national decision-making policies contained in the NPPF, except where the NPPF requires locally specific policies. Policies which extend beyond site or location-specific policies must be necessary and clearly justified by evidence.

2.2.6 Existing local plan policies will therefore be reviewed to determine where they are already addressed in the NPPF and where necessary removed or revised to ensure they are consistent.

2.2.7 The following are out of scope:

a. The area of the district within the Yorkshire Dales National Park;
b. Policies sufficiently covered in the National Planning Policy Framework and associated documents;
c. Policies that refer to or rely on supplementary planning documents to supplement or explain the detail. The Levelling Up and Regeneration Act (2023) removed this as an option.

2.2.8 The new Local Plan will consist of a single document, incorporating strategic policies and allocations and development management policies.

2.2.9 Reflecting national direction on this matter, the Council will be ambitious around the role of digitisation. The Council acknowledges the Government's ambition that Local Plans and their content should be easier for people to read and understand, with the information provided delivered in an accessible and standardised format. Throughout the process of preparing the Local Plan, the Council will be mindful of how the use of digital software solutions, particularly the role of digital mapping, can be used to achieve these aims.

2.2.10 Beyond the use of digital solutions, the Council will be working to ensure that plain English is used through the content of the Local Plan (and any consultation material) to ensure that the complex issues addressed by the Plan are described in simplest way possible to those interested and wishing to participate.

2.2.11 The introduction of a Community Infrastructure Levy (CIL) to support the funding and delivery of infrastructure will be considered and form part of the viability evidence. If it is determined that a should be adopted, this will be the subject of a separate examination process.

2.3 Relationship with other Relevant Plans, Strategies and Programmes at Local or Regional Level

2.3.1 The new Local Plan will seek to respond positively to and support the delivery of a range of other Lancaster City Council plans and strategies. It will also respond to relevant regional documents. Some of these plans and strategies have been completed and others will be completed while the Local Plan is being prepared. Other Plans and

Strategies will provide important information which will help support the preparation of the Local Plan.

2.3.2 The Council Plan 2028 sets 4 principles:

1. A sustainable District
2. An inclusive and prosperous local economy
3. Happy and health communities
4. A co-operative, kind and responsible Council

2.3.3 There are 4 themes:

- Action on the Climate Emergency – taking action to meet the challenges of the climate emergency.
- Community wealth-building – building a sustainable and just local economy.
- Increasing wellbeing and reducing inequality – empowering and supporting healthy ways of living, and tackling the causes of inequality.
- Delivering effective services and taking responsibility – bringing people together to achieve the best outcomes for communities, in tandem with running efficient quality public services.

2.3.4 The Council intends to seek to help deliver on these priorities and themes. However, it is recognised that the Local Plan must be prepared within the framework of the new plan making system and the NPPF referred to in paragraph 2.2.4. The details and policies within the Local Plan will therefore need to be tailored to ensure consistency with the NPPF.

2.3.5 A list of the relevant local and regional plans, strategies and programmes are included at Appendix A. This list is not exhaustive and will change as preparation of the Local Plan progresses. The plans, strategies and programmes will influence the Local Plan in different ways and to differing degrees.

2.4 Plan Timeline

2.4.1 The Council have produced a Plan-Making Timetable detailing the intended programme for the preparation and adoption of the new Local Plan. The timetable is available on the Council website: Local Plan Review

2.4.2 A summary of the Plan-Making Timetable is included at *Figure 1*. The Council will also keep a more detailed Activity Log to record key activity and keep preparation of the Local Plan on track.

Milestone	Date	Status
Publication of the Notice of Intention of Commence Local Plan Preparation and Timetable	7 May 2026	Complete
Scoping Consultation	8 June - 20 July 2026	Complete
Publication of Gateway 1 Self-Assessment Summary	7 October 2026	
Spatial Strategy Engagement (non-statutory/additional engagement)	2 November 2026-30 November 2026	
Local Plan Content and Evidence Consultation	10 May 2027 – 21 June 2027	
Gateway 2 – Submission for Independent Assessment	6 September 2027	
Consultation on Proposed Local Plan	10 January 2028 – 6 March 2028	
Gateway 3 – Submission for Independent Assessment	22 May 2028	
Submission of the Local Plan to Secretary of State for Examination	31 July 2028	
Adoption	30 March 2029	

Figure 1: Timetable for Plan-Making – Key Milestones

2.4.3 In setting out the timetable and activity log, it is assumed that there will be timely publication of national planning policy and guidance on key issues including areas such as the Strategic Environmental Assessment. The timetable and activity log is dependent upon:

- Continued joint collaborative working across the organisation;
- Collaborative working with partners outside the organisation;
- Cross boundary working;
- Continued political support;
- Timely delivery of evidence; and
- The timely publication of regulations, national planning policy and guidance.

2.4.4 To ensure that the programme for preparation of the Local Plan remains up to date, the Plan-Making Timetable and activity log will be subject to regular reviews.

3. Governance and Decision-Making

3.1 Summary of Governance

3.1.1 The Local Plan forms part of the Lancaster City Council's Policy Framework. For Local Plan making purposes the Lancaster City Council Constitution requires formal decision making by the Full Council for:

- Adoption or approvals (2.2)
- All matters which, by law, are reserved to the Council (1.2 aa)

3.1.2 The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (policy framework provisions) as amended reserve the responsibility for the following action for determination by Full Council:

- The approval, for the purposes of public consultation of draft proposals associated with the preparation of alterations to, or the replacement of, a development plan;
- The approval, for the purpose of its submission to the Secretary of State for independent examination of a local plan or a supplementary plan; and,
- The adoption (with or without modification) of the plan or strategy.

3.1.3 There are no formal governance arrangements within the constitution in relation to the preparation of the Local Plan before consultation on the draft Local Plan. The formal governance arrangements are as follows:

Decision	Governance Arrangements
Commencement of Local Plan Review Local Authorities (Functions & Responsibilities) (England) Regulations 2000 Reg 4 (2) (3)(a)	Full Council (approval - 27 September 2023)
Timetable for Plan Making	Delegation to Chief Officer for future updates to the timetable (Cabinet - 28 April 2026)
Consultation on the draft Local Plan (Pre-Gateway 3 Consultation) Local Authorities (Functions and Responsibilities) (England) Regulations 2000 Reg 4 (3)(b)	Full Council
Submission of the Local Plan to the Secretary of State for Examination	Full Council
Adoption	Full Council

Figure 2: Governance Arrangements for Key Decision Points in the Plan Making Process

3.2 Portfolio Holder

3.2.1 Councillor Sue Tyldesley is the Portfolio Holder as the Cabinet Member for Planning.

3.3 Planning Policy Cabinet Advisory Group

3.3.1 The Planning Policy Cabinet Advisory Group (PPCAG) is a cross-party group that will provide appropriate scrutiny and input to Local Plan preparation. PPCAG is not a decision making group but will provide a consultative role to inform the direction of plan making and disseminate information and champion the Local Plan to other members.

3.3.2 The terms of reference include:

- To oversee the process of the preparation of all Development Plan Documents (DPDs).
- To oversee the process of preparing a proportionate evidence base to support the delivery of the Local Plan, ensuring that its content and direction (both in terms of policies and land allocations) are fully informed by up-to-date and robust evidence which meets the tests of soundness at Local Plan Examination.
- To ensure, the Local Plan is positively prepared and evidentially based which results in a robust strategy that seeks to meet objectively assessed development and infrastructure needs, in order to ensure that they meet the 'tests of soundness' set out in the National Planning Policy Framework.
- To oversee the process of the preparation of charging schedules relating to the Community Infrastructure Levy or any successor planning obligation provisions that are drafted to fund local infrastructure.
- To provide strategic planning input into the preparation of plan-making material that will be subject to public consultation.

3.4 Local Plan Sponsor

3.4.1 Mark Cassidy, the Chief Officer for Planning and Climate Change is the Local Plan sponsor. This Service contains the Planning Policy Team responsible for undertaking the necessary work to produce the Local Plan.

3.5 Senior Leadership Team

3.5.1 The Senior Leadership Team consists of the Chief Executive and Chief Officers of the Council who coordinate and manage services. The Team will not make decisions in respect of the Local Plan but will ensure the necessary support for plan making is available and necessary work programmes are coordinated.

4. Staff Resource and Management

4.1 Staff resourcing required to prepare the Local Plan includes core Planning Policy staff who will be supported by staff from a wide range of other council services, external agencies and consultants.

Management of the Local Plan Programme

Job Title	Post status	FTE	Estimated % time in a 12-month period on Local Plan
Planning Policy Manager The person with the authority and responsibility to manage the project on a day-to-day basis to deliver the Local Plan.	On post	1	90%
Consultation & Engagement Officer (Project Management)	In post	1	80%

Core Local Plan Team

Job Title	Post status	FTE	Estimated % time in a 12-month period on Local Plan
Senior Planning Officer	In post	0.8	90%
Planning Officer	In post	0.6	90%
Planning Assistant	In post	1	85%
GIS Officer	In post	1	90%
GIS Officer	In post	0.5	60%

Internal Specialist Team (Planning & Climate Change Service)

Job Title	Post Status	Dedicated to Local Plano	Estimated % time in a 12-month period on Local Plan
Biodiversity Officer	In post	No	30%
Principal Housing Strategy Officer	In post	No	30%
Senior Planning Officer (Homes and Communities)	In post	No	80%
Principal Planning Officer (Special Projects)	In post	No	80%
Principal Climate Policy Officer	In post	No	30%
Climate Change Policy Assistant	In post	No	60%
Conservation Officers	In post	No	20%

Internal Specialist Team (Other Services)

Specialism	Dedicated PM? Y or N – other responsibilities
Environmental Health	N
Parks and Open Spaces	N
Economic Development and Regeneration	N
Urban Design	N

Corporate Support Required

Support Required	Support Provider
Review of documentation and legal advice when necessary.	Legal Services
Supporting communication at consultation and engagement stages.	Communications
Supporting website creation and content.	Communications
Support with financial documentation	Financial Services
Support in respect of GDPR matters as required.	Information Governance
Support with ICT, software and hardware.	ICT

External Partners/Support

4.2 Consultants will prepare key components of the evidence base and provide necessary support during the examination.

4.3 Support will also be required from a range of other agencies as follows:

Topic	Support Provider
Transport – highways and sustainable travel	Lancashire County Council
	National Highways
Adult and children services, including supported housing	Lancashire County Council
Public health	Lancashire County Council
Education	Lancashire County Council
Flooding and water management	Environment Agency
	Lancashire County Council – Local Lead Flood Authority
Ecology and biodiversity	Natural England
	Environment Agency
Historic environment	Historic England
Sports and recreation	Sport England
Utilities	Utility Companies

4.4 The above list of external partners/support providers is not exhaustive. Engagement has already commenced and regular meetings and working groups will be arranged at the appropriate stages within the Local Plan process.

4.5 Meetings with neighbouring authorities have been held to identify and address cross boundary issues and joint evidence has been commissioned. These meetings will continue at regular intervals throughout the preparation of the Local Plan.

5. Financial Resourcing and Management

5.1 Financial resource has been allocated for preparation of the Local Plan.

5.2 Funding was received from the Ministry of Housing, Communities and Local Government (MHCLG) to support the review of the Green Belt. A Green Belt review has been commissioned.

5.3 The Council has received Local Plan Implementation Funding from MHCLG. The funding will be used to fund evidence preparation. Acceptance of the funding was based upon a commitment to publish the Notice of Intention to commence Local Plan preparation by 30 June 2026 (the Notice was published on 7th May 2026) and publish the Gateway 1 Self-Assessment by 31 October 2026 (timetabled to take place on 7 October 2026).

5.4 The Responsible Spending Officer within the Planning and Housing Strategy Team oversees the budget and spending of resources. This is reviewed by the Performance Review Team in Finance and reported to the Portfolio holder and Cabinet on a quarterly basis. A report is published on the Council website for transparency.

6. Evidence

6.1 The production of the Local Plan will be supported by a proportionate evidence base. Some evidence documents have been completed, others are ongoing, and others are yet to be commissioned.

6.2 Details are available in the Local Plan Evidence Hub - Evidence Hub | Local Plan Review

7. Stakeholder Engagement

7.1 The Consultation and Engagement Plan sets out when and how we will involve communities, stakeholders and statutory bodies in preparation of the Local Plan. The Consultation and Engagement Plan can be found on the Local Plan Engagement Hub:

Local Plan Review

8. Risks and Mitigation

8.1 In preparing the Local Plan Review, there are many associated risks which could affect delivery moving forward. A risk register has been prepared and will be maintained as a live document to support ongoing project management of the Local Plan Review. It is expected that over the course of preparing the Local Plan Review that risks may be added (or removed) and that the scores assigned to these risks may fluctuate. A summary of these risks is supplied below.

Risk Register

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	Delays in Completion of Evidence, Studies or Assessments The evidence base required to ensure the delivery of a sound and robust Local Plan is a significant undertaking. It requires significant work from officers but also the expertise of external consultants. As with all work there are always pressures which can lead to project timescales slipping whether that be resource impacts or changes in national direction. This has already occurred during the production of completed evidence base documents. Evidence is critical to the content and direction of the Plan, and therefore any delays in securing evidence can lead to delays in advancing its content.	4	4	Positive management of the Local Plan Review evidence base as it progresses. Where evidence is prepared internally, adhere to identified timescales and ensure sufficient staffing resources are available to cover the work. Where evidence is prepared externally, ensure that there is proportionate and robust management of the work via an identified project team.
	Evidence is Contradictory or Does Not Support a Clear Spatial Strategy Evidence is produced in-house and by a range of consultants. Each piece of evidence is produced due to the specific topic and specialism and on an independent professional basis. The outcome of evidence for a particular site may therefore draw differing conclusions with regard to the suitability of land for development.	3	4	As with all planning matters, the various pieces of evidence will require careful balancing. The NPPF provides a steer with regard to the weight that such be attached to differing issues. Robust, professional and transparent assessment of sites Is required to express the balance between competing issues and reach a conclusion.

	Area of Risk / Uncertainty	Likelihood	Risk	Mitigation
	Lack of Viability and Funding for the Infrastructure Required to Deliver the Growth Identified in the Local Plan Depending on the evidence and spatial strategy, significant infrastructure is likely to be required to mitigate the impacts of development. It is acknowledged that it may not be viable for developers to fully fund the necessary infrastructure to deliver the scale of growth expected by the NPPF. Alternative funding streams may not be available.	5	4	Early engagement is required with infrastructure providers to determine existing deficits in infrastructure and the mitigation required to accommodate the quantum of growth expected by Standard Methodology. Early engagement is required with developers and potential funding stream providers to consider how the necessary infrastructure can be viably funded. The spatial strategy and the level of growth planned for may need to reflect the infrastructure that can be viably achieved.
	Limited Suitable, Available and Achievable Sites The requirement for a review of the Local Plan has arisen due to issues around infrastructure provision and delivery in South Lancaster, the slow progression of some sites and the increased housing requirement. There is a risk that insufficient sites have been submitted/identified and/or sites have significant constraints that limit the potential to deliver development within the Local Plan period.	4	4	Several Call for Sites have been held since 2024. Include a robust SHELAA methodology for identifying and assessing potential sites. A proactive and positive approach should be taken to the assessment of sites and identifying mitigation to address issues that arise. Ensure that robust evidence is available to justify the level of development that can be found to be suitable, available and achievable within the Local Plan period. See above with regard to infrastructure delivery.
	Failure to Align the Local Plan with Cross Boundary Issues Housing/Transport etc.	2	4	Regular engagement with neighboring Local Authorities and other authorities, infrastructure

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	The submission of the Local Plan is required to be accompanied by statements of common ground which demonstrate that cross-boundary matters have been addressed wherever possible. The statements should address infrastructure delivery, the distribution of unmet needs and planning for growth. There is a risk that issues such as infrastructure may not be addressed to the satisfaction of providers or agreements cannot be reached with regard to addressing unmet need across neighbouring authorities.			providers to identify cross boundary issues and ensure a proactive working relationship to seek resolution of identified issues.
	New or Changing Issues for the Local Plan Review to Address Arising from evidence base studies, cross boundary working, engagement with statutory stakeholders may lead to shift scope of the Plan. For example, work which is ongoing with neighbouring authorities on recreational disturbance in Morecambe Bay was triggered by direction of Natural England and had not been initially planned for. Whilst these may be narrow in focus or on specific topic areas, they can still introduce delay in the process. If they arise in the early stages of plan-making, then they can normally be straightforwardly addressed without significant delay. There is greater risk at the later stages of preparation if these types of issues are	4	3	Respond accordingly to engagement with key stakeholders, understand feedback provided and its implications on plan-making carefully. Take an appropriate balance in the timing of commissioning evidence (early enough to inform plan making but not too early to be incomplete or out of date).

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	raised and there is a greater chance of incurring significant delays.			
	Policies Inconsistent with the NPPF Local political ambitions for the content of the Local Plan are beyond what the new national planning system and NPPF accommodates.	4	4	Regular dialogue with Members to ensure that the policies in the local plan are consistent with national policy and do not duplicate or substantively restate national policies for decision making.
	Failure to Secure Political Agreement on Spatial Strategy and Vision A lack of engagement with Members could result in a Local Plan progressing without sufficient support to pass through the latter stages where Full Council approval is required.	3	5	Regular dialogue with Members of the PPCAG (Planning Policy Cabinet Liaison Group) and Cabinet, and all Member briefing/events to address specific issues. While not a decision-making group, it will be important to ensure that PPCAG provides a clear steer throughout the progress of the Local Plan. It is important to ensure that PPCAG members engage with fellow Members (especially within their own political groups) to ensure that they are fully briefed on progress, and that PPCAG members represent a wide range of views at the meetings.
	Changes to Elected Members and Associated Direction of Change in Corporate Priorities The preparation of the Local Plan Review will require input from Members throughout, and this should come from a variety of groups and sources. Engaging Elected Members and keeping a	2	3	To see consistent and proactive input from Members via Local Plan Review Group or any future successor committees / groupings. Induction of any new Member to the issues of the Local Plan to provide early insight of the key issues to be tackled.

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	consistent approach throughout a plan-making process (which can take several years) can be challenging as membership can change and priorities can alter. Some changes in Members will occur (and this is usual, even outside of the impending changes arising from Local Government Reorganisation) but the extent of any changes or their implications is unknown. No significant elections are expected during the process of reviewing the Local Plan.			All Member Briefings at key stages of the plan preparation process to ensure engagement and information is passed to all Members.
	Staff Resourcing Changes Maintaining a motivated and professional planning policy team is critical to advancing the Local Plan Review. Loss of staff either within the core planning policy team or those which support the preparation of the plan can be challenging, particularly if they occur at key times of preparation and could result in a loss of efficiency over the short to medium term. Members of the teams being required to contribute to other workstreams. Lack of in-house skills for specialised areas of policy work/background documents.	3	3	Ensure there is sufficient staff and budget resource in place to deliver the Local Plan Review to the timescales identified and to achieve the objectives set out.
	Lack of Financial Support to Complete an Objective and Robust Evidence Base Elected Members agreed a budget for the preparation of the Local Plan in December 2023.	3	3	Ensure there is sufficient staff and budget resource in place to deliver the Local Plan Review to the timescales identified and to achieve the objectives set out.

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	These risks highlight that it is not possible to predict the future and the anticipated costs to preparing a Local Plan can only be advised on the best information available at the time. There may be circumstances where further financial assistance may be required to ensure a robust and evidentially based plan. Failure to secure the necessary funding towards this may lead to a significant weakness in the Plan which may be exposed at Public Examination or, alternatively, a reliance on third party evidence.3			
	Consultation Fatigue or Limited Engagement in the process There is a risk of consultation fatigue, particularly given the delays early in the plan process due to the changes in legislation. There is also a risk that particular interest groups generating significant levels of responses in comparison with other sectors of the community.	3	3	Production and operation of a robust Engagement Strategy.
	Misinformation or Opposition There is a risk that particular interest groups could use social media and other platforms to spread misinformation about the Local Plan process or proposals to generate opposition that may be deliberately targeted at slowing the process.	4	2	Proactive communications, myth busting materials, media handling. Consistent member briefing, rapid rebuttal through agreed line of communication.

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	Significant Delays in Response or Objection from Statutory Consultees Comments from statutory consultees have significant weight in the plan making process. However, statutory consultees are also under significant resource pressure and may have limited or variable capacity to engage and input through the plan making process.	3	3	Best efforts to engage with statutory consultees either directly or through existing officer groups to share information and receive input on the approach taken in the Local Plan Review. This may assist in reducing the likelihood and impact of any objections.
	Achievability of the 30-month Timetable The timescale for the completion of the Local Plan is challenging.	3	4	Ensure that there are appropriate delegations in place. Regular project management and monitoring against the timetable. Ensuring an appropriate level of budget is available for delivery. Utilise best practice and national templates, where available, to support the process.
	Planning Inspectorate (PINS) delay at the Gateways 2 and 3 and following the Submission of the Plan This could result in a delay in the examination process and the eventual adoption of the Local Plan. PINS are likely to be navigating a period of transition due to the proposed planning reforms which could result in peaks and bottlenecks in the examination process. PINS also face staffing	3	3	Communication with PINS in regard to the timetable of the Local Plan Review and in regards any actions which the local planning authority can take to support an efficient examination process.

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
	resource issues which can lead to delays at peak times.			
	Legal Challenge on Procedural Grounds There is the potential for objectors to the Local Plan (which may include residents, developers, landowners or other interested parties) to apply for a Judicial Review on the ground that the procedure has not been correctly applied.	2	4	Ensure the production of a robust and proportionate evidence and engagement strategy. Ensure the Local Plan process accords with legislative requirements and , where appropriate national guidance. Engage legal representation at appropriate points in the process.
	Local Government Reorganisation Local authorities across Lancashire are undergoing local government reorganisation. This could result in changes to the governance structures, including who the Council engages with. Local authorities are required to have a single Local Plan that covers the entire district. The transition arrangements to enable a Unitary authority to adopt a Local Plan for a part of the area are not yet in place.	4	4	Engage with relevant parties to ensure understanding of any changing priorities. Maintain positive momentum on plan making to adhere to the timetable. Await details of the transitional arrangements to be in place prior to adoption of the Local Plan.
	Achievability of the 30-month Timetable The timescales for the completion of the Local Plan are challenging.	3	4	Ensure that appropriate delegations are in place. Project management and monitoring against the timetable.

Area of Risk / Uncertainty		Likelihood	Risk	Mitigation
				Ensure that an appropriate level of budget is available. Utilise best practice and national templates, where available, to support the process.

Key to probability/impact scores

Likelihood – Almost Certain (5), Likely (4), Possible (3), Unlikely (2), Almost Impossible (1)

Impact – Catastrophic (5), Significant (4), Moderate (3), Minor (2), Insignificant (1)

9. Approval of this PID

Author Name:	Title	
Fiona Clark	Planning Policy Manager	
Approver Name:	Title	Date Approved/Endorsed
	Planning Policy Cabinet Advisory Group	
	Chief Officer – Planning & Climate Change	

10. Version Control/ Change Log

Date of change (Specifying version)	Author	Reason	Updated Version Title

Appendix A: Relevant Local and Regional Plans, Strategies and Programmes

Local Level Plans and Strategies

a. The Lancaster City Council Plan (2026-2028)

b. Neighbourhood Plans

c. Lancaster District Climate and Nature Strategy

d. Lancaster District Green and Blue Infrastructure Strategy

e. Biodiversity Action Plan

f. Climate Action Plan

g. Forest of Bowland National Landscape Management Plan

h. Arnside and Silverdale National Landscape Management Plan

i. Lancaster Local Energy Plan

j. Lancaster City Centre Surface Water Management Plan

k. Lancaster Housing Strategy

l. Lancaster District Supported Housing Strategy

m. Homeless Review and Strategy

n. Lancaster and Morecambe Bay Prosperity Plan

o. Economic Re-opening, Recovery and Renewal Framework (2021-2031)

Regional Plans and Strategies

a. Lancashire 2050 – A Strategic Framework for Lancashire

b. Lancashire Nature Recovery Strategy

c. Lancashire Landscape Strategy and Character Assessments

d. Lancashire Local Transport Plan and Local Transport Implementation Plan

e. Lancashire Bus Service Improvement Plan

f. Lancashire Cycling and Walking Strategy

g. Local Cycling and Walking Infrastructure Plan (Lancaster)

h. Lancashire Education Strategy

i. Lancashire Housing with Care and Support Strategy

j. Lancashire Public Health Strategy for 2024-2030

k. Lancashire Local Flood Risk Management Strategy (2021-2027)

l. NW Shoreline Management Plan

m. Marine Management Plan

n. North West River Basin Management Plans

o. United Utilities Wate Resources Management Plan

p. Regional Energy Strategic Plan

q. Utilities Plans

r. Lancashire Growth Plan

s. Lancashire Spatial Development Strategy (once operative)

Planning Policy Cabinet Advisory Group: 21 September 2026

Item 4: The New National Planning Policy Framework and Local Plan Making

1. Introduction/Summary

1.1 This report summarises some of the key implications of the National Planning Policy Framework (NPPF) 2026, published on the 17 August 2026, for the preparation, drafting, examination and engagement associated with the new Lancaster District Local Plan (Local Plan).

1.2 The NPPF sets out that Local Plans are expected to be a primary tool to promote and direct growth, coordinate infrastructure investment, protect environmental assets and shaping places. It emphasises that plan-making should be a priority and that development needs should be met positively and sustainably. A key change is the requirement for Local Plans to cover a minimum of 10 years.

1.3 A significant change is the separation of national planning policy into Plan-Making Policies and National Decision-Making Policies (NDMPs). As a result, Local Plans are expected to focus on genuinely local and spatial issues and should not duplicate, restate or conflict with national policies. Future plans are therefore expected to be more concise and strategic, concentrating on site allocations, place-making, infrastructure delivery and locally distinctive matters rather than extensive development management policies.

1.4 Housing delivery remains a central objective of the NPPF. Local Plans must positively plan for housing growth, allocate sufficient land to meet identified needs and support the delivery of homes over the plan period. It also strengthens support for economic growth, requiring plans to identify sufficient employment land, support business investment and align with wider economic objectives.

1.5 There is a strong emphasis on directing development to sustainable locations, considering and supporting sustainable transport choices, making effective use of land and increasing densities where appropriate. Local Plan evidence will need to demonstrate that opportunities for regeneration, brownfield development and urban intensification have been considered before less sustainable options are pursued. However, where such opportunities are insufficient or undeliverable, plans are still expected to meet development needs, including through the allocation of greenfield land where necessary.

1.6 Local Plans must demonstrate that growth can be supported by the necessary transport, utilities, health, education, community and green infrastructure. However, strategies must be realistic, deliverable and supported by evidence, alongside engagement with infrastructure providers and developers.

1.7 Local Plans must show how they will support climate change mitigation and adaptation, renewable and low-carbon energy, reduced development emissions and resilience to flooding, overheating and water resource pressures. There are, however, restrictions on how this can be addressed.

1.8 Green Belt policy remains an important consideration. The NPPF includes Green Belt policies, requires an assessment of 'Grey Belt' to inform a spatial strategy and makes clear that where identified development needs cannot otherwise be met, authorities will need to undertake Green Belt reviews as part of Local Plan preparation.

1.9 Local Plans are expected to promote good design, healthy communities, accessibility, active travel opportunities and community facilities. Design policies should establish clear expectations for the quality and character of development and ensure growth contributes positively to local identity and quality of life.

1.10 The NPPF contains policies relating to flood risk, coastal change, biodiversity, nature recovery, landscape, pollution and heritage. Local Plans should safeguard and enhance the natural environment, steer development towards land of the least environmental values and identify opportunities for conservation enhancement and recovery of landscapes, sensitive water bodies, habitats and priority threatened species. They will need to be supported by robust evidence to demonstrate how adverse impacts will be avoided, mitigated or compensated for, while delivering environmental enhancement wherever possible. Local Plans should also include a positive strategy for the conservation, enhancement and enjoyment of the historic environment.

1.11 The new Local Plan is expected to be prepared as a single document containing strategic policies, site allocations and development management policies.

2 Plan-Making Policies

2.1 The NPPF is set out in a series of chapters, each addressing a specific matter. This section expands on some of the plan making policies that are likely to influence the scope of the Local Plan. It is not intended to cover every plan-making requirement, as doing so would make the report unnecessarily long. Instead, it focuses on the areas that are likely to be of particular interest or relevance at this stage of the process.

Policy PM2

2.2 Policy PM2 states that Local Plans should prepare a positive vision and spatial. To do this the Local Plan will need to:

a. Set a vision plan area.
b. Set out 10 measurable outcomes.
c. Set out a spatial strategy and policies for the minimum amount and distribution of housing (using the government's standard methodology as the initial benchmark for determining housing needs), employment and other development required within the district over the Local Plan period.
d. Allocate sites for specific development purposes and set policy requirements for social, environmental and economic benefits to enabled through the delivery of development proposals.
e. Identify specific areas to be protected from development for the purposes of achieving objectives on environmental management, maintaining and enhancing biodiversity, retaining or securing land for formal and informal recreation and protecting valued landscapes taking account of the Lancashire Local Nature Recovery Strategy.
f. Identify and plan for infrastructure needed to support development, including transport, education, health, utilities and green infrastructure;
g. Identify the contributions expected from development and the approach to seeking contributions to enable the delivery of on and off site infrastructure necessary to support the delivery of the Local Plan.
h. Establish specific requirements for affordable housing contributions in the Local Plan area.
i. Address climate change mitigation and adaptation;
j. Include policies to support the delivery of specific allocated sites (to set clear expectations of what is required in terms of layout, infrastructure and design).
k. Set out development management policies to address particular local issues and as directed by the NPPF.

Local Plan Period

2.3 A key change relates to the length of a plan period. The new NPPF states that Local Plans should plan for no less than 10 years from the point of adoption (the period was previously 15 years). Local Plans can cover a longer period where this would help deliver longer term infrastructure or strategic development.

2.4 The Notice of Intention to Commence Local Plan preparation identifies the plan as the 'Lancaster District Local Plan 2029-2044', which suggests a 15-year plan period. Government guidance indicates that the title used in the Notice should be used consistently throughout the plan-making process. There appears to be no mechanism for formally changing the title other than issuing a revised Notice of Intention. It is preferable to avoid reissuing the Notice, as this could delay progress on the Local Plan and would require the Scoping Consultation process to be repeated. Notwithstanding this, the title itself does not determine the plan period. The plan period is established

through the scope and content of the Local Plan and the evidence supporting it. It is therefore considered that, the Local Plan could proceed with a 10-year plan period, provided this is clearly stated and explained within the Local Plan and its supporting documentation.

2.5 As the Local Plan is expected to be replaced following local government reorganisation and a future Spatial Development Strategy will identify longer term growth needs, it is unlikely to remain the long-term development plan for the area. However, to meet housing and other development requirements, the Local Plan may still need to identify sites and growth opportunities that extend beyond the proposed plan period, or which are dependent on the delivery of significant infrastructure, particularly if strategic growth locations such as South Lancaster are to remain in the Local Plan. The choice between a 10-year and 15-year plan period therefore requires careful consideration, balancing the need for a deliverable and proportionate Local Plan against the practical realities of delivering strategic development and infrastructure over a longer timescale.

2.6 The following table shows the current housing need generate using the standard methodology for a 10 and 15 year plan period.

Plan Period	Standard Methodology Housing Need Figure			
	Plan period figure	Years 1 – 5 (including the 20% HDT buffer)	Years 5-10 Figure	Years 10-15
10 Year Plan	6,390	3,834	2,556	-
15 Year Plan	9,585	3,834	5,751	

Figure 1: 10 and 15 year Housing Need Figures

2.7 It should be noted that the figures in the above table are based on the Standard Methodology calculation at the present time. The figure to be used for the Local Plan is set at submission, which is programmed for July 2028, at which point, the figure is likely to be higher.

2.8 The Housing Delivery Test (HDT) measures the Council's housing delivery performance against its housing requirement. Further information is provided in Item 5 of this PPCAG agenda. The Council's latest HDT score is 48%, which, together with its current housing land supply, means that a 20% buffer must be applied to the five-year housing land supply requirement. This increases the need for the Local Plan to allocate sites that are capable of delivering housing early in the plan period. Such sites are those with detailed planning permissions, or with outline planning permission and there is clear evidence that homes within 5 years of the Local Plan's adoption. Such sites are also likely to be less constrained by infrastructure requirements and capable of demonstrating viability and deliverability. Sites identified for years 6 to 10 should be demonstrated as developable.

2.9 The following table shows the current outstanding allocations in the adopted Local Plan and the trajectory for the predicted supply.

	Outstanding Allocations /Designations at 01/04/2026	Supply Trajectory (allocations and current planning permissions) at 01/04/2026
With Bailrigg Garden Village	6,038	
Without Bailrigg Garden Village	2,608	
The Council's 5 Year Supply (2026/27-2030/31		1,507
Supply Predicted 2031/32-2035/36		2,158 (including 505 within BGV)
Supply Predicted 2036/37-2040/41		1,622 (including 750 within BGV)

Figure 2: Outstanding Allocations and Supply Trajectory

2.10 While the outstanding allocations (including Bailrigg Garden Village/BGV) may not appear overly short of the Standard Methodology figure for a 10 year Local Plan, it should be noted that the allocations are unlikely to deliver the originally predicted number. For example, as Members will appreciate, the funding for the infrastructure necessary to deliver BGV is no longer available, the site at Lundsfield Quarry (250 dwellings) was refused planning permission recently. Sites are also coming forward slower than anticipated when the Local Plan was adopted. Regardless of whether the plan period is 10 or 15 years, a considerable amount of deliverable/developable land will need to be included. This will be challenging, and it is likely that an indication for future growth areas will be required for either period to demonstrate a positive and proactive approach to growth.

2.11 The following table outlines the advantages and disadvantages of a 10 and 15 year Local Plan period:

	10 Years	15 Years
Advantages	Accords with the minimum in the NPPF.	Allows for growth and infrastructure investment over the longer term.
	Likely to be more accurate and realistic in terms of housing, employment and infrastructure delivery.	Better suited to accommodate larger sites and deliver the necessary infrastructure
	The Local Plan will be replaced by a Unitary Plan following local government reorganisation.	The evidence commissioned so far has been on the basis of a 15 year plan period.
	The Spatial Development Strategy will inform the quantum of development required in a future Local Plan.	
	Reduces the amount of land required to be allocated.	
	Preparation of the next Local Plan must commence no later than 5 years after adoption.	
Disadvantages	Less certainty for communities, developer and infrastructure providers.	Forecasting of development needs and growth ambitions has greater uncertainty.
	Some larger sites (including those allocated in the current Local Plan) may need longer to be fully delivered.	More land is required for development.
	Reduces the opportunity for attracting investment and delivering significant infrastructure improvements.	Less of certainty over the delivery of infrastructure necessary to accurate growth.
	The evidence commissioned so far is based on a 15 year plan period. While, some evidence can be used proportionally, updates	Political uncertainty.

	may be required, incurring additional cost.	
	Less influence over longer terms growth in the Spatial Development Strategy and the new Unitary Local Plan.	

2.15 The regulations and guidance relating to Gateway 1 do not require the Local Planning Authority to have formally fixed the final plan period before entering the Gateway 1 stage. However, the Council is expected to have considered the anticipated content and scope of the Plan, including the broad timeframe over which development needs will be planned. It is therefore advisable that the Council establishes a preferred plan period as soon as possible, whilst recognising that the final period may be refined through the plan-making process as further evidence becomes available.

2.16 Given the anticipated lifespan of the Local Plan before it is superseded by a future unitary authority Local Plan and the uncertainty surrounding the timing and delivery of major infrastructure, it is recommended that the Council proceeds on the basis of a 10-year plan period. A 10-year period is more likely to provide a realistic and deliverable framework for meeting development needs, based on the best available evidence and a focus on sites capable of coming forward within the plan period. However, it is recommended that the Council should continue to explore strategic development options and funding opportunities for major infrastructure projects, including those required to support broad locations for growth and strategic sites. This will ensure the Local Plan can adopt a positive and proactive approach to growth, while maintaining flexibility to inform future plan-making at the unitary authority level.

Policy PM6

2.17 This is the policy that states Local Plans are expected to focus on genuinely spatial and local issues and not duplicate, restate or conflict with national policies. Policies should only extend beyond a site or location specific requirement where these are necessary, clear and justified.

PM12

2.18 Policy PM 12 places a greater emphasis on the role of Local Plans in setting out the contributions, including affordable housing, expected from development. Contributions should be set at a level that allows for development to be deliverable and be clear so they can be taken into account when the purchase price of land is determined. The Local Plan is expected to set the circumstances when a review mechanism can be used.

2.19 The Infrastructure Delivery Plan/Schedule and the Viability Assessment will be key to identifying and setting out the requirements. There is however a tension between the requirement for identifying deliverable sites and the potential funding gap between the cost of the infrastructure and the funding available from viable developer contributions and other sources.

PM13

2.20 PM13 sets out the circumstances when local standards can be set out (infrastructure provision, affordable housing requirements, parking, density, design and placemaking. Such standards should be clearly justified and proportionate.

2.21 It states that local standards should not include matters already covered by Buildings Regulations. Local Plans can adopt the optional accessibility standards set out in Building Regulations (M4(2) and M4(3)), the nationally described space standards and water efficiency standards where they are justified. It also allows for energy efficiency requirements to go beyond Buildings Regulations provided they are expressed as a percentage uplift of a dwellings Target Emissions Rate. The current Local Plan includes policies requiring each of these optional standards. Provided appropriate evidence is available and the standards will not have an adverse impact on viability or deliverability, the new Local Plan should be able to continue these standards.

2.22 At first glance, the NPPF appears to limit the ability of Local Plans to set standards that go beyond national requirements, for example on energy efficiency or overheating. However, Policy PM13 uses the word "should" rather than "must", and the powers available through the Planning and Energy Act 2008 remain in place for now. At various events where MHCLG representatives have been present, they have indicated a desire to standardise building standards nationally. Given this direction of travel, further consideration will be needed to balance any ambition to introduce higher local standards against the cost and risk of preparing supporting evidence that may ultimately carry little weight.

3. Achieving Sustainable Development

Policy S1

3.1 Policy S1 expects Local Plans, as a minimum, seek to meet the area's identified development needs (this housing figure using the Governments Standard Method) as well as any unmet needs from neighbouring authorities where appropriate. The policy does, however, recognise that there may be constraints that limit the amount or location of development. These include protected habitats, Green Belt (subject to review), Local Green Space, National Landscapes, designated heritage assets, and areas at risk of flooding or coastal change. Where these constraints apply, they may provide strong reasons for restricting the scale or distribution of development. However, this does not mean development is automatically unacceptable in these areas. Any harm would need to be carefully weighed against the clear expectation within the NPPF that Local Plans should support growth and meet development needs.

3.2 Policies S4 and S5 are primarily decision-making policies however, they are still relevant to the preparation of the Local Plan because the Plan will need to be consistent with the NPPF. The policies support development within settlements where any impacts can be appropriately addressed. They also allow for development outside settlements in certain circumstances, particularly where there is an identified unmet housing need, development is well related to an existing settlement, and the scale of development can be supported by existing or planned infrastructure. This approach may have implications for the Local Plan's spatial strategy and how growth is distributed across the district.

3.3 The NPPF encourages development to be directed towards the most sustainable locations. At the same time, it recognises the role that new development can play in supporting local facilities, services and rural communities. Our current settlement hierarchy and more restrictive housing policies in smaller settlements may limit opportunities for growth in some locations. If sufficient housing sites cannot be identified in the most sustainable settlements, the Council may have less ability to influence where development takes place. This could result in greater pressure for development in a wider range of settlements.

4. Meeting the Challenge of Climate Change

4.1 Policy CC1 states that Local Plans should take a proactive approach to mitigating climate change, supporting the move to net zero and adapting to the impacts of changing climate, such as flooding, drought, heatwaves and biodiversity loss. They should do this by:

- Directing development to locations that can reduce greenhouse gas emissions and improve resilience to climate change.
- Consider climate risks and adaptation measures when allocating land for development.
- Promote water-efficient development where appropriate.
- Support green infrastructure and nature-based solutions that store carbon, enhance biodiversity and strengthen environmental resilience.

4.2 One of the key means of reducing emissions is to locate development in places where people can walk, cycle or use public transport. The Sustainable Transport and Travel Strategy, identifies locations where services and facilities are most accessible and where provision or sustainable travel could be improved to reduce the reliance of cars. The locations identified follow transport corridors, using existing built-up areas and extending around these. It identifies the most sustainable locations as:

- The built-up areas of Lancaster and Morecambe
- The edge of Lancaster and Morecambe and extensions around these areas
- The A6 corridor in south Lancaster
- The A6 corridor north between Lancaster and Carnforth

5. Effective Use of Land

5.1 Policy L1 promotes the use of previously developed land first and the use of design and minimum density standards to make the most effective use of land. An assessment of the deliverability and developability of previously developed land and a density study will be carried out as part of the evidence base/background papers for the preparation of the Local Plan. This will inform the requirement for the allocation of greenfield sites.

6. Protecting the Green Belt

6.1 Policy GB2 requires the Local Plan to be informed by an assessment of Green Belt boundaries to identify any areas of Grey Belt and consider whether boundary changes are appropriate. An independent Green Belt Assessment is currently underway.

6.2 Members have requested early engagement on the Green Belt Review. In response, a non-statutory consultation is planned for November to seek views on possible approaches to the Spatial Strategy, the Green Belt Review and a potential Coastal Change Management Area. Further discussion with Members is proposed at a workshop in December, ahead of work next year to identify preferred spatial options.

7. Conclusion

7.1 Officers will continue to assess sites through the Strategic Housing and Economic Land Availability Assessment (SHELAA), develop the evidence base, and engage with communities, stakeholders and Members as work on the Local Plan progresses. The Member workshop in December will provide an opportunity to consider potential approaches to the spatial strategy in more detail. As further evidence becomes available, a preferred spatial option will need to be identified next year 2027.

Planning Policy Cabinet Advisory Group: 21 September 2026

Item 5: Publication of the 2024 and 2025 Housing Delivery Test (HDT) Results

1. Introduction

1.1 Following a two-year delay, the Government published the 2024 and 2025 Housing Delivery Test (HDT) results for all local planning authorities in England on 17 August 2026. The results were published alongside the revised National Planning Policy Framework (NPPF).

1.2 The HDT is a retrospective measure of housing delivery which compares the number of homes completed over the previous three years against the housing requirement for the same period. The results should be published annually by the Government and, importantly for this authority, the policy consequences of the results take effect from the day following publication.

2. HDT Results

2.1 Following a period of delay, the Government has now published both the 2024 and 2025 HDT results. The 2025 results, which are the most up to date, are set out below for Lancaster District (table 1). For information the 2024 results are also reported below (table 2).

Table 1: 2025 HDT Results

Number of homes required			Total number of homes required	Number of homes delivered			Total number of homes delivered	Housing Delivery Test: 2025 measurement	Housing Delivery Test: 2025 consequence
2022-23	2023-24	2024-25		2022-23	2023-24	2024-25			
433	423	415	1271	202	214	196	612	48%	Presumption

Table 2: 2024 HDT Results

Number of homes required			Total number of homes required	Number of homes delivered			Total number of homes delivered	Housing Delivery Test: 2024 measurement	Housing Delivery Test: 2024 consequence
2021-22	2022-23	2023-24		2021-22	2022-23	2023-24			
409	433	423	1265	441	202	214	857	68%	Presumption

2.2 The publication of the results is the first time that Lancaster District has recorded a HDT result below 100%. The last results for the District, published in December 2024, recorded a performance of 103%.

3. Consequences for Lancaster District

3.1 Paragraph 12 of Annex D of the new National Planning Policy Framework (NPPF) sets out the policy consequences of under-delivery:

a) Where delivery falls below 95% of the housing requirement over the previous three years, the authority should prepare an Action Plan to assess the causes of under-delivery and identify measures to increase delivery.
b) Where delivery falls below 85%, a 20% buffer should be applied to the identified supply of specific deliverable sites. This requirement is in addition to the preparation of an Action Plan.
c) Where delivery falls below 75%, an evidenced unmet housing need is deemed to exist for the purposes of applying policy S5 'Principle of Development outside settlements' of the Framework. This is in addition to the requirements for an Action Plan and a 20% buffer.

3.2 With a HDT result of 48%, the Council falls within category (c) with this having three immediate implications for the Council:

- An evidenced unmet housing need is now deemed to exist for the purposes of Policy S5(1)(j) of the new NPPF.
- A 20% buffer must be applied to the five-year housing land supply calculation, replacing the previous 5% buffer.
- An Action Plan must be prepared and published. This must be published within 6 months of the results.

Unmet housing need

3.3 Following the publication of the HDT results the Council clearly finds itself in a position of demonstrating an evidenced unmet need.

3.4 The main implication of this is how the presumption in favour of sustainable development now applies in relation to sites located outside of settlements.

3.5 Policy S5 of the new NPPF identifies particular types and circumstances of development that are deemed acceptable in principle outside of settlements. These include, among other things, agriculture and forestry, outdoor sport and recreation, development requiring a rural location, certain reuse, alteration, extension or replacement of buildings, development of previously developed land, limited infilling, rural exception housing and development associated with qualifying well-connected stations.

3.6 Where a proposal falls within one of these categories the tilted balance tips very much in favour of approval, with the NPPF stating that such proposals should be granted unless the benefits are substantially outweighed by the adverse effects when assessed against the relevant national decision making policies.

3.7 Importantly Policy S5 includes another route for development to be approved outside of settlements where it would meet an evidence unmet need (criteria j). As detailed above unmet need can be deemed to exist where an authority is unable to demonstrate a five year supply, or where a HDT result below 75% is reported. In such circumstances there is a presumption in favour of development provided that as detailed in criteria j(i) (i) it is physically well-related to existing settlements (unless the nature of the development would make this inappropriate) and is of a scale which can be accommodated taking into account the existing and proposed availability of infrastructure.

3.8 Notwithstanding this assessment the presumption in favour is very much tipped in favour of such proposals where an evidenced unmet need exists.

20% Buffer

3.9 Another significant implication arising from the results is that the Council must now include a 20% buffer within its 5-year housing land supply. Previously the Council have applied a 5% buffer. Application of a 20% buffer has resulted in an additional 639 dwellings being added to the calculation.

Action Plan

3.10 The final implication relates to the preparation of an Action Plan to assess the causes of under-delivery and identify actions to increase delivery in the future. This is the first time that the City Council has found itself in a position of producing such a document.

3.11 The Planning Practice Guide (PPG) provides advice on the preparation of Action Plans. It states that they should be prepared in collaboration with key stakeholders and consider matters including:

- barriers to the commencement of development following the grant of planning permission, and whether sites are being delivered within expected timescales;
- barriers to delivery on sites identified within the five-year housing land supply, including issues such as viability, affordable housing requirements, pre-commencement conditions, Section 106 negotiations, infrastructure provision, utilities and statutory consultees;
- whether sufficient permissions are being granted and determined within statutory timescales;
- whether the mix of sites identified is delivering homes at the anticipated rate;
- whether proactive pre-application engagement is taking place to help accelerate decision-making;
- the level of engagement with key stakeholders, including landowners, developers, utility providers and statutory consultees, to identify additional opportunities for delivery; and
- whether strategic issues, such as infrastructure and transport, could be addressed jointly with neighbouring or upper-tier authorities where appropriate.

3.12 The Action Plan should then identify specific measures to increase housing delivery. Potential actions could:

- revisiting the Strategic Housing Land Availability Assessment (SHLAA) to identify sites potentially suitable and available for housing development;
- work with developers on the phasing of sites, including whether sites can be subdivided;
- offer more pre-application discussions to ensure issues are addressed early;
- consider the use of Planning Performance Agreements;
- carry out a new Call for Sites to help identify deliverable sites;
- revisit site allocation policies to identify where they may act as a barrier to delivery, setting out new policies aimed at increasing delivery, or accelerating production of an emerging plan incorporating such policies;
- review the impact of any existing Article 4 directions for change of use from non-residential uses to residential use;
- engage regularly with key stakeholders to obtain up-to-date information on build out of current sites, identify any barriers, and discuss how these can be addressed;
- establish whether certain applications can be prioritised, conditions simplified or their discharge phased, and standardised conditions reviewed;
- ensure evidence on a particular site is informed by an understanding of viability;
- consider compulsory purchase powers to unlock suitable housing sites;
- use Brownfield Registers to grant permission in principle to previously developed land; and
- encouraging the development of small and medium-sized sites.

3.13 Importantly, PPG states that an Action Plan should be published within six months of the publication of the HDT results.

3.14 Officers are in the initial stages of preparing this document. This will need to be prepared jointly between both Development Management and Planning Policy and will importantly require dialogue with key stakeholders to better understand their experiences and views of the submission and determination of planning applications across the District. Officers will also need to review applications to determine the speed at which decisions have been made and importantly identify where barriers might exist which have impacted delivery. Opportunity to address these barriers will need to be explored and the Council will need to identify a clear list of actions describing how it will look to increase delivery and support housing growth moving forward.

3.15 This is very much in the early stages of planning and Officers will keep members updated on the progress of this Plan.

Report Author:	Rebecca Richards Senior Planning Policy Officer

Planning Policy Cabinet Advisory Group: 22 September 2026

Item 6: Draft Consultation and Engagement Plan and Scoping Consultation Update

1 Introduction

1.1 The Consultation and Engagement Plan sets out the strategy for engaging with a wide range of stakeholders during the preparation of the Local Plan. Consultation and engagement formed part of the Scoping Consultation which ran between 8 June 2026 and 20 July 2026. We asked:

> *How should we engage with you during preparation of the Local Plan: We outlined our draft approach for engagement during the preparation of the Local Plan. We asked opinion on whether we got this right and welcomed suggestions for how to improve our engagement.*

1.2 There were 19 responses to this question, including 3 from members of the public, 2 from voluntary organisations, 7 from developers and land promoters, 2 from town/parish councils, 4 statutory consultees (the Environment Agency, National Trust, Ministry of Defence, and United Utilities) and from 1 from the Arnside and Silverdale National Landscape Team. All expressed a willingness to engage in and contribute to the preparation of the Local Plan.

1.3 Respondents want early and ongoing engagement throughout Local Plan preparation, with email as the main method of communication. However, many also want meetings, workshops and direct dialogue, supported by a range of accessible engagement methods. Key concerns include technical language, difficult submission processes, inadequate records of responses, and uncertainty about how comments influence decisions.

Theme	Share
Early / ongoing engagement	63%
Direct email notification	63%
Two-way dialogue	58%
Multi-channel delivery	47%
Feedback / submission record	37%
Submission / platform usability	32%

1.3 Actions to address these issues include:

- Use direct email to alert stakeholders and provide progress updates.
- Combine email with meetings, websites, paper or wider publicity.
- Engage before decisions are fixed and maintain involvement throughout.
- Provide opportunities to discuss proposals directly rather than only broadcasting information.

- Confirm receipt, preserve responses and explain how comments were considered.
- Make documents and submission systems easier to understand and use.

1.5 The draft Consultation and Engagement Plan has been amended to reflect these actions. A copy of a track change version of the Consultation and Engagement Plan is attached at Appendix A.

1.6 Feedback is welcomed and further amendments will be made where appropriate. It is then recommended that the Consultation and Engagement Plan is published on the website to ensure it is accessible at the same time as the Gateway 1 Summary Report.

2. Scoping Consultation

2.1 As part of the Scoping Consultation we also asked:

a) What issues mattered most and what the Local Plan should contain;
b) Where development should be located;
c) For views on sites submitted through the 'Call for Sites' process; and
d) For comments on the completed and proposed evidence documents.

2.2 In relation to the content of the Local Plan (a), we identified nine themes and, within each theme, a number of potential policy areas for consideration.

- Spatial Strategy
- Addressing the Climate Emergency
- Design, Health Lifestyles and Safe Communities
- Nature Recovery and Biodiversity
- Protecting Landscape, and Townscapes
- Right Infrastructure in the Right Places
- Meeting Housing Needs and Delivering the Right type
- Securing Economic Prosperity
- Transport and Connectivity

2.3 For each theme we asked:

- Have we captured what the Local Plan Should contain
- If not, what else should the Local Plan contain?
- Are there any issues we should not address?
- Which 3 potential areas of content do you consider to be the priority for inclusion in the Local Plan?

2.4 Officers are currently reviewing and analysing the consultation responses received. A high-level summary of the issues identified in relation to the 9 themes is provided below. A more detailed consultation report, addressing all of the topics and questions will be prepared and published on the Council's website in due course. Prior to the

Gateway 2 consultation, the Council's responses to the representations received will also be prepared and made publicly available.

Members of the public

2.5 Residents favoured a brownfield-first approach, prioritising previously developed land, vacant buildings and undeveloped allocated sites before considering greenfield development. There was also strong feedback to protect the Green Belt, with respondents favouring alternative development opportunities and recognising its importance in maintaining settlement separation and local identity. There has been a general concern relating to Greenfield developments, particularly in the following areas; Bolton-le-sands, Hest Bank, Slyne and Denny Beck.

2.6 Infrastructure was a key concern, with respondents stressing that new development should be supported by sufficient infrastructure, particularly GP services, schools and public transport. There was also strong support for improved public transport, walking and cycling infrastructure, particularly to serve new developments and improve connectivity.

2.7 Respondents supported the protection and enhancement of biodiversity, wildlife habitats, landscapes, farmland and village identity, and wanted development to respect the local environment. Some also supported retaining the Arnside and Silverdale AONB DPD within, or alongside, the new Local Plan.

2.8 Members of the public welcomed affordable housing, particularly where it meets identified local needs, and emphasised the need for a mix of housing types, including social, accessible and older persons' housing.

Developers

2.9 Developers have provided general support for the Local Plan and the allocation of sites to meet various development needs. Of particular note, developers have stressed that the standard methodology should be seen as the minimum basis for projected housing need across the plan period. There has also been recognition of past under-delivery of housing against the district's 5-year housing land supply and whether this under-delivery will be incorporated into the new Local Plan housing need. Meeting employment needs in appropriate locations has also been raised.

2.10 Viability has been raised as a key issue and to ensure policy requirements do not go beyond national standards adding costs and impeding the delivery of homes.

2.12 Developers have emphasised the need for a Green Belt Review to support the emerging Local Plan and would welcome the identification of Grey Belt land to meet various development needs.

3. Future Engagement

3.1 Members expressed a desire for the Green Belt Review to be subject to early engagement. In response, an additional non-statutory engagement period has been scheduled for November. Alongside the Green Belt Review, the consultation will seek views on potential approaches to the Spatial Strategy and the designation of a Coastal Change Management Area. The consultation materials will be presented to PPCAG on 20 October for consideration. The engagement programme will include a series of in-person events, providing opportunities for residents and stakeholders to discuss the proposed approaches with officers and receive support in submitting their responses.

3.2 A workshop for all Members is being arranged for the 9th December to consider the emerging Local Plan Vision, potential spatial strategy options and potential development sites. The outcomes of both the public engagement exercise and the Member workshop will inform the identification of preferred spatial options and potential site allocations to be taken forward through the Local Plan process.

Report Authors	Topic
Fiona Clark Planning Policy Manager	
Gillian Dobson	Consultation and Engagement Plan and summary of the Scoping Consultation responses in relation to consultation and engagement
Dan Eastwood	High level summary of the Scoping Consultation responses in respect of the Local Plan content

One approved update the online draft storyboard (published 8 June 2026)

Local Plan – Consultation and Engagement Plan

A new Local Plan for Lancaster District

Scroll down to find out more

Changes in red following close of the Scoping Consultation on this Plan (8 June -20 July 2026)

Contents

1. Introduction
2. Stages of Engagement
3. Publishing & Accessing Engagement Materials
4. Clear and Inclusive Engagement
5. Reaching People and Groups
6. Keeping People Informed
7. Responding to Consultations
8. Engagement with Other Councils and Bodies
9. Monitoring Effectiveness of Engagement

1. Introduction

Lancaster City Council is preparing a new **Lancaster District Local Plan** to guide future growth and development. We value the input of local communities, councils, organisations and stakeholders, and want to ensure everyone has a clear opportunity to be involved. To support this, we have prepared this ~~draft~~ 'Consultation and Engagement Plan ~~*Strategy for Engaging all Stakeholders in the Local Plan*~~', setting out how we propose to consult and engage throughout the process.

2. Stages of Engagement

There are 3 statutory consultation stages in the new Local Plan system (Engaging the public when preparing a local plan - GOV.UK) These stages are intended to enable early identification of key issues, strengthen and refine the evidence base, and test proposals through public scrutiny before finalisation.

1. **Public Consultation Scoping**
    1. *Minimum 3 weeks (8 June 2026-20 July 2026)*
    2. The consultation was carried out ~~is required~~ to gather feedback on what to include in the Local Plan, how to approach future engagement, the

One approved update the online draft storyboard (published 8 June 2026)

evidence base, site submitted during the call for sites process and where development should be located. ~~and any other matters the Council may wish to consult on.~~

2. **Public Consultation: Content & Evidence**
    1. *Minimum 6 weeks*
    2. To collect feedback on the draft vision, proposed measurable outcomes, aims and objectives, spatial strategy and content, the evidence base, and any other matters the Council may wish to consult on.
3. **Public Consultation: Full Draft Local Plan**
    1. *Minimum 8 weeks*
    2. To invite formal representations on the complete draft Local Plan, including a map of proposed Local Plan policies, the evidence base, supporting submission documents, and a summary of the main issues raised during previous statutory consultations, as well as how these issues have been addressed.

The statutory consultations set out the minimum requirements for engagement during the preparation of the Local Plan. The Council may also carry out additional consultations on specific topics, this may be targeted to specific groups where necessary.

3. Publishing & Accessing Engagement Materials

Digital channels will remain an important part of our approach because they can widen reach, reduce costs and make participation easier for many people. We will use digital tools to promote opportunities, gather views and report back quickly. However, digital engagement will not be used as a substitute for inclusive practice, and we will always consider how to avoid excluding residents who face digital barriers.

Consultation documents, newsletters, evidence and other Local Plan documentation will be made available via:

- the Council Local Plan webpage. We will use web-based storyboards and map-based information
- in Lancaster Town Hall and Morecambe Town Hall during office opening times
- computers in public libraries during their opening times.
- consultation event(s) as appropriate.

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Notification of consultations and updates via:

1. dedicated pages on our website
2. email notification to statutory ~~and other~~ consultees, including all Town and Parish Council's and other organisations and individuals on our ~~via the~~ Local Plan digital mailing list, (sign up here). This list is made up of over 2,500 email addresses including members of the public, advocacy groups, educational establishments, businesses, parishes councillors (where they have signed up), developers and agents, landowners and registered providers (this list is not exhaustive).
3. press releases to publise consultations.
4. publicity on all Council social media channel and in the 'Residents digital magazine' mailing list: (sign up here)
5. ~~attendance at the~~ Parish Council Forums, Developer Forums and Business Forums and specific topic related meetings when appropriate.
6. utilising other Council services digital mailing lists, as appropriate.
7. posters in venues across the district, as appropriate.

4. Clear and Inclusive Engagement

We will support effective participation through plain English, clear instructions and timescales, timely consultations, transparent response summaries, and where appropriate provide short explanatory videos, storyboards and map-based information.

We will make documents and submission systems easier to understand and use.

We will continue to engage before decisions are fixed and maintain involvement throughout the Local Plan process

We will make engagement easier by using a ~~new~~ dedicated consultation platform, ESRI Survey 123.

5. Reaching People and Groups

Engagement will be inclusive and targeted, reaching individuals, businesses, community groups, elected members, and statutory bodies in line with regulations: in line with: The Town and Country Planning (Local Planning) (England) Regulations 2026 .

Particular attention will be given to groups that may face barriers to participation, in line with the Equality Act 2010. An Equality and Health Impact Assessment will inform the process.

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We will promote the digital mailing list to hard-to-reach groups through colleges and schools, youth groups, including through the Young Adult Place-making Forum and the council partners.

We will utilise the Council's Sustainable Growth Mailing list to engage with businesses registered.

Town and Parish Councils will play a key role as a first point of contact with local communities, and we will work closely with them to support ~~place-based~~ engagement. Dedicated emails will be sent to all Town/Parish Clerks and we ask that they forward these onto all Parish Councillors and include information in their newsletters.

Elected Councillors will also be asked to help promote engagement.

In addition, further consultation, including targeted engagement with specific groups and statutory bodies, may be undertaken where appropriate to ensure that all relevant interests and expertise inform the Local Plan. We will hold in person online topic-based sessions with specific stakeholders.

We will provide drop public in sessions, exhibitions and displays across the district. These sessions will provide opportunities for 2-way discussions and support groups and individuals to respond to consultations. When carrying out in person engagement, they will be held in accessible locations and extend into early evenings.

6. Keeping People Informed

Key milestones and periodical updates will be publicised through the Local Plan webpages and digital mailing lists, including the publication of the Gateway 1 self-assessment, evidence documents, consultation reports, Gateway 2 and 3 advice, the appointment of the examiner, and the adoption of the Plan.

Joining the ' digital Local Plan mailing list ' ensures you are notified of all future Local Plan, ~~and~~ planning policy consultations and updates across the Lancaster District (excluding National Parks).

Personal information will be used to manage consultations and prepare the Local Plan. Responses (excluding contact details) may be published. Anonymous, offensive or defamatory representations cannot be considered.

7. Responding to Consultations

Guidance and a digital response form will be provided for each consultation, with postal responses accepted. All responses will be considered and summarised, published on the Council website and where appropriate submitted for examination.

DRAFT

One approved update the online draft storyboard (published 8 June 2026)

8. Engagement with Other Councils and Bodies

The Council will work with neighbouring authorities and prescribed bodies on cross-boundary and strategic matters, in line with: The Town and Country Planning (Local Planning) (England) Regulations 2026 .

9. Monitoring Effectiveness of Engagement

Engagement will be monitored throughout the process and this ~~strategy~~ plan updated where necessary to ensure it remains effective.

The effectiveness of engagement will be monitored using a range of quantitative and qualitative indicators. These will help the Council understand who has been reached, how people have participated, whether engagement methods are accessible and effective, and where improvements are needed for future stages of the Local Plan process.

DRAFT

Planning Policy Cabinet Advisory Group: 22 September 2026

Item 7: Evidence Update

1 Introduction

1.1 The following evidence documents have now been completed:

- Housing Needs Assessment
- Gypsy and Traveller Accommodation Assessment and Boat Dweller Accommodation Assessment
- Housing Land Supply Statement
- Morecambe Bay Visitor Survey
- Heat Network Zoning

1.2 This report provides a brief outline of each document and the part they will play in the formation of the Local Plan. As they form part of the evidence base, it is recommended that each document is published on the website.

2 Housing Need Assessment

2.1 Item 1 of this Agenda included a presentation by ORS (the consultant Opinion Research Services) on the Housing Need Assessment.

2.2 A copy of the Housing Need Assessment is attached at Appendix A.

3 Gypsy and Traveller Accommodation Assessment (GTAA) and Boat Dweller Accommodation Assessment (BDAA)

<u>Gypsy and Traveller Accommodation Assessment GTAA</u>

3.1 The GTAA identifies a total requirement for 98 Gypsy and Traveller pitches over the period 2026/27 to 2043/44. This consists of an existing unmet need (backlog) of 66 pitches at the April 2026 base date and a further 32 pitches arising from future household formation during the GTAA period. The assessment identifies 63 pitches for households meeting the Planning Policy for Traveller Sites (PPTS 2024) planning definition and 35 pitches for undetermined households.

3.2 The definitions are as follows:

- Defined households are households that were interviewed (or otherwise evidenced) and were confirmed by ORS as meeting the PPTS 2024 planning definition of a Traveller. In Lancaster, ORS concluded that 73 households met the planning definition, and the identified need arising from these households totals 63 pitches.

- Undetermined households are households where ORS was unable to establish planning status, generally because residents declined to be interviewed or could not be contacted during fieldwork. Following the 2024 changes to PPTS, ORS assumes that these households are also likely to meet the planning definition and therefore models their potential accommodation needs separately. In Lancaster, 32 households were classified as undetermined, generating a modelled need for 35 pitches.

3.3 Around two-thirds of the identified requirement (66 pitches) relates to existing unmet need at the start of the assessment period, with the remaining 32 pitches arising from projected household growth over the period 2031/32-2043/44. The GTAA recommends that need from defined households should primarily be addressed through allocations and other delivery mechanisms, while need from undetermined households should be addressed through a criteria-based policy that can respond to future applications and changing circumstances. Figure 2 (pg.9) of the Assessment report sets out how the need for households is split over the period between 2026 and 2044.

Figure 1: Need for Gypsy and Traveller households by year periods

Year Period	Dates	PPTS Need	Undetermined Need
0 – 5	2026/27 – 30/31	44	22
6 – 10	2031/32 – 35/36	7	5
11 – 15	2036/37 – 40/41	7	5
16 – 18	2041/42 – 43/44	5	3
0 – 18	**2026/27 – 43/44**	**63**	**35**

Boat Dweller Accommodation Assessment (BDAA)

3.4 ORS are of the view that there are 3 distinct types of potential need associated with those who live on a boat or may wish to live permanently on a boat:

- Need for additional permanent residential moorings.
- Need for additional temporary moorings for boats with Continual Cruiser Licences.
- Need for additional waterside facilities.

3.5 The need for boat dwellers cannot all be met through the provision of additional moorings as many boat dwellers don't seek permanent moorings as they are navigating waterways on a permanent basis. The key issues for boat dwellers are:

- availability and frequency of water taps
- rubbish disposal
- chemical toilet disposal
- fuel pumps.

3.6 Boat dwellers have raised other issues such as threat of eviction from moorings (which is considered inappropriate), licence restrictions placed on boat dwellers, and access to moorings that are not on a tow path. Within Lancaster, Galgate Waterside and Marina has 26 moorings. Currently, there is no evidence of any further local "need" for additional moorings. After carrying out 8 interviews with local boat dwellers, it is considered that there is no direct local need for any new visitor moorings - driven by local demand.

3.7 In terms of need for facilities, the following areas were highlighted by most residents: Recycling, rubbish disposal and compost toilet emptying facilities, Electricity hook-up and reliable high-speed broadband and good quality local towpaths.

3.8 Overall, it is considered that further exploration of the issues should be taken by the Council and the Canal and Rivers Trust (C&RT). The Council should also look to address the issues raised above with the C&RT so that they're aware of the issues and potential health and safety issues.

3.9 A copy of the Gypsy and Traveller Accommodation Assessment and Boat Dweller Accommodation Assessment is attached at Appendix B.

4. Housing Land Supply Statement

4.1 Following completion of the 2025/26 Housing Land Monitoring Report (HLMR) (reported to PPCAG on 6 July 2026) officers have finalised the 2026 Housing Land Supply Statement (HLSS) and five-year housing trajectory. The HLSS sets out the Council's five-year housing land supply position as of the 1 April 2026 and identifies whether the Council has sufficient housing land supply to meet its housing needs for the next 5 years. The statement has been prepared

4.2 The components of the Council's five-year housing land supply are summarised below. This identifies a five-year supply of 1,507 dwellings, 2 years of supply.

Land Supply	Calculation	Figure
Housing Land Requirement	Requirement 26/27 to 30/31 639*5 = 3,135	3,195
Plus 20% buffer	3,195+639	3,834
Annual requirement	3,834/5	767
Deliverable Supply	Large sites with planning permission: 906 Small sites with planning permission: 300 Sites pending approval: 43 Student delivery: 225 Allocated Supply: 118 Demolition/loss of stock: -25 20% small site lapse rate: -60	1,507
Five-year land supply	1,507/767	2 years

4.3 A copy of the Housing Land Supply Statement is attached at Appendix C and the Housing Trajectory at Appendix D.

5. Morecambe Bay Visitor Survey Report

5.1 As previously reported the Council in partnership with Westmorland and Furness Council and Wyre Borough Council commissioned Morecambe Bay Partnership to undertake visitor surveys across several locations around Morecambe Bay.

5.2 Morecambe Bay is the UK's largest intertidal area and is internationally important for its wildlife and habitats. It supports breeding and wintering water birds, which can be disturbed by human activity. Increased recreational use is one of the main sources of disturbance and is regularly identified as a key threat to this protected environment. As all three authorities are preparing new Local Plans, more evidence is needed to understand whether new development could increase recreational use of the Bay. This work will support the Local Plans by showing how far people travel to visit the Bay and assessing the potential impact of new housing developments based on their distance from designated sites.

5.3 The Visitor Surveys were undertaken at key locations (18 survey points) between October 2025 and April 2026 and looked at providing detailed information on visitor activities, motivations for visit, routes used and importantly visitor origins (home postcodes). Surveys were supplemented by tally counts of the number of people passing the survey points and vehicle counts as a means of understanding overall visitor numbers across the whole of Morecambe Bay.

5.4 A total of 1,056 face to face interviews were carried out. Key findings include:

- Over half of interviewees had a dog (59%), with nearly half of these being off the lead at the time of interview.
- 85% were on a day trip pr short visit from home, 12% were on holiday.
- The most common purpose for the visit across all sites was noted to be dog walking and walking.
- Over half of interviewees indicated that they visit the location where they were interviewed at least once a week.
- Most visits lasted thirty minutes to an hour.
- 66% of visitors had arrived by car or van.
- Scenery and variety of views was noted to be the most commonly cited reason for visits.

5.5 In addition to the above points the surveys also collected information on the routes followed by interviewees with these then correlated into useful heat maps across the different survey points. Not surprisingly the areas with the highest footfall within this

District were Heysham Barrows, Hest Bank and the Lune Estuary Path between Conder Green and Lancaster.

5.6 Full visitor postcodes were collected for 994 interviewees. These have been plotted and analysed within the main report. The data shows that most people were visiting parts of the coast close to where they live. Overall, half were noted to live within a radius of 3.9km, or 2.9km for those on a day trip or short visit from home.

5.7 Officers are now working in partnership with officers from Wyre and Westmorland and Furness as well as colleagues at Natural England to consider the results of the survey work. This will feed into the Habitat Regulation Assessment of our emerging Local Plans to help identify where new housing proposals may lead to increased access in sensitive locations and trigger likely significant effects on site integrity. It will also be helpful in identifying what type of mitigation measures might be required. Officers will keep this group updated on these discussions.

5.8 A copy of the report in attached at Appendix E.

6. Lancaster Heat Network Zoning – Zone Opportunity Report

4.1 The Heat Network Zoning Opportunity Report is the first stage of planning Lancaster District's future heat network zones. Heat network zones set out areas where there is potential for large scale heat network deliver and where it is expected that buildings may be required to connect to a heat network in the future.

4.2 The Report identifies the pilot programme outputs for Lancaster and is intended to showcase heat network zones in the district. It indicates the heat network investment opportunity at a city scale, the potential location of heat network zones, and key opportunities for initial heat network development within the potential zones. It identifies the following potential zones:

- Strategic Heat Network Zones
  - Morecambe
  - Lancaster South
- Other Heat Network Zones
  - Lancaster University
  - Lancaster University of Cumbria
  - West of Lancaster City Centre (covering Hite Lund Industrial Estate)
  - Land to the north of Lancaster City Centre

4.3 These zones are currently being refined in response to the results of the National Zoning Model and with funding from the Heat Networks Delivery Unit. This work will be taking place over autumn and new zones should be available later in the year.

4.4 The Plan will use the heat network zones to inform infrastructure planning and to support the development of policy to future proof buildings for heat network connection where they fall within proposed heat network zones.

4.5 A copy of the Lancaster Heat Network Zoning – Zone Opportunity Report is attached at Appendix F.

Report Authors	Evidence
Dan Eastwood Senior Planning Officer	Gypsy and Traveller Accommodation Assessment and Boat Dweller Accommodation Assessment
Rebecca Richards Senior Planning Officer	Housing Land Supply Statement
Rebecca Richards Senior Planning Officer	Morecambe Bay Visitor Survey
Fiona Clark Planning Policy Manager	Heat Network Zoning

Opinion Research Services

Excellent research for the public, voluntary and private sectors

Lancaster District Housing Needs Assessment

Report of Findings

June 2026



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Executive Summary

Summary of key findings and conclusions

Introduction

1. Opinion Research Services (ORS) were commissioned by Lancaster City Council to prepare a Housing Needs Assessment (HNA) for Lancaster District. The study is an integral part of the evidence base for a new Lancaster District Local Plan and covers the 16-year period 2028-2044.

2. Since the HNA was commissioned, the Town and Country Planning (Local Planning) (England) Regulations 2026 came into force (March 2026). This changed the way in which Local Plans are prepared and required Lancaster City Council to formally recommence Local Plan preparation. The Lancaster District Local Plan (2029-2044) period has therefore changed slightly. The 16-year study period will now cover the financial years 2029/30-2044/45, while the Local Plan will cover a 15-year period. It is recognised that Local Government Reorganisation (LGR) is progressing with a new larger authority expected to be vested by 2028. Once the authority is vested a new Local Plan will be progressed and will be in place before the end of the plan period. In view of the slight change in the plan period and LGR, it would be unreasonable and disproportionate to re-run the modelling at this stage. Therefore, it is considered that the plan period does not undermine the overall conclusions or their strength as part of the evidence base.

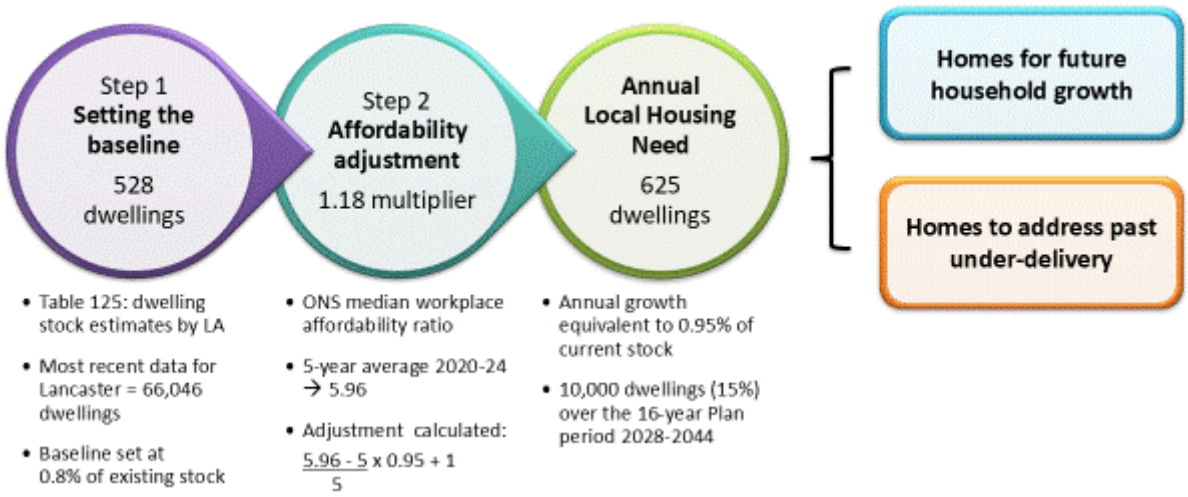
3. This current study sits as part of a suite of documents covering housing and employment needs in Lancaster District, including a Gypsy and Traveller Accommodation Assessment, Understanding the Housing Requirement, and an Employment Land Review.

Government Policy

4. The Government published the original National Policy Planning Framework (the Original NPPF) in 2012. The current Government published an updated version of the NPPF in December 2024. Consultation on new NPPF was undertaken in late 2025 and an updated NPPF is expected to be published in summer 2026.

5. Planning Practice Guidance (PPG) was updated in December 2024 to derive a new methodology for local authority areas based upon their existing number of dwellings and the ratio of median house prices to median incomes in the area. The standard method published by the government in December 2024 was 619 dwellings per annum for Lancaster District. However, new affordability data released in March 2025 updated this figure to 625 dwellings per annum, and it is this figure that is used in this report. This gives a total dwelling need of 10,000 over the period 2028-2044. It may be noted that this figure will change on the release of further affordability data and that as of May 2026, the current figure is 639 dwellings per annum.

Figure 1: Annual Local Housing Need for Lancaster District in March 2025.



Establishing Current Unmet Need for Affordable Housing

6. To assess the current need for affordable housing in 2025, we initially calculated the number of households in Lancaster District who are not suitably housed and are unable to afford market housing. This includes all households that are currently homeless, those who are currently housed in temporary accommodation, concealed families living as part of another household, households overcrowded in the social or private rented sector, and people otherwise not counted who are in a reasonable preference category on the housing register.

7. Based on a detailed review of both the past trends and current estimates, our analysis has concluded that 5,073 households are currently living in unsuitable housing and are unable to afford their own housing. This assessment is based on the criteria set out in the PPG and avoids double counting as far as possible.

8. Of these households, 337 currently occupy affordable housing that does not meet the current householders' needs, mainly due to overcrowding. These households all require moving, predominantly to larger properties, but would also free an affordable home. Providing more suitable housing for these households will enable them to vacate their existing affordable housing property, which can subsequently be allocated to another (smaller) household in need of affordable housing.

9. **Therefore there is a net affordable housing need of 4,736 households (5,078 - 337 = 4,736).**

Overall Need for Affordable Housing

10. In addition to those who cannot currently afford market housing, it is also necessary to consider those households who will arise in the future and those who can afford market rents but aspire to home ownership. This includes:

    - New households adding to housing need,
    - The households no longer present reducing housing need, and
    - The changes in circumstances impacting existing households.

11. This data can then be combined with the 4,736 backlog of need and the overall dwelling target of 10,000 dwellings over the period 2028-2044 in order to estimate the mix of housing required in the area. Each year

there are high flows of households in and out of Lancaster District, but the impact of this on affordable housing need is to reduce the need. The key driver of affordable housing need in Lancaster District is local households forming or falling into need before they often migrate away from the area alongside a very high number of currently concealed households.

12.

13. Figure 2 provides a breakdown of the need for 10,000 dwellings between market and affordable housing on this basis. The table also contains an allowance to reconcile population and household estimates, which are derived from the way in which the institutional population is treated within the household projections. The household projections exclude the population in institutional settings and assume that the same ratio of over 75-year-olds will be in institutional housing in the future as is currently the case. Therefore, not all people are assumed to be in households. However, the table below encompasses the entire population of the local authority, so it is necessary to reconcile the household projections with the total population and the number of dwellings to be provided. It is important to note that we are not assuming that the equivalent of 243 dwellings in Lancaster District are delivered as Class C2 bedspaces, but instead that the population who are assumed to occupy these dwellings in the population projections are counted at some point in the model.

14. **The figures allow for all dwellings for households who cannot afford market housing, namely 4,401 who require Social Rent**. It is important to note that the affordable housing figures quoted are for net delivery. Therefore, if any properties are sold under right to buy or lost through demolition then they require adding to the figures one for one. Similarly, we have not counted any pipeline supply delivery, and any homes brought back into use can be counted against the needs.

15. In terms of affordable home ownership, we have included all households who potentially can afford Discount Market Sales at 70% of the market price and those who can afford private rents but who aspire to own and have a realistic prospect of doing so through schemes such as Discount Market Sales or Shared Ownership.

16. **Whilst numerically, there is a high need for all sizes of property, the highest market need is for 2 and 3-bedrooms; around 80% of the overall affordable need is for 1 and 2-bedroom properties.** We would note that the model assumes that any overcrowded households are required to address their need in a larger property. However, there is no mechanism in place to compel smaller households to downsize, so we do not assume that any under-occupying households will move to a smaller property. The low need for market one-bedroom properties in part is due to the high need for one-bedroom affordable properties, which would release more market stock.

Figure 2: Overall Dwelling need for Affordable Housing (including households aspiring to home ownership) and Market Housing by property size in Lancaster District (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	Require Social Rent	Require Affordable Rent	Require Affordable to Own	Total Affordable Housing (Total columns 2-4)	Total Market Housing	Total (Total columns 5-6)
1 bedroom	1,751	129	483	2,362	12	**2,375**
2 bedrooms	2,085	86	1,145	3,317	1,023	**4,340**
3 bedrooms	351	56	575	982	1,521	**2,503**
4+ bedrooms	215	19	136	369	170	**539**
C2 Dwellings	-	-	-	-	243	**243**
TOTAL	**4,401**	**290**	**2,339**	**7,030**	**2,970**	**10,000**
1 bedroom	39.8%	44.4%	20.7%	33.6%	0.4%	23.7%
2 bedrooms	47.4%	29.7%	49.0%	47.2%	34.5%	43.4%
3 bedrooms	8.0%	19.5%	24.6%	14.0%	51.2%	25.0%
4+ bedrooms	4.9%	6.4%	5.8%	5.3%	5.7%	5.4%
C2 Dwellings					8.2%	2.4%

Policy Implications for Affordable and Other Housing Need

17. This document represents a technical analysis for the housing needs of Lancaster District. We do not consider that it should set firm policies for Lancaster District but that it should instead be seen as underwriting the evidence of policies which will be developed. However, we are able to make a series of recommendations.

18. **In terms of affordable housing need, there is a need for 71% of all dwellings to be affordable.** The affordable housing needs figures calculated in this study would address all current and potential future affordable housing needs in Lancaster District. A 71% target represents an aspirational goal which will then require testing against borough and site viability for each scheme. However, the figure set out shows a very large potential need for affordable housing to rent whilst there is also a clear market for affordable home ownership products.

19. The overall need for housing also should be set in the context of other policy objectives. For example, there is the need to meet the needs of older persons, those seeking shared accommodation, students, and those seeking to build their own homes. All of these would contribute to the overall delivery of dwellings in Lancaster District and are considered below. In summary:

As of 2025, there are around 107 units of older person housing for every 1,000 older persons in Lancaster District aged over 75 years. Modelling indicates that there will be a need to provide an additional 858 older person housing units in Lancaster District, of which 55% would need to be provided as affordable housing. The need for specialist older person housing represents 8.6% of the overall housing need target identified for Lancaster District and forms part of the 10,000 dwelling need overall set out in

- Figure 2.
- The need for adapted housing 2028-44 can be expressed as a minimum of 3,344 dwellings (which is 209 dwellings per annum or 33% of the total need). It is important to recognise that this represents the combined need for both M4(2) Category 2 and M4(3) Category 3 housing

and that households with a wheelchair user would be included within those households counted as having a health problem or disability that affects their housing need. In the December 2025 consultation for an updated NPPF, Policy HO5(b) states that "at least 40% of new housing [should be] delivered to M4(2) or M4(3) standards".

- The number of households needing wheelchair adapted housing in Lancaster District is likely to increase by 880 over the 16-year period. This is 8.8% of the total housing target in Lancaster District and assumes that a property is delivered for everyone who will require a wheelchair accessible dwelling. In practice, more dwellings will be required to allow for flexibility, so the outcome would suggest a need for a minimum of 10% of new dwellings to be built to M4(3) standard.
- There is great uncertainty around the future of the university sector with many universities announcing departmental closures and redundancies. This would be moving against recent trends which have seen the higher education sector expand rapidly. The University of Lancaster is expecting growth of around 2%-3% in its student numbers, which would equate to 300-450 students per annum. The overall housing need figure of 625 dwellings per annum includes past trend growth in student numbers of 650 per annum plus additional uplifts to meet the standard method target. Given this, the Council can count any PBSA in their housing supply figures. However, current evidence shows that there is little need to expand PBSA provision.
- Lancaster District has been providing sufficient plots to comply with its requirement to meet the needs of those on its own self-build and custom housebuilding register. However, the requirement from the Levelling Up and Regeneration Act 2023 that permissions are explicitly granted to include conditions restricting planning permission to self and custom housebuilding implies that Lancaster District will not now be meeting its needs. In 2023-24, there was only one plot identified as being for self and custom housebuilding as part of its permission.

20. **These dwellings are included and are not in addition to the overall housing need.** All of these would contribute to the overall delivery of dwellings in Lancaster District.

1. Introducing the Study

Background to the project

Introduction

1.1 Opinion Research Services (ORS) were commissioned by Lancaster City Council to prepare a Housing Needs Assessment (HNA) for Lancaster District. The study is an integral part of the evidence base for a new Lancaster District Local Plan 2029-2045.

1.2 Since the HNA was commissioned, the Town and Country Planning (Local Planning) (England) Regulations 2026 came into force (March 2026). This changed the way in which Local Plans are prepared and required Lancaster City Council to formally recommence Local Plan preparation. Therefore, the Lancaster District Local Plan (2029-2044) period has changed slightly. The 15-year plan period will now cover the financial years 2029/30-2044/45. It is recognised that Local Government Reorganisation (LGR) is progressing with a new, larger authority expected to be vested by 2028. Once the authority is vested, a new Local Plan will be progressed and will be in place before the end of the plan period. In view of the slight change in the plan period and LGR, it would be unreasonable and disproportionate to re-run the modelling at this stage. Therefore, it is considered that the plan period does not undermine the overall conclusions or their strength as part of the evidence base.

1.3 This current study sits as part of a suite of documents covering housing and employment needs in Lancaster District, including a Gypsy and Traveller Accommodation Assessment, Understanding the Housing Requirement, and an Employment Land Review.

Government Policy

1.4 The Government published the National Planning Policy Framework (the Original NPPF) in 2012. This set out the planning policies for England and how these were expected to be applied. The current Government published an updated version of the NPPF in December 2024. In terms of overall housing need, paragraph 62 states that:

> *62. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.*
>
> **National Planning Policy Framework, December 2024**

1.5 PPG was updated in December 2024 to derive a new methodology for local authority areas based upon their existing number of dwellings and the ratio of median house prices to median incomes in the area. In terms of the new methodology, the baseline housing need figure is derived using the following formula, set out at paragraph 4 of PPG for Housing and Economic Needs Assessment.

How is a minimum annual local housing need figure calculated using the standard method

The standard method calculates a minimum annual local housing need figure as follows:

Step 1 - Setting the baseline – 0.8% of existing housing stock for the area

Set the baseline using the value of existing housing stock for the area of the local authority. The baseline is 0.8% of the existing housing stock for the area, and the most recent data published at the time should be used.

Step 2 - An adjustment to take account of affordability

The housing stock baseline figure (as calculated in step 1) is then adjusted based on the affordability of the area.

The affordability data used is the median workplace-based affordability ratios, published by the Office for National Statistics at a local authority level. The mean average affordability over the five most recent years for which data is available should be used.

No adjustment is applied where the ratio is 5 or below. For each 1% the ratio is above 5, the housing stock baseline should be increased by 0.95%. An authority with a ratio of 10 will have a 95% increase on its annual housing stock baseline.

Where an adjustment is to be made, the precise formula is as follows:

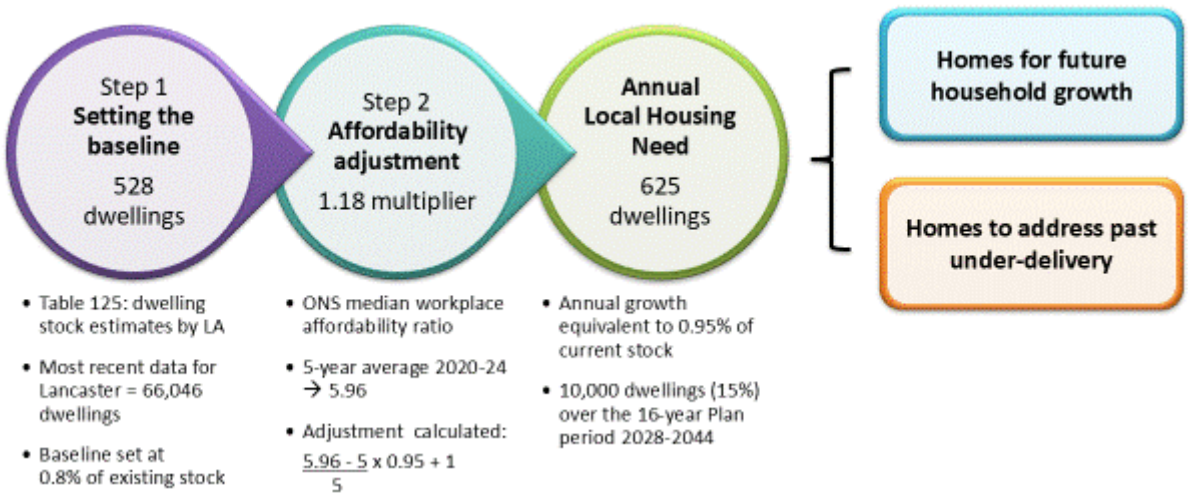
For values of 'five year average affordability ratio' above 5; otherwise zero.

Adjustment Factor = ((five year average affordability ratio-5)/5)×0.95 + 1

Paragraph: 004 Reference ID: 2a-004-20241212

1.6 The standard method published by the government in December 2024 was 619 dwellings per annum for Lancaster District. However, new affordability data released in March 2025 updated this figure to 625 dwellings per annum and it is this figure which is used in this report. It may be noted that this figure will change on the release of further affordability data and as of May 2026 the current figure is 639 dwellings per annum.

Figure 3: Annual Local Housing Need for Lancaster District in March 2025.



1.7 We would note at the outset that the government launched a consultation in December 2025 on an updated NPPF, but this would involve minimal changes to the way in which housing needs are considered.

Overview of the HNA

1.8 The first key objective of this HNA is to establish the need for housing (both market and affordable) in Lancaster District on the assumption that it delivers housing to meet the new government standard method number of dwellings to be supplied over the period 2028-2044[1], which is 10,000 dwellings.

1.9 It is important to recognise that the information from the HNA should not be considered in isolation but rather that it should form part of a wider evidence base in order to inform the development of housing and planning policies; in particular, this will link strongly to issues around viability. The HNA does not seek to determine rigid policy conclusions but instead seeks to provides a key component of the evidence base required to develop and support a sound policy framework.

Summary of the ORS Approach to Modelling Housing Need

1.10 As noted above, this HNA seeks to establish the need for housing (both market and affordable) in Lancaster District on the assumption that it delivers housing to meet the standard method number of dwellings to be supplied over the period 2028-2044, which is 10,000 dwellings (subject to change as mentioned in paragraph 1.6 above).

1.11 Lancaster City Council have commissioned a separate, 'Understanding the Housing Requirement', study which analyses the projected population and household structure for the area. After discussion with the authors of that study about using these findings effectively in the context of an ORS LHNA, this current study draws on these population and household projections but adjusts them in light of the need to also address the requirements of concealed households.

1.12 In Chapter 3, we consider the affordable housing needs for Lancaster District and cover the 16-year period 2028-2044. This includes a backlog of households in affordable housing need including any households who are currently concealed within other households who may wish to form within their own property. Any shortfall in the projected household growth and the need to deliver 10,000 dwellings is addressed by changes in net migration to Lancaster District.

1.13 Finally, in delivering the number of dwellings required, it is also necessary to include the impact of vacant and second homes to uplift the household projection to become the need for dwellings. This gives a net need for new affordable dwellings for the period 2028-2044, which is consistent with the trend growth in population and households in Lancaster District. Therefore, the figures produced in Chapter 3 are the overall conclusions for housing need in Lancaster District for affordable and market housing.

1.14 It should also be noted that this study looks at other housing issues such as future need for student housing, older people homes, Build to Rent, and the number of homes that may need to be specially designed housing for older people and people with disabilities/illnesses. **These needs are all inclusive within the figure of 10,000 and are not in addition to that number.**

1.15 Figure 4 sets out a flow chart of the study process, building from demographic data and housing costs to consider a wide range of housing needs.

[1] It may be noted that this can be seen as referring to the 16-year period April 1st 2028 to March 31st 2044, so could equally be written as 2028/29 to 2043/44. For brevity, 2028-2044 or 2028-44 will be used throughout this document. The new proposed Local Plan period is 2029/30-2044/45, but this change would have a minimal impact on the findings of this study.

Figure 4: Flow Chart of the Study



2. Local Housing Market

Housing trends and cost of housing in Lancaster District

Introduction

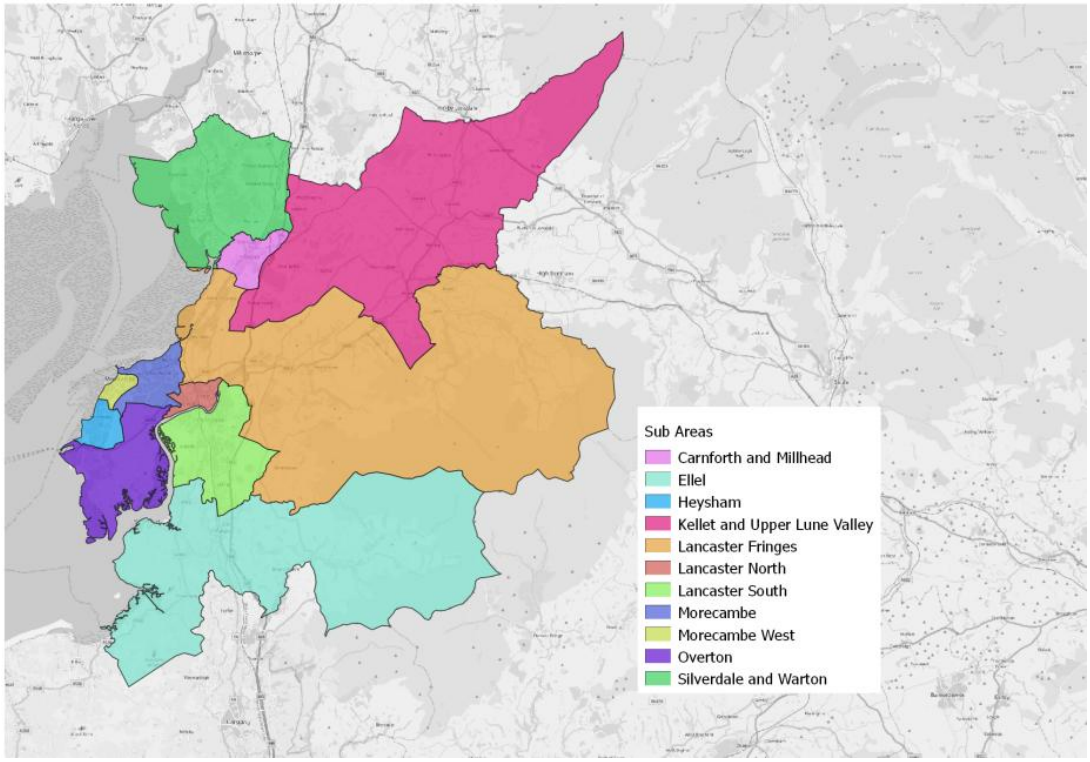
2.1 This chapter explores the cost of housing in Lancaster District and the incomes needed to rent or buy at market prices.

2.2 It highlights the potential income gaps and identifies where and how people may fall into affordable housing need. This includes consideration of Social Rent, Shared Ownership, Discount Market Sales, and access to housing benefit for those in the rental sector. Our modelling has a focus upon Discount Market Sales at 70% of market prices because higher discounts do not dramatically improve affordability and 70% Discount Market Sale homes increase viability compared to more heavily discounted schemes. In practice, households who can afford Discount Market Sales can also normally afford Shared Ownership, so there is a large overlap between their needs.

Housing Market Areas

2.3 The Lancaster Strategic Housing Market Assessment (Part II) 2018- Final Report[2] considered the housing sub-areas of Lancaster District. At Map 1.3 (reproduced below), it outlines 11 different sub-areas of the district. For the current study, we have not revisited these sub-areas.

Map 1.3 Lancaster sub-areas



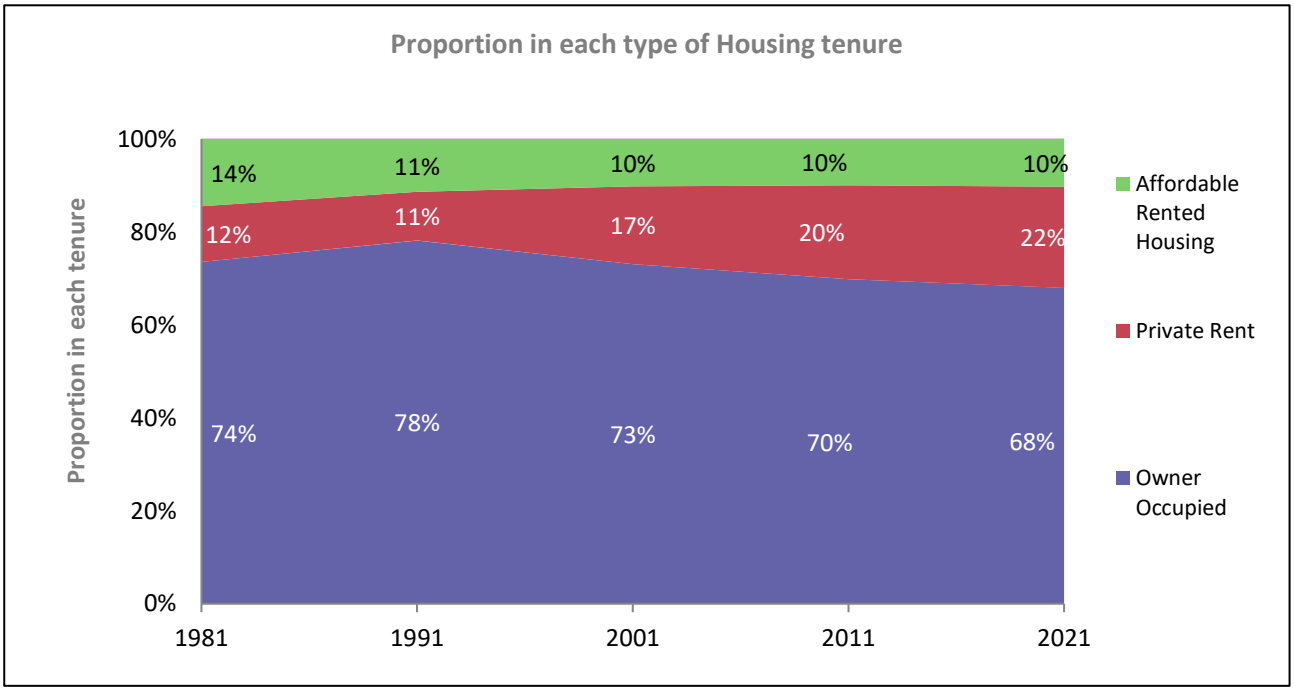
[2] Microsoft Word - arc4FinalReportSHMALancaster Feb 2018 .docx

Housing Tenure Trends

2.4 When considering the local housing market, it is worth noting the changes to tenure over the past forty years.

2.5 Figure 5 shows how the most notable change has been the decline in the proportion of people in affordable rented housing (comprising of Social Rent and other affordable rented homes), which has fallen during the period from 14% to 10%. In contrast, numbers for people living in privately rented accommodation have grown. Between 1981 and 1991, there was a strong growth in owner occupiers partly as a consequence of the introduction of Right to Buy policies. This peaked at 78% in 1991, but has fallen slightly since that time.

Figure 5: Housing tenure trends for Lancaster District (1981 – 2021). Source: UK Census of Population



2.6 Figure 6 provides the detailed data for the period.

Figure 6: Number of Households in Lancaster District by Tenure 1981-2021 (Source: UK Census of Population)

	Number of Households					Net Change			
	1981	1991	2001	2011	2021	1981-1991	1991-2001	2001-2011	2011-2021
Owner occupied	32,858	38,531	40,804	40,366	40,754	+5,673	+2,273	-438	+388
Private rent	5,327	5,178	9,360	11,694	13,071	-149	+4,182	+2,334	+1,377
Affordable Rented Housing	6,468	5,602	5,675	5,762	6,155	-866	+73	+87	+393
TOTAL	**44,653**	**49,311**	**55,839**	**57,822**	**59,980**	**+4,658**	**+6,528**	**+1,983**	**+2,158**

2.7 The long-term growth in the private rented sector (PRS) in Lancaster District is consistent with national trends. Given this context, PPG recognises the importance of understanding the likely future role of the private rented sector.

2.8 The growth of the private rented sector has been acknowledged as both a growing and long-term option for meeting the nation's housing need. If the PRS expands and other sectors contract, it is clear that many

households who would have previously met their housing needs in other sectors are now renting privately. This includes many households who are currently unable to afford their housing costs, which can be seen from the expansion in the number of households receiving Housing Benefit in the private rented sector, which has more than doubled in number between 2003/04 and 2020/21 and has remained steady since that time.[3]

2.9 It is important for local authorities to recognise the role of the private rented sector at a local level. National letting policies and the reality of pressures on the housing stock make it less likely that single persons aged under 35 years will be allocated to a 1-bedroom Social Rented or Affordable Rented property. Affordability issues such as this contribute to the number of 'other' households, such as Houses in Multiple Occupation and multi-generation living. The private rented sector makes an important contribution towards providing affordable housing options. In Lancaster District, the private rented sector is important in meeting the need for student accommodation, particularly in Lancaster City Centre and South Lancaster.

2.10 Recent Conservative Governments pursued a policy entitled First Homes[4]. Policies on First Homes were formally adopted in July 2021 and guidance on their delivery was published. First Homes prioritise first-time buyers, serving members and veterans of the Armed Forces, and key workers such as nurses, police officers, and teachers. They involve a reduction of at least 30% to be in perpetuity, so the buyer will own the entire property, but when they sell, they will only receive 70% of the value. When they wish to sell their property, the home will be independently valued and sold with the discount being applied, so the property always remains below local house prices. There are restrictions on the use of First Homes so that they cannot be used as buy to let or holiday homes. First Homes are purchased through developers/estate agents. The Council only check that the purchaser meets the First Home criteria.

2.11 The First Homes policy was changed under the 2024 Labour Government, who removed the mandatory requirement to provide them from the NPPF. Whilst First Homes can still be delivered, the new focus for delivery is on Social Rent, but products such as Discount Market Sales, with prices set between 20% and 50% below market prices in perpetuity, and Shared Ownership can also be delivered.

2.12 As discussed later, there are many households residing in the private rented sector in Lancaster District who aspire to home ownership. If affordable Discount Market Sales or Shared Ownership properties are provided for this group, it would, potentially, reduce the size of the private rented sector. In turn, this would provide for households that meet the previous and current Governments' definitions of affordable housing.

[3] A fairer private rented sector - GOV.UK
[4] https://www.gov.uk/guidance/first-homes

Cost of Renting

2.13 When considering renting in Lancaster District, it is important to reflect on the range of rental options available together with the impact of the housing benefit levels in the area. There are a number of rates to consider. There are four key definitions to consider when looking at the cost of renting in Lancaster District. These include:

- Median and lower quartile private rent,
- Local Housing Allowance (LHA) for the Lancaster Broad Rental Market Area (BRMA)[5],
- Affordable Rent, based on existing dwellings available for affordable rent, and
- Social Rents.

2.14 The Local Housing Allowance (LHA) is the maximum payment for claimants in receipt of housing benefit. These are based on broad rental market areas (BRMAs). The LHA is currently calculated on the 30th percentile private rent as of April 2024, but rates will be frozen until at least 2026.

2.15 Figure 7 sets out the median weekly rents for different property sizes in Lancaster District together with the local housing allowances and the calculated affordable rent rates.

Figure 7: Weekly rent thresholds in Lancaster District (Source: Valuation Office Agency Jan 2025; SDR 2024)

Weekly Rent £	Median Private Rent	Lower Quartile Private Rent	Local Housing Allowance Lancaster BRMA	Affordable Rent	Social Rent
1 bedroom	£125.11	£107.24	£109.32	£98.19	£81.03
2 bedrooms	£156.85	£143.78	£132.33	£120.05	£95.41
3 bedrooms	£193.18	£178.11	£149.59	£133.57	£108.24
4+ bedrooms	£259.42	£210.59	£166.85	£162.06	£121.95

2.16 Other than 1-bedroom properties, the lower quartile private rent is higher than the maximum LHA in Lancaster District, and Social Rents are also always lower.

2.17 Although the relationship between the LHA rate and private rents is helpful for benchmark purposes, it does not take account of the disposable income available to households after their housing costs have been paid, and it is "*housing that is too expensive compared to disposable income*" that the PPG references in the context of assessing the need for affordable housing (ID 2a-023).

2.18 Considering some examples of disposable income:

- A single person household with a gross income of £20,000 from employment would have £16,880 (£324 per week) after income tax and national insurance contributions. Housing costs at 35% of gross income would represent 41.4% of their net income and would leave £189 per week as disposable income to cover their other living expenses, and

[5] This represents the maximum amount of housing benefit that can be claimed. Previously based on the 30th percentile private rent, however more recent increases are based on Consumer Price index (CPI) and rates were frozen in the July 2015 Budget.

- A couple with two children with a gross income of £20,000 from employment would have up to £19,559 (£375 per week) after income tax and national insurance contributions (assuming both earned £10,000). Therefore, housing costs at 35% of gross income would represent 35.8% of their net income and would leave £241 per week as disposable income to cover their other living expenses.

2.19 We should also consider the differing potential levels of housing benefit:

- The maximum amount of weekly income that a single person household can receive before their income starts to affect their housing benefit is currently £73.10 for those aged 25 or over and £57.90 for those aged 16-24.
- The maximum amount of weekly income that a couple with two children can receive before their income starts to affect their housing benefit is currently £248.65 (if one or both are aged 18 or over).

2.20 When assessing affordable housing need, it is not appropriate to adopt a simplistic income multiplier as this does not take account of different household circumstances. **It is better to consider housing benefit eligibility criteria set by the Department for Work and Pensions. This will take account of the different amounts of disposable income for various types of households based on the rents for suitable housing.** Therefore, a key consideration in the ORS Model[6] as to whether or not a household can afford market rents is if they receive housing benefit or Universal Credit to assist with their housing costs. **If a household is renting privately and does not receive housing benefit, then they are covering their own rents. This shows the household is capable of affording it's rent without Government assistance.**

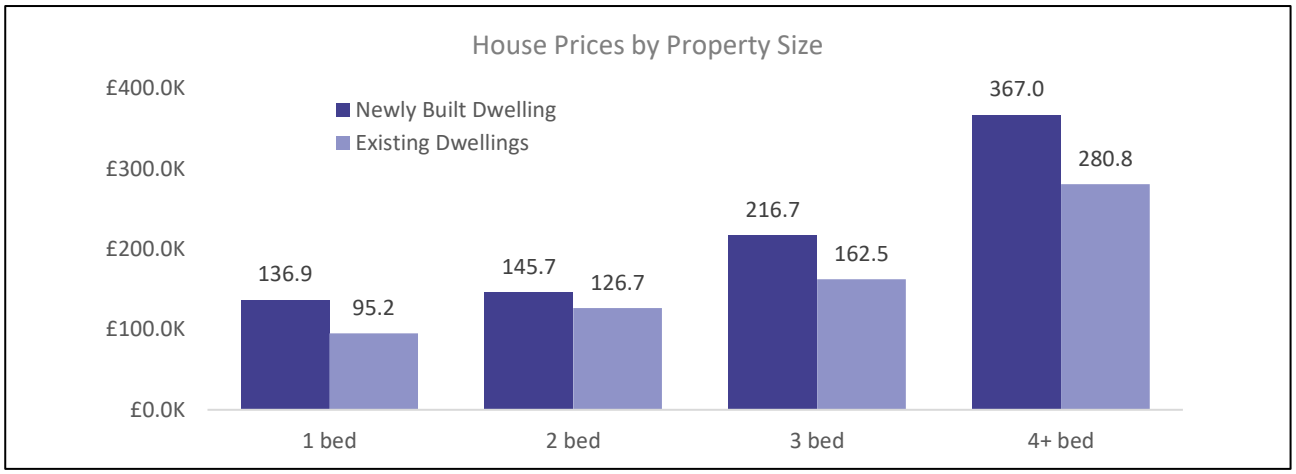
Cost of Home Ownership

2.21 House prices clearly vary in accordance with a range of factors. An important component is the size of the property, with the number of bedrooms being key. Figure 8 shows lower quartile house prices in Lancaster District by bedroom size. We note that the 2-bedroom price is based upon an estimate for 2-bedroom flats. Currently, a 2-bedroom new build house in Lancaster District has an entry price of around £140,000.

2.22 There is also a difference between existing properties and new build dwellings. New build dwellings generally attract a premium, and this is the case in Lancaster District.

[6] See Summary of the ORS Approach to Modelling Housing Need, paragraph 1.10

Figure 8: Lower quartile prices (adjusted by CPI) (2024) by property size (Source: ORS based on ONS House Price Statistics, Bank of England, Valuation Office Agency and Land Registry Price Paid Data)



2.23 The difference in values between new build and existing properties is likely to be down to a range of factors which include the location of new build housing, the relative size of properties, the comparative quality and condition of existing stock, and other intangible issues such as character.

Identifying the Gap for Affordable Home Ownership

2.24 The NPPF encourages local authorities to widen opportunities for home ownership. A range of Low-Cost Home Ownership (LCHO) products have also been developed to assist households into homeownership, including Shared Ownership and Discount Market Sales properties.

Shared Ownership

2.25 Figure 9 sets out the weekly costs associated with shared ownership properties of different sizes, taking account of the differential full market prices and having been based on the following assumptions which reflect standard purchase shares, rental rates, services charges, and current interest rates for dwellings not bough outright:

- 40% of the equity share is purchased by the occupier,
- 10% of the equity purchased is available as a deposit,
- The mortgage costs base is based on a 30-year repayment mortgage at 6% interest,
- Rent is based on 2.75% of the retained equity paid each year, and
- There is a service charge of £20 per week.

Figure 9: Shared ownership costs (Note: Mortgage costs based on a 30-year repayment mortgage at 6% interest. Rent based on 2.75% of the retained equity annually. Service charge assumed to be £20 per week)

	Property Value	40% Equity Share	10% Deposit	Weekly Mortgage Costs	Weekly Rent Costs	Weekly Service Charge	TOTAL of weekly costs
1 bedroom	£136,867	£54,747	£5,475	£68.65	£43.31	£20.00	£131.96
2 bedrooms	£145,747	£58,299	£5,830	£73.10	£46.12	£20.00	£139.22
3 bedrooms	£216,672	£86,669	£8,667	£108.68	£68.56	£20.00	£197.24
4+ bedrooms	£367,000	£146,800	£14,680	£184.08	£116.13	£20.00	£320.21

2.26 Figure 10 shows the sensitivity of weekly costs to the equity share purchased and presents this relative to the equivalent local rents, which run from a median rent for a 1-bedroom property of £117 per week to £347 per week for a 4 bedroom plus property. This model uses a 6% interest rate for modelling purposes; if rates are lower in the future, then shared ownership will be more affordable. Conversely, higher rates make it less affordable. As can be seen in Figure 10, the cost of shared ownership is the best option for 4+-bedroom properties. However, for 1 and 3-bedroom properties, it becomes a much less attractive option.

Figure 10: Total weekly costs for shared ownership based on different equity shares ((Note: Mortgage costs based on a 30-year repayment mortgage at 6% interest. Rent based on 2.75% of the retained equity annually. Service charge assumed to be £20 per week. Cells highlighted in orange are above the lower quartile private rent but below median private rent, cells in red are above the equivalent median private rent.))

Total Weekly Cost £	Property Value	25% Equity Share	30% Equity Share	35% Equity Share	40% Equity Share	45% Equity Share	50% Equity Share
1 bedroom	£136,867	£117.04	£122.02	£126.99	£131.96	£136.93	£141.90
2 bedrooms	£145,747	£123.34	£128.63	£133.93	£139.22	£144.52	£149.81
3 bedrooms	£216,672	£173.63	£181.50	£189.37	£197.24	£205.11	£212.98
4+ bedrooms	£367,000	£280.22	£293.55	£306.88	£320.21	£333.54	£346.88

Discount Market Sales

Figure 11

2.27 Figure 11 sets out the weekly costs associated with Discount Market Sales properties with 60%, 70%, and 80% equity, taking account of the differential full market prices and based on the following assumptions:

- 60%, 70%, or 80% of the equity share is purchased by the occupier,
- 10% of the remaining equity purchased is available as a deposit, and
- The mortgage costs base is based on a 30-year repayment mortgage at 5% interest[7].

[7] For shared ownership we have assumed a 6.25% mortgage rate and for First Homes we have assumed a 5.5% rate. In general there is a mortgage premium for Shared Ownership when compared to full ownership.

Figure 11: Total weekly costs for Discount Market Sales with 60%, 70% and 80% Equity Share (Note: Mortgage costs based on a 30-year repayment mortgage at 5% interest. Cells highlighted in orange are above the lower quartile private rent but below median private rent, cells in red are above the equivalent median private rent.)

Total Weekly Cost £	Property Value	Discount Market Sales with 60% equity share	Discount Market Sales with 70% equity share	Discount Market Sales with 80% equity share
1 bedroom	£136,867	£92.21	£107.57	£122.94
2 bedrooms	£145,747	£98.19	£114.55	£130.92
3 bedrooms	£216,672	£145.97	£170.30	£194.62
4+ bedrooms	£207,158	£247.24	£288.45	£329.66

2.28 Discount Market Sales with a 30% in perpetuity discount are very similar in weekly costs to Shared Ownership with a 30% equity and to median rents. Therefore, from an affordability point of view, Discount Market Sales and Shared Ownership are options for those who can afford to rent.

Income Needed for Other Types of Housing

2.29 Another housing option that could be made available in Lancaster District, thereby increasing the variety of products available, is Build to Rent. Build to Rent is defined by the NPPF Glossary as:

> ***Build to Rent:*** *purpose-built housing that is typically 100% rented out.*
>
> *Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.*
>
> **NPPF 2024 (Glossary)**

2.30 Build to Rent housing tends to be somewhat more expensive than median rents (typically more comparable to upper quartile rents). Occupants tend to be those that can afford these higher rents who are not currently seeking to own a property since the income required to service such rents is typically in excess of that required to get onto the housing ladder through Low-Cost Home Ownership options.

2.31 The National Planning Policy Framework states that affordable housing on Build to Rent schemes should be provided in the form of affordable private rent. The PPG offers a "generally suitable" benchmark that 20% of any given Build to Rent scheme should be provided as affordable rent (maintained in perpetuity). In terms of setting affordable rent levels, national affordable housing policy requires a rent discount of at least 20% for affordable private rent homes relative to local market rents (inclusive of service charges).

2.32 However, the affordability of these affordable Build to Rent options is highly dependent on the rent being discounted. Research by JLL[8] shows that the average Build to Rent option is 9.3% more expensive than the median rent. Therefore, this tends to lead to the affordable Build to Rent options being more expensive than Social Rent and shows that they should be best considered as a form of Discounted Market Rent.

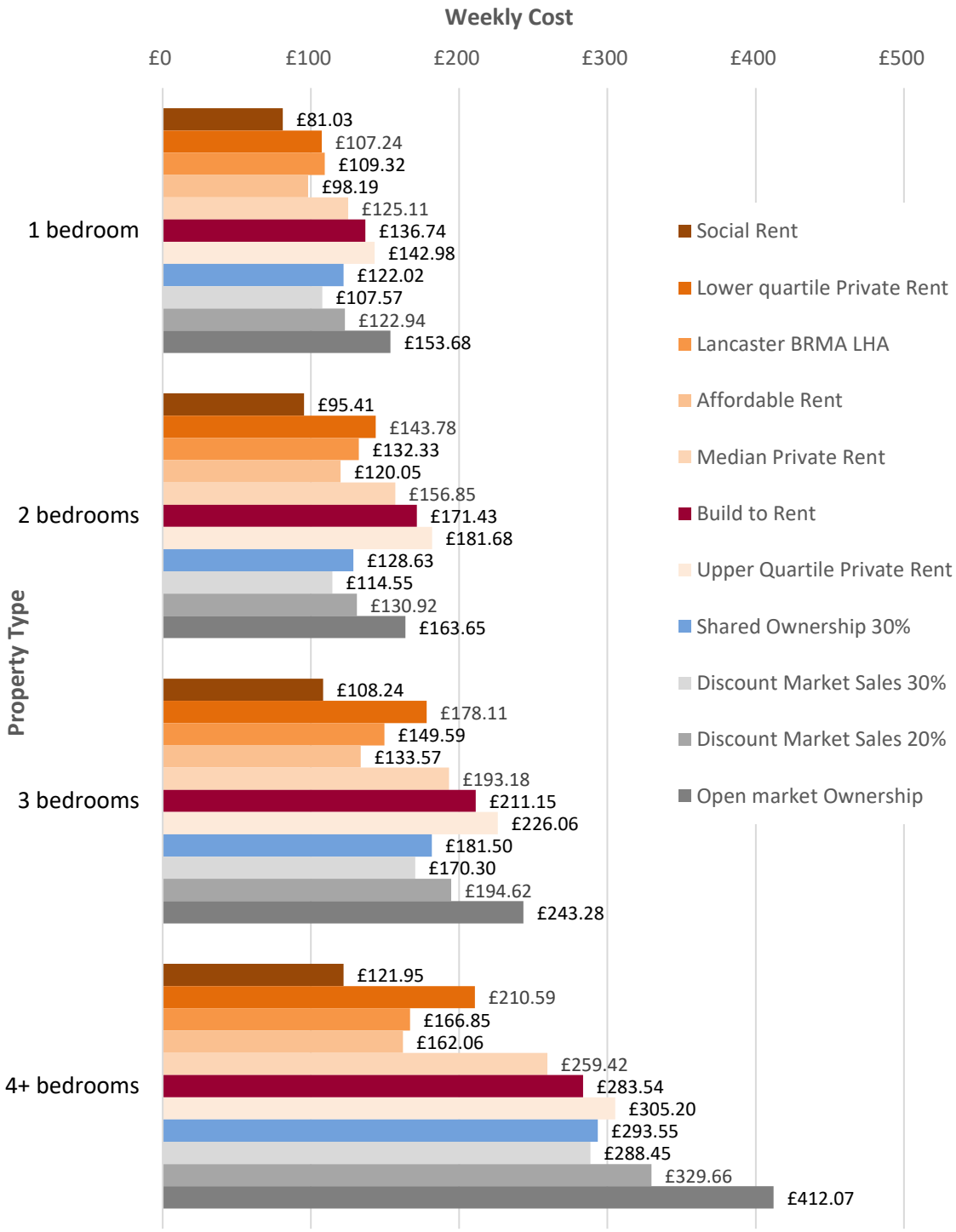
Summary of Housing Costs

2.33 This chapter has considered in some detail the cost of housing depending on tenure type and property size. Figure 12 summarises these costs for each property size, with all costs adjusted to 2024 levels using the most

[8] https://www.jll.co.uk/content/dam/jll-com/documents/pdf/research/emea/uk/jll-residential-insight-build-to-rent.pdf

recent data available. Social Rent is significantly cheaper than any other tenure. Both Shared Ownership and Discount Market Sales are less expensive than renting privately, except for 1 and 3-bedroom properties, where Discount Market Sales 20% is more expensive. However, the only meaningful gaps are for 1-bedroom and 4+-bedroom property sizes, so these are the only property sizes that do represent an alternative for those who can afford to rent.

Figure 12: Comparison of weekly housing costs by property size including any service charges (Source: Valuation Office Agency and Land Registry Price Paid Data)



3. Affordable Housing Need

Identifying households who cannot afford market housing

Introduction

3.1 The definition of affordable housing was changed by the NPPF 2019, with a specific emphasis now being placed on affordable home ownership. This was retained in the NPPF 2024 update and does not explicitly include First Homes. Annex 2 of the Revised NPPF now defines affordable housing as being:

> ***Affordable housing***
>
> *Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)*
>
> **NPPF 2024, Annex 2**

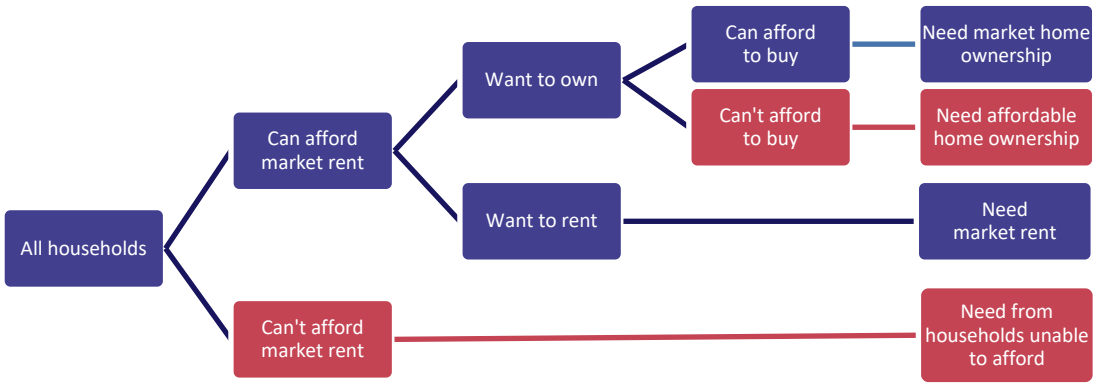
3.2 To reflect this change, paragraphs of PPG were updated in February 2019. These were further updated with a new set of guidance on "*Housing needs of different groups*" published on 22nd July 2019[9], which covered:

- Addressing the need for different types of housing,
- Affordable housing, and
- Rural Housing.

3.3 Further guidance to reflect the need to consider First Homes was then added on May 24th 2021.

3.4 Relevant paragraphs of PPG have also been updated to confirm that the types of households to be considered in housing need should include *"those that cannot afford their own homes, either to rent, or to own, where that is their aspiration"* [PPG ID 2a-020-20190220]. Therefore, the assessment of affordable housing need needs to consider both those who cannot afford to rent ***and*** those households who can afford to rent but would like to buy. In Figure 13, blue indicates the households that can afford the option whilst red indicates the households that cannot afford the option.

Figure 13: Establishing the need for market and affordable housing



[9] https://www.gov.uk/guidance/housing-needs-of-different-groups#affordable-housing

Assessing Affordable Housing Needs

3.5 The PPG identifies that "projections of affordable housing need will need to take into account new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimation of the number of existing households falling into need" (ID 2a-021). **The ORS Model recognises that the proportion of households unable to buy or rent in the market area will not be the same for all types of households, and that this will also differ by age.** Therefore, the appropriate proportion is determined separately for each household type and age group.

3.6 The affordability percentages in Figure 14 are calculated using detailed information from the 2021 Census alongside data published by the Department of Work and Pensions (DWP) regarding housing benefit claimants. For each type of household in each age group, the table identifies the percentage of households unable to afford their housing costs. The calculation is derived from a combination of the proportion of households in each group that either occupy affordable housing currently and those who receive housing benefit to enable them to afford market housing. These are household types by age who have either been deemed to require affordable housing or who receive support with their housing costs in the private rented sector in Lancaster District. This shows a high level of affordable need for lone parents and in single person households.

3.7 The below shows, for each category, the percentage of people who are claiming benefits and are, therefore, unable to afford market housing for each age group. As an example, the data shows that 20% of 25-34 year olds who are in a couple with 1 or more dependent children are unable to afford market housing. However, 85% of lone parent 25-34 year olds with 1 or more dependent children cannot afford market housing. Affordability is much better for couples with no dependent children, whilst lone parents are the household type most likely to be unable to afford market housing costs.

3.8 It should be noted that these figures do not add up to 100% due to the nature of what they are showing. They show the percentage of five different household types who cannot afford market housing across six age cohorts. The data for each household type in each age cohort is not related to any other household type or age cohort.

Figure 14: Assessing affordability by household type and age (Source: Census 2021 and DWP)

Percentage unable to afford market housing	Under 25	25-34	35-44	45-54	55-64	65+
Single person household	12%	8%	24%	31%	28%	28%
Couple family with no dependent children	4%	2%	5%	6%	5%	8%
Couple family with 1 or more dependent children	31%	20%	12%	9%	9%	16%
Lone parent family with 1 or more dependent children	75%	85%	58%	48%	45%	79%
Other household type[10]	6%	15%	23%	19%	17%	15%

Current Unmet Needs of Households Unable to Afford

3.9 Any exploration of housing need in an area must first give consideration to existing unmet needs. Households assumed to be unable to afford housing include:

[10] Other Households can be defined as: "multi-person households including unrelated adults sharing, student households, multi-family households and households of one family and other unrelated adults"

- All households that are currently **homeless**,
- All those currently housed in **temporary accommodation**, and
- People in a **reasonable preference category** on the housing register whose needs have not already been counted.

3.10 Given this context, the model includes the needs of all these households when establishing the need for affordable housing at a base date of 2024. The evidence is predominantly derived from data collected by Lancaster District on homelessness or households otherwise unsuitably housed, but we also consider the needs of households who are overcrowded in both the social and private rented sector.

3.11 The analysis counts the needs of all households living in overcrowded rented housing when establishing the affordable housing need (which could marginally overstate the requirements), but it does not count the needs of owner occupiers living in overcrowded housing. We do not count those in owner occupied housing because they would typically not qualify for affordable housing. Student households are also excluded given that their needs are assumed to be transient.

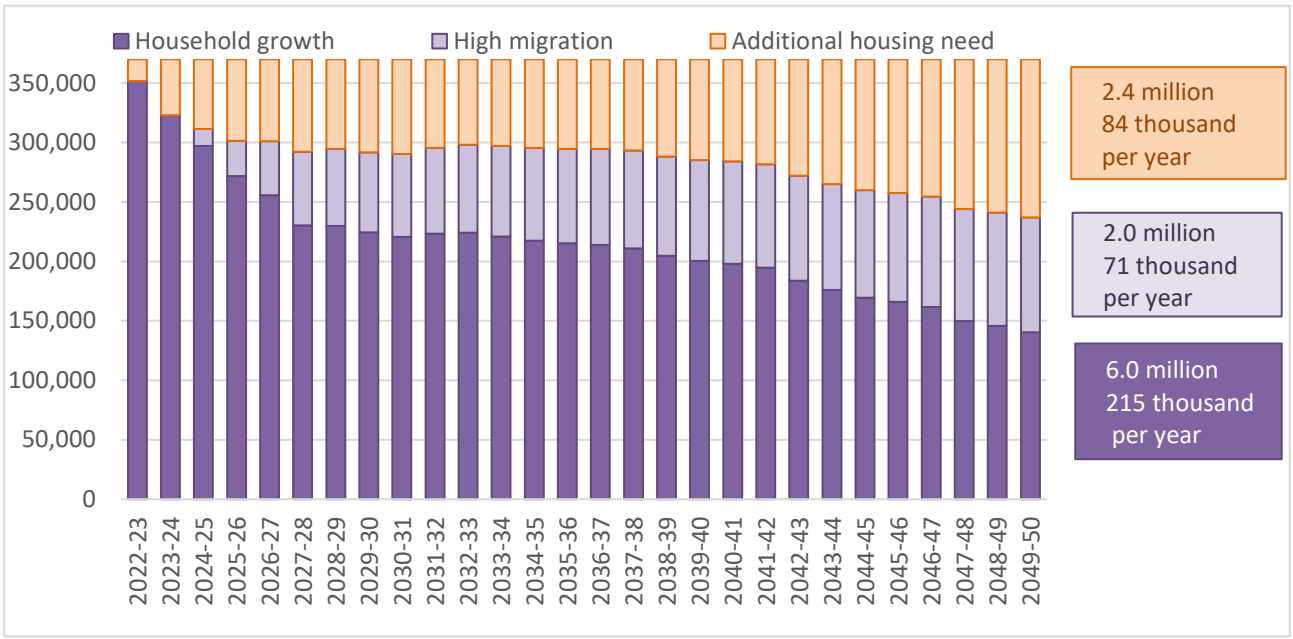
3.12 The analysis does not count people occupying insanitary housing or otherwise living in unsatisfactory housing conditions as a need for additional affordable housing. These dwellings would be unsuitable for any household and enabling one household to move out would simply allow another to move in – so this would not reduce the overall number of households in housing need.

3.13 To consider the importance of concealed households at a national level, the December 2024 standard method provides to a total of just over 370,000 net additional dwellings per annum for England. However, 2022 based national household projection for England shows an average increase of around 215,000 households per annum for the period 2022-2050. Therefore, an additional 155,000 households every year would be required to fill the 370,000 dwellings per annum if they were to be built. If we were to assume that migration does not follow its principal projection trajectory and instead follows its high trajectory, then that would add another 71,000 households per annum, but this assumption would require net migration to England to run close to 500,000 per annum, which is at odds with wider government policy.

3.14 Therefore, the remaining 84,000 households would have to be drawn from higher household formation rates among the existing population. This would be groups like adult children living at home and residents of houses in multiple occupation forming their own separate households.

3.15 Therefore, for the overall target of 625 dwellings per annum for Lancaster District to be consistent with the 370,000 national target, it would require either/both higher international migration and substantially higher local household formation than has been seen in the past.

Figure 15: Population projections 2028-44 by 5-year age cohort for Lancaster District (Source: Office of National Statistics 2022 Based Household Projections for England and ORS Modelling)

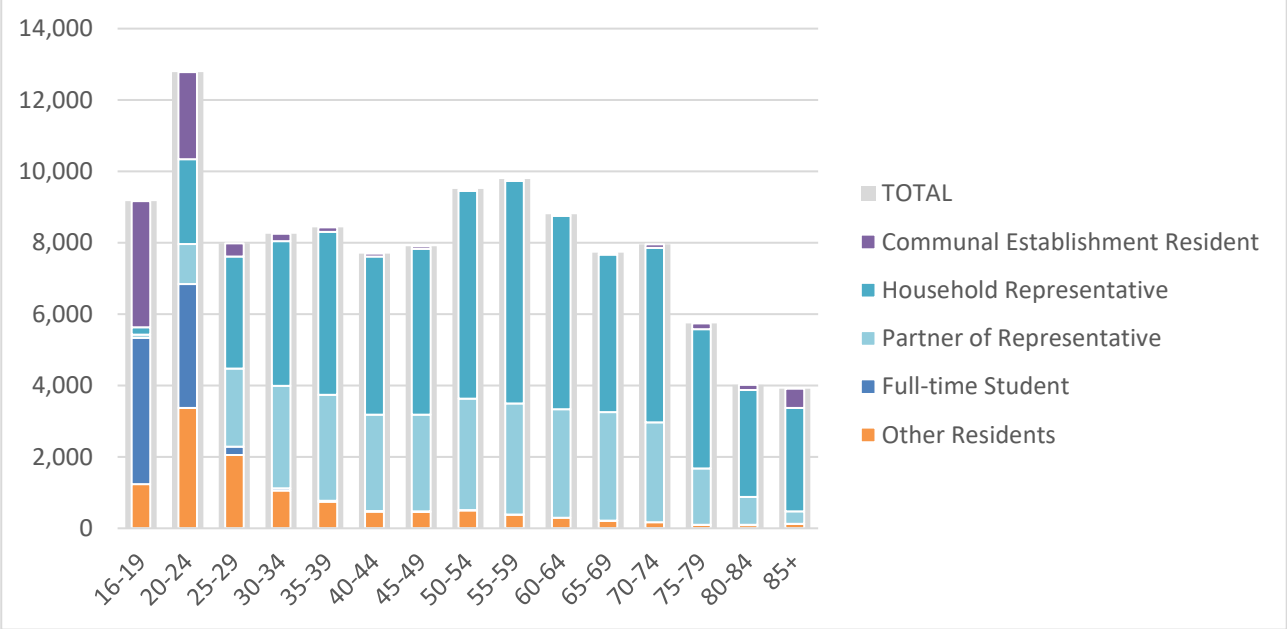


3.16 Within this study, concealed households include all potential households who are currently residing within another household and follow a three-step process:

- Step 1 – uses Census 2021 data to identify anyone living in a household who is not the household representative or their partner and is not in full-time education,
- Step 2 – of the "Other" household members identified, identify those that want to live independently – this is based on rates from English Housing Survey data by age group, and
- Step 3 – of those that who want to live independently where more than one person leave the same household as a group, count only the eldest person, and where they expect to join another person/group, then count the need as half.

3.17 In the case of Lancaster District, Figure 16 shows the household status of the entire adult population in 2021. The vast majority of residents were either the head of a household or the partner of the head of the household. Many more were students in households or residents in communal housing, including purpose-built student housing. Many persons aged 75 years or more were also resident in communal housing such as nursing or residential homes.

Figure 16: Household Status by Age (Source: UK Census of Population 2021)

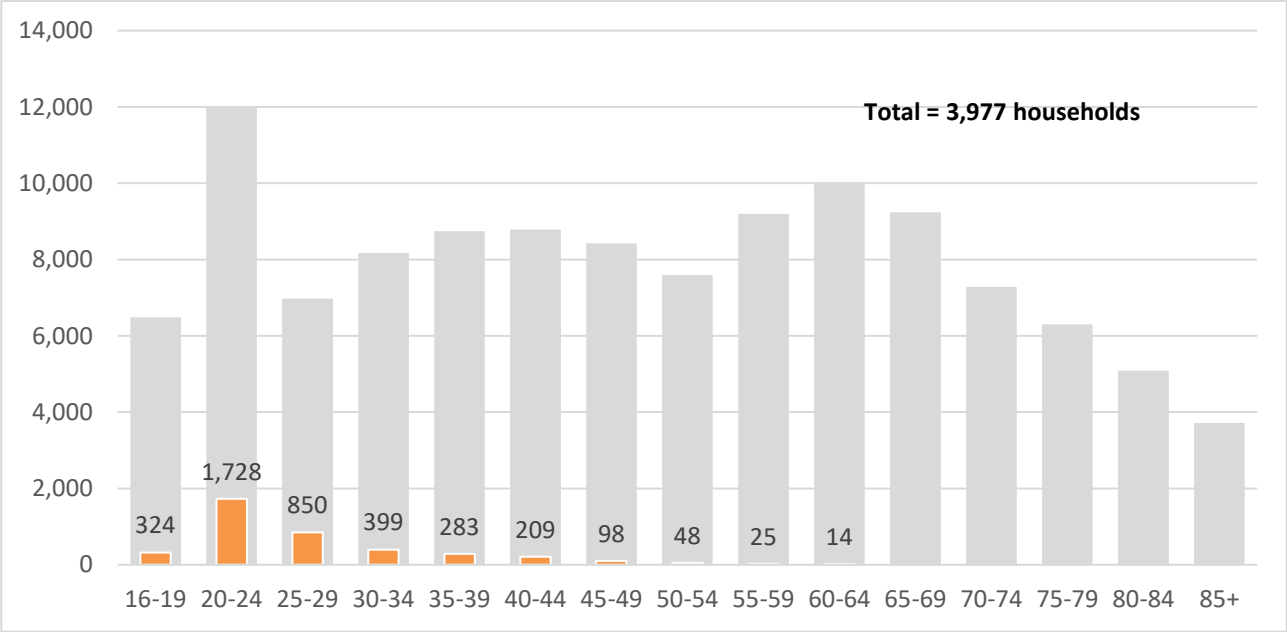


3.18 This leaves the remaining population who are described as 'Other Residents'. In total there were 11,287 such residents in Lancaster District, and they include adult children living at home with their parents, occupants of houses in multiple occupation, live in care providers, and other household residents.

3.19 Not all of these household residents will want to form their own households. We are able to use data from the English Housing Survey to assess how many of these residents would wish to form as separate households but have been unable to do so because of a lack of affordable housing options.

3.20 That gives us a number of potential households for each area in 2021, which is converted to a potential household representative rate, which is then used to establish a number of potential households for the base year. Modelling suggests 3,977 households will require affordable housing. Figure 17 shows these households by age profile. More than half are aged under 25 years, and nearly three quarters are aged under 30 years.

Figure 17: Potential Households in Lancaster District in 2028 (Source: UK Census of Population, EHS and ORS Housing Model)



3.21 Figure 18 sets out the assessment of current unmet affordable housing need for Lancaster District:

Figure 18: Assessing current unmet gross need for affordable housing (Source: ORS Housing Model)

Current unmet need classification	Current status	Affordable Housing Gross Need	Affordable Housing Supply	Affordable Housing Net Need
Homeless households in priority need [Source: CLG P1E returns 2024]	Currently in temporary accommodation in communal establishments (Bed and breakfast or Hostels)	29		29
Homeless households in priority need [Source: CLG P1E returns 2024]	Currently in temporary accommodation in market housing (Private sector leased or Private landlord)	0		0
Homeless households in priority need [Source: CLG P1E returns 2024]	Currently in temporary accommodation in affordable housing (Local Authority or RSL stock)	11	11	0
Homeless households in priority need [Source: CLG P1E returns 2024]	Households accepted as homeless but without temporary accommodation provided	3		3
Concealed households [Source: Census 2001 and 2021]	Number of potential households currently concealed	3,977		3.977
Overcrowding based on the bedroom standard [Source: Census 2021 and English Housing Survey	Households living in overcrowded private rented housing	300		300
Overcrowding based on the bedroom standard [Source: Census 2021 and English Housing Survey	Households living in overcrowded social rented housing	304	304	0
Other households living in unsuitable housing that cannot afford their own home [Source: CLG LAHS]	People who need to move on medical or welfare grounds, including grounds relating to a disability	447	22	425
Other households living in unsuitable housing that cannot afford their own home [Source: CLG LAHS]	People who need to move to a particular locality in Lancaster District, where failure to meet that need would cause hardship	2	0	2
TOTAL	**TOTAL**	**5,073**	**337**	**4,736**

3.22 Based on a detailed review of both the past trends and current estimates, our analysis has concluded that 5,073 households are currently living in unsuitable housing and are unable to afford their own housing. This assessment is based on the criteria set out in the PPG and avoids double counting as far as possible.

3.23 Of these households, 337 currently occupy affordable housing that does not meet the current householders' needs, mainly due to overcrowding. These households all require moving, predominantly to larger properties, and this would also free an affordable home. Providing more suitable housing for these households will enable them to vacate their existing affordable housing property, which can subsequently be allocated to another (smaller) household in need of affordable housing.

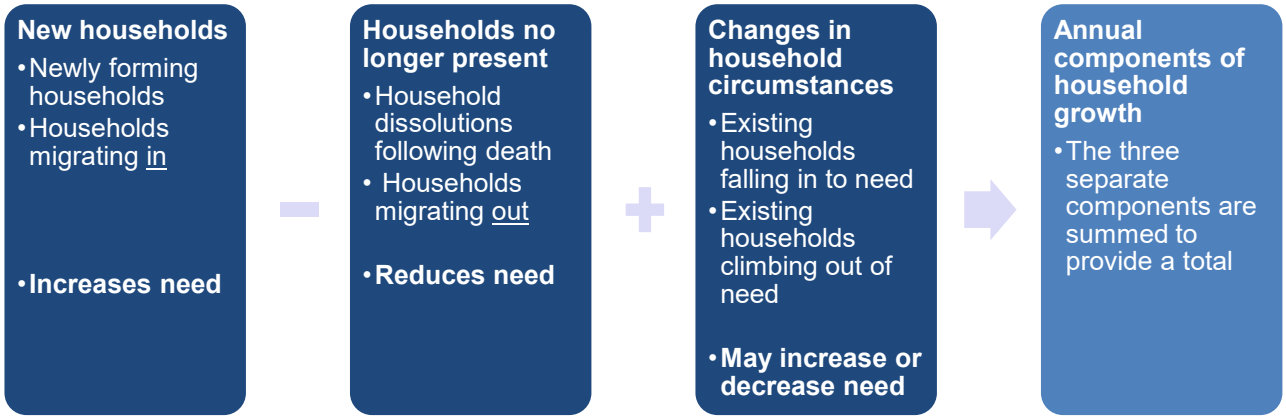
3.24 Therefore, there is a net affordable housing need of 4,736 households (5,078 - 337 = 4,736).

Projected Future Need of Households Unable to Afford

3.25 When considering the number of newly arising households likely to be in affordable housing need, the PPG recommends a *"gross annual estimate"* (ID 2a-021), suggesting that *"the total need for affordable housing should be converted into annual flows"* (ID 2a-024).

3.26 This section analyses and brings together the annual components of household growth as shown in this flowchart:

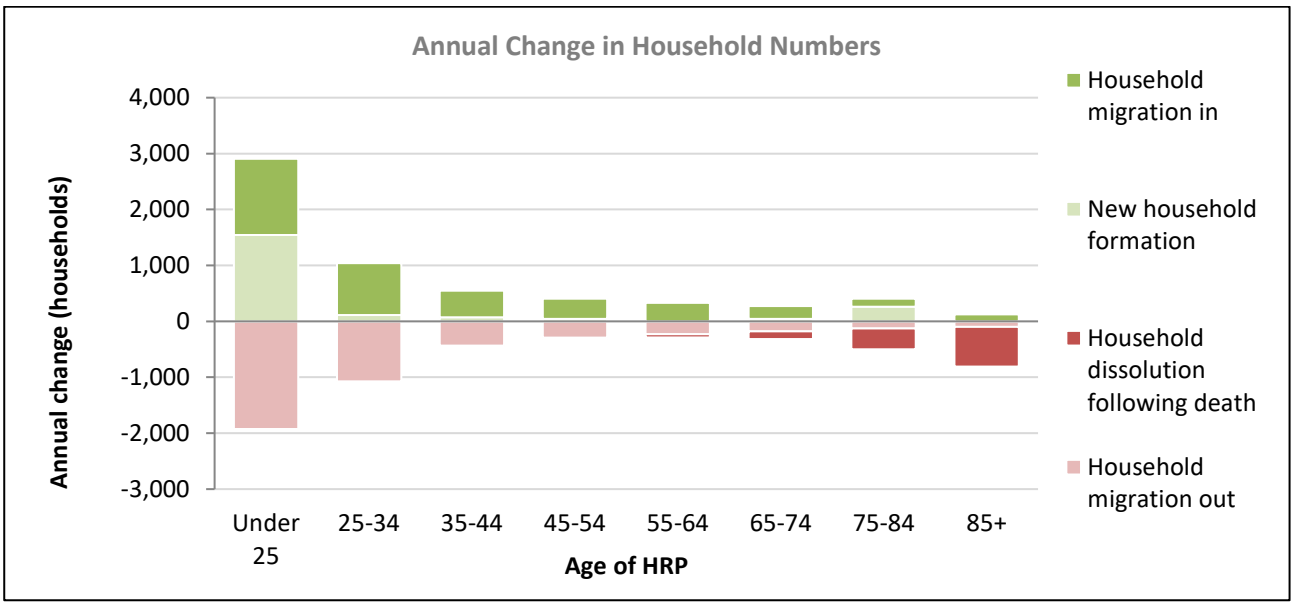
Figure 19: Flow Chart of annual components of growth analysis



3.27 The building blocks for the model are to convert the household projections into their constituent flows, so in- and out-migrant households are distinguished from newly forming and dissolving households. For each household flow, such as in-migrants, we then assess their projected age and household type in 5 year bands. This analysis is undertaken for 15 age groups and 5 household types for 3 five-year period, giving a total of 225 possible combinations of in-migrants by age, household type, and time period. For each of the 225 possible combinations, we then assess how many will require affordable housing based upon their past take-up of affordable housing and their current take-up of the housing benefit component of Universal Credit. This gives a total number of in-migrants who will require affordable housing, and they can then be assigned to property sizes based upon their household type. This process is then repeated for out-migrants, newly forming households, and household dissolution.

3.28 Figure 20 shows the age structure of each of the components of household change. This analysis is based on changes within each age cohort. The data is based upon the population and household projections in the Lancaster District 'Understanding the Housing Requirement' study. However, it has been modified to account for the potential households set out in Figure 17. Comparisons are based on households born in the same year and relate to their age at the end of the period. Therefore, all new households are properly counted rather than only counting the increase in the number of households in each age group. The data shows a high rate of household formation for those aged under 25 years, but these households also have high in- and out-migration rates to Lancaster District. For older age groups, formation and migration is much lower, but household dissolution starts to become higher for those aged 65 and over.

Figure 20: Annual change in household numbers in each age cohort by age of HRP in Lancaster District (Source: ORS Housing Model)



3.29 Together with information on household type, this provides a framework for the model to establish the proportion of households who are unable to afford their housing costs. The following tables look at the impact of different types of households. The percentage of households unable to afford housing are based upon those in receipt of housing benefit by household type and age and those allocated to affordable housing in the past (taking account of double counting). The split between newly forming and migrating households is derived from components of the household projections, which take account of new household formation through natural growth in the population alongside growth due to **all** in- and out-migrating households.

Figure 21: Annual components of Household Growth 2028-44: Newly forming households (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	All households	Households able to afford housing costs	Households unable to afford housing costs	% unable to afford housing costs
Newly forming households	2,089	1,768	321	15%
Households migrating in to the area	3,949	3,244	705	18%
All new households	**6,039**	**5,013**	**1,026**	**17%**

3.30 The ORS Model identifies 2,089 new households projected to form in Lancaster District each year, of which 15% will be unable to afford their housing costs. This amounts to 321 households each year.

3.31 The model also considers new households migrating to the area. As discussed below, households will migrate away from Lancaster District, and this will reduce housing need in the area. However, many households are also projected to migrate to Lancaster District each year, and some will generate a need for affordable housing. The projection is for 3,949 households per annum, of which roughly 18% (705 households) will be unable to afford their housing costs. For clarity, these households cannot afford to meet their own housing costs, and it is not just the case that they cannot afford to purchase a property.

3.32 This results in a total of 1,026 new households in need of affordable housing per annum (Figure 21).

Figure 22: Annual components of Household Growth 2028-44: Households no longer present (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	All households	Households able to afford housing costs	Households unable to afford housing costs	% unable to afford housing costs
Household dissolutions following death	1,320	1,061	258	20%
Households migrating out of the area	4,375	3,605	770	18%
All households no longer present	**5,695**	**4,666**	**1,029**	**18%**

3.33 PPG identifies that "*there will be a current supply of housing stock that can be used to accommodate households in affordable housing need*" and that it is necessary to establish "*the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need*" (ID 2a-022).

3.34 The model identifies that 1,320 households are likely to dissolve following the death of all household members. This is based upon the age profile of households, with deaths being modelled by locally specific mortality rates, with the death of the final household member creating a dissolution. Many of these households will own their homes outright; however, 258 of these are likely to have been unable to afford market housing and will mostly be living in affordable rented housing.

3.35 In addition, some households that are unable to afford housing will migrate away from the area, so their needs should be discounted to ensure consistency with the household projections. The model identifies that 4,375 households will migrate out of the area each year, which is derived from components of the household projections which measures all households migrating in and out of Lancaster District, including 770 households who are unable to afford their housing costs. A proportion of these will vacate rented affordable housing (which will become available for another household), whereas others that have not yet been allocated an affordable home will reduce the number of households waiting. Therefore, the net impact of migration on the housing needs of Lancaster District will reduce need by 65 households per annum. (It should be noted that some may have chosen to stay if housing costs were cheaper or if more affordable housing was available).

3.36 Altogether, there are 1,029 households who will vacate affordable dwellings or will no longer be waiting for a home (Figure 22). Therefore, similar levels of households dissolve or out-migrate from Lancaster District to those who form or migrate into the area, so there is no change to the level of projected future affordable housing need.

3.37 Figure 23 shows the change in the number of households who can afford their housing costs in terms of the number of households falling into need, usually due to their income decreasing, and those climbing out of need, usually due to their income increasing. This is explained more fully below the table and is based on incomes and demographic data.

Figure 23: Annual components of Household Growth 2028-44: Households moving into and out of need (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	All households	Households able to afford housing costs	Households unable to afford housing costs	% unable to afford housing costs
Existing households falling into need	-	-290	290	100%
Existing households climbing out of need	-	229	-229	0%
Change in existing households	**-**	**-62**	**62**	**-**

3.38 PPG also identifies that it is important to estimate *"the number of existing households falling into need"* (ID 2a-021). Whilst established households that continue to live in Lancaster District will not contribute to household growth, changes in household circumstances (such as separating from a partner or the birth of a child) can lead to households who were previously able to afford housing falling into need. The needs of these households are counted by the model, and it is estimated that 290 established households will fall into need in Lancaster District each year.

3.39 This is the change in the number of established households of each type in each age group identified as being unable to afford market housing. The analysis only considers established households, so households that form or dissolve during the period and migrant households are all excluded. Established households are analysed on a cohort basis using 5-year bands and periods. That means that the same households are considered at the start and the end of the period; at the end of the period, they will be 5 years older than at the start of the period. For example, the number of established households aged 30-34 unable to afford market housing at the start of the period is compared with the number aged 35-39 at the end of the period 5 years later. The analysis is undertaken based on a matrix of 15 age groups and 5 household types and repeated for 3 five-year periods. Those sub-groups where the number of established households unable to afford has increased are summed to identify the total falling into need. Those sub-groups where the number has reduced are summed to identify the total climbing out of need. For example, if at the start of a 5-year period, 1,000 households aged 30-34 cannot afford market housing, and at the end of the period, 1,500 households aged 35-39 cannot afford market housing, then the number of households in that cohort have fallen into need.

3.40 However, established households' circumstances can also improve. For example:

- When two single person households join together to form a couple, pooling their resources may enable them to jointly afford their housing costs (even if neither could afford separately), and
- Households also tend to be more likely to afford housing as they get older, so young households forming in the early years of the projection may be able to afford their housing costs later in the projection period.

3.41 Therefore, these improved circumstances can reduce the need for affordable housing over time. The model identifies this by again considering household types by age bands by affordability. This shows that the circumstances of 229 households will improve such that they become able to afford their housing costs having previously being unable to afford.

3.42 Therefore, considering the changing needs of existing households overall, **there is a net increase of 62 existing households needing affordable housing each year**. (Figure 23). We would note that, typically, the number of households falling into and climbing out of need broadly balances in a local authority.

3.43 The following table (Figure 24) summarises the overall impact of:

- New households adding to housing need (Figure 21),
- The households no longer present reducing housing need (Figure 22), and
- The changes in circumstances impacting existing households (Figure 23).

Figure 24: Annual components of Household Growth 2028-44: Summary (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

LANCASTER DISTRICT 2028-44	All households	Households able to afford housing costs	Households unable to afford housing costs
All new households	6,039	5,013	1,026
All households no longer present	5,695	4,666	1,029
Change in existing households	-	-62	62
Future affordable housing need 2028-44 (Annual average)	**344**	**285**	**59**
Future affordable housing need 2028-44 (16 Year change)	**5,504**	**4,560**	**944**

3.44 Overall, reviewing the contribution of each element amounts to an additional 944 households needing affordable housing over the 16-year period 2028-44, or a rate of 59 per annum.

Needs of Households Aspiring to Homeownership

3.45 To consider the need for those who aspire to own but can afford private rents, Figure 25 links together data for the number of households of each type in each age group living in private rented housing and paying their own rent with the aspiration data from the English Housing Survey 2021/22. Figure 25 establishes the number of existing households likely to aspire to home ownership that have not been counted in the affordable housing need.

Figure 25: Households currently living in the Private Rented Sector and paying their own rent that aspire to home ownership (Note: Figures may not sum due to rounding)

Household Type	15-24	25-34	35-44	45-54	55-64	65+	TOTAL
Single person	506	612	390	99	101	9	1718
Couple without children	450	681	184	88	96	40	1540
Families with child(ren)	103	432	343	113	0	0	991
Other households	1596	404	185	105	100	0	2391
Total Volume	**2,655**	**2,129**	**1,103**	**406**	**298**	**49**	**6,640**
Percentage of households	40%	32%	17%	6%	4%	1%	100%

3.46 Based on this analysis, we can estimate that there is a total of around 6,640 households currently resident in Lancaster District who cannot afford to own their own home but would aspire to do so. 72% of these households are aged 15-34, with the substantial majority (89%) aged under 45. There is nothing in the modelling to state that the households need or would want to buy in Lancaster District, just that they are currently renting and want to buy a property. Note that the NPPF specifically talks about housing need but talks of demand when considering affordable to own properties.

3.47 In addition to the current need, it is also important to consider new households that are projected to form over the period 2028-44. Through the same modelling process of combining future household projections with the aspiration data from the English Housing Survey (EHS), we can conclude that it is likely that there would be a further 5,797 households that form over the 16-year period who will be able to afford to pay market rent but unable to afford to own, despite that being their aspiration. **Overall, there are likely to be 12,437 households who aspire to homeownership but cannot afford to buy their own home over the period 2028-44, which is a net annual need of 777 per year.**

3.48 When identifying the need for Affordable Home Ownership (AHO), it is necessary to consider the housing costs for both renting and buying market housing in order to understand the relative incomes required and to establish the appropriate income range for AHO products and the associated purchase costs.

Identifying the Overall Affordable Housing Need

3.49 Figure 26 brings together the information on assessing the unmet need for affordable housing in 2028 from Figure 18 and Figure 24 together with the future need for affordable housing and those aspiring to home ownership arising over the 16-year period 2028-44. It can be noted that this assessment has no regard as to whether or not those aspiring to ownership can access affordable home ownership options. We would also note that there is no double counting between those who cannot afford market rents and those who aspire to own.

3.50 Again, it should be noted that aspiring home ownership hugely inflates need and that it also does not capture if these people want to live in the same area that they rent or that they might be able to buy elsewhere.

Figure 26: Assessing total need for affordable housing in Lancaster District 2028-2044 (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

LANCASTER DISTRICT 2028-44	Affordable Housing Need Households unable to afford	Affordable Housing Need Households aspiring to home ownership	Overall Affordable Housing Need
Current housing need in 2028	4,736	6,640	11,376
Future housing need 2028-44	941	5,797	6,738
TOTAL HOUSING NEED	**5,677**	**12,437**	**18,114**

3.51 On this basis, we can conclude that the potential overall need for affordable housing for Lancaster District would comprise of a total 18,114 households over the 16-year period 2028–2044, which is equivalent to an average of 1,132 per annum. We would note immediately that this does not represent the final need for affordable housing in Lancaster District for the reasons set out below.

3.52 However, it is necessary to consider how affordable need can be addressed within the overall housing need established. It will be important for local authorities to plan for the needs of **all** households unable to afford to rent or own market housing if they are going to avoid the number of housing benefit claimants living in private rented housing increasing alongside increasing the costly use of temporary accommodation. Therefore, for the purpose of establishing the plausibility of low-cost home ownership access, we have assumed a maximum discount of 30% on open market prices for properties. This would be consistent with the First Homes scheme, but it does not need to be restricted to being First Homes and can instead be Discount Market Sales.

3.53 Given this context, Figure 27 identifies those households with income that would be insufficient to afford 70% of newbuild prices at the lower quartile for the local area, those households with savings of less than £5,000, and those households that both have sufficient income and savings to purchase an open market property but choose to rent nonetheless. It should be remembered that, as set out in Figure 12, Discount Market Sales are typically more affordable than Shared Ownership in Lancaster District, but Shared Ownership often requires a lower deposit. This is based on further analysis of the EHS data, which considers the income distribution and savings data for households who rent privately but aspire to homeownership. This data has been updated to reflect current income levels and has been scaled for each local area using indices from the ONS gross disposable household income (GDHI) tables.

3.54 Of the 12,437 households who can afford to rent but who aspire to homeownership, there would be 2,045 that would be able to afford market home ownership but choose not to (but aspire to do so at some point in the future). There would be a further 5,307 households with insufficient income to have a realistic prospect of being able to afford at 70% of open market values (Figure 27). Of the remaining dwellings for households with incomes above the minimum threshold, there would be 3,858 where the household had savings of less than £5,000[11]; therefore, they are unable to afford the assumed deposit (nor the assorted up-front costs) of purchasing a home in the local area.

Figure 27: Affordable homeownership housing mix by household affordability 2028-2044 (Source: ORS Housing Model)

	All households aspiring to home ownership	MINUS properties over the cap limit or where the household can afford market home ownership	Households unable to afford market home ownership	MINUS households unable to afford 70% of newbuild LQ	Households able to afford 70% of newbuild LQ	MINUS households with savings of less than £5,000	Households able to afford 70% of newbuild LQ and have savings of £5,000 or more
1 bedroom	**2,043**	410	**1,633**	838	**795**	541	**254**
2 bedrooms	**5,238**	1,125	**4,114**	1,672	**2,442**	1,941	**501**
3 bedrooms	**4,489**	440	**4,049**	2,275	**1,774**	1,336	**438**
4+ bedrooms	**666**	71	**596**	522	**74**	39	**34**
TOTAL	**12,437**	**2,045**	**10,391**	**5,307**	**5,084**	**3,858**	**1,227**

3.55 On this basis, between 2028 and 2044, 1,227 dwellings are needed for households that aspire to homeownership but cannot afford it who also have at least £5,000 in savings and incomes above the relevant threshold.

3.56 Whilst it will be a policy decision as to how much of the additional need for affordable homeownership from households able to afford market rent should be provided, it would seem appropriate to only plan for the needs of those 1,227 households likely to be able to afford the various products that will potentially be available in addition to the 5,678 households unable to afford to rent or own market housing from Figure 18 and Figure 24. Figure 28 provides a breakdown of the affordable housing on this basis.

[11] £5,000 is a minimum amount required as the seed of saving for a deposit. The modelling is not prescriptive regarding the amount of savings, only that the savings and income should give the household a reasonable chance of being able to buy a property, including the need to save more in many cases.

Figure 28: Overall need for Affordable Housing 2028-44, including aspiring households able to access affordable home ownership, by property size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

LANCASTER DISTRICT	Affordable Housing Need Households unable to afford	Affordable Housing Need Households aspiring to home ownership	Affordable Housing (Households)
1 bedroom	2,066	254	2,320
2 bedrooms	2,756	501	3,257
3 bedrooms	526	438	964
4+ bedrooms	328	34	363
TOTAL HOUSING NEED	**5,677**	**1,227**	**6,904**

3.57 **This study identifies an overall affordable housing need from 6,904 households over the 16-year period 2028-44 (431 per annum).** This includes the needs from all households unable to afford to rent or own market housing and also provides for those households who aspire to homeownership but cannot afford to buy where there is a realistic prospect of those households being able to access an 70% Discount Market Sale property. It is this figure, not the 18,114 set out in Figure 26, which represents the affordable housing need for households in Lancaster District over the period 2028-44.

3.58 However, it is important to recognise that there are many more households who aspire to homeownership who either do not have sufficient savings or sufficient income to realise their aspiration. Many of these households require an intermediate rent or ownership product if they are to be able to move from private rented in Lancaster District, though they may also decide to move to a more affordable area. It is also important to recognise that these figures assume that the number of households in receipt of housing benefit to enable them to afford market housing in the private rented sector does not change.

Affordable Mix

3.59 Within the overall need of 6,997 affordable homes identified, it is possible to further consider the mix of affordable housing products that would be appropriate based on the mix of households needing affordable housing[12]. In order to profile affordability, income data from the English Housing Survey (2012-14) and ONS Survey of Personal Incomes (2014 and 2018) has been combined and modelled to establish the income distribution by household type and age. This excludes any income from housing benefit as the analysis seeks to determine to what extent housing benefit would be needed by households in each group.

3.60 The types of affordable housing that households can afford is influenced by the percentage of income that is assumed to be available to pay rent or mortgage costs. This allows for the cohort that are unable to afford market rents to be disaggregated into those who can afford different affordable housing options. Figure 29 presents the same data as Figure 28 but with those unable to afford disaggregated in this manner. The model looks at households' affordability before housing benefit is added, so households who cannot afford Social Rent are assumed to be able to access housing benefit to assist with their housing costs. The household aspiring to own figure is based upon those who can access a Discount Market Sales property at 70%.

[12] Whilst this section is about need and not supply, nor whether is it feasible to supply sufficient homes to meet the need in any particular LPA. The supply to deliver against the need may be affected by such factors as thresholds for affordable housing on individual sites where, for example, a smaller proportion of affordable housing or none may be required on smaller sites.

3.61 The most striking feature in the data is the overwhelming need for Social Rent. Households in this category are unable to cover their own housing costs in Social Rent and will require support through housing benefit or Universal Credit instead.

Figure 29: Overall need for Affordable Housing 2028-44 (households) disaggregated based on ability to access affordable rents, , by property size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	Cannot afford market rents				Can afford market rents	
	Unable to afford Social Rent	Can afford Social Rent	Can afford Affordable Rent	Can afford Shared Ownership	Affordable Housing Need Households aspiring to home ownership	Affordable Housing (Households)
1 bedroom	1,596	123	126	221	254	**2,320**
2 bedrooms	1,883	165	85	624	501	**3,257**
3 bedrooms	313	32	55	126	438	**964**
4+ bedrooms	179	32	18	99	34	**363**
TOTAL	**3,971**	**352**	**285**	**1,070**	**1,227**	**6,904**

Size and Tenure Mix based Upon Overall Housing Needs

3.62 Within the overall need of 5,677 affordable homes identified for those unable to afford market rents, it is possible to further consider the mix of affordable housing products that would be appropriate based on the mix of households needing affordable housing. In order to profile affordability, income data from the English Housing Survey (2012-14)[13] and the ONS Survey of Personal Incomes (2014 and 2018) has been used and modelled to establish the income distribution by household type and age in Lancaster District.

3.63 Figure 30 provides a breakdown of the supply of 10,000 dwellings between market and affordable housing on this basis. Figure 30 shows the result of applying the vacancy rate for affordable homes to the summary of households in Figure 28. These affordable homes are subtracted from the overall dwelling need calculated above. The size mix for each tenure is derived from a mixture of the household type and past trend. The key driver of size for affordable to rent is the high number of overcrowded households in Lancaster District. **Whilst numerically, there is a high need for all sizes of property, the highest market need is for 2- and 3-bedrooms; around 80% of the overall affordable need is for 1- and 2-bedroom properties.** We would note that the model assumes that any overcrowded households are required to address their need in a larger property. However, there is no mechanism in place to compel smaller households to downsize, so we do not assume that any under-occupying households will move to a smaller property.

3.64 It is important to note that the affordable housing figures quoted are for net delivery. Therefore, if any properties are sold under Right to Buy or lost through demolition, then they require adding to the figures one for one. Similarly, we have not counted any pipeline supply delivery, and any homes brought back into use can be counted against the needs.

[13] This is the most recent data available that allows this analysis

3.65 In terms of affordable home ownership, we have included all households who potentially can afford Discount Market Sales at 70% of the market price and those who can afford private rents but aspire to own and have a realistic prospect of doing so through schemes such as Discount Market Sales or Shared Ownership. This represents 1,320 households from Figure 22, a further 230 households who cannot afford market rents, and an allowance for vacancies.

3.66 The table also contains an allowance to reconcile population and household estimate, which is derived from the way in which institutional population is treated within the household projections. The household projections exclude population in institutional settings and assume that the same ratio of over 75 year olds will be in institutional housing in the future as is currently the case. Therefore, not all people are assumed to be in households. However, the table below encompasses the entire population of the local authority, so it is necessary to reconcile the household projections with the total population and the number of dwellings to be provided. It is important to note that we are not assuming that the equivalent of 243 dwellings in Lancaster District are delivered as Class C2 bedspaces, but instead that the population who are assumed to occupy these dwellings in the population projections are counted at some point in the model.

3.67 The market housing figure contains both market rent and owned occupied dwellings. As noted above, market rent will grow by 5,797 dwellings for those who aspire to own (Figure 26), unless affordability improves, so the market rented sector is likely to grow considerably.

3.68 The overall market need is relatively limited due to the high need for affordable home. Within the overall need are dwelling types such as older person properties, Build to Rent and self and custom build homes.

Figure 30: Overall Dwelling need for Affordable Housing (including households aspiring to home ownership) and Market Housing by property size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	Require Social Rent	Require Affordable Rent	Require Affordable to Own	Total Affordable Housing (Total columns 2-4)	Total Market Housing	Total (Total columns 5-6)
1 bedroom	1,751	129	483	2,362	12	**2,375**
2 bedrooms	2,085	86	1,145	3,317	1,023	**4,340**
3 bedrooms	351	56	575	982	1,521	**2,503**
4+ bedrooms	215	19	136	369	170	**539**
C2 Dwellings	-	-	-	-	243	**243**
TOTAL	**4,401**	**290**	**2,339**	**7,030**	**2,970**	**10,000**
1 bedroom	39.8%	44.4%	20.7%	33.6%	0.4%	23.7%
2 bedrooms	47.4%	29.7%	49.0%	47.2%	34.5%	43.4%
3 bedrooms	8.0%	19.5%	24.6%	14.0%	51.2%	25.0%
4+ bedrooms	4.9%	6.4%	5.8%	5.3%	5.7%	5.4%
C2 Dwellings					8.2%	2.4%

3.69 The most significant finding overall from Figure 30 is that **the need for affordable to rent housing, the vast majority of which will be social housing, is 4,401 dwellings**.

Sensitivity Testing

3.70 As noted earlier in this Chapter, we have assumed that 3,977 households who are currently living within other households in Lancaster District will form over the plan period and that they will require affordable housing. This is to ensure consistency between national housing targets and the household projection, which require up to 150,000 more household a year to form from either international migration or currently hidden households.

3.71 Figure 31 takes an alternative assumption and does not include the 3,977 households as a current backlog of need. Instead, it assumes that the 3,977 households remain as potential households and that the household growth is driven by additional in-migrant households, so 10,000 dwellings are still completed. The reason for the majority of the 3,977 not forming as separate households in the current housing market is because they cannot afford to do so and would require affordable housing. The in-migrant households are much more likely to be able to afford market housing, with Figure 21 showing that only 18% of in-migrants households are unable to afford market housing. Therefore, instead of a need for 7,125 affordable units, the new total would be 3,809.

3.72 However, we wish to stress that the source of the additional in-migrant households is not clear, with almost all other councils in England also requiring additional household formation or migration to match their dwelling targets.

Figure 31: Overall Dwelling Need for Affordable Housing Without the Inclusion of Potential Households (including households aspiring to home ownership) and Market Housing by Property Size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	Require Social Rent	Require Affordable Rent	Require Affordable to Own	Total Affordable Housing (Total columns 2-4)	Total Market Housing	Total (Total columns 5-6)
1 bedroom	381	33	362	776	203	978
2 bedrooms	562	30	586	1,178	1,623	2,801
3 bedrooms	561	111	661	1,332	3,502	4,834
4+ bedrooms	239	22	194	454	660	1,115
C2 Dwellings					271	271
TOTAL	**1,742**	**196**	**1,802**	**3,741**	**6,259**	**10,000**
1 bedroom	3.8%	0.3%	3.6%	7.8%	2.0%	9.8%
2 bedrooms	5.6%	0.3%	5.9%	11.8%	16.2%	28.0%
3 bedrooms	5.6%	1.1%	6.6%	13.3%	35.0%	48.3%
4+ bedrooms	2.4%	0.2%	1.9%	4.5%	6.6%	11.1%
C2 Dwellings					2.7%	2.7%

Policy Implications for Affordable Housing Need

3.73 This document represents a technical analysis for the housing needs of Lancaster District. As noted in the introduction, we do not consider that it should set firm policies for the Council but that it should instead be seen as underwriting the evidence of policies which will be developed. However, we are able to make a series of recommendations.

3.74 The core issue facing Lancaster District is that in Figure 30, the ORS model estimates a need for at least 4,691 (i.e. 4,401 plus 290) affordable to rent dwellings for households unable to afford market housing from an overall total supply of 10,000 over the period 2028-2044. This represents around 47% of the total supply for Lancaster District. Therefore, maximising the delivery of social rented housing should be a priority of the council.

3.75 The overall need for housing also requires setting in the context of other policy objectives. For example, there is the need to meet the needs of older persons, those seeking shared accommodation, students, and those seeking to build their own homes. All of these would contribute to the overall delivery of dwellings in Lancaster District and are considered below.

4. Needs of Different Groups

An exploration of need for target groups

Introduction

4.1 Paragraph 63 of the NPPF requires that local planning authorities consider the needs of a range of groups within the population and `this chapter considers the specific groups in turn. However, the affordable needs of families with children and those who rent their homes have already been considered within earlier chapters and are therefore not repeated.

4.2 This section of the report also outlines the responses from the key stakeholders. Interviews were completed with contacts of commissioning leads for various groups, given by the Council. There were 5 online focus groups with various commissioning leads from areas including: prison leavers, asylum seekers and refugees, homelessness, substance misuse, domestic violence, adults with extra care needs, older person care, all age continuing care, children's care and care leavers.

Housing for Older People

4.3 The UK population is ageing, and people can expect to live longer healthier lives than previous generations, so the older population living in England is forecast to grow significantly over the next 20 years. Given this context, PPG recognises the importance of providing housing for older people. These national trends are also evident across local areas, and the following section considers the evidence for Lancaster District.

4.4 It is important to plan housing that is suitable for this increase in older people within the population, with a key requirement being to predict the type of housing which will best meet their needs. Whilst most will remain living in the same area and many will not move from their current homes, those that do move in their later years are likely to be looking for housing suitable for older people.

4.5 This housing comes in a number of different forms, and the distribution between these different types needs to be explored. In terms of formal definitions and terminology, the following list was developed by Three Dragons for a joint study undertaken with ORS:

- Age Exclusive housing: housing that is age restricted (typically to age 55 and over) and may offer access to the careline service which is available to households living in general needs housing but does not offer warden support or any communal facilities, meals, or bespoke site-specific care packages. Residents in age exclusive housing tend to be younger than residents in sheltered or extra care housing and are less likely to experience a range of frailties or disabilities,
- Sheltered housing: this is also age restricted but will normally have either an onsite or visiting scheme manager or access to a bespoke helpline. There will normally be communal facilities, which may include a café or shop, but there is no bespoke site-specific care package. Scheme residents are typically 75 or over, but the scheme may include some residents aged 65-74,
- Extra Care housing: this is also age restricted, will normally have an onsite scheme manager, and will provide a range of communal facilities. However, residents will also have access to a site-specific bespoke care package, usually including paying for a specified minimum number

of hours of care a week with the option to increase usage if required. The care provider is CQC registered with specific carers allocated to the scheme. Scheme residents are typically 75 or over. Extra care housing can also be known as very sheltered housing, assisted living, enhanced sheltered, or as housing with care,

- Dementia housing: this type of housing is designed to offer specific support to people with midstage dementia who struggle with general needs housing but are not so frail that they need to live in a care home. The scheme layout is dementia friendly and there is normally onsite care and support as well as a range of communal activities and a café. The care provider is CQC registered with specific carers allocated to the scheme,
- Care Homes – non independent accommodation for high care needs (residential and nursing C2). It is not directly considered in this section but was factored into the household projections;
- Accessible housing - housing which is, or can be, adapted for use by someone with a limiting health condition or by someone who is a wheelchair user. This is considered below in a separate section of this report, and they typically meet the highest share of the overall needs of older persons.

4.6 In terms of modelling need, we firstly consider the need for sheltered housing, extra care, and care homes, which are all modelled on the need for those age 75 years and older. We will then return age exclusive housing.

Older People in Lancaster District

4.7 The 2021 Census identified a total of 28,365 persons aged 65 or over resident in the local authority area at that time (Figure 32). This included 12,836 persons aged 75 or over. Most residents were living in households, but 835 were recorded as living in communal establishments (mainly residential care or nursing care). There was a total of 19,116 household representatives aged 65 or over, of which around 50% lived as single person households.

Figure 32: Resident population and living arrangements of population aged 65+ living in Lancaster District by age and population aged 75+ (Source: 2021 Census)

	Aged 65-74	Aged 75-84	Aged 85+	Total Aged 65+	Total Aged 75+
RESIDENT POPULATION					
Household population	15,529	9,454	3,382	28,365	12,836
Communal Establishment population	150	303	532	985	835
Total Resident Population	**15,679**	**9,757**	**3,914**	**29,350**	**13,671**
HOUSEHOLD POPULATION					
Living as a single person household	3,880	3,409	1,954	**9,243**	5,363
Living in a couple household	3,913	592	100	**4,605**	692
Living in other types of household	7,736	5,453	1,328	**14,517**	6,781
Total Household Population	**15,529**	**9,454**	**3,382**	**28,365**	**12,836**
HOUSEHOLD REPRESENTATIVES					
Single person household representative	3,880	3,409	1,954	9,243	5,363
Couple household representative	4,824	3,109	782	8,715	3,891
Other household representative	607	381	170	1,158	551
Total Household Representatives	**9,311**	**6,899**	**2,906**	**19,116**	**9,805**

4.8 Figure 33 identifies the type of dwellings occupied by households aged 75 or over based on 2021 Census data. Around 8,200 households were owner occupiers (83.6%), 724 rented privately (7.4%), and 884 lived in social rented homes (9%). Around 43% of owner occupiers aged 75 or over had three-bedrooms, and a further 14.3% had four-bedrooms or more. In contrast, only 13.7% of those in social rented accommodation had three-bedrooms or more, with 62.9% living in a single-bedroom property.

4.9 The Census does not provide details about specialist older person housing, but information about this stock is maintained by the Elderly Accommodation Counsel (EAC).[14] Based on estimates for Lancaster District, there is a stock of 1,152 rented units (typically managed by Registered Social Landlords), there are zero units which are privately rented and 445 units which are owned. In our modelling, we have used Housing with Support to reflect the range of sheltered and supported living schemes available and Housing with Care to reflect extra-care and other enhanced care schemes.

14 http://www.housingcare.org/downloads/eac%20stats%20on%20housing%20for%20older%20people%20March%202015.pdf
The EAC data is based on the following definition: *"a group of dwellings intended for older people and served by a resident or non-resident warden/scheme manager with specific responsibility for the group"*. This includes Extra Care, assisted living, and other forms of 'housing with care' but other forms of specialist older person housing may not be included within this definition.

Figure 33: Existing dwelling stock in Lancaster District occupied by households aged 75+ (Source: 2021 Census; Specialist Housing Person Housing based on data published by EAC for 2025)

Lancaster District	Owner occupied	Private rent	Social rent	TOTAL
DWELLINGS OCCUPIED BY HOUSEHOLDS AGED 75+				
1 bedroom	426	173	556	1,155
2 bedrooms	3,091	371	185	3,647
3 bedrooms	3,509	151	121	3,781
4 or more bedrooms	1,172	29	22	1,223
Total Households	**8,198**	**724**	**884**	**9,806**
SPECIALIST OLDER PERSON HOUSING UNITS				
Housing with Support	383	0	1,060	1,443
Housing with Care	62	0	92	154
Total Specialist Older Person Housing Units	**445**	**0**	**1,152**	**1,597**

4.10 It is notable that the number of rented units (1,152 homes) forms more than the number of households aged 75 or over living in one- and two-bedroom social rented housing at the time of the Census (741 households).

Identifying the Need for Specialist Older Person Housing

4.11 The Housing Learning and Improvement Network (LIN) has published a number of different online toolkits that provide standardised rates for estimating the demand for specialist older person housing products. These have been based on applying prevalence rates per 1,000 people aged 75 or over.[15, 16] A further baseline model has been developed by Sheffield Hallam University Centre for Regional Economic and Social Research (CRESR).[17]

4.12 These rates provide a useful framework for understanding the potential demand for different forms of older person housing, but there is limited detail about the derivation of the figures published by the Housing LIN.

4.13 The More Choice, Greater Voice toolkit recognises that the suggested framework simply:

> *"…represents an attempt to quantify matters with explicit numerical ratios and targets. It is contentious, but deliberately so, in challenging those who must develop local strategies to draw all the strands together in a way that quantifies their intentions."* (page 44)

4.14 Similarly, the SHOP resource pack acknowledged that the framework simply provides a baseline, which extrapolates *"…crude estimates of future demand from existing data"* (page 36), and the 2016 Review acknowledged that the Housing in Later Life report had *"suggested a large increase in leasehold housing for older people which were not substantiated at the time"* (page 4).

[15] http://www.housinglin.org.uk/_library/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf
[16] http://www.housinglin.org.uk/_library/Resources/Housing/SHOP/SHOPResourcePack.pdf
[17] https://www.shu.ac.uk/centre-regional-economic-social-research/projects/all-projects/older-peoples-housing-care-and-support-needs-in-greater-cambridge-2017-2036

4.15 In contrast, the baseline rates for the CRESR model were established based on:

> *"the level and composition of supply of age-exclusive housing, specialist housing, and care beds across the 100 English local authorities with the highest overall provision of each broad type of older person housing per 1,000 older people (aged 75 years or older)."* (page 26)

Reviewing the Existing Stock of Specialist Older Person Housing

4.16 As previously noted, the 2021 Census identified a total of 13,671 persons aged 75 or over resident in Lancaster District at that time (Figure 32), and data published by the Elderly Accommodation Counsel (EAC) identifies that there is an overall stock of 1,597 specialist older person housing units across the area (Figure 33). On this basis, we can determine that the current provision of stock in the area equates to 99 dwellings per 1000 persons aged 75 or over when the population age profile is updated to 2024.

4.17 Figure 34 compares the rates for the different types of specialist housing for sale and rent with the suggested target benchmark rates from the Housing LIN Review and the baseline rates from the CRESR Model.

Figure 34: Existing Specialist Older Person Housing for Lancaster District

Form of Provision	Existing Supply			Housing LIN 2016 Review		CRESR Model	
	Number of dwellings	Percentage	Rate per 1000 persons aged 75+	Benchmark rates	Supply-Demand balance	Benchmark rates	Supply-Demand balance
Housing with Support	**1,443**	**-**	**90**	**100.0**	**-10**	**153.2**	**-63**
Owned	383	27%	24	33.0	-9	47.5	-24
Rented	1,060	73%	66	67.0	-1	105.7	-40
Housing with Care	**154**	**-**	**10**	**35.0**	**-25**	**19.5**	**-10**
Owned	62	40%	4	17.5	-14	5.7	-2
Rented	92	60%	6	17.5	-12	13.8	-8
TOTAL	**1,597**	**-**	**99**	**135**	**-36**	**172.7**	**-73**
Owned	445	28%	28	50.5	-23	53.1	-25
Rented	1152	72%	72	84.5	-13	119.6	-48

4.18 Figure 33 previously established that the existing owner-occupied stock of specialist older person housing represented around 26% of owner occupiers aged 75 or over living in the area. Nevertheless, the CRESR Model identifies that the current rate [28 (24 for housing with support and 4 for housing with care) per 1000] is lower than the average for the 100 English local authorities with most provision based on actual stock (53 per 1000). The current rate is also lower than the benchmark from the Housing LIN Review (51 per 1000).

4.19 Regarding specialist older person housing for rent, it was previously noted in Figure 33 that the existing stock there had a vast majority of the households aged 75 or over living in one- and two-bedroom social rented housing at the time of the Census. Therefore, it is not surprising that the current rate (79 per 1000) is close to the Housing LIN benchmark (84 per 1000), suggesting that there is sufficient rented stock in Lancaster District.

4.20 When considering the different types of specialist older person rented housing, it is apparent that the benchmark rates of Housing with Care (35 per 1000) are higher than the existing stock (17 per 1000), as is the case with Housing with Support (100 per 1,000 benchmark and 90 per 1,000 current).

Establishing the Future Need for Specialist Older Person Housing

4.21 The population projections underlying the Local Housing Need figure for Lancaster District show a substantial increase in the older population over the period 2028-44, with an additional 6,170 persons and 4,425 households resident in the local area. The figures are slightly different from those set out from the Census 2021 because the population modelling used in the HNA relates to 2028, not the Census population.

Figure 35: Projected population aged 75+ (Source: HNA modelling, ORS)

	Total population 2028	Total population 2044	16-year change 2028-2044
RESIDENT POPULATION			
Household population	15,106	20,831	+5,725
Communal Establishment population	968	1,413	+445
Total Resident Population	**16,074**	**22,244**	**+6,170**
HOUSEHOLD POPULATION			
Living as a single person household	6,187	7,883	+1,695
Living in a couple or another type of household	8,919	12,948	+4,030
Total Household Population	**15,106**	**20,831**	**+5,725**
HOUSEHOLD REPRESENTATIVES			
Single person household representative	6,187	7,883	+1,695
Couple household representative	4,562	7,070	+2,507
Other household representative	642	864	+222
Total Household Representatives	**11,391**	**15,816**	**+4,425**

4.22 The household projections assume that the population aged 75 or over living in communal establishments will remain constant as a proportion for each 5-year age group based on the rates identified by the 2021 Census. On this basis, it is projected that an additional 445 residents will need bedspaces to be provided in residential or nursing care homes in Lancaster District over the 16-year period 2028-44. This is the Use Class C2 figure for Lancaster District within the population and household projections. However, as a policy response, a different level of provision may be delivered to better reflect changing demand for Class C2 bedspaces, which has been falling over time.

4.23 Figure 36 considers the need for specialist older person housing for older households in Lancaster District over the 16-year period 2028-44. This uses the baseline rates previously established based on existing supply (Figure 34) and considers appropriate target rates, taking account of the range of different benchmarks identified by the toolkits.

- The target rates are based on the higher of the existing rate and the average of (i) the baseline rate for the local authority or (ii) the mid-point of the benchmark range, with the exception of the affordable rates from the CRESR model, which appear to be too high,
- Based on the identified target rates, the projected number of residents aged 75 or over at the end of the 16-year period in 2044 (Figure 35) is used to establish the overall gross need, and
- The existing supply is then offset to identify the housing need for the 16-year period 2028-44.

4.24 On this basis, there would be a need to provide an additional 858 specialist older person housing units in Lancaster District (which is equivalent to an average of 54 dwellings per year), of which 55% would need to be provided as affordable housing. The identified need for market older persons housing in Lancaster District is 383 units, which would bring the provision rate up to a relatively low level compared to provision elsewhere in England, but this is starting from a low current supply, and viability factors may limit the provision. The need for specialist Use Class C3 older person housing represents 8.6% of the overall dwelling target for Lancaster District.

4.25 We would note that the need for market older person accommodation is higher than the overall need for one bedroom market housing. The low need for market one-bedroom properties is partly due to the high need for one-bedroom affordable properties, which would release more market stock, whilst many older persons properties in the market are likely to have two-bedrooms.

Figure 36: Modelled Need for Specialist Older Person Housing in Lancaster District 2028-2044

Form of Provision	Existing supply	Baseline rate per 1000 persons aged 75+	Benchmark range per 1000 persons aged 75+	Target rate per 1000 persons aged 75+	Gross need in 2044	Housing need 2028-2044
Market Housing	**445**	**28**	-	**40**	**828**	**383**
Housing with Care	62	4	6-18	8	161	99
Housing with Support	383	24	33-47	32	667	284
Affordable Housing	**1,152**	**72**	-	**78**	**1,627**	**475**
Housing with Care	92	6	17.5	12	242	150
Housing with Support	1,060	66	67	66	1,385	325
TOTAL	**1,597**	**99**	**-**	**118**	**2,455**	**858**
Housing with Care	*154*	*10*	-	*20*	*403*	*249*
Housing with Support	*1,443*	*90*	-	*98*	*2,052*	*609*

4.26 This analysis assumes a continuation of current types of housing although it is unclear if older people will aspire to these types of specialist housing in the future. Some types of specialist housing are already experiencing lower demand, and other, newer types of provision may appear to meet changing aspirations in the future. The policy aim of supporting people at home for longer along with assistive technology could also reduce or alter demand. However, it will form part of the mix whilst aligning with other needs and land pressures.

4.27 Feedback from stakeholders is that Lancaster District is currently looking to update their extra care strategy, which will include extra care housing for older people. There is a commitment for all the district councils in Lancashire to have at least one scheme which is 100% affordable housing by 2025. The figures for Lancaster District and Morecambe show a demand for 480 extra care homes by 2039. This is being met through the building of a new extra care facility which will be completed by 2026.

4.28 Older people who have more complex needs, including mental health issues, often face challenges when it comes to accommodation due to the providers not being able to cater to these specific needs.

4.29 Concerns were raised regarding the length of time it takes for extra care applications and decisions to be processed for older people. These delays can often lead to extended hospitals stays as there are people waiting to access extra care packages and accommodation.

4.30 There were issues discussed about discharging people who require dementia care. The concern is around the lack of facilities that are located close to Lancaster District as the facilities are often at capacity, leaving people to relocate to further locations. Additionally, moving patients to facilities further from the district can cause pressure on other services, such as local GPs.

Age Exclusive Housing

4.31 As noted in the previous section, Age Exclusive housing is age restricted (typically to age 55 and over) and does not offer warden support or any communal facilities, meals, or bespoke site-specific care packages. Residents in age exclusive housing tend to be younger than residents in sheltered or extra care housing and are less likely to experience a range of frailties or disabilities.

4.32 In practice, age exclusive housing is part of the general housing need stock with a restriction on the age of the occupier. Data from the Lancaster District 'Understanding the Housing Requirement' study shows that by 2044, there will be around 12,300 single persons or couples with no children households in Lancaster District aged 55-74 years. Therefore, the potential scale of need from this group is high, but the vast majority will not be seeking age exclusive housing.

4.33 In December 2024, MHCLG published the results of a large-scale survey of older persons conducted on their behalf by Ipsos Mori[18]. 54% of respondents thought it most likely that they would remain in their current home, and many thought that they would require other forms of older person housing. 7% of all respondents expected to move to age restricted sheltered/retirement housing, but amongst whose would be households seeking housing with support. This includes 5% who were aged 50-64 years.

4.34 Many would also prefer to move to a range of different housing options. 12% of all respondents (10% for those aged 50-64 years and 13% for those age 65-74 years) reported that moving to a property with an age threshold would be more likely to encourage them to move. Therefore, age exclusive housing does appeal to older persons, but this 12% would overlap with those seeking housing with support and housing with care.

4.35 The modelling in Figure 36 sets out a need for 609 dwellings for housing with support for those aged 75 years or older. If we take the 5% of households aged 50-64 years who are expecting to move to sheltered/retirement housing as an absolute maximum, this will require a supply of around 600 age restricted properties across affordable and market housing in Lancaster District in 2044. However, this figure is likely to represent the upper limit of demand, with many of the households seeking housing with support. Many of these properties could be single floor dwellings such as bungalows and can be 2- or 3-bedrooms, meaning that they are not restricted.

[18] Housing Preferences for Older People Survey | Ipsos

Accessible and Adaptable Housing

4.36 The Government's reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible. This was reflected in the changes to building regulations relating to adaptations and wheelchair accessible homes which were published in the Building Regulations 2010 Approved Document Part M: Access to and use of buildings (2015 edition incorporating 2016 amendments – for use in England).[19]

4.37 Three standards are covered:

- M4(1) Category 1: Visitable dwellings – Mandatory, broadly about accessibility to ALL properties,
- M4(2) Category 2: Accessible and adaptable dwellings – Optional, similar to Lifetime Homes, and
- M4(3) Category 3: Wheelchair user dwellings – Optional, equivalent to wheelchair accessible standard.

4.38 In terms of new developments, Part M states that: *"Where no condition is imposed, dwellings only need to meet requirements M4(1)"* (Paragraph 0.3). Local authorities should identify the proportion of dwellings in new developments that should comply with the requirements for M4(2) Category 2 and M4(3) Category 3 as part of the Lancaster District Plan based on the likely future need for housing for older and disabled people (including wheelchair user dwellings) and taking account of the overall impact on viability.

4.39 Lancaster has its own Home Improvement Agency[20] which is dedicated to assisting vulnerable residents in maintaining independence in their own homes through home visits and adaptation. Whilst this agency helps many households in Lancaster, the aim of this section is to consider all needs, including those who have not interacted with the Council. Therefore, for this section, we have considered existing propensity rates for people who have had their housing needs affected by health problems in order to consider the need for adapted homes.

[19] https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m
[20] Lancaster Home Improvement Agency - Home Improvement Agency - Home Improvement Agency

Assessing need for M4(2) Category 2: Accessible and adaptable dwellings

4.40 In establishing the need for M4(2) Category 2 housing, it is important to consider the population projections and health demographics of the area.

4.41 The ORS model uses the national English Housing Survey together with data about relative levels of limiting long-term illness and disability in Lancaster District in order to estimate the number of households likely to require adaptations or the number of households needing to move to a more suitable home.

Figure 37: Households with a long-term illness or disability in Lancaster District in 2028 by effect on housing need (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

LANCASTER DISTRICT	TOTAL
Households with one or more persons with a limiting long-term illness or disability	22,686
Does not affect their housing need	16,364
Current home suitable for needs	5,153
Current home requires adaptation	581
Need to move to a more suitable home	588
Total households where a limiting long-term illness or disability affects their housing need:	**6,322**

4.42 The model (Figure 37) identifies that there will be 22,686 households living in Lancaster District in 2028 with one or more persons with a limiting long-term illness or disability. In 16,364 of these households, this does not affect their housing need, but in 6,322 households, an illness or disability does impact their housing need.

4.43 Amongst those households where it does affect housing needs, 5,153 households are already living in a suitable home. This leaves 581 households needing adaptations to their current home and 588 households needing to move to a more suitable home. These households needing to move represent an existing **unmet need** for M4(2) housing, and some may actually be wheelchair users needing M4(3) housing.

4.44 Based on household projections and the overall dwelling-led housing need, we can establish the future need for adapted housing based on the projected household growth and the changing demographics of the area. Figure 38 shows our calculation that there will be an additional 6,602 households either needing adaptations to their existing housing or needing suitable new housing to be provided by the end of the period in question.

4.45 To provide M4(2) housing for all of the identified need would require housing for up to 7,190 households to be provided. However, not all households will want to move to new housing – some will adapt their current homes, and others will move to another dwelling which can be adapted to the standard required.

4.46 Although some households would prefer to not move, the EHS identifies that many existing homes are not suitable for adaptation to meet the M4(1) Category 1 standard, and others would require major works; therefore, these households would require moving in order to meet their housing needs. Still, fewer dwellings would be adaptable to the M4(2) Category 2 standard given the additional requirements. Based on the housing mix in Lancaster District in combination with this EHS data, a robust estimate of the number of dwellings that could be converted to meet the M4(1) standard can be derived.

4.47 This provides a reasonable upper estimate of the number of households who are likely able to adapt their existing home rather than needing to move to new housing. We note that any affordable home ownership properties will be counted in the private sector figures as they are counted under home ownership. On this basis, we can calculate the need for adapted housing which could not be met by adaptation of existing homes; these households should be added to the households identified as needing to move at the start of the period

(Figure 38). This figure clearly has a significant overlap with the need for older persons dwellings set out in the preceding section of this report. Therefore, there is a need for a high number of homes which can be used to accommodate people as their health deteriorates.

Figure 38: Households with a long-term illness or disability in Lancaster District by effect on housing need (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

LANCASTER DISTRICT	Affordable	% of Total Affordable Rent	Private Sector	% of Total Private Sector	TOTAL	% of Total LHN (Figure 50)
Existing need in 2028						
Households where an existing illness or disability affects their housing need and need to move in 2028	266		322		588	-
Projected future need 2028-44						
Additional households in 2044 where illness or disability affects their housing need or will develop within 10 years	2,697	-	3,906	-	6,602	-
Maximum need for adapted housing 2028-44 (households)	**2,962**	**42%**	**4,228**	**160%**	**7,190**	**75%**
Less households living in dwellings adaptable to M4(1) standard	1,571		2,276		3,847	
Minimum need for adapted housing 2028-44 (households)	**1,391**	**20%**	**1,952**	**74%**	**3,344**	**35%**

4.48 Therefore, the need for adapted housing 2028-44 can be expressed as a range between 3,344 and 7,190 dwellings (between 209 and 449 dwellings per annum). There is inevitably uncertainty about how many households will be able to meet their housing needs without moving and how many will move to existing homes rather than new housing.

4.49 Given the number of households likely to need to move due to a limiting long-term illness or disability affecting housing need (a significant proportion when compared to the LHN: see Figure 38), the evidence supports consideration of a high proportion of affordable homes being built to at least M4(2) standards.

4.50 It is important to recognise that the range presented in Figure 38 represents the combined need for both M4(2) Category 2 and M4(3) Category 3 housing as households with a wheelchair user would be included within those households counted as having a health problem or disability that affects their housing need.

It should be noted that the Government have stated in their response to the September 2020 consultation on raising accessibility standards of new homes: "Raising accessibility standards for new homes: summary of consultation responses and government response"[21] that their intent is to change the building regulations so that M4(2) is the default minimum standard for new homes. M4(1) will apply by exception only:

[21] Raising accessibility standards for new homes: summary of consultation responses and government response – updated July 2022: https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes/outcome/raising-accessibility-standards-for-new-homes-summary-of-consultation-responses-and-government-response#government-response

> *73. Government proposes that the most appropriate way forward is to mandate the current M4(2) (Category 2: Accessible and adaptable dwellings) requirement in Building Regulations as a minimum standard for all new homes – option 2 in the consultation. M4(1) will apply by exception only, where M4(2) is impractical and unachievable (as detailed below). Subject to a further consultation on the draft technical details, we will implement this change in due course with a change to building regulations.*
>
> **Raising accessibility standards for new homes: summary of consultation responses and government response**

4.51 The timescale for this proposed change has not yet been released, with no response from the new Government on this issue. Therefore, it is currently not appropriate to assume that all properties must be delivered to M4(2) standard until further policy clarifications are issued.

Housing for Wheelchair Users

4.52 The overall need calculated in the previous section represents the combined need for both M4(2) Category 2 and M4(3) Category 3 housing. Households with a wheelchair user are included within the definition of households who have a health problem or disability that affects their housing need.

4.53 Building Regulations for M4(3) Category 3: Wheelchair user dwellings states that reasonable provision should be made for people to gain access to and to use the facilities of the dwelling and that:

> *"The provision made must be sufficient to-*
>
> *(a) allow simple adaptation of the dwelling to meet the needs of occupants who use wheelchairs, or;*
>
> *(b) to meet the needs of occupants who use wheelchairs."*
>
> **Access to and use of buildings: Approved Document M - Page 23**

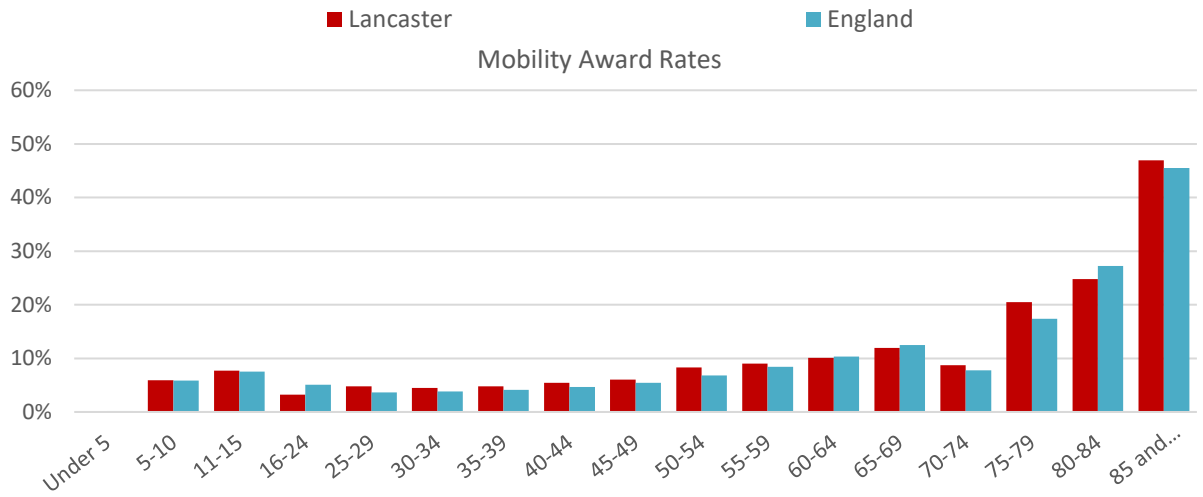
4.54 In establishing the need for M4(3) Category 3 housing, it is again important to consider the LHN dwelling-led population projections and health demographics of the area, but with specific reference to households with wheelchair users.

4.55 The MHCLG guide to available disability data[22] referenced by PPG [ID 56-007-20150327] shows that around one in thirty households in England (3.3%) currently have at least one wheelchair user, although the rate is notably higher for households living in affordable housing (7.1%).

4.56 To gain a better understanding of the local data, Figure 39 compares the proportion of disability benefit claimants in receipt of mobility award (the majority of whom will be wheelchair users) for Lancaster District against the figures for England.

[22] https://www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data

Figure 39: Disability benefit claimants in receipt of mobility award by age in Lancaster District and England (Source: DWP 2024)



4.57 Through combining the information on local rates with the national data, we can establish the proportion of households in Lancaster District likely to have a wheelchair user by the age of the household representative in market housing and affordable housing (Figure 40):

Figure 40: Percentage of households with a wheelchair user in Lancaster District, by type of housing and age of household representative (Source: EHS, DWP)

AGE OF HOUSEHOLD REPRESENTATIVE	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+
Market housing	< 0.1%	0.4%	1.0%	1.7%	3.4%	4.6%	7.8%	16.8%
Affordable housing	0.3%	2.0%	3.1%	6.4%	6.7%	11.3%	15.9%	35.3%

4.58 If we apply these proportions to the population and household data for the area, we can then identify the net change in the number of households with a wheelchair user over the period 2028 to 2044 (Figure 41). Using this approach, we can calculate that the number of households likely to need wheelchair accessible housing in Lancaster District is likely to increase by 880 over the 16-year period. Note that these are gross figures and that many of the households identified in 2028 are likely to already live in wheelchair accessible housing.

Figure 41: Households needing wheelchair accessible housing in Lancaster District (Source: ORS Housing Model. Note: Figures may not sum due to rounding. Percentage of tenure in LHN column is calculated by dividing net change for a given tenure by the total identified need for that tenure in the LHN, as indicated by row labels.)

LANCASTER DISTRICT: Gross Modelled Need for Wheelchair Accessible Housing	2028	2044	Net change 2028-44	%age of tenure in LHN
Market housing	1,540	1,760	+230	7.9%
Affordable housing	810	1,460	+650	9.6%
Total	**2,340**	**3,220**	**+880**	**9.1%**

4.59 Importantly, as the model has included household age, it is possible to identify that a significant proportion of this growth comes from households which are aged over 75. This can be seen in Figure 42.

Figure 42: Households needing Wheelchair Accessible Housing by age (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

LANCASTER DISTRICT: Modelled Need for Wheelchair Accessible Housing	Households in 2028 aged under 75	Households in 2044 aged under 75	Net change 2028-44	Households in 2028 aged over 75	Households in 2044 aged over 75	Net change 2028-44
Market housing	870	830	-30	670	930	+260
Affordable housing	500	730	+220	300	730	+430
Total	**1,370**	**1,560**	**+190**	**970**	**1,660**	**+690**

4.60 This means that there are likely to be some people who are identified in both categories: wheelchair accessible housing and specialist older person housing.

4.61 Whilst not all over 75 households needing wheelchair accessible housing will live in specialist older person housing, it is likely that many of those moving to specialist older housing will need wheelchair accessible homes. It is also likely that some older households will progress to using a wheelchair whilst living in specialist housing due to a deterioration in their health. Considering that a given older person's residence may house multiple residents in its lifetime, it becomes even more likely that, at some stage, a resident will require a wheelchair. Furthermore, it may be noted that, where it is possible to retrospectively adapt residences, this may be costly or difficult.

4.62 The evidence (Figure 41) supports that at least 9.6% of all new affordable housing for rent should be wheelchair accessible as the Council will be able to allocate affordable rented households with wheelchair needs to appropriate homes. However, the Council may consider a slightly higher target (e.g. 12%, subject to viability) in order to ensure that a situation does not arise in which a property is not available for a wheelchair user in affordable need.

4.63 In market housing, the evidence supports that least 7.9% of all market housing should be fully (and simply) adaptable to the needs of a wheelchair occupant. However, since the Council cannot allocate market wheelchair homes, it is likely that some of these dwellings may be occupied by households which do not contain a wheelchair user. To avoid there being insufficient market homes which are fully wheelchair adaptable to meet the needs of the wheelchair-using population, it is reasonable to plan for a higher proportion of fully wheelchair adaptable homes (e.g. 10%, subject to viability and similar constraints).

Looked After Children

4.64 A ministerial statement in May 2023 stressed the importance of providing accommodation for looked after children[23]. The Statement refers to the NPPF requirement to consider the needs of different groups in the community and states that "*Local planning authorities should consider whether it is appropriate to include accommodation for children in need of social services care as part of that assessment".*

4.65 Footnote 28 of the NPPF 2024 also notes that the evidence for this should come from "*the relevant local authority's Children's Social Care Sufficiency Strategy".* The most recent document covering Lancaster District was produced in 2023[24]. This shows that, in Lancaster District, there were a total of 1,875 Children in Care. This means that the average rate Children in Care was 80 per 10,000 children aged 0-17 years. The national average in England for Children in Care is 67 per 10,000. The vast majority of these are with foster parents.

4.66 However, Lancashire currently has one of the highest number of children's homes in England, with over 300 homes in Lancashire. Around 70% do not care for Lancashire children, and there is a growing concern about the number of out-of-area children. In December 2024, Lancaster District had 28 children's homes. Out of the over 1000 beds in Lancashire, only around 260 are needed by children from Lancashire.

4.67 Feedback from Council officers indicate that there are concerns regarding the high number of out-of-area children in relation to the pressures on local schools, GPs, hospitals, and other services. Access to children's homes for children from Lancaster District can also be an issue. It was noted that some children have had to move out of the area due to the lack of availability in the area.

4.68 Discussions highlight that there are certain areas within Lancaster District that may not be suitable for this type of accommodation. Based on police intelligence, the West End area was identified as a concern. Additionally, making sure that children's homes are not in close proximity to one another in the area.

4.69 Care leavers aged 16-21 have issues with moving into private or social accommodation. It was explained that there are not enough private rent or social accommodation properties provided for individuals to move into independent living. Younger people often cannot afford the rent and service charges that apply to them as it often is not covered fully through housing benefit, especially when in employment.

4.70 The main recommendation was to ensure that care leavers are provided with affordable accommodation within their desired area and to ensure they are in employment (if they are able to be), whilst also being able to afford their accommodation.

[23] https://questions-statements.parliament.uk/written-statements/detail/2023-05-23/hcws795
[24] Lancashire Children Looked After Sufficiency Strategy 2021-2024 (April 2023 update)

Prison Leavers

4.71 Stakeholders state that there is a concern of CAS3 accommodation (temporary accommodation offered to prison leavers who are subject to probation supervision and are at risk of being homeless) being limited, with no accommodation in Lancaster District for high-risk prison leavers.

4.72 The topic of prison leavers with convictions such as being a registered sex offender or having an arson conviction was raised at discussion. It was discussed that sex offenders require more specialist accommodation in the correct locations, which is less available in Lancaster District. Those with arson convictions are often denied by general needs providers for supported housing due to insurance and risk management issues.

4.73 Often, prison leavers that are struggling with more complex issues, such as alcohol and/or substance misuse, are more often linked to anti-social behaviour incidents with the police, and this can lead to individuals having multiple evictions from their accommodation. Those with multiple evictions can find it harder to find accommodation due to the history of anti-social behaviour and complex issues.

4.74 The placement of the accommodation is often in terraced houses surrounded by owner-occupiers or private renters, and there can be an incompatibility of lifestyles.

4.75 The key recommendation for Lancaster District was that the focus needs to be on a larger number of appropriate accommodation spaces for prison leavers with a wide range of offences, including sex offenders and those with arson convictions, which are in appropriate locations and are managed correctly.

Asylum Seekers and Refugees

4.76 There is currently a Home Office contract with Serco to provide housing for asylum seekers in Lancaster District. There are currently 51 properties that provide accommodation for 210 asylum seekers in Lancaster District, with 14 who wish to remain in Lancaster District. Most of these are placed in HMO accommodation.

4.77 One of the issues raised was the location of the accommodation provided to asylum seekers and refugees. There have been occurrences of families/individuals needing alternative accommodation due to the area not being suitable for vulnerable groups. It was recommended to keep up with consistent monitoring along with ongoing liaison and support to ensure that individuals and families are feeling safe.

4.78 The current provision was discussed to be working well in Lancaster District. There was mention of a lack of one-bedroom general needs housing, but families/individuals are integrating well with the supported housing services in Lancaster District, and there does not seem to be a need for anything bespoke.

Homelessness

4.79 Lancaster District has a range of supported housing services for the single homeless cohort. At the time of writing, there are three short term shared supported housing schemes located in the city centre (two male and female 18+ and 1 female 18+ only service comprising of 16 bedspaces in total), a purpose built facility owned by Jigsaw Homes opened in 2014 (6 crisis beds, 12 move on beds, and 5 self-contained flats), a new supported housing service for young people who identify as LGBTQ+ (4 beds), and 12 new self-contained apartments as end stage supported housing for rough sleepers utilising Rough Sleeping Accommodation Programme funding.

4.80 Jigsaw Homes also provide 4 properties which are designated as homeless dispersed furnished accommodation, which is used by the Council as temporary accommodation for families. Lancaster City Council also use their existing council housing stock as temporary accommodation where necessary. Whilst the Council endeavours to avoid the use of hotels and bed and breakfast accommodation for temporary accommodation wherever possible, in some instances, this has been necessary.

4.81 Lancaster City Council has a published Homelessness Strategy 2023-28, reflecting the marked changes made to homelessness services and provision, and strengthened its partnerships with its Homelessness Advisory Group. The Strategy aims and priorities are themed into four areas: prevention of homelessness, intervention to relieve homelessness, recovery from homelessness and reducing homelessness, and improving local services.

4.82 There is ongoing work with the hospital discharge teams to ensure that there are plans in place for those who are coming through the system and to make sure no one is being discharged onto the streets

4.83 Patients often staying longer on hospital wards due to the lack of accommodation provision available. This issue can place a strain on hospital resources and reduces the availability of hospital beds on wards for those who need it.

4.84 Lancaster City Council is implementing Housing First initiatives to address homelessness by providing accommodation with available support for those with more complex needs.

Complex Needs – Substance Misuse

4.85 Two main commissioned services in Lancaster District were discussed. These are Red Rose Recovery and Inspire. These services provide support and services to people who are struggling with substance and/or alcohol misuse.

4.86 Inspire have around 400-500 people at one time on their case load (based on data from 2023/24), and around 10% of service users across Lancashire report having an acute housing problem.

4.87 There are no in-patient detox centres in Lancaster District, but there are 10 centres used by Lancaster District, the nearest ones being in Manchester and Chorley. There is one existing Tier 4 Rehab Service located in Lancaster district, with referrals received from within and outside of Lancashire depending on availability and the needs of individuals who require this type of service. Given this limited availability, Lancaster District residents are often recommended to use nearby services.

4.88 There are issues regarding people moving on from rehabs and detox centres into housing accommodation in Lancaster District. This is partly due to the lack of availability of homes for those ready to move on. A further common problem is encountered when people with no local connection to Lancaster district leave substance misuse services with an expectation of remaining in the area and finding suitable affordable rented accommodation when their lack of local connection means they are ineligible to do so.

4.89 There are waiting lists for people to enter detox and rehab centres as well as for those moving from detox centres into rehab centres. As discussed above, individuals leaving these centres often have nowhere to move on to.

4.90 Individuals who have recovered from substance and/or alcohol misuse mostly want to be provided accommodation in places where there are no other residents using alcohol and/or substances.

4.91 The recommendation was made to keep building a strong working relationship between the Council and the commissioned services in Lancaster District in order to ensure that there is enough for housing support for those who need it. The commissioning team at Lancashire County Council recently appointed a Housing LIN to undertake a county wide analysis of all existing substance misuse services as the first critical step in reviewing and evaluating the current service offer, identifying gaps in provision and formulating future commissioning plans. Lancaster City Council housing leads are amongst the key stakeholders engaged in this work.

Domestic Violence

4.92 A service called "Domestic Abuse Support Service Lancashire" (DASSL) was recommissioned in December 2024 for an 8-year contract with a break clause at 5 years. This service does not have any housing stock but uses government (MHCLG) funding to support people in safe accommodation.

4.93 During 2024, there were 258 referrals that came into Lancaster District, including self-referrals, referrals through housing options services, voluntary community and faith sector services, and from children and adult social care.

4.94 SafeNet, a leading partner, have 28 units in Lancaster District and 191 spread across Lancashire. 15 units are used for refuge spaces, and 5 units are for those with more complex needs. There are second stage accommodation units for male victims, and 6 safe houses for females. The average stay length is 3-6 months for those with more complex needs and 1-3 months for people with less complex needs.

4.95 The key issue faced in Lancaster District is getting people into accommodation and then moving them into second stage accommodation. A recommendation put forward is to build better communication with providers and district housing leads in order to ensure there are ongoing discussions regarding what is available in the district for people trying to access accommodation.

4.96 SafeNet is providing designated spaces for those with no recourse to public funds. They also provide support to help with the application for Migrant Victims of Domestic Abuse Concession (MVDAC), and during this process, there is safe accommodation available.

4.97 One of the main issues discussed was the need for those fleeing violence who are using these services to be close to local support and family connections, but there is a pattern of people often being placed outside of Lancashire due to both a lack of accommodation availability and the prioritisation system used to allocate refuge spaces.

Adults with Care and Support Needs

4.98 By 2030-33, there is an aspiration to have 56 new placements for adults with learning disabilities, autism, and mental health conditions, along with 35 placements for those with longer term mental health needs. Much of the existing supply of housing with care and support is in the form of group homes. This model of housing with care does not always meet the needs of this group, particularly adults with a need or desire to live in a self-contained setting, and compatibility issues can arise in filling vacancies. To meet future needs, the new provision is planned to be in the form of supported living apartments (typically 8-12) with communal facilities and office accommodation for care teams providing round the clock care and incorporating assistive technology.

4.99 There are 8,000 patients with packages of care across Lancashire and South Cumbria. There are around 500 contracts with self-care providers including supported living, nursing homes and residential homes, and some specialist mental health services. There are concerns that the cost of package care within Lancaster District is very high.

4.100 Within Lancaster District, there are shortages of housing and accommodation for those with complex needs, with an increased demand for accessible housing. One of the concerns was the lack of adaptability within existing properties, particularly within the private rented sector. It was noted that when there are referrals for accessible housing adaptations, it was not uncommon for landlords to be unwilling to make the adaptations, which can leave tenants needing to move and be on long waiting lists.

4.101 One of the discussed concerns in Lancaster District was regarding the range of support offered for those with complex needs. There is often a focus on 24-hour support and provision which has left other types of support such as day support overlooked. There are instances where individuals are receiving 24-hour provision who do not need it; they could be in settings where there is tenancy support instead.

4.102 Currently, 20% of new housing stock being built since the adoption of the local plan must meet M4(2) accessibility standards. There are now discussions to increase this percentage to take into consideration the identified shortages of accessible accommodation.

4.103 There were discussions of increasing floating support for individuals who already have accommodation, with the goal of freeing up accommodation for those who need 24-hour support and accommodation. The main concern with increasing floating support is the increased cost and funding needed for these services.

4.104 Local authority grants are how the support is funded, given that funding previously available under the Supporting People programme has ended, and the lack of a robust regulatory framework within the current housing benefit system deemed to be exempt and specified accommodation.

Student Housing

4.105 PPG includes a specific reference to identifying the needs of students:

> ***Student Housing***
>
> *Strategic policy-making authorities need to plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Encouraging more dedicated student accommodation may provide low-cost housing that takes pressure off the private rented sector and increases the overall housing stock.*
>
> *Strategic policy-making authorities are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside university-provided accommodation. Local Planning Authorities will also need to engage with universities and other higher educational establishments to ensure they understand their student accommodation requirements in their area.*
>
> **Reference ID: 67-004-20190722**

4.106 In terms of counting students in housing land supply, PPG for Housing Supply and Delivery states that:

> ***How can authorities count student housing in the housing land supply?***
>
> *All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority's housing land supply based on:*
>
> *• the amount of accommodation that new student housing releases in the wider housing market (by allowing existing properties to return to general residential use); and / or*
>
> *• the extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.*
>
> *This will need to be applied to both communal establishments and to multi bedroom self-contained student flats. Several units of purpose-built student accommodation may be needed to replace a house which may have accommodated several students.*
>
> *Authorities will need to base their calculations on the average number of students living in student only accommodation, using the published census data, and take steps to avoid double-counting. The exception to this approach is studio flats designed for students, graduates or young professionals, which can be counted on a one for one basis. A studio flat is a one-room apartment with kitchen facilities and a separate bathroom that fully functions as an independent dwelling.*
>
> **Paragraph: 034 Reference ID: 68-034-20190722**

4.107 In terms of counting the provision of PBSA in meeting housing needs, the Housing Delivery Test Measurement Rule Book 2018 paragraph 7 states that student communal accommodation should be counted as:

'*Net increase in bedrooms in student communal accommodation in local authority divided by average number of students in student only households in England.'*

4.108 Paragraph 9 and Paragraph 10 then clarify the calculation:

'The adjustments for student and other communal accommodation will be calculated by MHCLG and added into the Housing Delivery Test result. Adjustments are applied using two nationally set ratios, based on England Census data.

The ratio applied to student accommodation, has been calculated by dividing the total number of students living in student only households by the total number of student only households in England. The current ratio is 2.4. Source data is from the Census 2021 and is prepared by the Office for National Statistics. The ratio will be updated following each Census when the source data is publicly available.'

4.109 Therefore, local planning authorities are required to assess the need for future student accommodation as part of the mix of housing in the context of their overall housing need. The Standard Method is a minimum number for each planning authority and, clearly, the impact of a growing or new university in an area could see a higher need for housing. According to the housing delivery test, the delivery of PBSA is then counted at a ratio of 2.4 bed spaces as being equivalent of one dwelling in the area if it provided as communal accommodation, but studio flats for students should be counted on a one-for-one basis in housing supply.

4.110 However, within Local Plans and the 5 year housing land supply calculation, the Housing Supply and Delivery PPG set out a different estimate based upon the average size of a student household in the area. On this methodology, the Council can count any PBSA in their housing supply figures, with the student bedspaces equivalised to dwellings using a figure for Lancaster which is currently 3.17 as derived from the Census commissioned table CT21_0398 - Number of students in student only household (student accommodation).[25]

4.111 The previous policy position in Lancaster District saw studio flats counted on a one-for-one basis, but other PBSA being counted on a 4 bedspaces per dwelling basis. The relevant issue for 5-year Housing Land Supply purposes is how that contribution should now be measured. The Government has already established a consistent methodology through the Housing Delivery Test Measurement Rule Book, which applies a conversion factor of 2.4 bedspaces per dwelling based on the relationship between students and student-only households nationally. Applying a ratio of 3.17 based on Census data for Lancaster District does not represent an alternative interpretation of the Government methodology using local evidence; rather, it substitutes the prescribed national methodology with a bespoke local calculation. The fact that average student household sizes vary between locations does not, in itself, demonstrate that a different conversion factor should be applied for housing land supply purposes.

4.112 ORS would recommend that the Council use of the nationally prescribed Housing Delivery Test ratio of 2.4 student bedspaces per dwelling, and we have not identified any basis for departing from the Government's prescribed conversion factor.

Student Growth in Lancaster District

4.113 Lancaster District is the home to the University of Lancaster, which currently has around 16,790 full-time students in 2024/25, and a campus for the University of Cumbria, which hosts around 1,000 students. Figure 43 below shows that the estimated total student population, including part-time students, for 2014/15 for the University of Lancaster was 12,965. By 2024/25, this had risen to a population of 15,963 students, but currently, the University expected much more limited growth in the near future. The most recent projection from the University were for them to have 18,030 full-time students in 2027/28, but these projections were

[25] Housing supply and delivery - GOV.UK

developed before the recent reforms to international student visas and a general drop in student numbers number, which will see many universities face difficulties in growing student numbers.

Figure 43: Annual Student Numbers for the University of Lancaster (Source: Higher Education Statistics Agency)

Years	Number of Students
2014/15	12,965
2015/16	13,115
2016/17	13,615
2017/18	14,210
2018/19	14,465
2019/20	15,665
2020/21	17,475
2021/22	17,770
2022/23	18,165
2023/24	16,305
2024/25	15,963

4.114 This clearly raises questions as to how the students have been accommodated and what impact they have had on the housing market of Lancaster District.

Students and the Housing Market

4.115 The 2021 Census includes details of where students were living (Figure 44). This shows that a total of 7,948 students aged between 18 and 29 years were recorded in Lancaster District in March 2021. This is lower than the total number of estimated students attending the University. During the pandemic many students continued their studies remotely, so would not have been recorded as living in Lancaster District, and we have also excluded any students aged 30 years or older. In reality, it is likely that more students should have been present in Lancaster District, but for the pandemic, so the figures in the 2021 Census are an under-estimate for those living in both PBSA and private housing on a regular basis.

4.116 The University of Lancaster's own records indicate that they have a register of approved housing stock for students in the form of a mixture of purpose-built student accommodation and private housing, which can accommodate nearly 12,000 students.

Figure 44: Student Population Aged 18-29 Years by Ward in Lancaster District in 2021 (Source: UK Census of Population 2021)

Ward	Living alone or with other households	Communally housed	Living in all student households	Living with parents	Number of students in 2021 aged 18-29 years
Bare	1	0	8	68	77
Bolton & Slyne	4	0	16	57	77
Bulk	27	285	359	60	731
Carnforth & Millhead	0	0	2	48	50
Castle	40	367	561	44	1,012
Ellel	1	3	20	39	63
Halton-with-Aughton	1	0	13	24	38
Harbour	5	0	10	77	92
Heysham Central	3	0	0	28	31
Heysham North	4	0	16	44	64
Heysham South	5	1	15	47	68
John O'Gaunt	45	78	625	51	799

Kellet	0	3	12	22	37
Lower Lune Valley	5	0	7	45	57
Marsh	10	32	167	52	261
Overton	5	0	11	13	29
Poulton	4	3	10	45	62
Scotforth East	5	1	52	39	97
Scotforth West	21	66	317	69	473
Silverdale	2	2	0	15	19
Skerton East	3	0	86	48	137
Skerton West	3	0	10	68	81
Torrisholme	2	0	7	40	49
University & Scotforth Rural	0	3,413	3	4	3,420
Upper Lune Valley	1	0	6	20	27
Warton	0	0	2	17	19
Westgate	3	0	21	53	77
TOTAL	**204**	**4,252**	**2,355**	**1,137**	**7,948**

Future Growth

4.117 At the time of writing, there is great uncertainty around the future of the university sector, with many universities announcing departmental closures and redundancies. This would be moving against recent trends which have seen the higher education sector expand rapidly. This is important because, to be able to count the supply from PBSA in their housing supply figures, local authorities must also be confident that the growth in student numbers has been included in the need figures.

4.118 Therefore, the Lancaster District Local Housing Needs Assessment 2024 has a core modelling assumption that migration trends from 2018 to 2012 continue, and during this period, the annual growth in student numbers was around 740 per annum. However, around 15% of these students commuted to the area, so the local growth in student numbers was closer to 650 per annum. Any growth in student numbers up to 650 per annum is built into the overall housing needs. Even if the growth was larger than 650 per annum, there are further uplifts included in to allow for additional in-migration to ensure that the household growth matches the dwelling target of 625 per annum. Therefore, the overall housing needs for Lancaster District is assumed to accommodate past rates of growth in student numbers and has the flexibility to accommodate even higher rates in the future. However, in practice the University is expecting growth of around 2%-3% in its student numbers, which would equate to 300-450 students per annum. On that basis, the Council are able to count any PBSA in their housing supply figures, with the student bedspaces equivalised to dwellings using the calculation set out in the Housing Supply and Delivery PPG measurement rule book, which currently is 3.17.[26]

[26] Housing supply and delivery - GOV.UK

Service Families

4.119 Paragraph 63 of the NPPF identifies that local planning authorities should plan for the needs of different groups in the community, including service families:

> *Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.*
>
> **National Planning Policy Framework December 2024, Paragraph 63**

4.120 In Lancaster District, Westfield Memorial Village provide designated accommodation for the Armed Forces Community. There are 113 properties within the village, of which 91 are available to rent and 22 are privately owned. With government statistics reporting around 10-20 personnel being based in Lancaster District, which means that Armed Forces personnel represent a minimal impact on the housing market of the area.

Build to Rent

4.121 As noted in Chapter 4, another housing option that could be made available in Lancaster District is Build to Rent. Build to Rent is defined by the NPPF Glossary as:

> ***Build to Rent:*** *purpose-built housing that is typically 100% rented out.*
>
> *Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.*
>
> **NPPF 2024 (Glossary)**

4.122 Currently, one Build to Rent scheme has been delivered in Morecambe, but Build to Rent can be seen more widely as a potential solution for those who are seeking to remain in the private rented sector as a long-term tenure choice instead of moving on to owner occupation. ORS have recently completed a study of Build to Rent in Bath and North-East Somerset, which showed that the weekly rental cost was similar to other properties in the area but that property sizes typically had fewer square metres of space.

4.123 This accords with the evidence that Build to Rent is typically a more expensive, but higher quality, private rent option. Build to Rent tends to have longer tenancy agreements and greater flexibility in the use of properties.

4.124 The current government is seeking to reform pension funds to encourage them to make longer-term investment, which could include properties such as Build to Rent. Therefore, far more Build to Rent is likely to be delivered in the future.

4.125 As shown in Figure 45, 28.8% of those current in the private rented sector expect to remain in that tenure as a long-term option. In 2021, there were 13,071 households in private rent in Lancaster District. When excluding households who are students or who are currently claiming housing benefit, this would leave around 1,500 households who are currently paying their rent in full in Lancaster District who expect to remain in private rent in the long-term.

Figure 45: Long-term aspirations (Source: English Housing Survey 2021/22)

Current Tenure	Owner Occupier	Shared Ownership	Rent from Private Landlord	Rent from Social Landlord	Other
Owner occupied	96.1%	0.4%	0.7%	1.1%	1.6%
Private rent	53.5%	2.6%	28.8%	11.4%	3.8%
Affordable rented	18.1%	1.8%	1.9%	77.0%	1.1%

4.126 A figure of 1,500 Build to Rent properties being required in Lancaster District is a top end estimate, but it is consistent with recent trends for Build to Rent delivery. Savills produce a quarterly review of the Build to Rent market[27]. This shows that in 2023, nearly 20,000 Build to Rent properties were completed nationally, with a strong focus on London, and another 50,000 are under construction and 54,000 have detailed permission. This is around 10% of the delivery of all new dwellings and is likely to rise in future years.

4.127 A further issue to consider is that whilst the Council cannot control the rent on Build to Rent schemes, they would also include an affordable element, with guidance suggesting a minimum discount of 20% on the market prices, and this would set prices below Local Housing Allowance rates.

4.128 We also note that one type of dwelling which may be seen as addressing the needs of younger households is shared housing with small purpose-built units containing shared amenity spaces such as high-quality purpose-built co-housing/co-living rather than traditional HMOs. This is, in many ways, a distinct variation on studio apartments. A succinct definition of co-housing is:

> *"Co-housing, a generic term, covers various forms of housing, owned and rented, that are developed and/or owned and/or managed by their residents as a distinct co*mmunity*"*[28]

4.129 The growth of co-living schemes has followed the growth of Build to Rent. Savills produced a report in 2023[29] which outlines that there were 3,422 Co-living beds operational in the UK, with 82% of these being in London, and over 6,000 under construction. Savills report that typical tenancies are around 9-12 months, with a maximum stay typically being three years, with many residents having recently moved to the UK. Therefore, Co-living is not going to become a long-term solution to meeting market housing needs. However, as a policy led response to the increasing lack of housing for younger people in the area, the schemes could have a role in short term housing for groups such as recent graduates looking to establish themselves in an area as an alternative to living in HMOs.

[27] Savills UK | UK Build to Rent Market Update – Q3 2024
[28] http://www.cih.org/resources/PDF/Wales%20Events/older_peoples_housing/Jon%20Stevens.pdf
[29] Savills UK | Spotlight: UK Co-living - Q2 2023

Houses in Multiple Occupation

4.130 Where three or more people in two or more households live in the same dwelling (for example, a group of adults sharing a house), this is considered to be a "House in Multiple Occupation" (HMO). Furthermore, a category of sub-divided dwellings known as S257 HMOs also count as HMOs, as described below.

4.131 HMOs can be sub-divided into several broad groups depending on precisely how the property has been sub-divided and the level of shared access to amenities, such as:

- A S257 building – Converted flats in a building where more than a third of the flats are privately rented, let on short-term tenancies, and where the building conversion does not comply with 1991 (or later) building regulations,
- Shared houses – A dwelling that might otherwise be a family home being shared by a number (3 or more) of un-related adults, and
- A Bedsit – A dwelling that has been converted for multiple occupation with individual rooms having some facilities of their own and often a specified address (room number), but where there are still common parts and some shared amenities in the building.

4.132 The Housing Act 2004 defines HMOs containing 5 or more persons and at least 2 households as being mandatorily licensable anywhere in England. These properties do not require specific local licensing policies, and for these HMOs, there is an obligation on the landlord to apply to the local authority where the HMO is located for a licence. Therefore, local authorities must be in a position to manage the application for licences.

4.133 Local authorities can also introduce locally specific polices in the form of additional licensing, which encompasses a wider variety of HMO to include any which contain at least 2 households.

4.134 The Census 2021 identifies properties which it considers to be HMOs. However, the data identifies a total of 948 dwellings, but this figure is too low for the area. Lancaster District's own records from 2024 indicate that there were a total of around 514 properties which are mandatory licenced HMOs and that there were 4,340 other HMOs in Lancaster District. Therefore, around 8% of the dwelling stock are HMOs.

4.135 There has been a growth in HMOs in Lancaster District in recent years, which has been driven by a combination of growing student numbers and low-income households seeking low-cost private rent in areas such as Morecambe and Heysham. Therefore, unless dwelling delivery increases not just for Lancaster District, but for the whole of England, then there is likely to be a growing demand for HMO type accommodation in the next 15 years in Lancaster District. As such, the Council may choose to carefully assess any growing demand over the plan period and to consider how that need can best be met in the context of the applicable planning policies at the time. Furthermore, they could consider the introduction of Article 4 directions in line with their goals.

People Wishing to Build their Own Homes

4.136 Planning practice guidance requires that people wishing to build their own homes are considered and states that:

> ***How can self-build and custom housebuilding needs be assessed?***
>
> *Most local planning authorities (including all district councils and National Park Authorities) are now required to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in their area in order to build their own home. The Self-build and Custom Housebuilding (Register) Regulations 2016 set out these requirements. For further details, see guidance on self-build and custom housebuilding registers.*
>
> *To obtain a robust assessment of demand for this type of housing in their area, local planning authorities should assess and review the data held on registers. This assessment can be supplemented with the use of existing secondary data sources such as building plot search websites, 'Need-a-Plot' information available from the Self Build Portal and enquiries for building plots from local estate agents.*
>
> **Planning Practice Guidance, ID: 67-003-20190722**

4.137 Over half of the population (53%) say that they would consider building their own home[30] (either directly or using the services of architects and contractors), and an Ipsos MORI poll commissioned by the National Self Build Association (NaSBA) in 2016 found that: *"one in seven (14%) Britons (around 7 million people) now expect to research or plan how to build a home for themselves in the next 12 months; up from 12% last year. The poll also suggested that around one in 50 (2%) expect to buy a building plot, obtain detailed planning consent, start or complete construction work on their own new home during the coming year or so"*[31]. Nevertheless, given that the growth in the housing stock is only around 1% per annum, it is likely that these figures conflate aspiration with effective market demand. Self-build and custom housebuilding currently represent only around 10% of housing completions in the UK; so, in practice, around 0.1% of households utilise self-build and custom housebuilding each year, not 2%. The 10% of housing completions in UK can be compared to rates of around 40% in France and 70 to 80% elsewhere in Europe.

4.138 The Self-Build and Custom Housebuilding Act 2015 was amended by the Housing and Planning Act 2016 [32], which placed a duty on local planning authorities to provide sufficient serviced plots which have planning permission to match entries on the register:

> *An authority to which this section applies must give suitable development permission in respect of enough serviced plots of land to meet the demand for self-build and custom housebuilding in the authority's area arising in each base period.*
>
> **Housing and Planning Act 2016 Section 2(a)(2)**

[30] Building Societies Association Survey of 2,051 UK consumers 2011
[31] https://www.ipsos-mori.com/researchpublications/researcharchive/3347/One-in-seven-Britons-expect-to-look-into-building-their-own-home.aspx
[32] http://services.parliament.uk/bills/2015-16/housingandplanning.html

April 2021 Self and Custom-Build Action Plan (Bacon Review)

4.139 In April 2021, MHCLG produced a new action plan to further support the development of the self-build and custom housebuilding sector[33]. As part of the April 2021 Action Plan, the Government commissioned an independent review into the scaling up of self and custom housebuilding. This report was published in April 2022[34], and the Government responded to this review in June 2022[35].

4.140 The review focuses primarily on supply side factors limiting the delivery of self and custom housebuilding, and it produced 6 key recommendations which were broadly supported by the government:

- Greater role for Homes England,
- Raise awareness of the Right to Build,
- Support community-led Housing, diversity of supply, and Levelling Up,
- Promote greener homes and more use of advanced manufacturing,
- Support custom and self-build housebuilding through the planning reforms, and
- Iron out issues around tax which act as disincentives to build.

Levelling Up and Regeneration Act 2023

4.141 A number of provisions in the Levelling Up and Regeneration Act, which was granted Royal Assent on 26th October 2023, should be noted:

- The Act imposes a new duty on councils to include pre-existing unmet demand for self-build and custom build housing when calculating their current level of demand, and
- The demand for self-build and custom housebuilding in any "12-month base period should be treated as including any demand from an earlier 12-month base period which has not been met within the time period allowed for complying with the duty to meet that demand".

4.142 Therefore, the Act states that it is only sites where self and custom housebuilding plots are explicitly permissioned which can be counted against demand, so meeting the demand for plots will require more proactive permissions for many councils.

Evidence for Lancaster District

4.143 Lancaster District have put arrangements in place to comply with the Self-Build and Custom Housebuilding Act, including providing a self-build and custom housebuilding register.

4.144 Figure 46 shows that, as of October 2024, Lancaster District has not been providing enough self and custom housebuilding plots to meet the needs identified on the register, but those needs are quite low. The delivery of plots is calculated from direct evidence from applicants for consent for housing.

[33] Self and custom build action plan - GOV.UK (www.gov.uk)
[34] Independent review into scaling up self-build and custom housebuilding: report - GOV.UK (www.gov.uk)
[35] Government response to the independent review into scaling up self-build and custom housebuilding - GOV.UK (www.gov.uk)

Figure 46: Self-build and Custom Housebuilding Register and Plot Provision (Source: Local Authority Data. Note: * is not recorded)

Self-build and Custom Housebuilding Register and Plot Provision	Up to October 2016	Oct 2016-Oct 2017	Oct 2017-Oct 2018	Oct 2018-Oct 2019	Oct 2019-Oct 2020	Oct 2020-Oct 2021	Oct 2021-Oct 2022	Oct 2022-Oct 2023
New applicants on the register	4	7	8	10	5	5	5	1
Record of consented custom and self-build plots	*	0	0	0	0	0	1	0

Future Need for Self-build and Custom Housebuilding

4.145 As highlighted above, Lancaster District has been currently providing insufficient plots to comply with its requirement to meet the needs of those on its own self-build and custom housebuilding register. Lancaster District has not sought to include a local connection test in its policy and has also not included any formal policy seeking self and custom housebuilding allocations in its allocations. Therefore, whilst the current number of applicants on the register is low, this need includes some with no local connections.

4.146 The priority of the Council should be to ensure that they comply with national policy and that they meet the demand from the self and custom housebuilding register, and this will require more plots with conditions restricting planning permission to self and custom housebuilding.

4.147 We note that PPG recommends that alternative sources of data beyond the register, such as Need a Plot, can be considered in order to highlight the need for self and custom housebuilding plots. However, this now reverts back to council registers, so the only recorded information on the demand for self and custom housebuilding is the housing register along with the actual up take of plots.

Housing Stock Conditions

4.148 Tackling health and safety hazards in homes is an important issue in terms of both the quality of the housing stock and the contribution this makes to health and wellbeing. The obligation to do so is set out in law.

4.149 From April 2006, Part 1 of the Housing Act 2004 repealed the former housing fitness standard and, through statutory instruments and statutory guidance, replaced it with the Housing Health and Safety Rating System.

4.150 The Act differentiates between Category 1 and Category 2 hazards. Local authorities have a duty to take "the most appropriate course of action" in respect to any hazard scored under the HHSRS as Category 1. Authorities have discretionary power to take action with Category 2 hazards (which do not score past the threshold for Category 1). Further information on the HHSRS is given below.

Definition of Hazards under the HHSRS and Category Level

4.151 The Housing Health and Safety Rating System (HHSRS) is a prescribed method of assessing individual hazards rather than a conventional standard to give a judgment of fit or unfit. The HHSRS is evidence based; national statistics on the health impacts of hazards encountered in the home are used as a basis for assessing individual hazards. The HHSRS system deals with a much broader range of issues than the previous fitness standard. It covers a total of 29 hazards in four main groups:

- Physiological Requirements (e.g. damp and mould growth, excess cold, asbestos, carbon monoxide, radon, etc.),
- Psychological Requirements (crowding and space, entry by intruders, lighting, and noise),
- Protection Against Infection (domestic hygiene, food safety, personal hygiene, and water supply), and
- Protection Against Accidents (e.g. falls on the level, on stairs, steps and between levels, electrics, fire, collision, etc.).

4.152 The HHSRS scoring system combines the following elements:

- The probability that deficiency (i.e. a fault in a dwelling whether due to disrepair or a design fault) will lead to a harmful occurrence (e.g. an accident or illness),
- The spread of likely outcomes (i.e. the nature of the injury or illness), and
- If an accident is very likely to occur and the outcome is likely to be extreme or severe (e.g. death or a major or fatal injury), then the score will be very high.

4.153 All dwellings contain certain aspects that can be perceived as potentially hazardous (e.g. staircases and steps, heating appliances, electrical installation, glass, combustible materials, etc). It is when disrepair or inherent defective design makes an element of a dwelling significantly more likely to cause a harmful occurrence that it is scored under the HHSRS.

4.154 The HHSRS generates a numerical Hazard Score, and Hazard Bands have been devised as a simple means for handling the wide range of possible Scores. There are ten Hazard Bands, with Band J being the safest and Band A being the most dangerous:

- Hazard Bands A to C (i.e. Hazard Scores of 1,000 and above) are the most serious hazards, and these are known as **Category 1** (serious) hazards, and

» Hazard Bands D to J (i.e. Hazard Scores below 1,000) are known as **Category 2** (other) hazards.

4.155 A local authority has a duty to deal with any Category 1 hazards that are found and has discretionary power to deal with Category 2 hazards. The HSCS focuses on Category 1 hazards particularly but describes all hazards (including Category 2 hazards in Bands D and E) for comparative purposes. All of the main requirements facing local authorities have remained unchanged in the Housing and Planning Act 2016.

Current Category 1 Hazards in Lancaster District

4.156 Until recently, the EHS was only published with outputs for England as a whole and for regions. No local authority level information was provided. The raw data from the EHS is available to use for modelling purposes, but this does not include any identifier for a property's location except for its wider region.

4.157 In June 2023, DLUHC published information from the 2019 EHS for English local authorities as experimental statistics. The data is based upon extrapolated outputs from the national survey for local authority areas, so areas with older stock, worse energy performance scores, and more bungalows are modelled to have higher numbers of Category 1 hazards. The data was subsequently updated in May 2025 to include 2022/23.

4.158 Figure 47 and Figure 48 compare the outputs for Lancaster District with England as a whole by tenure and property type. It is important to note that the data does relate to 2022/23, the condition of the housing stock is improving over time, and that it relates only to occupied dwellings, so vacant properties have not been considered.

4.159 The data shows that, overall, Lancaster District is projected to have 12.4% of its housing stock contain Category 1 hazards in 2022/23, compared to 7.6% for England. The private rented stock is modelled to have the highest rate of Category 1 hazards, with semi-detached houses also scoring more highly. The heart of the issues in Lancaster District is likely to be the older housing stock in Morecambe and Heysham along with student housing in Lancaster City itself.

Figure 47: Percentage of Households with Category 1 Hazards by Tenure (Source: EHS 2023 and MHCLG Modelling)

	Percentage with Category 1 Hazards	
	Lancaster District	England
Owner occupied	12.0%	7.5%
Private rent	17.1%	10.7%
Affordable Rented Housing	4.7%	4.1%
TOTAL	**12.4%**	**7.6%**

Figure 48: Percentage of Households with Category 1 Hazards by Property Type (Source: EHS 2023 and MHCLG Modelling)

	Percentage with Category 1 Hazards	
	Lancaster District	England
Detached houses	9.0%	4.1%
Semi-detached houses	17.6%	11.4%
Terraced houses	7.9%	20.0%
Bungalow	14.4%	11.2%
Flats	8.0%	16.9%
TOTAL	**6.2%**	**7.6%**

Fuel Poverty

4.160 A key issue in reducing energy consumption is tackling fuel poverty. Not only do dwellings where fuel poverty exists represent dwellings with poor energy efficiency, but they are, by definition, also occupied by residents with low incomes that are the least likely to be able to afford improvements.

4.161 The Low-Income High Costs (LIHC) definition of fuel poverty was adopted by the Government in 2013. Under the LIHC definition, a household is considered to be fuel poor if:

- Its required fuel costs are above the median level, and
- Spending this amount on fuel would leave the household with a residual income below the official poverty line.

4.162 For each individual dwelling surveyed in an EPC, the energy efficiency software not only calculates the SAP rating and CO2 emissions for a dwelling, but it also calculates the cost of heating that dwelling per annum. This cost is based on the standard model of heating the dwelling to 21 degrees Celsius in the main living rooms and 18 degrees Celsius in bedrooms and other rooms over the course of a year.

4.163 Government data indicates that 13% of all households in Lancaster District live in fuel poverty as of 2023, which is above the England average of 11%.

Second Homes, Holiday Lets, and Buy to Let

4.164 In recent years, an increasing share of the housing stock of the country is being used to provide holiday lets through websites such as Airbnb, Booking.com, and Tripadvisor, whilst other properties have been held as either second homes or as properties which have been held as potential investment opportunities. In August 2025, a total of 765 properties were listed in Lancaster District, which represents around 1.3% of the housing stock. In total, 465 properties are listed on Airbnb, and this is concentrated in Lancaster and Morecambe. A figure of 1.3% is consistent with the national average for England.

4.165 Data from the Census shows that the vacancy rate for Lancaster District rose from 4.8% in 2011 to 8.3% in 2021, but much of this was due to a lack of students physically attending the University of Lancaster.

Essential Local Workers

4.166 Annex 2 of the NPPF also includes the needs of essential local workers:

> *Essential local workers: Public sector employees who provide frontline services in areas including health, education and community safety and can include NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers.*
>
> **NPPF – Annex 2**

4.167 It is notable that the definition provided by the NPPF is similar to the definition of Key Workers which was utilised prior to the adoption of the original 2012 NPPF. Under this definition, being classified as an essential worker in need correlates directly with being unable to afford home ownership.

4.168 Therefore, these households will already be counted in the affordable housing need because they cannot afford market rents or because they wish to own their own property but cannot afford to do so. Because of this, the needs from this group will not add to the total need for affordable housing, but they are likely to require separate consideration on the housing register, and it may be appropriate to consider whether or not some affordable properties should be set aside solely for essential local workers.

5. Conclusions

Overall Summary

Overall Housing Need

5.1 The revised 2024 Standard Method identifies a need for 625 dwellings per annum (10,000 dwellings in total for 2028-2044). This is substantially above past housing delivery, and its delivery would support notably higher population and workforce growth in Lancaster District as well as allowing for more currently concealed households to form. The new standard method aims to improve affordability and increase household formation and recognises past housing supply constraints which have fed into demographic trends.

Affordable Housing Need

5.2 Of the 10,000 dwellings needed in total for 2028-2044, the modelling process identifies a need for 7,125 of these to be affordable (Figure 30), which represents an annual need of 445 affordable dwellings per annum. This includes a current unmet need for 4,736 households who require affordable housing, predominantly because they are in temporary accommodation, hostels, are in overcrowded properties, or are concealed households (Figure 18).



5.3 Market-led development focusing on housing for sale, with affordable provision generated by Section 106 agreements, is unlikely to deliver the required affordable housing delivery. Options to improve affordable housing delivery include seeking additional grant funding and a greater use of exception sites, but this is unlikely to significantly boost the affordable housing supply. Other local authorities are also seeking to buy back properties previously sold under Right to Buy legislation to increase the housing stock, but this requires capital funding and adds further financial risks in terms of long-term maintenance costs.

5.4 In terms of the required tenure mix the following conclusions apply:

Affordable to Rent

5.5 There is a high need for affordable to rent housing such as social or affordable rent. This accounts for the majority of the total affordable need, and the ability to deliver for this need may be constrained by viability factors. Figure 30 details a need for 4,401 Social Rent dwellings and 290 Affordable Rented dwellings. This is 47% of the total need for 10,000 affordable and market dwellings of all tenures. The need is being generated by local households in Lancaster District, with migration having no net impact on need. In light of the particularly high need for social rented housing and the fact there is a large unmet existing need for such housing, we recommend that the Council pursues a tenure split which maximises the delivery of social rented housing in the first instance.

Shared Ownership and Discount Market Sales

5.6 Shared Ownership and Discount Market Sales have the potential to deliver 2,434 dwellings to assist households who are currently in the private rented sector into home ownership. Shared Ownership schemes come with the additional advantage of offering cross-subsidies for registered properties to deliver and maintain affordable to rent housing.

Build to Rent

5.7 Lancaster District cannot influence any market rents set through Build to Rent schemes. But for the affordable component, guidance suggests a minimum discount of 20% on the market prices, and this would set prices below Local Housing Allowance rates.

Other Needs

Private Rent

5.8 Private rent is a very important tenure in Lancaster District. Continuing to monitor and enforce standards in the private rented sector will remain an important function for the Council.

5.9 The Renters' Rights Act 2025 will be rolled out from May 2026 onwards and will ban no-fault evictions and prevent rental bidding wars and will introduce a Decent Homes Standard and a landlord register. Whilst this should make the private rented sector more secure for tenants and should improve the quality of the housing stock, it will also impose extra costs on landlords. Given the currently higher interest rates on mortgages and the on-going tax changes on landlords, it may be that more landlords will withdraw from the market.

Other Needs

5.10 The overall need for housing also requires setting in the context of other policy objectives. For example, there is the need to meet the needs of older persons, those seeking shared accommodation, students, and those seeking to build their own homes as follows:

- A need for 858 units of specialist older persons accommodation for those aged 75 years and older over the 16-year period, with 55% of this provided as affordable housing. The provision of market older persons housing may be heavily constrained by viability factors. The need for specialist Use Class C3 older person housing represents 8.6% of the overall dwelling target for Lancaster District of 10,000. Any affordable provision also forms part of the total provision for affordable housing,
- There is a further potential need for age-restricted housing, which may amount to as much as 30 dwellings per annum,
- The Government is now proposing that all homes should be delivered to M4(2) accessible and adaptable dwellings standard. If this is not implemented, the need for adapted housing 2028-44 can be expressed as a range between 3,344 and 7,190 dwellings (which between 209 and 449 dwellings per annum). Whilst this is a large range, the lower figure is the one most commonly used for planning purposes as it reflects a minimum unmet need for adaptable housing. This figure includes the need for M4(3) housing, which is around 55 per annum, and
- The current self and custom housebuilding register in Lancaster District grows by around 5 households a year.

5.11 **These dwellings are included and are not in addition to the overall housing need;** all of these would contribute to the overall delivery of dwellings in Lancaster District. Figure 49 provides a summary, categorised by the type of housing. It should be remembered that there will also be a high degree of cross-over between housing types such as older persons, M4(2), and M4(3).

Figure 49: Summary of Annual Affordable and Market Housing Needs in Lancaster District 2028-2044(Source: ORS Modelling)

	Affordable	Market
Overall	**445**	**180**
Including		
Affordable Rented	293	0
Affordable to Own	152	0
Other Housing		
Build to Rent	0	Up to 100
Age restricted for those aged 55-74 years	Up to 15	Up to 15
Older Persons: Housing for 75+ years	27	24
Older Persons: Older Persons Communal		28
M4(2) Only	45	108
M4(3)	41	14
Self-build	0	5

Appendix A: Glossary

Definitions

Affordability is a measure of whether housing may be afforded by certain groups of households.

Affordable housing includes affordable rented and intermediate housing, which is provided to specified eligible households whose needs are not met by the market. For the purpose of this report, we have used the definition in the National Planning Policy Framework 2012.

Affordable Rent is a type of low-cost rented housing, which is targeted at the same groups as Social Rent, but with rents set at a maximum of 80% of market rents.

Affordable rented housing is provided by social landlords and is rented for less than would be paid if renting privately and includes both Affordable Rent and Social Rent.

Category 2 and 3 are classifications of wheelchair accessible housing. They refer to building regulations Approved Document M (2015), which introduced three categories of accessible dwellings. Category 1 (visitable dwellings) relates to accessibility of all properties and, being mandatory, is not assessed in the HNA. Category 2 (accessible and adaptable dwellings) is optional and is similar to Lifetime Homes. Category 3 (wheelchair user dwellings) is optional and is equivalent to wheelchair accessible standard.

Census Output Area is the smallest area for which UK Census of Population statistics are produced. Each Census Output Area had a population of around 250 people with around 100 dwellings at the time of the 2001 Census.

Concealed families are defined as "family units or single adults living within other households, who may be regarded as potential separate households which may wish to form given appropriate opportunity"[36].

A Dwelling as a single self-contained household space (an unshared dwelling) or two or more household spaces at the same address that are not self-contained but combine to form a shared dwelling that is self-contained. In most cases, a single household space will be an unshared dwelling.

Equity is the difference between the selling price of a house and the value of the outstanding mortgage.

Headship rates are defined by CLG as: "*the proportion of people in each age group and household type who are the 'head' of a household*"[37].

A household is one person living alone or two or more people living together at the same address who share at least one meal a day together or who share a living room.

Household formation refers to the process whereby individuals in the population form separate households. 'Gross' or 'new' household formation refers to households that form over a period of time, conventionally over one year. This is equal to the number of households existing at the end of the year that did not exist as separate households at the beginning of the year (not counting 'successor' households, which form the former head of household dies or departs). 'Net' household formation is the net growth in households resulting from new households forming minus the number of existing households dissolving (e.g. through death or joining up with other households).

[36] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6338/1776873.pdf
[37] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/182417/MethodologyFinalDraft.pdf

A Housing Association or **Registered Provider** is an independent non-profit body that primarily provides low-cost "social or affordable housing" for people in housing need.

Housing demand is the quantity of housing that households are willing and able to buy or rent.

Household income includes all salaries, benefits, and pensions before deductions such as tax and National Insurance.

Household Representative (HRP) is a person chosen for statistical reasons by virtue of economic activity, age, and/or sex as the representative of a household

House in Multiple Occupation are currently defined by the Housing Act 2004 as:

- an entire house or flat which is let to three or more tenants who form two or more households and share a kitchen, bathroom, or toilet facilities,
- a house which has been converted entirely into bedsits or other non-self-contained accommodation and has been let to three or more tenants who form two or more households and share kitchen, bathroom, or toilet facilities,
- a converted house which contains one or more flats which are not wholly self-contained (i.e. the flat does not contain within it a kitchen, bathroom, and toilet facilities) which is occupied by three or more tenants who form two or more households, and
- a building which has been converted entirely into self-contained flats if the conversion did not meet the standards of the 1991 Building Regulations which has had more than one-third of its flats let out on short-term tenancies.

Housing market areas are geographical areas in which a substantial majority of the employed population both live and work where those moving to a new house without changing employment choose to stay.

Housing need is the quantity of housing required for households who are unable to access suitable housing without financial assistance.

Housing requirements encompasses both housing demand and housing need and is, therefore, the quantity of housing necessary for all households to have access to suitable housing, irrespective of their ability to pay.

Housing type refers to the type of dwelling (e.g. flat, house, specialist accommodation, etc).

Intermediate affordable housing is housing at prices and rents above those of affordable rented housing but below market price or rents which meets the criteria for affordable housing set out above. These include shared equity products (e.g. HomeBuy), other low-cost home ownership products, and intermediate rent.

Lending multiplier is the number of times a household's gross annual income a mortgage lender will normally be willing to lend. The most common multipliers quoted are 3.5 times income for a one-income household and 2.9 times total income for dual income households.

Low Cost Home Ownership or **Shared Ownership** is intermediate affordable housing designed to help people who wish to buy their own home who cannot afford to buy one outright with a mortgage. Through this type of scheme, you buy a share in the property with a Housing Association or other organisation.

Lower quartile means the value below which one quarter of the cases falls. In relation to house prices, it means the price of the house that is one quarter of the way up the ranking from the cheapest to the most expensive.

Lower Super Output Area is a group of around 5-6 Census Output Areas and is the smallest geography for many Government statistics. Each Lower Super Output Area had a population of around 1,250 people with around 500 dwellings at the time of the 2001 Census.

Market housing is private housing for rent or for sale where the price is set in the open market.

Market signals are indicators that supply and demand are not in balance for a local housing market. Possible market signals are listed in PPG and the following are the most pertinent: house prices, private sector rents, affordability, rate of development, and overcrowding.

Migration is the movement of people between geographical areas. In this context, it could be either local authority boroughs or wider housing market areas. The rate of migration is usually measured as an annual number of individuals living in the defined area at a point in time who were not resident there one year earlier. Gross migration refers to the number of individuals moving into or out of the authority. Net migration is the difference between gross in-migration and gross out-migration.

Other Households can be defined as: "multi-person households including unrelated adults sharing, student households, multi-family households and households of one family and other unrelated adults".

A projection of housing needs or requirements is a calculation of numbers expected in some future year(s) based on the extrapolation of existing conditions and assumptions. For example, household projections calculate the number and composition of households expected at some future date(s) given the projected number of residents, which is broken down by age, sex, and marital status and an extrapolation of recent trends in the propensity of different groups to form separate households.

Registered Social Landlord/Registered Provider: see Housing Association.

Secondary data is existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Census, national surveys).

Shared ownership: see Low Cost Home Ownership.

Social Rented housing is housing where the landlord is a Registered Provider, usually the Council or a housing association, where social rents are charged. These rents are significantly lower than market rents, and they are set in accordance with a formula set by Government.

Specialised housing refers to specially designed housing (such as mobility or wheelchair accommodation, hostels, or group homes) or housing specifically designated for particular groups (such as retirement housing).

Acronyms and Initials

AHC	Affordable Housing Commission
AHO	Affordable Homeownership
BRMA	Broad Rental Market Area
CLG	Department for Communities and Local Government (now MHCLG)
CPI	Consumer Prices Index
DFG	Disable Facilities Grant
DWP	Department of Work and Pensions
EHS	English Housing Survey
HB	Housing Benefit
HNA	Housing Needs Assessment
HMA	Housing Market Area
HPSSA	House Price Statistics for Small Areas
LA	Local Authority
LHA	Local Housing Allowance
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LLTI	Limiting Long-Term Illness
LPA	Local Planning Authority
LQ	Lower Quartile
LRR	Local Reference Rent
LSE	Leasehold Schemes for the Elderly
MHCLG	Ministry for Housing, Communities and Local Government
MSOA	Middle-layer Super Output Area
NPPF	National Planning Policy Framework
OAN	Objectively Assessed [Housing] Need
OBR	Office for Budget Responsibility
ONS	Office for National Statistics
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
PRS	Private Rental Sector
RSL	Registered Social Landlord
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

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Opinion Research Services

Excellent research for the public, voluntary and private sectors

Lancaster City Council Gypsy and Traveller Accommodation Assessment (GTAA) and Boat Dweller Accommodation Assessment (BDAA)

Report of Findings

September 2026

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1. Executive Summary

Summary of Key Findings and Conclusions

Introduction and Methodology

1.1 The primary purpose of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Lancaster City Council (the Council) area.

1.2 This GTAA provides a credible evidence base which can be used to support the preparation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2026/27 to 2043/44.

1.3 Since the GTAA was commissioned, the Town and Country Planning (Local Planning) (England) Regulations 2026 came into force (March 2026). This changed the way in which Local Plans are prepared and required Lancaster City Council to formally recommence Local Plan preparation. The Lancaster District Local Plan (2029-2044) period has therefore changed slightly. The 15-year plan period will now cover the financial years 2029/30-2044/45. While this takes the end period a year beyond the GTAA evidence, at this stage within the commission, it would be unreasonable to re-run the modelling. It is also recognised that Local Government Reorganisation is progressing with a new larger authority expected to be vested by 2028. Once the authority is vested a new Local Plan will be progressed and will be in place before the end of the plan period. It is therefore considered that the plan period does not undermine the overall conclusions or their strength as part of the evidence base.

1.4 This covers the Council's Local Plan period, and the 15-year requirements set out in Planning Policy for Traveller Sites (PPTS). The outcomes of this study supersede the outcomes of the previous GTAA for the Council.

1.5 Whilst the Local Plan period is 2029/30 to 2044/45 the GTAA starts with a 2026/27 baseline. Lancaster will therefore have to continue to monitor supply and demand for pitches/plots between the GTAA baseline date and the Local Plan submission date. A refresh of the GTAA evidence base may be required before submission of the Local Plan.

1.6 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the Council area through a combination of desk-based research, stakeholder interviews, and engagement with members of the Travelling Community. This includes those living on all known sites, yards, and encampments, as well as seeking to engage with households living in bricks and mortar accommodation. The GTAA has also sought to assess whether there is any need for transit provision to be provided.

1.7 A total of 58 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Lancaster. In addition, a total of 2 interviews were completed with households living in bricks and mortar.

1.8 A total of 9 stakeholder interviews were also completed.

1.9 The baseline date for the study is April 2026.

Background

1.10 Paragraph 4 in the PPTS sets out that *local planning authorities should make their own assessment of need for the purposes of planning.*

1.11 Paragraph 9 in the PPTS sets out that *local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area.*

1.12 Paragraph 10 in the PPTS sets out that Local Planning Authorities should, in producing their Local Plan: *(a) identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets; (b) identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.*

1.13 The PPTS in Annex 1 states that *For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard")*.

1.14 Paragraph 63 in the NPPF states that [emphasis added] "*Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families;* ***travellers***[27]*; people who rent their homes and people wishing to commission or build their own homes*."

1.15 Footnote 27 to that paragraph states that "*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*."

1.16 Both the NPPF and PPTS refer to the provision of Travellers' *sites/yards* to meet needs, and the PPTS refers to setting *pitch/plot* targets. For ease, and consistency, this GTAA sets out the accommodation needs as needs for pitches/plots. In most cases, the need should be met through provision of a pitch/plot. However, in some circumstances the accommodation needs may be more appropriately met through provision of other *alternative* suitable accommodation (for example through additional touring caravans on sites and yards). So, in this GTAA any reference to *pitch/plot* means *pitch/plot or pitch/plot equivalent*.

1.17 This GTAA provides evidence of accommodation needs in line with both the PPTS and NPPF requirements. This evidence will help to inform the Council's policies in their emerging Local Plan including the setting of local pitch/plot targets and the allocation of sites/yards to meet identified accommodation needs.

1.18 ORS recommend that Gypsies and Travellers and Travelling Showpeople Local Plan Policies should give consideration to addressing need from households that meet the 2024 PPTS planning definition through the allocation of new pitches or plots – or equivalents; through the intensification or expansion of the existing sites and yards where need has been identified; and through consideration of granting planning permission for any temporary and unauthorised sites or yards where this is felt to be appropriate in relation to relevant Development Management Policies.

1.19 The Council should also put in place a Criteria-Based Local Plan Policy (as suggested in Paragraph 11 in the PPTS) to manage the need from Undetermined Households, as well as to deal with any potential windfall applications, potential need from in-migration, or any need arising from bricks and mortar.

1.20 The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Lancaster, the Council have been provided with more detailed breakdowns to support the preparation of any future Local Plan Policies.

Key Findings

Pitch Needs – Gypsies and Travellers

1.21 In April 2026 the Council identified 127 Gypsy and Traveller pitches in Lancaster:

- 1 public site (19 pitches);
- 20 private sites with permanent planning permission (93 pitches);
- 1 private site with temporary planning permission (1 pitch);
- 4 unauthorised sites (14 pitches).

1.22 Our research concluded that 73 Gypsy or Traveller households met the 2024 PPTS planning definition and there were 32 households where it was not possible to confirm their status. These 32 households are also likely to meet the 2024 PPTS planning definition and are referred to as Undetermined Households for the purposes of this GTAA.

1.23 Our research identified a need for 63 pitches emerging from the 73 households that met the 2024 PPTS planning definition. This is made up of:

- 14 pitches from households on unauthorised developments;
- 1 pitch with temporary planning permission;
- 13 pitches for concealed/doubled-up households or single adults;
- 12 pitches to meet a 5-year need from teenagers;
- 2 pitches from roadside/in-migration;
- 2 pitches for households living in bricks and mortar; and
- 19 pitches from new household formation, using a formation rate of 1.50%.

1.24 There is also a need for 35 pitches emerging from the 32 Undetermined Households. This is made up of:

- A modelled need for 11 pitches for concealed/doubled-up households or single adults;
- A modelled need for 11 pitches to meet a 5-year need from teenagers; and
- 13 pitches from new household formation, using the ORS national formation rate of 1.50%.

1.25 The overall pitch needs for Gypsies and Travellers for the period 2026/27 – 2043/44 are summarised in

1.26

1.27 Figure 1:

Figure 1: Need for Gypsy and Traveller households in Lancaster (2026-43)

Status	2026/27-2043/44
Need from households who meet the Planning Definition	63
Undetermined	35
TOTAL	**98**

1.28 The need from households that meet the planning definition and for Undetermined Households can be distributed across year periods as shown in Figure 2:

Figure 2: Need for Gypsy and Traveller households by year periods

Year Period	Dates	PPTS Need	Undetermined Need
0 – 5	2026/27 – 30/31	44	22
6 – 10	2031/32 – 35/36	7	5
11 – 15	2036/37 – 40/41	7	5
16 – 18	2041/42 – 43/44	5	3
0 – 18	**2026/27 – 43/44**	**63**	**35**

Plot Needs – Travelling Showpeople

1.29 In April 2026 the Council identified 0 Travelling Showpeople yards (0 plots) in Lancaster:

1.30 Our research concluded that no Travelling Showpeople households met the 2024 PPTS planning definition and there were no households where it was not possible to confirm their status.

Recommendations

Gypsy and Traveller Recommendations

1.31 The recommendations for addressing need from Gypsies and Travellers are set out below:

1. **Pitch Content:** In general terms, need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on *Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles, and a small garden area. This guidance relates primarily to the provision of pitches on public sites but can also be more broadly applied to the provision of pitches on private sites.

2. **Pitch Size:** Whilst there is no standard size for a Gypsy and Traveller pitch, there are some examples of guidance[1] at a local authority level that recommend average pitch sizes of between 320m^2 and 500m^2 but also suggest that a variety of pitch sizes – including small, medium and large pitches - can

[1] Leeds City Council: *Gypsy and Traveller Site Design Guide* (2020) and East Devon District Council: *Gypsy and Traveller Site Design and Layout Guidance* (2017).

enable different sized families to be accommodated on sites (equivalent to two, three and four-bedroom houses) and can contribute to affordability.

3. **Public Sites:** For need arising from public sites the Council will need to consider the expansion or intensification of these sites, or for new sites(s), as it is unlikely that this need could be addressed through the provision of pitches on new private sites.

4. **Private Sites:** For need arising from private sites the Council will need to consider the expansion or intensification of these sites, or to address need through new site/pitch allocations. Where they have been identified the Council should also consider the regularisation of sites with temporary planning permission and of unauthorised sites.

5. **Alternative Approaches (1):** The Council should also consider alternative approaches to dealing with need from single adults and from teenagers as it is unlikely that they will need a full pitch of their own in the short to medium term. This need could be addressed through permitting additional touring caravans on existing sites/pitches which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches. These approaches could be explored through the completion of a Pitch Deliverability Assessment (see Recommendation 11 below).

6. **Alternative Approaches (2):** The second approach to consider is for private sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Traveller sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches. These approaches could also be explored through the completion of a Pitch Deliverability Assessment (see Recommendation 11 below).

7. **Undetermined Need:** The Council will also need to carefully consider how to address any potential need from Undetermined Households; from households seeking to move to Lancaster (in-migration), or from households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should continue to use or put in place Criteria-Based Local Plan Policies as suggested in the PPTS.

8. **Future Need:** Future need from new household formation could be met through natural turnover of pitches over time, or through enforcing against any pitches not found to be occupied by Gypsies or Travellers.

9. **Monitoring:** The Council should continue to monitor any changes to the site baseline through new applications and update annually a supply of specific deliverable sites to provide 5 years' worth of sites against locally set targets as required by the PPTS.

10. **Supporting Data:** Whilst the findings in this report are aggregated totals for the whole of Lancaster due to data protection issues, the Council have more detailed data to enable an accurate review of Local Plan allocations to be made.

11. **Pitch Deliverability Assessment:** Finally, the Council should consider completing a Pitch Deliverability Assessment (PDA) to explore in more detail the capacity of existing sites to accommodate additional pitches and/or caravans to meet identified needs. The PDA should take into account the findings of this assessment to inform emerging Local Plan policies and may be updated if appropriate.

Transit Recommendations

1.32 The recommendations for addressing transit need are set out below:

1. **Overall Transit Provision:** There currently is no public transit provision within Lancaster. As Lancaster experiences a relatively low number of unauthorised encampments, it is not recommended that there is a need for any formal public transit provision in the area at this time[2].

2. **Monitoring:** The situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a welfare assessment (or similar).

3. **Review:** It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on an annual basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether the current approach is preferable.

4. **Short-Term Approach:** In the short-term the Council should continue to use its current informal tolerated approach when dealing with unauthorised encampments and management-based approaches, such as negotiated stopping agreements, should continue to be considered.

5. **Management-Based Approaches:** The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.

6. **Temporary Stopping Places:** Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portable toilets; sewage disposal points; and refuse disposal facilities.

[2] See Chapter 7 for further details.

2. Introduction

2.1 The primary purpose of this Gypsy and Traveller Accommodation Assessment (GTAA), is to provide a robust assessment of current and future need for Gypsies, Travellers, and Travelling Showpeople accommodation in Lancaster City Council.

2.2 The outcomes of the study will supersede the outcomes of the previous Gypsy and Traveller Accommodation Assessment (GTAA) completed for the Council.

2.3 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2024, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2024, and the Planning Practice Guidance (PPG).

2.4 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It can be used to aid the implementation of the Council's Local Plan Policies and the provision of Traveller pitches and plots covering the period 2026/27 to 2043/44 to meet the 15-year requirements of the PPTS and the Council's Local Plan period.

2.5 In addition to identifying current and future permanent accommodation needs, it seeks to identify any need for transit provision.

2.6 It also considers whether the Council should undertake a Pitch Deliverability Assessment (PDA) to inform the emerging Local Plan.

2.7 The study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).

2.8 The baseline date for the study is April 2026.

Definitions

Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities and others [2022]

2.9 In October 2022 the Court of Appeal handed down judgment in *Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391*. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work due to old age or disability. The Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.

2.10 Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it was not quashed or declared unlawful at this time.

2.11 As a result of the Lisa Smith Judgement, changes to the PPTS in 2023, and following consultation on the NPPF in 2024, the Government made changes to the PPTS in December 2024 to effectively bring all Gypsies and Travellers under the current planning definition.

Legal Review of PPTS 2024 Planning Definition

2.12 In late 2025 a note was circulated to all Local Planning Authorities in England on behalf of Friends, Families and Travellers - a leading national charity that supports the Travelling Community. The note was prepared by Marc Willers KC from Garden Court Chambers and sought to provide an independent legal opinion on the interpretation and application of the planning definition of a Traveller contained in Annex 1 of the PPTS (2024).

2.13 ORS have reviewed the legal opinions of Marc Willers KC and agree with his conclusions in that the current PPTS planning definition of a Traveller now includes a requirement to assess the accommodation needs of all ethnic Gypsies and Travellers, and also including New Travellers, but would appear to exclude economic travellers (i.e. Van Dwellers etc.). This is the same conclusion that ORS reached in their review of the 2024 PPTS planning definition when it was issued in December 2024 and this is reflected in our current approach to the analysis and reporting of our GTAA studies, including in Lancaster:

- Following the changes to the PPTS in 2024 the planning definition of a Traveller now includes all other persons with a cultural tradition of nomadism or of living in a caravan.
- As a result of this it can be concluded that all ethnic Gypsies and Travellers now meet the PPTS 2024 planning definition of a Traveller.
- There were no changes to the planning definition of a Travelling Showperson made in 2024 but is assumed that all Travelling Showpeople will meet the Annex 1 planning definition.

Planning Policy for Traveller Sites (PPTS) 2024

2.14 For the purposes of the planning system, the current planning definition of a Traveller is set out in PPTS (2024). The planning definition set out in Annex 1 states that:

> *1. For the purposes of this planning policy "gypsies and travellers" means:*
>
> *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
>
> *2. For the purposes of this planning policy, "travelling showpeople" means:*
>
> *Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.*
>
> *3. For the purposes of this planning policy, "travellers" means "gypsies and travellers" and "travelling showpeople" as defined above.*

4. For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard"). This terminology differentiates between residential pitches for "gypsies and travellers" and mixed-use plots for "travelling showpeople", which may / will need to incorporate space or to be split to allow for the storage of equipment.

Planning Policy for Traveller Sites, Ministry of Housing, Communities and Local Government (MHCLG) December 2024

Definition of Travelling

2.15 One of the most important questions that GTAA's need to address in terms of applying the planning definition is *what constitutes a nomadic way or life or nomadism.* This has been determined through case law.

2.16 **R v South Hams District Council (1994)** – defined Gypsies as "*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood*.)" This includes 'born' Gypsies and Travellers as well as 'elective' Travellers such as New Age Travellers.

2.17 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.

2.18 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if they led a nomadic way of life *only seasonally*.

2.19 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought Judicial Review of the Local Authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

2.20 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base which they set out from and return to.

2.21 Following the changes to the PPTS in 2024 the planning definition now includes all other persons with a cultural tradition of nomadism or of living in a caravan.

2.22 As a result of this it can be concluded that all ethnic Gypsies and Travellers now meet the PPTS 2024 planning definition of a Traveller.

2.23 There were no changes to the planning definition of a Travelling Showperson made in 2024 but is assumed that all Travelling Showpeople will meet the Annex 1 planning definition.

Legislation and Guidance for Gypsies and Travellers

2.24 Policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- The Housing Act, 1985
- The Equality Act, 2010
- The Housing and Planning Act, 2016
- Planning Practice Guidance[3] (PPG)
- Planning Policy for Traveller Sites (PPTS), 2024
- National Planning Policy Framework (NPPF), 2024[4]

2.25 In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews also need to be taken into consideration. Relevant examples have been included in this report where appropriate.

2.26 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2024). It should be read in conjunction with the National Planning Policy Framework (NPPF) 2024.

Planning Policy for Traveller Sites (PPTS) 2024

2.27 The PPTS (2024, Paragraph 4), sets out the overall aims of the policy in respect of Traveller sites:

a) That local planning authorities should make their own assessment of need for the purposes of planning.

b) To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.

c) To encourage local planning authorities to plan for sites over a reasonable timescale.

d) That plan-making and decision-taking should protect Green Belt from inappropriate development[5].

e) To promote more private traveller site provision while recognising that there will always be travellers who cannot provide their own sites.

f) That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.

g) For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.

[3] With particular reference to the sections on Housing needs of different groups (May 2021).
[4] Consultation on the revised National Planning Policy Framework (NPPF) is open until March 10, 2026, inviting feedback on significant proposed reforms to the planning system in England.
[5] Paragraph 16 in the PPTS goes on to state '…unless the exceptions set out in Chapter 13 of the National Planning Policy Framework apply.'

h) To increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.

i) To reduce tensions between settled and traveller communities in plan-making and planning decisions.

j) To enable provision of suitable accommodation from which travellers can access education, health, welfare, and employment infrastructure.

k) For local planning authorities to have due regard to the protection of local amenity and local environment.

2.28 PPTS states in Paragraph 9 that:

> *Local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.*

2.29 PPTS goes on to state in Paragraph 10 that Local Planning Authorities should in producing their Local Plan:

a) Identify and annually update a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets.

b) Identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.

c) Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries).

d) Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.

e) Protect local amenity and environment.

2.30 Local Authorities have a duty to ensure a 5-year land supply to meet any need that is identified Traveller sites. However, PPTS also sets out in Paragraph 11 that:

> *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers whilst respecting the interests of the settled community.*

National Planning Policy Framework (2024)

2.31 The most recent version of the NPPF was issued in December 2024.

2.32 Paragraph 62 of the NPPF sets out that in determining the minimum number of homes needed, *strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance*.

2.33 Paragraph 63 then states that [emphasis added] *Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families;* ***travellers****; people who rent their homes and people wishing to commission or build their own homes.*

2.34 Footnote 27 to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*.'

Proposed Revision of the National Planning Policy Framework

2.35 In December 2025 the Government issued a consultation on '*Proposed reforms to the National Planning Policy Framework and other changes to the planning system'*. These proposed changes would only relate to England. The consultation period ended in March 2026.

2.36 Following a commitment to complete a review of the PPTS '*to support a clearer and more consistent planning system'* the Government are proposing to incorporate existing PPTS policies relating to Travellers into the revised NPPF. The rationale for this is:

- *To reduce unnecessary duplication and support equitable outcomes within the planning system*; and
- *To provide greater clarity on how Traveller sites should be planned for and delivered*.

2.37 At this stage the NPPF Consultation Draft clearly sets out that '*While some wording* [in the PPTS] *has been changed or removed, the government's aims in respect to Traveller sites remain unchanged*'.

2.38 The '*Questions on Proposed reforms to the National Planning Policy Framework and other changes to the planning system'* only contain three specific questions with regard to Traveller sites.

- Whether proposed housing density requirements around [train] stations could have adverse impacts on Gypsies and Travellers.
- Whether proposed minimum housing density requirements could have adverse impacts on Gypsies and Travellers.
- Whether proposed appropriate development types in the Green Belt could have adverse impacts on Gypsies and Travellers.

2.39 Proposed Policy HO1, in relation to Gypsies and Travellers, still includes at 1(b) a requirement that '*Local Plans should be based upon an assessment of the permanent and transit site accommodation needs of travellers in the area'*, and at 2(c) that Local Plans '*should also take into account an assessment of the size, type and tenure of housing or other accommodation needed for different groups'* – including '*Travellers'*.

2.40 Proposed Policy HO2 sets out at (1) that *Spatial development strategies should establish a housing requirement and set pitch and plot requirements where a need has been identified, for each local planning authority within*

the strategy area'. HO2 also sets out in (2) that [emphasis added] '*Pitch and plot requirements should reflect the extent to which identified permanent and transit site accommodation needs of travellers in the area can be accommodated over the plan period as fully as possible'*. This final section (2) is not currently in the PPTS.

2.41 Proposed Policy HO3 sets out in (1), in relation to supply issues, that '*Local plans should identify a sufficient supply and mix of sites to meet or exceed the housing requirement figure and pitch and plot requirements for their areas over the plan period'*. It goes on in 1 (b) to set out that in relation to Traveller sites: '*(i) a supply of specific deliverable sites for five years following the intended date of adoption of the plan; and (ii) a supply of specific, developable sites or broad locations for growth for the subsequent years 6 to 10 and, where possible, for years 11-15 of the remaining plan period'*.

2.42 There are also a number of other issues relating to Gypsy and Traveller provision included in the proposed changes to the NPPF but these appear to be the same as what is currently in the PPTS.

2.43 Therefore the only potentially fundamental change to the proposed NPPF identified by ORS at this stage in relation to Gypsies and Travellers is the inclusion of the following in proposed Policy HO1 [emphasis added] – '*Pitch and plot requirements should reflect the extent to which identified permanent and transit site accommodation needs of travellers in the area* ***can be accommodated over the plan period as fully as possible*****.**

2.44 This suggests that in circumstances where Local Authorities are still unable to identify sufficient supply under proposed Policy HO3 (i) and (ii), despite exhausting all efforts to do so, that this will not count against them through Examination of their Plan.

2.45 This also suggest that the completion of a more detailed Pitch Deliverability Assessment (PDA) will assist Local Authorities when seeking to address identified need.

2.46 In conclusion, as things currently stand it is the view of ORS that any potential changes that may arise should the NPPF be updated will not impact on the validity of a GTAA based on proposed Policy HO1; and that given that changes have not yet been made to the NPPF limited to no weight should be attached to the Consultation Draft until any changes are made and an updated NPPF is published.

3. Methodology

Background

3.1 Opinion Research Services (ORS) have been undertaking Gypsy and Traveller Accommodation Needs Assessments (GTAAs) for over fifteen years. Our approach has been regularly refined in light of changes to PPTS in 2015, 2023 and 2024, the Housing and Planning Act (2016), the NPPF (2024), and the PPG, as well as the outcomes of Local Plan Examinations and Planning Appeals.

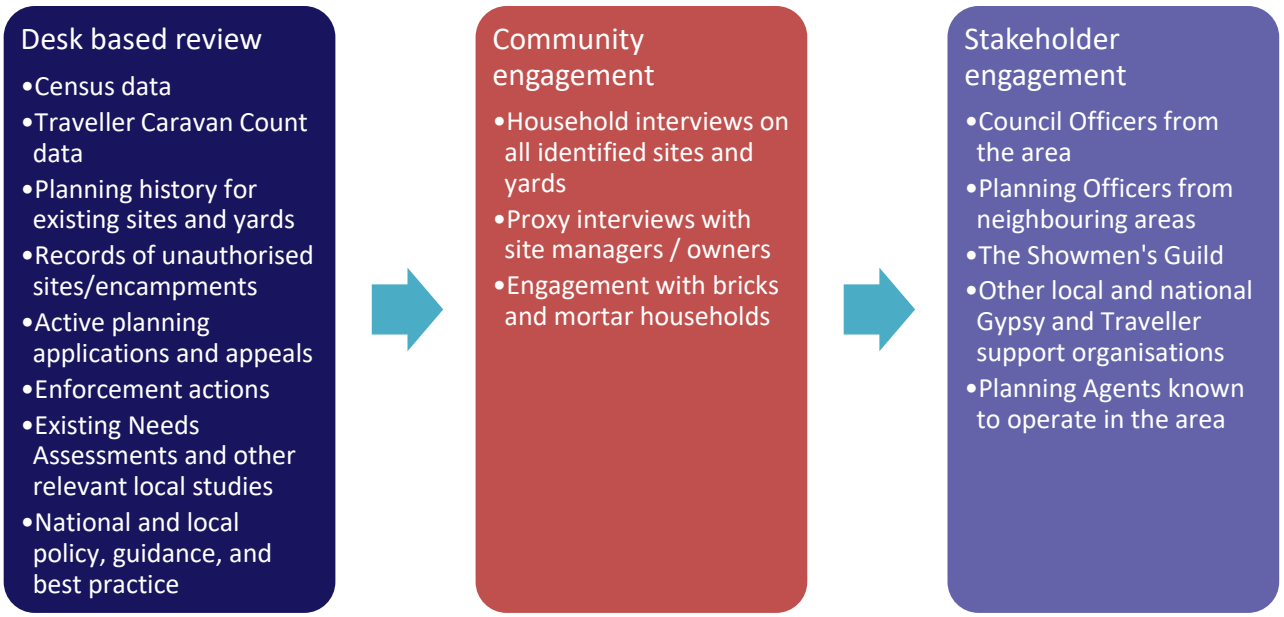
3.2 PPTS contains a number of requirements for local authorities which must be addressed in a GTAA. Paragraph 7 in the PPTS sets out that local authorities should (a) *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups*; (b) *cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up- to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities*; and (c) *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions*.

3.3 ORS would note that the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in multiple areas across England[6].

Our approach to Fieldwork

3.4 The stages below provide a summary of the methodology that was used to complete this study. These stages can be completed concurrently.

[6] ORS have attended Gypsy and Traveller Local Plan Examination Sessions in areas including Bedford, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Charnwood, Cheltenham, Colchester, Cotswold, Daventry, East Hertfordshire, Elmbridge, Gloucester, Kings Lynn, Leicester, Maldon, Milton Keynes, Newark and Sherwood, Newham, Runnymede, Rutland, South Cambridgeshire, South Northamptonshire, South Staffordshire, Spelthorne, St Albans, Tewkesbury, and Waverley.



Desk-Based Review

3.5 The secondary data that was reviewed and collated included:

- Census data.
- MHCLG Traveller Caravan Count data.
- Planning history for existing sites and yards.
- Records of unauthorised sites/encampments.
- Information on active planning applications and appeals.
- Information on active enforcement actions.
- Existing Needs Assessments and other relevant local studies.
- National and local policy, guidance, and best practice.

Stakeholder Engagement

3.6 Stakeholder engagement involves three core groups; local Council Officers, neighbouring Planning Officers, Parish Councils and representative bodies.

3.7 Council Officers help provide a fuller understanding of local issues. This includes information about the progress made in addressing any needs identified in previous GTAAs and about any unauthorised developments.

3.8 Planning Officers from neighbouring authorities allow us to explore cross-border issues including transit provision.

3.9 Speaking with other organisations and agencies who represent Gypsies, Travellers and Travelling Showpeople allows the assessment to take account of any particular issues affecting these communities.

Community Engagement

3.10 Once we have identified all authorised and unauthorised sites/yards and encampments in the study area we seek to complete an interview with each household. ORS use a census rather than sampling approach as we consider this to be more robust. Sample based approaches can lead to an underestimate of need and GTAAs using sampling are regularly challenged by the Planning Inspectorate.

3.11 ORS make at least three separate attempts to contact a household including leaving calling cards and offering appointments and the opportunity to complete an interview over the telephone.

3.12 Interviews are undertaken by experienced fieldworkers who work on our GTAA studies across England and Wales. To ensure consistency in data collection ORS use a standard questionnaire which can be seen in **Appendix C**. The interview captures current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households. It also asks about the type of pitches households may require in the future – for example private or socially rented, together with any features they may wish to be provided.

3.13 The survey includes questions about the travelling characteristics of household members. Whilst responses to these questions are less relevant now following the changes to the PPTS in 2024, ORS feel that this is still useful data to collect. This information is useful when seeking to address any identified need as those who do and don't travel may may have different pitch/plot requirements.

3.14 Where we are unable to complete an interview, we will attempt to gather basic information about each pitch/plot through a proxy interview from sources including neighbouring residents and site management.

3.15 In addition to the household and proxy interviews on-site, fieldworkers make an overall physical assessment of each site/yard to determine any vacant pitches/plots and to identify any potential opportunities for intensification or expansion of sites/yards to meet current and future needs.

Bricks and Mortar Households

3.16 Following the changes to the PPTS in 2024 the planning definition now includes all other persons with a cultural tradition of nomadism or of living in a caravan. This also includes households living in bricks and mortar who can demonstrate a cultural tradition of nomadism. Traveller households living in bricks and mortar have always been included in GTAAs completed by ORS so the changes to the planning definition in 2024 have not changed how these households are dealt with in the GTAA.

3.17 The 2021 Census recorded 81 households who identified as Gypsies or Irish Travellers who lived in a house or bungalow in Lancaster and 23 living in a flat or maisonette. The 2021 Census also recorded 18 households who identified as Roma who lived in a house or bungalow in Lancaster and 8 living in a flat or maisonette. It should be noted that Roma households generally prefer to live in housing and not on sites.

3.18 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts are sought through a range of sources including the interviews with people on existing sites and yards; information from stakeholder interviews; information from housing registers; and information from planning agents known to operate in the area. Interviews are sought with all identified households.

3.19 Through this approach the GTAA endeavours to enable households living in bricks and mortar the opportunity to make their views known.

3.20 ORS do not make assumptions on the overall needs from households in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard.

3.21 In summary, ORS do not model need from households living in bricks and mortar and instead rely on any local evidence of need that is identified. Any need from bricks and mortar households that comes forward in the future should be addressed through Local Plan Criteria-Based Policies as set out in the recommendations in this GTAA.

Timing of the Fieldwork

3.22 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS aim to complete fieldwork during the non-travelling season, and to avoid days of known local or national events.

3.23 The fieldwork for this GTAA was completed between March 2025 and August 2025.

Our Analysis

Applying the PPTS Planning Definition

3.24 The primary change to the PPTS in December 2024 in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Wherever possible we use the data collected in household interviews to identify if they meet the planning definition. In some cases information from planning applications and planning appeal Decision Notices are also used.

3.25 Through the inclusion of *all other persons with a cultural tradition of nomadism or of living in a caravan* in the Annex 1 definition, this now includes all Travellers. There were no changes to the definition of Travelling Showpeople in Annex 1 and all are now assumed to meet the planning definition.

Dealing with Undetermined Households

3.26 A GTAA has to consider the needs of any households where it is not possible to determine if they meet the planning definition – usually because we have been unable to complete an interview. These are defined as Undetermined Households.

3.27 Whilst there is no guidance that sets out how the needs of these households should be addressed ORS consider it necessary to estimate potential need from these households. This is an additional need figure over and above the need identified for households that meet the planning definition.

3.28 The estimate sought to identify potential current and future need from any pitches/plots known to be temporary or unauthorised through modelling need from concealed-doubled-up households, from teenagers based on the outcomes from completed interviews, and through new household formation. This modelling applies the proportion of need from households that were interviewed to the Undetermined Households. This modelled need is also accounted for in an increased base for the calculation of future household formation.

3.29 As the demographics of the Undetermined Households are unknown, ORS use our national household formation rate of 1.50% in our analysis to estimate future need.

3.30 Following the changes to the planning definition in PPTS 2024 it has been assumed that all Undetermined Households will meet the planning definition. However, it is recommended that needs from Undetermined Households are addressed through Criteria-Based Local Plan Policies and not through specific allocations.

3.31 The ORS approach to addressing the need arising from Undetermined Households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex (29th June 2017). He concluded:

> *The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist.*

Calculating the Current and Future Need

3.32 To identify need, PPTS requires an assessment for current and future pitch/plot requirements but does not provide a standard methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches/plots available for occupation with the current and future needs of the population.

3.33 A summary of the approach that has been taken is show below.



Supply of Pitches/Plots

3.34 Our desk-based research and fieldwork determines the vacant, and potentially available supply in the study area:

- Current vacant pitches/plots on public sites;
- Pitches/plots on public sites currently with planning consent due to be developed within 5 years;
- Pitches/plots vacated by people on public sites moving to housing;
- Pitches/plots vacated by people on public sites moving from the study area (out-migration).

3.35 It is important when seeking to identify supply from vacant pitches/plots that they are in fact available for general occupation – i.e. on a public or social rented site/yard, or on a private site/yard that is run on a commercial basis with anyone being able to rent a pitch/plot if they are available. Typically, vacant pitches/plots on small private family sites/yards are not included as components of available supply but can be used to meet any current and future need from the family living on the site/yard.

Current Need

3.36 The second stage is to identify components of current need:

- Households on unauthorised developments for which planning permission is not expected.
- Households living on sites/yards with temporary planning permission.
- Concealed, doubled-up or over-crowded households (including single adults).
- Teenage children in need of a pitch/plot of their own in the next 5 years.
- In-migration/roadside.
- Households in bricks and mortar needing to move to sites/yards.
- Households in need on waiting lists for public sites.

3.37 ORS are increasingly identifying households and adult household members who have been forced to leave sites/yards due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites/yards. These households are typically living on the roadside or doubling-up on pitches/plots in neighbouring local authorities. ORS include these households as components of hidden need and term them *displaced in-migration*.

Future Need

3.38 The final stage is to identify components of future need. This includes the component of new household formation.

3.39 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.

Pitch/Plot Turnover

3.40 Some assessments of need make use of pitch/plot turnover as an ongoing component of supply. ORS do not agree with this approach or with making any assumptions about annual turnover rates. ORS consider that this approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches/plots are not in fact available to meet any local need.

3.41 The use of turnover has been the subject of a number of Inspectors Decisions, for example **APP/J3720/A/13/2208767** found a GTAA to be unsound when using turnover and concluded:

> *West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However, the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration, yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.*

3.42 In addition, *Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers* produced jointly in June 2016 by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit,

the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

> *Assessments involving any form of pitch turnover in their supply relies upon making assumptions, a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.*

3.43 As such, other than current vacant pitches/plots that are known to be available, annual pitch/plot turnover has not been considered as a formal component of supply in this GTAA. However, natural turnover of pitches/plots on public and private sites/yards should continue to be monitored by the Council. In particular, the natural turnover of pitches/plots can help to meet future need over time from new household formation.

Transit Provision

3.44 GTAA studies require the identification of demand for transit provision. Whilst the majority of Gypsies and Travellers have permanent bases either on sites/yards or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year.

3.45 Due to the mobile nature of the population a range of sites/yards can be provided to accommodate Gypsies and Travellers as they move through different areas.

- **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- **Emergency stopping places** - more limited facilities.
- **Temporary sites and stopping places** - only temporary facilities to cater for an event.
- **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

3.46 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.

3.47 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but usually has more limited facilities with typically only a source of water and chemical toilet disposal provided.

3.48 Another alternative is negotiated stopping. The term negotiated stopping is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not include permanent built transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the local authority and the (temporary) residents regarding expectations on both sides.

3.49 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portable toilets; sewerage disposal point and refuse disposal facilities.

3.50 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable pitch is available for the caravan or each of the caravans on a relevant caravan site which is situated in the local authority's area (or within the county in two-tier local authority areas). Relevant sites need to be managed by a Local Authority or a Registered Social Landlord (RSL). The police have no powers to direct people to private transit sites or yards.

3.51 Consideration also has to be given to the Police, Crime, Sentencing and Courts Act which came in to force in June 2022. Part 4 of the Act gives the Police additional powers to deal with unauthorised encampments through new offences relating to residing on land without consent in or with a vehicle and new powers in relation to the seizure of property.

3.52 In order to investigate the potential need for transit provision when undertaking work to support the GTAA, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry for Housing, Communities and Local Government (MHCLG) Traveller Caravan Count. The outcomes of the Stakeholder Interviews with Council Officers and with Officers from neighbouring planning authorities have also been taken into consideration when determining this element of need in the study area.

Approaches to Meeting Identified Need

3.53 Paragraph 4 in the PPTS sets out that *local planning authorities should make their own assessment of need for the purposes of planning.*

3.54 Paragraph 9 in the PPTS sets out that *local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area.*

3.55 Paragraph 10 in the PPTS sets out that Local Planning Authorities should, in producing their Local Plan: *(a) identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets; (b) identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.*

3.56 The PPTS in Annex 1 states that *For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard")*.

3.57 Paragraph 63 in the NPPF states that [emphasis added] "*Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families;* ***travellers***[27]*; people who rent their homes and people wishing to commission or build their own homes*."

3.58 Footnote 27 to that paragraph states that "*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*."

3.59 Both the NPPF and PPTS refer to the provision of Travellers' *sites/yards* to meet needs, and the PPTS refers to setting *pitch/plot* targets. For ease, and consistency, this GTAA sets out the accommodation needs as needs for pitches/plots. In most cases, the need should be met through provision of a pitch/plot. However, in some circumstances the accommodation needs may be more appropriately met through provision of other *alternative* suitable accommodation (for example through additional touring caravans on sites and yards). So, in this GTAA any reference to *pitch/plot* means *pitch/plot or pitch/plot equivalent*.

3.60 This GTAA provides evidence of accommodation needs in line with both the PPTS and NPPF requirements. This evidence will help to inform the Council's policies in their emerging Local Plan including the setting of local pitch/plot targets and the allocation of sites/yards to meet identified accommodation needs.

3.61 ORS recommend that Gypsies and Travellers and Travelling Showpeople Local Plan Policies should give consideration to addressing need from households that meet the 2024 PPTS planning definition through the allocation of new pitches or plots – or equivalents; through the intensification or expansion of the existing sites and yards where need has been identified; and through consideration of granting planning permission for any temporary and unauthorised sites or yards where this is felt to be appropriate in relation to relevant Development Management Policies.

3.62 The Council should also put in place a Criteria-Based Local Plan Policy (as suggested in Paragraph 11 in the PPTS) to manage the need from Undetermined Households, as well as to deal with any potential windfall applications, potential need from in-migration, or any need arising from bricks and mortar.

4. Gypsy, Traveller & Travelling Showpeople Sites/Yards and Population

Introduction

4.1 One of the main considerations of this GTAA is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Gypsies and Travellers

4.2 A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size[7]. A site is a collection of pitches which form a larger development for Gypsies and Travellers.

4.3 Whilst there is no standard size for a Gypsy and Traveller pitch, there are some examples of guidance[8] at a local authority level that recommend average pitch sizes of between 320m^2 and 500m^2 but also suggest that a variety of pitch sizes – including small, medium and large pitches - can enable different sized families to be accommodated on sites (equivalent to two, three and four-bedroom houses) and can contribute to affordability.

Travelling Showpeople

4.4 For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically occupied by Travelling Showpeople.

4.5 Whilst there is also no standard size for a Travelling Showpeople plot, The Showmen's Guild[9] advocates an average plot size of 2,000m^2. However, this should be viewed with some caution given the age of the guidance. In more recent years many Showpeople have sought to diversify their working practices and do not now need as much space for the storage or maintenance of larger rides. Recent planning applications in other local authorities have seen plans for new yards put forward including a variety of plot sizes.

Public Residential Sites/Yards

4.6 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is a public residential site, which is

[7] Whilst it has now been withdrawn, Government guidance on *Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan or park home for example] and touring caravan, parking space for two vehicles and a small garden area.
[8] Leeds City Council: *Gypsy and Traveller Site Design Guide* (2020) and East Devon District Council: *Gypsy and Traveller Site Design and Layout Guidance* (2017).
[9] The Showmen's Guild: *Travelling Showpeople's Sites – A Planning Focus* (2007).

provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).

Private Residential Sites/Yards

4.7 The alternative to a public residential site/yard is a private residential site/yard for Gypsies, Travellers and Travelling Showpeople, respectively. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches/plots on existing private sites/yards.

4.8 These two forms of accommodation are the equivalent to private ownership and private rent for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.

Transit Provision

4.9 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites/yards due to its transient nature, as described more fully in Chapter 3. These are known as transit sites and they provide many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months[10].

4.10 An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities.

4.11 Both of these two types of transit provision are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel.

4.12 A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

Unauthorised Sites/Yards

4.13 Further occurrences for the Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Travellers and are usually referred to as roadside encampments.

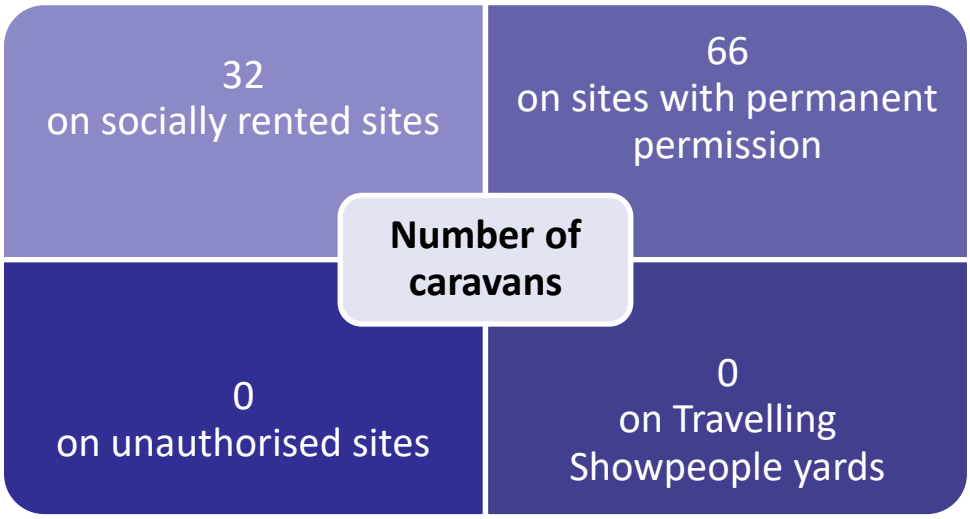
MHCLG Traveller Caravan Count

4.14 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count[11] which is conducted by each Local Authority in England on a specific date

[10] When away travelling Showpeople tend to stop off at the fairgrounds/events that they are working at.
[11] The Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans in 2013.

in January and July of each year[12] and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England.

4.15 The most recent Traveller Caravan Count (July 2025) reported the following:



4.16 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches/plots or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites/yards or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites/yards on the day of the count will not be included.

4.17 As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site/yard visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to support the identification of the need to provide for transit provision and this is set out later in this report.

Sites and Yards in Lancaster

4.18 Figure 3 below sets out the sites and yards in the area on the base date for the GTAA:

Figure 3: Total amount of provision in Lancaster (April 2026)

Category	Sites/Yards	Pitches/Plots
Gypsies and Travellers		
Public sites	1	19
Private sites with permanent planning permission	20	93
Private sites with temporary planning permission	1	1
Sites Tolerated for planning purposes	0	0
Unauthorised sites	4	14
Public transit sites	0	0
Sub-Total	26	127
Travelling Showpeople		
Private yards	0	0

[12] Only in January for Travelling Showpeople.

Tolerated yards	0	0
Unauthorised yards	0	0
Sub-Total	**0**	**0**
TOTAL	**26**	**126**

4.19 See **Appendix B: Site and Yard List** for further details.

5. Stakeholder Engagement

Introduction

5.1 ORS completed engagement with a range of stakeholders to complement the information gathered through interviews with members of the Travelling Community. This engagement took the form of telephone or Teams interviews.

5.2 The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

5.3 A total of 4 interviews were undertaken with Council Officers and other local stakeholders from the study area.

5.4 In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from 5 neighbouring local authorities:

- North Yorkshire Council
- Ribble Valley Borough Council
- Westmorland and Furness Council
- Wyre Forest District Council
- Yorkshire Dales National Park Authority

5.5 Other organisations and agencies who represent Gypsies and Travellers and Travelling Showpeople were also contacted. These were Friends Families & Travellers, Lancashire Ethnic Minority/Gypsy Roma & Traveller Achievement Service and The Showmen's Guild of Great Britain

5.6 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers

Accommodation Needs

5.7 Since the last GTAA, Lancaster Council have looked to grant appropriate permissions to help meet identified need for pitches.

5.8 There is concern in the Council that potential sea level rises may impact Traveller sites in the area. A coastal change management team is in place to formulate future plans.

5.9 The Council have also refurbished their public site at Mellishaw Park.

Short-term Encampments and Transit Provision

5.10 Encampments are usually infrequent and moved on if they stay longer than permitted. Almost all encampments are just passing through, and the volume is increased during May and June, around the time of the Appleby Horse Fair.

5.11 Most years there are little to no issues with encampments resulting from the Appleby Fair. However, this year (as of April 2026) it was stated that there has been an increase in instances of fires, thefts and other general Anti-social Behaviours.

5.12 Wennington village green, St Leonards car park Festival car park in Morecambe were highlighted as popular stopping locations.

5.13 It was felt that the area could save money on clearing up after encampments if they had a formal transit site. However, it was also felt it possibly wasn't feasible due to insufficient space available on viable land.

Cross Border Issues

5.14 It was acknowledged that the impact of Appleby requires collaborative work between neighbouring authorities.

5.15 No further cross-border issues were identified.

Neighbouring Authorities

5.16 Potential cross-border issues were raised by the following authorities:

- North Yorkshire Council
- Wyre Forest District Council

5.17 Lancaster Council was made aware of all issues raised by each Council

5.18 The following authorities responded to indicate no potential cross-border issues:

- Ribble Valley Borough Council
- Westmorland and Furness Council
- Yorkshire Dales National Park Authority

Traveller Representative Organisations and Agencies

5.19 While contact was made with the range of organisations set out above, none of them responded.

Town and Parish Councils Engagement

5.20 A short online questionnaire was sent to all Parish and Town Councils in the Lancaster area and a total of 6 responses were received.

5.21 The questionnaire focusses on the following broad subject areas:

- Any trends with regard to Gypsies and Travellers
- What attracts Gypsies and Travellers to the area

- Any kinds of seasonal fluctuations
- Awareness of temporary stopping by travellers
- Suitable land within parishes for Gypsy & Traveller pitches
- Awareness of Travellers residing in bricks and mortar
- Any other comments

5.22 A summary of the responses can be found below[13].

Trends in regard to Gypsies and Travellers

- An increase in encampments during the Appleby Horse Fair through May and June.

What attracts Gypsies and Travellers to the area

- The Lancaster area has traditionally been on the travelling route for the annual Appleby Horse Fair.
- The perceived readiness with which the Council approve planning applications for Travellers.

Suitable land within parishes for Gypsy & Traveller pitches

- No suitable land was suggested.

Awareness of Travellers residing in bricks and mortar

- No suggestions were made.

Any other comments

- There was concern that the Council has not approved Traveller sites for permission in accordance with national and local policies and have contravened the City's policy on Traveller sites, particularly in the context of sustainability.

[13] Responses were submitted before Travel for the 2026 Appleby Horse Fair so contain no reaction to the recorded increases in Anti-Social Behaviour instances of encampments.

6. Survey of Travelling Communities

Interviews with Travellers

6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area including efforts to engage with the bricks and mortar community.

6.2 At the base date for the GTAA, there was 1 public Gypsy and Traveller site; 20 privately owned sites with permanent planning permission; 1 privately owned sites with temporary planning permission; and 4 unauthorised sites. See **Appendix B: Site and Yard List** for further details.

6.3 In addition, it was possible to complete interviews with 2 households living in bricks and mortar.

6.4 Figure 4 below sets out the number of pitches/plots, the number of interviews/proxy interviews that were completed or where an outcome was achieved, and any reasons why interviews were not able to be completed.

Figure 4: Interviews completed in Lancaster

Site/Yard Type	Pitches/Plots	Interviews/ Outcomes	Notes
Gypsies and Travellers			
LAN001	19	19	-
Private Sites			
LAN002	8	5	3 x Vacant
LAN003	3	1	2 x Vacant
LAN004	2	0	2 x Refusal
LAN005	2	1	1 x Vacant
LAN006	18	0	18 x Refusal
LAN007	1	1	
LAN008	4	0	4 x Non-Traveller
LAN009	3	0	3 x Refusal
LAN010	4	0	4 x Refusal
LAN011	5	0	5 x Refusal
LAN012	3	3	
LAN013	1	0	1 x Refusal
LAN014	2	2	
LAN015	3	0	3 x Pitch Not Developed
LAN016	2	1	1 x Transit
LAN017	3	3	
LAN018	12	2	10 x Pitch Does Not Exist
LAN019	12	0	12 x Vacant
LAN020	3	3	
LAN021	2	2	
Temporary Sites			
LAN022	1	1	-

Unauthorised Sites			
LAN023	4	4	
LAN024	4	4	
LAN025	1	1	
LAN026	5	5	
Bricks & Mortar			
LAN027	1	1	
LAN028	1	1	
Total	**127**	**60**	

7. Current and Future Pitch Provision

Introduction

7.1 This section focuses on the pitch/plot provision that is needed in the study area currently and to 2043/44. This includes both current unmet need and need which is likely to arise in the future[14]. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources.

7.2 We would note that this section is based upon a combination of the household interviews, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation but instead is used to validate information from planning records or other sources.

7.3 This section also identifies whether there is a need for any transit provision.

New Household Formation Rates

7.4 ORS prepared a Technical Note on Gypsy and Traveller Household Formation and Growth Rates in 2015 and updated it in 2020, and again in 2025. The main conclusions are set out here, and the full paper is in **Appendix D**: Household Formation Rates.

7.5 The Technical Note concludes that the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence for net Gypsy and Traveller population and household growth rates above 2.00% per annum.

7.6 In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers.

7.7 This view has been supported by Planning Inspectors in a number of Decision Notices. The Inspector for an appeal in Doncaster that was issued in November 2016 (**Ref: APP/F4410/W/15/3133490**) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used concluded:

> *In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinion Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% but that a 2.50% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.50% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.*

[14] See Paragraphs 3.36 to 3.39 for details of the components of current and future need.

7.8 Another case was in relation to an appeal in Guildford that was issued in March 2018 (**Ref: APP/W/16/3165526**) where the agent acting on behalf of the appellant again claimed that a rate closer to 3.00% should be used. The Inspector concluded:

> *There is significant debate about household formation rates and the need to meet future growth in the district. The obvious point to make is that this issue is likely to be debated at the local-plan examination. In my opinion, projecting growth rates is not an exact science and the debate demonstrates some divergence of opinion between the experts. Different methodologies could be applied producing a wide range of data. However, on the available evidence it seems to me that the figures used in the GTAA are probably appropriate given that they are derived by using local demographic evidence. In my opinion, the use of a national growth rate and its adaptation to suit local or regional variation, or the use of local base data to refine the figure, is a reasonable approach.*

7.9 As a result of these and other decisions, the ORS approach to new household formation is no longer regularly challenged so there have been no more recent decisions from Inspectors.

Local Approach to New Household Formation Rates

7.10 This GTAA takes full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys. The baseline includes all current authorised households, all households identified as being in current need (including concealed/doubled-up households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution, and in-/out-migration.

7.11 Overall, the household growth rate used for the assessment of future needs is informed by local evidence. This local demographic evidence has been used to adjust the ORS national growth rate of 1.50% up or down based on the proportion of those aged under 18.

7.12 However, in certain circumstances where the numbers of households and children are low, or the population age structure cohorts are skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

7.13 The approach that has been applied in Lancaster for this GTAA is set out below:

- For Gypsy and Traveller households that met the planning definition 35% of residents were aged under 18. Therefore, the ORS national rate of 1.50% has been applied.
- The ORS national rate of 1.50% has been used to estimate growth for Gypsy and Traveller Undetermined Households.

7.14 It should also be noted that new household formation from younger children (aged 12 and under) has been calculated from year 6 of the GTAA period onwards. New household formation for years 0-5 of the GTAA period is from teenagers in need of a pitch/plot in the next 5 years who have been identified as components of need

in the household interviews, or through modelled need for Undetermined Households. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

7.15 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches/plots, pitches/plots with temporary planning permission, concealed and doubled-up households, 5-year need from teenage children, net movement from bricks and mortar, and in-migration/roadside need) in the first 5 years. The total net new household formation is then split across the remaining GTAA period.

Household Planning Status

7.16 Figure 5 below sets out the planning status of households for the GTAA. It is important to note that this table records numbers of *households* and *not* the number of *pitches or plots*.

Figure 5: Planning status of households in Lancaster

Status	Meet Planning Definition	Undetermined
Gypsies and Travellers		
Public Sites	25	0
Private Sites	31	32
Temporary Sites	1	0
Unauthorised Sites	14	0
Bricks & Mortar	2	0
Total	**73**	**32**

7.17 Figure 5 above shows that for Gypsies and Travellers, 73 households met the planning definition of a Traveller.

7.18 It was not possible to make contact with 32 Gypsy and Traveller households during the fieldwork period as households either refused to take part in an interview or were not present during the fieldwork period. These households are recorded as Undetermined for the purposes of the GTAA.

Interviews with Gypsies and Travellers in Bricks and Mortar

7.19 Following all of the efforts that were made it was possible to identify and interview 2 households living in bricks and mortar with a need to move to a site in Lancaster.

7.20 ORS have completed a large number of GTAAs and need from bricks and mortar households is regularly raised at Appeals and Examinations.

7.21 In response to this ORS are in the process of preparing a detailed Technical Note to set out evidence to demonstrate that the vast majority of Travellers who live in bricks and mortar do so through choice and have no need to move to a site.

7.22 The Technical Note considers a range of issues based upon the known and estimated statistics for Gypsy and Traveller households in bricks and mortar and also the work ORS have undertaken over the last 15 years in relation to GTAAs. The main issues that have been considered are:

- How large is the Gypsy and Traveller population in England and what proportion live in bricks and mortar.
- How does the number of households in bricks and mortar vary by local authority.
- Whether it possible to estimate the number of households who wish to move from bricks and mortar by a simple statistical means in any local authority.
- What case studies around the country tell us about the needs of Gypsies and Travellers in bricks and mortar.

7.23 In terms of households in bricks and mortar, there has now been at least 15 years of detailed research completed by ORS with Gypsies and Travellers as part of the GTAA process and there is no evidence whatsoever to justify that there are a high number of households living in bricks and mortar needing to move to sites. A wide range of methods have been used across the country to identify households who wish to move to sites and few (the majority being in Inner London), if any, have ever shown high numbers who wish to move to sites.

7.24 The emerging conclusions in the Technical Note are set out below and it is anticipated that it will be published later in 2026:

- It is estimated that the current population of Gypsies and Travellers as an ethnic grouping in England is between 200,000-240,000 persons, with around 70,000-90,000 households.
- Evidence from the 2021 Census indicates that there is no link between the number of Gypsy and Traveller households who live in caravans and those who live in bricks and mortar at a local authority level. Some local authorities have large populations on sites, but few households in bricks and mortar, while the reverse applies for others. There is therefore no statistically robust mechanism available to accurately and robustly extrapolate the need for households in bricks and mortar from the size of the on-site population at a local level using date in the 2021 Census.
- For the actual need for households in bricks and mortar the only available source of information is local evidence based upon household surveys and stakeholder engagement. Other than in London Boroughs and a small number of other urban areas, there is only evidence of very small numbers of households seeking to move to a site from bricks and mortar, with the majority of households living in bricks and mortar through choice.

- This is supported by evidence from the last round of GTAAs that were completed in Wales under the requirements of the Housing (Wales) Act. The approach in Wales included extremely detailed and binding statutory guidance on how to undertake the GTAA, which required a thorough approach to assessing the needs of households in bricks and mortar. GTAAs were produced for all 22 local authorities in Wales, all following the same methodology, and this represents the most concerted and consistent attempt to identify need from Gypsy and Traveller households in bricks and mortar undertaken in England and Wales. Our research shows that there was a need for just 12 pitches from households living in bricks and mortar across all 22 local authorities in Wales – or an average of just 0.5 household per local authority.
- There are approximately 360 Local Planning Authorities in England and an estimated total of between 52,500-67,500 Gypsy and Traveller households living in bricks and mortar. When the findings from Wales are applied to England this would equate to a total average need from bricks and mortar of 2.5 households for each LPA over the 15-year course of a GTAA.

7.25 As such, the emerging conclusions of the Technical Note suggest a maximum need from bricks and mortar of 2.5 households for each Local Planning Authority across England over a typical 15 year GTAA period, unless local evidence suggests otherwise. In Lancaster there is local evidence to suggest a very small need for pitches.

7.26 Therefore, whilst the 2021 Census identified relatively high numbers of Gypsies and Travellers living in bricks and mortar, this should not be seen as a proxy indicator of need from these households.

Migration/Roadside

7.27 The study also sought to identify any need from households who have been forced to move from sites/yards due to overcrowding and who are currently living on the roadside or on sites/yards in other local authorities – and who have strong family links with households in Lancaster. These are referred to as roadside households or *displaced in-migration*.

7.28 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified 2 households living on roadside predominantly in Lancaster with a need to move to a permanent pitch/plot in the area.

7.29 ORS have found no firm evidence from other local studies that have been completed recently of any households wishing to move to Lancaster. Therefore, apart from the 2 households set out above, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch/plot requirements are driven by locally identifiable need rather than speculative modelling assumptions.

7.30 It is important to note that any applications for new sites/yards or additional pitches/plots as a result of in-migration should be seen as windfall need and should be dealt with by Criteria-Based Local Plan Policies.

Public Sites

7.31 There is 1 public site at in Lancaster with 19 pitches. A review of the households currently on waiting lists for this site identified 12 applicants who expressed an interest in moving onto the public site through their housing application forms. A potential need arising from the public site and from other Gypsy and Traveller sites in the district is already accounted for either through site interviews or the modelling of need from

undetermined households. Other applicants are deemed to currently be living in acceptable accommodation and therefore will continue to wait until pitches become available

Gypsy and Traveller Needs

Pitch Needs – Gypsies and Travellers that met the PPTS 2024 Planning Definition

7.32 Figure 6 below shows the identified needs. It sets out that analysis of the household interviews indicated that there is a total current need of 44 pitches from 13 pitches from concealed/doubled-up/over-crowded households or single adults; 12 pitches from a 5-year need from teenage children; 14 pitches on unauthorised developments; 1 pitch with temporary planning permission; 2 pitches from in-migration/roadside; and 2 pitches from those currently living in bricks and mortar in Lancaster. There is also a future need of 19 pitches from new household formation, using a formation rate of 1.50% derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller in Lancaster is for 63 pitches over the GTAA period. This is broken down by 5-year period in Figure 7 following.

Figure 6: Need for Gypsy and Traveller households in Lancaster that met the Planning Definition

Gypsy & Traveller – Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public pitches	0
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	14
Households on pitches with temporary planning permission	1
Concealed households/Doubling-Up/Over-Crowding	13
5-year need from teenage children	12
Movement from bricks and mortar	2
In-Migration/Roadside	2
Households on waiting lists for public sites	0
Total Current Need	**44**
Future Need	
New household formation	19
(Household base 85 and formation rate 1.50%)	
Total Future Need	**19**
Net Pitch Need = (Current and Future Need – Total Supply)	**63**

Figure 7: Need for Gypsy and Traveller households in Lancaster that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2026/27 – 30/31	44
6 – 10	2031/32 – 35/36	7
11 – 15	2036/37 – 40/41	7
16 – 18	2041/42 – 43/44	5
0 – 18	**2026/27 – 43/44**	**63**

Pitch Needs – Undetermined Gypsies and Travellers

7.33 The assessment identified a need for up to 35 pitches for Undetermined Households. This is made up of a modelled need for 11 pitches for concealed or doubled-up households or single adults; a modelled need of 11 pitches for teenagers; and a need for 11 pitches from new household formation from a maximum of 43 households using the ORS national formation rate of 1.50%. This is set out in Figure 8 and broken down by 5-year period in Figure 9 below:

Figure 8: Need for undetermined Gypsy and Traveller households in Lancaster

Gypsy & Traveller – Undetermined	Pitches
Supply of Pitches	
Available supply from vacant public pitches	0
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on pitches with temporary planning permission	0
Concealed households/Doubling-Up/Over-Crowding	11
5-year need from teenage children	11
Movement from bricks and mortar	0
In-Migration/Roadside	0
Households on waiting lists for public sites	0
Total Current Need	**22**
Future Need	
New household formation	13
(Household base 54 and formation rate 1.50%)	
Total Future Need	**13**
Net Pitch Need = (Current and Future Need – Total Supply)	**35**

Figure 9: Need for undetermined Gypsy and Traveller households in Lancaster by year periods

Year Period	Dates	Need
0 – 5	2026/27 – 30/31	22
6 – 10	2031/32 – 35/36	5
11 – 15	2036/37 – 40/41	5
16 – 18	2041/42 – 43/44	3
0 – 18	**2026/27 – 43/44**	**35**

Travelling Showpeople Needs

7.34 There were no Travelling Showpeople in Lancaster.

Transit Requirements

7.35 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Traveller Caravan Count, the outcomes of the stakeholder interviews, and local records on numbers of recorded encampments.

MHCLG Traveller Caravan Count

7.36 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches/plots or resident households.

7.37 The count is also only a twice yearly (January and July) snapshot in time conducted by local authorities on a specific day, and any caravans on unauthorised sites/yards or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites/yards on the day of the count are not included.

7.38 As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.

7.39 Data from the Traveller Caravan Count shows that there have been 0 unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

7.40 Local data collected by Lancaster Council would suggest there are a low number of encampments experienced in the area on an annual basis.

7.41 Encampments are usually infrequent and moved on if they stay longer than permitted. Almost all encampments are just passing through, and the volume is increased during May and June, around the time of the Appleby Horse Fair.

7.42 Most years there are little to no issues with encampments resulting from the Appleby Fair. However, this year (2026) it was stated that there has been an increase in instances of fires, thefts and other general Anti-social Behaviours.

8. Boat Dweller Accommodation Assessment (BDAA)

Boat Dwellers

8.1 ORS are of the view that there are 3 types of potential need associated with those who live permanently on a boat, or who may wish to live permanently on a boat:

- Need for additional permanent residential moorings.
- Need for additional temporary moorings for boats with Continual Cruiser Licences.
- Need for additional waterside facilities.

8.2 The Draft DCLG Guidance seeks to provide advice on how to consider the needs of people residing on or resorting to moorings for houseboats. However, the guidance is not particularly relevant or helpful when it comes to assessing need for Boat Dwellers. Discussions have taken place between ORS and the National Bargee Traveller Association (NBTA) with a view to preparing a more relevant approach to assessing the needs for those who permanently live on boats.

8.3 The NBTA issued their own best practice guide for *Boat Dwellers Accommodation Needs Assessments Under Section 224 of the Housing and Planning Act 2016* in March 2019. This sets out their preferred approach to completing a BDAA.

8.4 The NBTA are of the view that a BDAA should cover all permanent Boat Dwellers and not just those who live aboard a houseboat which has no means of propulsion or navigation, and that the needs of Boat Dwellers are very different to the needs of caravan dwellers. They have, however, acknowledged that few, if any, Boat Dwellers would meet the PPTS planning definition of a Traveller.

8.5 As far as need for Boat Dwellers is concerned, it cannot be assumed that all need can be met through the provision of additional moorings as many Boat Dwellers do not seek permanent moorings and navigate waterways on a permanent basis. As such, other issues that need to be considered include the availability and distance between facilities such as water taps, rubbish disposal, chemical toilet disposal and fuel pumps; the threat of eviction from moorings seen as inappropriate; restrictions placed on boat dwellers through licence restrictions; and access to 'off-side' moorings – i.e. those not on a tow path.

8.6 As with Gypsies and Travellers who do not meet the planning definition of a Travellers and wider Caravan Dwellers, permanent Boat Dwellers also form part of the OAN because they are included in the overall population and household projections.

Need for Moorings

8.7 The Lancaster Canal (GUC) runs through the Lancaster City boundary and is used by houseboats and leisure craft. There are visitor and offline moorings within the city boundary, and one residential marina at Galgate with 26 moorings.

8.8 Data obtained by ORS from the Valuation Office Agency (VOA) in November 2022 indicates that there were less than 5 houseboats recorded in Lancaster in the Council Tax Valuation List at that time.

8.9 However, it may be that tenancy agreements at private marinas for permanent residential moorings include a contribution towards local taxes and rates. Given the number of moorings in Lancaster, it is probable that a number of houseboats on leisure moorings will be occupied at any one time, but not as a permanent residence. Evidence from across the country indicates that most households with leisure moorings are only able to spend part of the year on their boat and would not pay Council Tax as a main place of residence, while others are Continuous Cruisers who are required to move regularly from location to location with limited stays at any one location.

8.10 Putting all of this together in terms of identifying need for any further additional moorings in Lancaster, there is again a situation which requires a careful consideration of the word 'need' as there is no local evidence to suggest any specific need for additional permanent moorings in Lancaster.

8.11 Fieldwork on the canal and marinas was able to achieve 8 household interviews with Boat Dwellers in Lancaster. Of the 8 interviews that were carried out, only one household suggested they would like a permanent mooring within Lancaster. However, it was not stated how long, or even if they had been seeking a mooring. The household also wished to remain anonymous and did not pride a means to contact them to discuss their living situation further.

8.12 If more residential moorings were to be made available on a commercial basis, then there could well be a demand for them, as in other parts of the country. However, this is not in response to an evidenced local need for additional moorings to meet local demand. If more moorings were to be made available households may choose to live on houseboats due to wider housing market pressures which have made houseboats a cheaper option to live on than bricks and mortar housing. In this context, additional permanent residential moorings should be seen in the context of providing for a more diverse set of housing options and as part of the wider housing delivery, as opposed to meeting any identified local need.

8.13 It is not therefore considered that there is a direct local need for any new permanent residential moorings in Lancaster that is driven by a local demand for additional moorings.

8.14 Just over half[15] of the 8 households interviewed did suggest that more visitor moorings in the area were needed. However, this again did not evidence a local demand for actual need. All but 1 of the 5 households stating a need for more visitor moorings either have a permanent mooring in the area or have other living arrangements and only use the canal for leisure for part of the year.

8.15 It is not therefore considered that there is a direct local need for any new visitor moorings in Lancaster that is driven by a local demand for additional moorings.

Need for Facilities

8.16 From the 8 households interviewed it can be said that people are able to access most of the major facilities need for Boat Dweller. These would include:

- Access to supplies of coal, diesel and bottled gas
- Bike storage
- Car Parking
- Fresh water

[15] 5 of the 8 households

- Fuel and other necessities storage
- Laundry facilities
- Maintenance facilities - DIY
- Maintenance facilities - Paid
- Sewage Disposal - Chemical Toilet Disposal
- Sewage Disposal - Pump out

8.17 However, there were notable exceptions that the majority of respondents corresponded in highlighting a need for more of the following facilities:

- Recycling
- Rubbish disposal
- Electricity hook-up
- Compost toilet emptying facilities
- Connectivity - Reliable high-speed broadband
- Good quality local towpaths

8.18 A further in-depth interview looking to explore wider issues with living on the canals and waterways within Lancaster City was conducted with a local resident who has been living on and frequenting the area for 3 years. The need for facilities highlighted by residents in the household interviews was also supported.

- It was stated that there is a shortage of refuse and recycling points along the Lancaster Canal. The closure of such services has also been mirrored by closure of toilet emptying facilities and shower facilities. The closure and subsequent shortage of facilities is said to make life challenging for Boaters in Lancaster, especially for families with young children.
- The condition of the towpaths was highlighted a serious concern. There said to be very narrow in many places, and the lack of walking room is made worse by overgrown vegetation. Outside of the summer months they are muddy and slippery underfoot, making them dangerous to negotiate.
- The problem with the size and condition of the towpaths is exacerbated as the paths are shared by Boat Dwellers, cyclists, walkers, dog walkers, and people fishing. The situation was believed to be a serious health and safety risk, again, especially for families with young children using the towpaths.
- It was suggested that better maintenance of the paths is needed, and the hope is that Lancaster Council can work with Canal and River Trust to have the issues with the towpath, and shortage of necessary facilities rectified.
- Finally, it was hoped that Lancaster Council could help provide specialised mailing services to account for the lack of permanent addresses of Boat Dwellers.

8.19 Whist the evidence collected can be viewed as individual personal views, considering the volume of consensus on the need for certain facilities, it can be concluded that further exploration should be taken by Lancaster City Council and the Canal & River Trust.

8.20 It is therefore recommended that Lancaster City Council take these concerns around the need for certain facilities to the Canal & River Trust to ensure all parties are aware of potential shortfalls in provision, and potential health and safety issues for residents.

9. Conclusions and Recommendations

9.1 This GTAA provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the Housing and Planning Act 2016, Planning Practice Guidance, Planning Policy for Traveller Sites 2024, and the National Planning Policy Framework 2024. It also provides an evidence base which can be used to support Local Plan Policies.

9.2 Paragraph 4 in the PPTS sets out that *local planning authorities should make their own assessment of need for the purposes of planning.*

9.3 Paragraph 9 in the PPTS sets out that *local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area.*

9.4 Paragraph 10 in the PPTS sets out that Local Planning Authorities should, in producing their Local Plan: *(a) identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets; (b) identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.*

9.5 The PPTS in Annex 1 states that *For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard")*.

9.6 Paragraph 63 in the NPPF states that [emphasis added] "*Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families;* ***travellers***[27]*; people who rent their homes and people wishing to commission or build their own homes*."

9.7 Footnote 27 to that paragraph states that "*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*."

9.8 Both the NPPF and PPTS refer to the provision of Travellers' *sites/yards* to meet needs, and the PPTS refers to setting *pitch/plot* targets. For ease, and consistency, this GTAA sets out the accommodation needs as needs for pitches/plots. In most cases, the need should be met through provision of a pitch/plot. However, in some circumstances the accommodation needs may be more appropriately met through provision of other *alternative* suitable accommodation (for example through additional touring caravans on sites and yards). So, in this GTAA any reference to *pitch/plot* means *pitch/plot or pitch/plot equivalent*.

9.9 This GTAA provides evidence of accommodation needs in line with both the PPTS and NPPF requirements. This evidence will help to inform the Council's policies in their emerging Local Plan including the setting of local pitch/plot targets and the allocation of sites/yards to meet identified accommodation needs.

9.10 ORS recommend that Gypsies and Travellers and Travelling Showpeople Local Plan Policies should give consideration to addressing need from households that meet the 2024 PPTS planning definition through the

allocation of new pitches or plots – or equivalents; through the intensification or expansion of the existing sites and yards where need has been identified; and through consideration of granting planning permission for any temporary and unauthorised sites or yards where this is felt to be appropriate in relation to relevant Development Management Policies.

9.11 The Council should also put in place a Criteria-Based Local Plan Policy (as suggested in Paragraph 11 in the PPTS) to manage the need from Undetermined Households, as well as to deal with any potential windfall applications, potential need from in-migration, or any need arising from bricks and mortar.

Gypsies and Travellers

9.12 For the GTAA period 2026/27 to 2043/44, there is a need for:

- 63 pitches for Gypsy and Traveller households that meet the 2024 PPTS planning definition.
- 35 pitches for Undetermined Gypsy and Traveller households.

9.13 Taking into consideration all of the elements of need that have been assessed in this GTAA, together with the assumptions on need from Undetermined Households, Figure 10 below sets out the total number of pitches that will need to be addressed, broken down by households that meet the planning definition and Undetermined Households, across 5-year bands throughout the plan period.

9.14 Need from households that meet the planning definition will need to be addressed through a Gypsy and Traveller Local Plan Policy through a combination of site/pitch allocations and through a Criteria-Based Local Plan Policy; and need from Undetermined Households will have to be addressed through a Criteria-Based Local Plan Policy.

Figure 10: Total Pitch Need for Gypsy and Traveller Households

Gypsies and Travellers	2026/27-30/31	2031/32-35/36	2036/37-40/41	2041/42-43/44	2026/27-2043/44
Meet Planning Definition (Allocations)	44	7	7	5	**63**
Undetermined (Criteria-Based Policy)	22	5	5	3	**35**
TOTAL	**66**	**12**	**12**	**8**	**98**

Recommendations – Gypsies and Travellers

1. **Pitch Content:** In general terms, need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on *Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles, and a small garden area. This guidance relates primarily to the provision of pitches on public sites but can also be more broadly applied to the provision of pitches on private sites.

2. **Pitch Size:** Whilst there is no standard size for a Gypsy and Traveller pitch, there are some examples of guidance[16] at a local authority level that recommend average pitch sizes of between 320m^2 and 500m^2 but also suggest that a variety of pitch sizes – including small, medium and large pitches - can

[16] Leeds City Council: *Gypsy and Traveller Site Design Guide* (2020) and East Devon District Council: *Gypsy and Traveller Site Design and Layout Guidance* (2017).

enable different sized families to be accommodated on sites (equivalent to two, three and four-bedroom houses) and can contribute to affordability.

3. **Public Sites:** For need arising from public sites the Council will need to consider the expansion or intensification of these sites, or for new sites(s), as it is unlikely that this need could be addressed through the provision of pitches on new private sites.

4. **Private Sites:** For need arising from private sites the Council will need to consider the expansion or intensification of these sites, or to address need through new site/pitch allocations. Where they have been identified the Council should also consider the regularisation of sites with temporary planning permission and of unauthorised sites.

5. **Alternative Approaches (1):** The Council should also consider alternative approaches to dealing with need from single adults and from teenagers as it is unlikely that they will need a full pitch of their own in the short to medium term. This need could be addressed through permitting additional touring caravans on existing sites/pitches which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches. These approaches could be explored through the completion of a Pitch Deliverability Assessment (see Recommendation 11 below).

6. **Alternative Approaches (2):** The second approach to consider is for private sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches. These approaches could also be explored through the completion of a Pitch Deliverability Assessment (see Recommendation 11 below).

7. **Undetermined Need:** The Council will also need to carefully consider how to address any potential need from Undetermined Households; from households seeking to move to Lancaster (in-migration); or from households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should continue to use or put in place Criteria-Based Local Plan Policies as suggested in the PPTS.

8. **Future Need:** Future need from new household formation could be met through natural turnover of pitches over time, or through enforcing against any pitches not found to be occupied by Gypsies or Travellers.

9. **Monitoring:** The Council should continue to monitor any changes to the site baseline through new applications and update annually a supply of specific deliverable sites to provide 5 years' worth of sites against locally set targets as required by the PPTS.

10. **Supporting Data:** Whilst the findings in this report are aggregated totals for the whole of Lancaster due to data protection issues, the Council have more detailed data to enable an accurate review of Local Plan allocations to be made.

11. **Pitch Deliverability Assessment:** Finally, the Council should consider completing a Pitch Deliverability Assessment (PDA) to explore in more detail the capacity of existing sites to accommodate additional pitches and/or caravans to meet identified need. The PDA should take into account the findings of this assessment to inform emerging Local Plan policies and may be updated if appropriate.

Travelling Showpeople

9.15 In summary, in Lancaster, for the GTAA period 2026/27 to 2043/44, there is a need for:

- 0 plots for Travelling Showpeople households that meet the 2024 PPTS planning definition.
- 0 plots for Undetermined Travelling Showpeople households.

Recommendations - Transit Provision

1. **Overall Transit Provision:** There currently is no public transit provision within Lancaster. As Lancaster experiences a relatively low number of unauthorised encampments, it is not recommended that there is a need for any formal public transit provision in the area at this time.
2. **Monitoring:** The situation relating to levels of unauthorised encampments should continue to be monitored[17]. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a welfare assessment (or similar).
3. **Review:** It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on an annual basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether the current approach is preferable.
4. **Short-Term Approach:** In the short-term the Council should continue to use its current tolerated approach when dealing with unauthorised encampments and management-based approaches, such as negotiated stopping agreements, should continue to be considered.
5. **Management-Based Approaches:** The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
6. **Temporary Stopping Places:** Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portable toilets; sewage disposal points; and refuse disposal facilities.

Houseboat Dwellers

9.16 At this time, it is not considered that there is a direct need for any additional permanent residential moorings or any new visitor moorings in Lancaster that is driven by a local need for or demand for additional moorings,

[17] The fieldwork period for the GTAA took place between March 2025 and August 2025. Further monitoring of unauthorised encampments beyond August 2025 does therefore not form part of this GTAA evidence base.

but instead that any demand for moorings would come from those seeking to reside in or resort to the area who are currently not living in Lancaster.

9.17 It is recommended that Lancaster City Council take concerns around the need for certain facilities to the Canal & River Trust to ensure all parties are aware of potential shortfalls in provision, and potential health and safety issues for residents.

Appendices

Appendix A: Glossary of Terms / Acronyms Used

Glossary

Amenity block meaning a building where basic plumbing amenities are provided. This could include a bath, a shower, a WC and a sink.

Bricks and mortar are used to describe mainstream housing.

Caravan is used to describe mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.

Concealed household is used to describe households living within other households, who are unable to set up separate family units.

Doubling-Up refers to there being more than the permitted number of caravans on a pitch or plot.

Emergency Stopping Place is a temporary site with limited facilities to be occupied by Gypsies and Travellers whilst they travel.

Green Belt refers to a land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Household Formation is the process in which individuals form separate households. This is normally though adult children setting up their own household.

In-migration refers to movement of households into a region or community.

Local Plans are Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.

Out-migration refers to the Movement from one region or community in order to settle in another.

Pitch/plot is an area of land on a site or development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.

Private site is an authorised site owned privately. This can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

Site refers to an area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans, chalets, or vehicles. Can contain one or multiple pitches or plots.

Social/Public/Council Site is an authorised site owned by either the local authority or a Registered Housing Provider.

Temporary planning permission refers to a private site with planning permission for a fixed period of time.

Tolerated site/yard refers to long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.

Transit provision refers to a site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.

Unauthorised Development refers to caravans on land owned by Gypsies and Travellers and without planning permission**.**

Unauthorised Encampment refers to caravans on land not owned by Gypsies and Travellers and without planning permission.

Waiting list is a record held by the local authority or site managers of applications to live on a site.

Yard is a name often used by Travelling Showpeople to refer to a site.

Acronyms and Initials

B&M	Bricks & Mortar
GTAA	Gypsy and Traveller Accommodation Assessment
LPA	Local Planning Authority
MHCLG	Ministry for Housing, Communities and Local Government
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
TSP	Travelling Showpeople

Appendix B: Site and Yard List

Site/Yard	Planning Status	Authorised	Unauthorised
Gypsies and Travellers			
LAN001	Public	19	
LAN002	Private	8	
LAN003	Private	3	
LAN004	Private	2	
LAN005	Private	2	
LAN006	Private	18	
LAN007	Private	1	
LAN008	Private	4	
LAN009	Private	3	
LAN010	Private	4	
LAN011	Private	5	
LAN012	Private	3	
LAN013	Private	1	
LAN014	Private	2	
LAN015	Private	3	
LAN016	Private	2	
LAN017	Private	3	
LAN018	Private	12	
LAN019	Private	12	
LAN020	Private	3	
LAN021	Private	2	
LAN022	Temporary	1	
LAN023	Unauthorised		4
LAN024	Unauthorised		4
LAN025	Unauthorised		1
LAN026	Unauthorised		5
Total Pitches		**113**	**14**
Travelling Showpeople			
None	-	-	-
Total Plots		**0**	**0**
TOTAL		**113**	**14**

Appendix C: Household Interview Questionnaire

GYPSY, TRAVELLER & TRAVELLING SHOWMEN ACCOMMODATION NEEDS ASSESSMENT

Site/yard code
Pitch/plot no.
Pitch/plot location

INTERVIEWER INSTRUCTIONS:

This questionnaire should be used to record information about households that have been interviewed, either with a structured interview (where questions were asked as they are written on the questionnaire) or a semi-structured interview (where the information was gathered through discursive conversation).

Whilst not all households will be prepared to answer every question, it is important to record as much information as possible; but any information that can be provided will be used to inform the assessment. For all questions, you may prompt respondents with the available options as necessary. Please use the "Further Information and Notes" pages towards the end of the form to record any other details that could be relevant to the assessment.

If respondents provide information about other households either living on this site/yard or elsewhere, a separate Proxy Questionnaire should be used to record the information about each additional household.

INTERVIEWER: READ OUT

Good morning/afternoon/evening. My name is < > and I work for Opinion Research Services (ORS).

The Council is undertaking a Gypsy, Traveller and Travelling Showmen accommodation needs assessment in this area. They have asked ORS to try and contact every household from the Travelling Community living in their area to make sure that the needs assessment is accurate.

This important survey collects information about your accommodation on this site/yard, your own needs and needs of other members of your household, and details about your travelling. The information that you provide will help the Council better understand the accommodation needs of the Travelling Community. It will make sure that needs are properly assessed based on accurate and up-to-date information, so that the needs of every household get counted. The interview should take no more than 20 minutes, and any information that you provide will be treated in strict confidence; so, I hope that you will take part.

INTERVIEWER: READ OUT IF NECESSARY

Only ORS will see your individual answers, the information will be kept secure and confidential and only anonymised data will be sent to the Council. Any information that you provide will be processed by ORS in line with the requirements of the UK Data Protection Act and the EU General Data Protection Regulation (GDPR). For more information, please go to www.ors.org.uk/privacy

If you would like to confirm my identity, you can contact ORS on Freephone 0800 078 9786. If you would like to confirm that ORS is a genuine research practice, you can contact the Market Research Society on Freephone 0800 975 9596.

Your Current Accommodation

Q1. Are you and your household…?

INTERVIEWER: *READ OUT. CROSS ALL THAT APPLY*

- Romany Gypsy
- Irish Traveller
- English Traveller
- Scottish Gypsy or Traveller
- Welsh Gypsy
- Travelling Showman
- New Traveller
- Non-Traveller
- Prefer not to say

Q2a. How long have you lived on this site/yard?

- Less than 12 months
- 12 months but less than 2 years
- 2 years but less than 5 years
- 5 years or longer → GO TO QUESTION 3
- No answer

Q2b. Where did you previously live?

Q3a. Is this site/yard your permanent base?

- Yes → GO TO QUESTION 4
- No
- No answer

Q3b. If not, where is your permanent base?

Q4. Does your household own this site/yard, or do you rent your pitch/plot?

- Own the site/yard
- Privately rent the pitch/plot
- Public rent the pitch/plot
- Housing Association rent the pitch/plot
- No answer

Q5a. Is this site/yard suitable for the needs of your household?

- Yes → GO TO QUESTION 6
- No
- No answer

Q5b. Why do you feel that it isn't suitable?

Q6a. Do you plan to move from this site/yard within the next five years?

- Yes
- No → GO TO QUESTION 7
- No answer

Q6b. Why do you plan to move?

Q6c. Where do you plan to live after you have moved?

- Elsewhere in this council area
- Another council area *WRITE IN*

- No answer

Q6d. Would you prefer to…?

- Buy a site/yard or a private pitch/plot
- Rent on a private site/yard
- Rent on a public site
- Live in Bricks and Mortar
- No answer

Travelling

Q7a. Have you or any other members of your household ever travelled away from your permanent base?

- Yes
- No → GO TO QUESTION 10
- No answer

Q7b. How many trips has your household made over the last 12 months?

Q8. What are/were the reasons for travelling from your permanent base?

- To work, including working/trading at fairs
- Visiting fairs, but not to work
- Visiting family or friends
- Holiday
- Other reasons
- No answer

INTERVIEWER: PROBE FULLY AND PROVIDE FURTHER DETAILS BELOW
If travelling for work, write in profession or trade, including frequency and length of trips
If travelling for fairs or other reasons, confirm if this involved any elements of work, and record nature of work undertaken

Please write in and continue in Notes section as necessary

Q9. Where do you usually stay?

INTERVIEWER: CROSS ALL BOXES THAT APPLY

- Council transit sites
- Private transit sites
- On the roadside
- With family or friends
- Other WRITE IN
- No answer

Q10. What are the main reasons for your household not travelling anymore?

INTERVIEWER: CROSS ALL BOXES THAT APPLY

- Settled now
- Children in school
- Ill health
- Old age
- Nowhere to stop
- No work opportunities
- Other reasons → PROVIDE DETAILS IN NOTES
- No answer

Q11a. Do you or any other members of your household plan to travel in future?

- Yes
- No → GO TO QUESTION 12
- No answer

Q11b. What will be the reasons for travelling?

INTERVIEWER: CROSS ALL BOXES THAT APPLY

- To work, including working/trading at fairs
- Visiting fairs, but not to work
- Visiting family or friends
- Holiday
- Other reasons
- No answer

Household Details

Q12. How many people are in your household, and how many separate families are there? Please count everyone that normally lives on this pitch/plot, including yourself.

number of people

number of families

For <u>each</u> person in your household please answer the following questions

Q13a. What is their relationship to you

- Husband, wife or partner
- Son or daughter (inc. stepchildren)
- Brother or sister (inc. stepsiblings)
- Mother or father (inc. stepparents
- Grandchild
- Grandparent
- Relation - other
- Unrelated

Q13b. What is their gender

- Male
- Female
- Prefer not to say

Q13c. What was their age last birthday

Q13d. Have they travelled away to work in the last 12 months

- Yes
- No

Q13e. Do they plan to travel away to work any time in the future

- Yes
- No

Repeat for each household member

Accommodation Needs

Q14a. If anyone currently living with you needs their own separate accommodation, how many pitches/plots are needed for them now, and how many will be needed within the next five years?

pitches/plots for adults needed now

pitches/plots for adults needed within 5 years

pitches/plots for 13–17-year-olds needed within 5 years

Q14b. Would they want to stay on this site/yard?

- Yes
- No – want to live elsewhere in this council area
- No – want to move to another council area
- No answer

Q15. Do you have any children or other family that are not currently living with you who need their own separate accommodation?

- Yes → PROVIDE DETAILS IN NOTES
- No
- No answer

Q15b. How many pitches/plots would they need?

Q15c. Would they want to move to this site/yard?

- Yes
- No – want to live elsewhere in this council area
- No – want to move to another council area
- No answer

Q16. If separate accommodation was needed on this site/yard, would there be…?

INTERVIEWER: READ OUT. CROSS ONE BOX ONLY

- Space available on the existing site/yard
- Potential to extend the boundary of the site/yard
- Need for space on another local site/yard
- No answer

Q17a. Do you own or are you aware of any land that has potential for new pitches/plots?

- Yes
- No → GO TO QUESTION 18
- No answer

Q17b. Where is the land and who owns it?

Q18a. Do you have any family or friends, or know anyone from the Travelling Community currently living in Bricks and Mortar who we should contact for this study?

- Yes
- No → GO TO FURTHER INFORMATION
- No answer

Q18b. Can you provide contact details for them?

INTERVIEWER: IF DETAILS REFUSED, READ OUT

If you aren't able to provide their details, please ask them to call ORS on Freephone 0800 078 9786 to make sure that their needs are counted

Further Information and Notes

Is there anything else you'd like to tell us about this site/yard, your travelling patterns and any future plans to travel, or the accommodation needs of you and your household?

Appendix D: Household Formation Rates

ORS Technical Note: Gypsy and Traveller Household Formation and Growth Rates

January 2025



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1. INTRODUCTION

Abstract and Conclusions

1.1 National and local household formation and growth rates are important components of Gypsy and Traveller Accommodation Assessments (GTAAs), but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low as 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.

1.2 This analysis was produced as a separate document in 2013 and then updated in 2015 and 2020 in light of comments from academics, planning agents and local authorities.

1.3 This current document represents an update to our findings in 2020 to consider the impact of the data from the 2021 UK Census of Population. This shows little change from the 2011 Census, so there is no change in the overall conclusions that support a national net household growth rate of 1.50% per annum.

Introduction

1.4 Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher gross household formation rates.

1.5 However, whilst their gross rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing.

1.6 Therefore, the net rate of household growth is the gross rate of formation minus any reductions in households due to such factors.

2. Modelling Population and Household Growth Rates

2.1 The basic equation for calculating the rate of Gypsy and Traveller population growth is relatively simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths, in-/out-migration, and household dissolution.

2.2 Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates. To do so, we supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

2.3 Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration.

2.4 It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

Population Profile

2.5 The main source for the rate of Gypsy and Traveller population growth is the UK 2011 and 2021 Censuses. This is due to the ethnicity question in the 2011 Census having a new option included, 'Gypsy and Irish Traveller' was added as a specific category and this option was repeated in the 2021 Census.

2.6 Whilst non-response bias probably means that the size of the population was underestimated, the age profile the 2011 and 2021 Censuses provide is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

2.7 The 2011 Census gave a total population of 54,895 in England, whilst the 2021 Census shows a population of 67,690, which represents a 23% increase.

2.8 However, this is measuring a mixture of real population growth and greater compliance with the Census in 2021. In reality, the true population of Gypsies and Travellers in England is likely to be 200,000-250,000, so both numbers are just a sample of the overall population.

2.9 Comparing the 2011 and 2021 Census datasets, the share of the population aged under 16 years has fallen from 31.8% to 30.5%, whilst the share aged 65 years or more has risen from 3.7% to 4.9%. The older population is still likely to be an under-estimate, but the results are consistent with the pattern seen in almost all population in England of falling birth rates and rising life expectancy.

Figure 1 – Age Profile for the Gypsy and Traveller Community in England 2011 and 2021 (Source: UK Census of Population 2011 and 2021)

Age Group	People 2011	Cumulative % 2011	People 2021	Cumulative % 2021
Age 0 to 4	5,725	10.4	6,535	9.7
Age 5 to 7	3,219	16.3	3,947	15.5
Age 8 to 9	2,006	19.9	2,547	19.2
Age 10 to 14	5,431	29.8	6,404	28.7
Age 15	1,089	31.8	1,212	30.5
Age 16 to 17	2,145	35.7	2,383	34.0
Age 18 to 19	1,750	38.9	2,107	37.1
Age 20 to 24	4,464	47.1	5,074	44.6
Age 25 to 29	4,189	54.7	4,889	51.9
Age 30 to 34	3,833	61.7	5,189	59.5
Age 35 to 39	3,779	68.5	4,611	66.3
Age 40 to 44	3,828	75.5	4,386	72.8
Age 45 to 49	3,547	82.0	3,982	78.7
Age 50 to 54	2,811	87.1	3,875	84.4
Age 55 to 59	2,074	90.9	3,196	89.1
Age 60 to 64	1,758	94.1	2,423	92.7
Age 65 to 69	1,215	96.3	1,638	95.1
Age 70 to 74	905	97.9	1,432	97.3
Age 75 to 79	594	99.0	882	98.6
Age 80 to 84	303	99.6	552	99.4
Age 85 and over	230	100.0	426	100.0
Total	**54,895**		**67,690**	

Birth and Fertility Rates

2.10 The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 9.7% of the Gypsy and Traveller population – which means that, on average, 1.9% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 28.7% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.

2.11 The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood.

2.12 ORS know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in '*Ethnic identity and inequalities in Britain: The dynamics of diversity*' by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.

2.13 ORS have used our own historic survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFR's were not completed).

2.14 On this basis it is reasonable to infer an average of 3 children per woman during their lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census. The 2021 Census data is fully consistent with these estimates, so no changes are required to the modelling, but the evidence that the TFR could be falling should be monitored over time.

Death Rates

2.15 Although the above data implies an annual growth rate through births of about 2%, the death rate must also be considered. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) '*The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative*', University of Sheffield).

2.16 Therefore, our population growth modelling in 2013 ORS used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

2.17 Again, this data is fully consistent with the 2021 Census, which may be showing slight increases in life expectancy, but not sufficient to be inconsistent with the 2013 modelling.

Modelling Outputs

2.18 If a TFR of 3 and an average life expectancy of 72 years are assumed for Gypsies and Travellers, then the ORS modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum.

2.19 If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, ORS assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

2.20 Given the data from the 2021 Census, the figure of 1.25% net population growth appears to be consistent with around 2% of the population being born each year and deaths accounting for around a 0.75% reduction in population.

Household Growth

2.21 In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.

2.22 Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households' form.

2.23 However, whilst there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.

2.24 Based on the 2011 and 2021 Census, the tables below compare the age of household representatives in all households in England with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general England population in 2021, 2.7% of household representatives are aged 16-24, compared with 7.4% in the Gypsy and Traveller population, which is consistent with ORS's survey data.

2.25 Interestingly, in 2011, 8.7% of all Gypsy and Traveller households were aged under 25 years, but this has fallen to 7.4% in 2021. This is in line with a fall in the general population from 3.6% to 2.7%, which implies households are forming at an older age. This in turn would mean that any population growth would convert to a lower household growth as the growing population forms households at an older age.

Figure 2 – Age of Head of Household in 2011 (Source: UK Census of Population 2011)

Age of Household Representative	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Age 24 and under	790,974	3.6%	1,698	8.7%
Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
Total	**22,063,368**	**100%**	**19,458**	**100%**

Figure 3 – Age of Head of Household in 2021 (Source: UK Census of Population 2021)

Age of Household Representative	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Age 24 and under	608,361	2.7%	1,537	7.4%
Age 25 to 34	3,067,607	13.7%	4,278	20.6%
Age 35 to 49	5,886,110	26.2%	6,790	32.8%
Age 50 to 64	6,470,425	28.8%	5,318	25.7%
Age 65 and over	6,427,165	28.6%	2,807	13.5%
Total	**22,459,668**	**100%**	**20,730**	**100%**

2.26 The following tables shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents and fewer couples without children, amongst Gypsies and Travellers. This was the case in both 2011 and 2021.

Figure 4 – Household Type in 2011 (Source: UK Census of Population 2011)

Household Type	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no dependent children	7,024,688	31.8%	3,167	16.3%
Couple with dependent children	4,266,670	19.3%	3,683	18.9%
Lone parent with dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	**22,063,368**	**100%**	**19,458**	**100%**

Figure 5 – Household Type in 2021 (Source: UK Census of Population 2021)

Household Type	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Single person	6,964,704	30.3%	6,264	28.8%
Couple with no dependent children	7,806,819	34.0%	4,411	20.3%
Couple with dependent children	4,662,429	20.3%	4,500	20.7%
Lone parent with dependent children	1,773,926	7.7%	4,634	21.3%
Lone parent: All children non-dependent	1,058,017	4.6%	1,269	5.8%
Other households	725,107	3.2%	689	3.2%
Total	**22,991,002**	**100%**	**21,767**	**100%**

2.27 The key point, though, is that since 21% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium-term affect household formation rates.

2.28 Whilst there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum.

3. Conclusions

3.1 The best available evidence suggests that the net annual Gypsy and Traveller household growth rate across England is 1.50% per annum. This figure was originally derived from the 2011 UK Census of Population and ORS's own survey but is also fully consistent with the 2021 UK Census of Population.

3.2 However, whilst a national rate of 1.50% can be demonstrated, this should be adjusted accordingly to establish local rates based on the demographic breakdown of the population at a local authority level.

3.3 Evidence from previous GTAA studies completed by ORS suggest that locally derived rates can vary from 0.50% to 2.75% depending on the number of children aged under 18 in the local Traveller population.

3.4 In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation.

3.5 In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, whilst still considering the impact of dissolution. This is based on evidence from over 170 GTAAs that ORS have completed across England and Wales involving over 7,000 household interviews.

A Local Plan for

Lancaster District

2020 – 2031

Plan period 2011 - 2031



Housing Land Supply Statement
[Published September 26]

Shaping
a better future

LANCASTER
CITY COUNCIL
Promoting City, Coast & Countryside

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1.0 Introduction



Figure 1 – New housing development in Over Kellet

1.1 This statement has been prepared, and should be read in conjunction, with the 2026 Housing Land Monitoring Report (HLMR). The statement describes the council's five-year housing land supply position as of the 1st April 2026. The statement has been prepared in line with national planning policy and guidance and reports delivery against the Council's July 2026 local housing need figure.

1.2 The statement is supported by a detailed housing trajectory (appendix 1) setting out the sites where the council anticipates delivery and the expected rate of completions envisaged on each site. Further information on these sites is provided in a schedule of delivery (appendix 2). This provides a detailed breakdown of the supply and the evidence that has informed inclusion within the trajectory.

1.3 Delivery projections of sites are based on the evidence base collected and assessed by the Council which includes the emerging Local Plan evidence base, a review of planning applications, discussions with development management colleagues and importantly information provided from developers and agents on individual site delivery where available.

1.4 Whilst neither this report nor the 2026 HLMR are able to set out policy they are material considerations in the determination of planning applications for dwellings, for proposals which result in the significant loss of dwellings (either through demolition or change of use) and for proposals which affect land which could be considered suitable for housing development.

2.0 Background

2.1 The Government published a revised National Planning Policy Framework (NPPF) for the Country in August 2026. This maintains the direction of national planning established in earlier versions of the NPPF, with local authorities required to significantly boost the supply of homes in their area. Importantly the revised NPPF continues the requirement for all local authorities to demonstrate a five-year housing land supply.

2.2 Annex D of the NPPF requires local authorities to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement in the development plan, or against their local housing need where the development plan housing requirement is more than five years old.

2.3 The Council's Local Plan was adopted in July 2020 and is now over 5 years old. On that basis the Council's five-year housing land supply must be calculated using its local housing need figure as calculated via the national standard method.

Local Housing Need

2.4 The process for determining the local housing need for the District is outlined below:

- Step 1: Setting the baseline – 0.8% of existing housing stock for the area

The housing stock for the District as of the 31st March 2025 was recorded at 66,456 dwellings. Calculating 0.8% of this total produces a baseline figure of 532 dwellings per annum.

- Step 2: Adjustment to take account of affordability

The housing baseline figure is then adjusted based on the affordability of the area. This uses the most recent median workplace-based affordability ratios published by the Government averaged over the last five years. For each 1% the ratio is above 5, the housing stock baseline is increased by 0.95%.

For Lancaster District the most recent data generates a ratio of 6.06.

Where an adjustment is to be made, this is then calculated using the formula below

Adjustment factor = ((five year average affordability ratio-5)/5)x0.95+1

Using the above data the local housing need figure for the District is calculated as **639** dwellings per annum.

2.5 The revised NPPF makes it clear that where there is a lack of five-year supply this is evidence of unmet need (Policy S5 of the NPPF). Where evidence of unmet need exists the NPPF states that proposals for development outside of settlements should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies within the Framework. The principle of development within settlements is established separately under Policy S4 of the NPPF, whereby there is a presumption is in favour of development being approved.

2.6 How a local authority intends to meet its five-year housing requirement should be described in a housing trajectory, illustrating the expected rate of housing delivery through this period. As set out in national policy this should be prepared in the context of the NPPFs definition of 'deliverability' (box 1). The definition has implications for how sites are included within the council's five-year supply position with only those sites identified as deliverable included within the five-year supply.

Box 1 – NPPF Deliverable Definition

To be considered deliverable, sites for housing or other pitches and plots should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that homes will be delivered on the site within five years. In particular:

a. sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long-term phasing plans).

b. where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield land register, it should only be considered deliverable where there is clear evidence that homes will be delivered on-site within five years.

2.7 The council has prepared a housing trajectory to support this paper. This provides a detailed breakdown of housing land for the district including information on historic supply from the start of the plan period (2011/12), projected completions based on committed supply and supply from allocated sites.

2.8 In line with national guidance the Council has looked at sites in relation to their planning status and whether schemes benefit from full or outline approval. This has determined the amount of evidence required to support a schemes deliverability and ultimately the level of confidence that the Council can have that schemes will be delivered within the next five years.

2.9 All sites capable of delivering 10 or more dwellings have been reviewed. Further information on this review is available in the schedule of deliverability (appendix 2). As per national guidance the Council only includes sites allocated in a development plan or major development sites with outline permission in its five-year supply where it has clear evidence that they are deliverable and that completions will begin on site within five years.

3. Five Year Housing Land Supply

3.1 The Council's five-year housing land supply is calculated on the following basis:

Housing Requirement

3.2 As detailed above, in the absence of an up-to-date housing requirement for Lancaster District, the local housing need figure must be used. For Lancaster District this figure is calculated as 639 dwellings per annum.

639 x 5 = 3,195 dwellings

3.3 In calculating the housing requirement no allowance is made for any past periods of shortfall in housing delivery. When using the local housing need figure national planning policy does not require local planning authorities to address housing shortfall through the Standard Method. This is because the methodology allows for any past periods of shortfall to be accounted for in the process through the adjustments made in response to market signals.

Buffer

3.4 The NPPF continues the requirement to include a buffer within future supply calculations stating that the supply of specific deliverable sites should include a buffer (moved forward from later in the plan period) of:

- 5% to ensure choice and competition in the market for land; or
- 20% where there has been significant under delivery of housing over the previous three years as measured against the Housing Delivery Test, where this indicates that delivery was below 85% of the housing requirement; or
- For the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a version of the Framework published prior to December 2024, and whose annual average housing requirement is 80% or less of the most up-to-date local housing need figure calculated using the standard method.

3.5 The most recent Housing Delivery Test publication reported that the Council had delivered just 48% of its housing requirement. In calculating its five-year supply position, the council must therefore apply the 20% buffer.

Five Year Supply Calculations

Five year housing requirement

+

Buffer at 20%

3.6 Following the method above the calculation for the district's five-year housing land supply position at 1st April 2026 is as follows:

Five year requirement

3,195

+

Buffer at 5% = 3,834

Or 767 homes per annum

Components of the Five-Year Supply

3.9 This next section explains the various sources of housing land supply that are included in the five-year supply as described in the Council's most recent housing trajectory (appendix 1).

Sites with Planning Permission

3.10 The first section of the trajectory relates to the committed supply as of the 1st April 2026 and is sub-divided by settlement.

3.11 As of the 1st April 2026 there were 1,846 dwellings with planning permission in the district. This includes student housing and older persons accommodation.

Large Sites

3.12 Sites above 10 dwellings are reported individually within the trajectory with detailed phasing reported. This has been prepared, where possible, in the context of evidence provided by the relevant developer/agent for sites (appendix 2).

3.13 The assessment has concluded that **906** of the 1,069 large site dwelling approvals will be completed within the next 5 years. Of these all but 36 dwellings benefit from full planning approval as of the 1st April 2026. 12 of these now benefit from full planning approval and a further 24 dwellings are currently awaiting reserved matters approval. The Council is satisfied that whilst not benefiting from full approval sufficient progress has been made on the 24 dwellings to demonstrate a commitment to bringing the site forward in the next 5 years and on this basis have included it within the trajectory.

Small Sites

3.14 As of the 1st April 2026 there were 480 dwellings with approval on sites of less then 10 dwellings (Appendix 3). An expectation for small site delivery for sites is included in the trajectory. This is based on past trends with a rate of 60 dwellings per annum included. A 20% lapse rate is then subsequently applied. It is therefore estimated that **240** dwellings will be delivered on small sites within the next 5 years. This is considered to be a conservative estimate and will be kept under review.

Student Housing

3.15 In line with government guidance an expectation of student delivery based on known approvals is included within the council's future housing supply.

3.16 As of the 1st April 2026 there was an outstanding commitment for 359 student bedrooms in the district, equivalent to 225 dwelling units. All of these schemes benefit from full approval and have been included within the trajectory. A total of **225** dwelling units are expected to be delivered in the next five years.

Pending Decisions

3.17 The trajectory includes information on one site which whilst a positive decision had been made to grant planning permission as of the 1st April 2026 it remained subject to a S106 Agreement and as such a decision notice has not been issued. A new full application is currently awaiting determination. Whilst not yet benefiting from planning permission the Council is confident that based on progress being made an expectation for delivery can be included within the housing trajectory. **43** dwelling are expected to be delivered from this site in the next five years.

Anticipated Supply

3.19 The trajectory then looks to identify projected housing delivery. This is supply expected from sites that do not yet benefit from planning approval.

Unconsented Local Plan Allocations

3.20 Having considered permitted and completed allocated sites, the total remaining capacity of unconsented allocated sites is 6,038 dwellings.

3.21 The delivery expectations for all unconsented allocations is contained in appendix 2 of this report and is based on where available evidence provided by landowners and developers. This confirms that of the 6,038 dwellings allocated just **118** dwellings are expected to be delivered in the next 5 years. This is again a conservative estimate and reflects delays in delivery and bringing sites forward for development. This will be kept under review.

Neighbourhood Plan delivery, Windfall delivery and SHELAA delivery

3.23 No additional supply is included within the 5-year supply from additional sources.

Demolition and loss of Stock

3.24 A demolition and loss of stock allowance has been included within the trajectory of 5 dwellings per annum. This is reflective of past trends which indicates an average loss of 4 dwellings per annum over the last 10 years.

20% lapse rate on small sites

3.25 As previously identified a 20% lapse rate has been included for small site delivery. These sites have not been exposed to individual assessment and as such an allowance needs to be included to take account of those schemes that do not come forward for development.

Calculation of the five-year supply

3.26 Based on the deliverable supply of 1,836 dwellings the Council's five-year housing land supply calculation is as follows:

Land Supply	Calculation	Figure
Housing Land Requirement	Requirement 26/27 to 30/31 639*5 = 3,135	3,195
Plus 20% buffer	3,195+639	3,834
Annual requirement	3,834/5	767
Deliverable Supply	Large sites with planning permission: 906 Small sites with planning permission: 300 Sites pending approval: 43 Student delivery: 225 Allocated Supply: 118 Demolition/loss of stock: -25 20% small site lapse rate: -60	1,507
Five-year land supply	1,507/767	**2 years**

3.27 Taking into account the above calculation it is the council's case that based on its local housing need figure it is able to demonstrate **2 years' worth of supply**.

4.0 Conclusion

4.1 The accompanying trajectory confirms that the council, based on current delivery evidence, is unable to demonstrate a five-year supply. As a consequence, there is a clear expectation that proposals both within and outside of settlements, subject to the requirements of Policy S4 Principle of development with settlements and Policy S5 Principle of development outside of settlements of the new NPPF, should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision making policies of this Framework.

4.2 The City Council recognises that its current housing land supply position is challenged with an absence of deliverable sites available in the short term to deliver a sufficient supply of housing. On that basis the Council has now commenced a full review of its Local Plan. The full review will allow new opportunities for development to be explored and will investigate the barriers which are currently preventing sites from coming forward. The City Council is looking to make progress on the review with a draft Plan scheduled for consultation next year. Work on a new Strategic Housing Land Availability Assessment (SHELAA) is also underway.

4.3 The City Council will also prepare a Housing Delivery Test Action Plan. Developed in consultation with stakeholders, the Action Plan will examine the challenges affecting housing delivery and identify actions to address barriers and boost delivery.

For further information on individual housing sites and other housing monitoring issues in Lancaster district please contact:

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Appendix 1 Housing Trajectory

See separate document

Appendix 2 – Schedule of Housing Delivery

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
1_010_001	University of Cumbria	Progress Housing Group	20/00554/FUL	Demolition of buildings including Sarah Witham Thompson, Gressingham and Melling Halls, Black Box Theatre, Old Dining Room and the Long Corridor and erection of a 4 storey Extra Care residential building (use class C3), partial demolition, conversion and change of use of the Art Studio from education facility (use class D1) to ancillary space associated with the Extra Care residential building and change of use and conversion of Barbon Hall and Hornby Hall from education facility (use class D1) to provide affordable residential apartments (use class C3) with associated landscaping, parking, access and service infrastructure	FUL	13.04.21	16	The site is under construction with all remaining units expected to be completed in the next monitoring period.	Under Construction

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
2_088_001	Royal Albert Hospital	Oakmere Homes	19/01568/FUL	Erection of 53 dwellings, 1 3-storey building comprising 8 2-bed apartments and conversion of Derby Home to 8 apartments, regrading of land, creation of parking areas, internal roads including associated upgrading works to Pathfinders Drive, footpaths, drainage infrastructure and provision open space	FUL	17.11.21	15	The site is under construction with all remaining units expected to be completed in the next monitoring period.	Under construction
1_013_001	Land off Wyresdale Road	Eccleston Homes	18/00472/FUL	Erection of 27 dwellings (C3) with associated access	Ful	10.06.22	13	The site is under construction with all remaining units expected to be completed in the next monitoring period.	under construction
2_093_001	Royal Albert Fields South, Ashton Road	Wrenman Homes	21/00784/FUL	Erection of 59 dwellings (C3) with associated vehicular and cycle/pedestrian access, parking, land regrading, landscaping, provision of open space and equipped play area and	FUL	01.12.22	59	The site was granted full permission in December 2022. A number of applications to discharge conditions have been submitted and approved by the	Full planning permission

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
				construction of an attenuation basin				Council. On the basis that the site benefits from full approval Officers consider it reasonable to include the site within the five year supply.	
1_065_001	Telephone House, Fenton Street	Unknown	20/00787/PAC	Prior approval for the change of use of rear upper ground floor, 1st, 2nd, 3rd and 4th floor offices (B1) to 20 flats (C3)	PAC	12.10.20	20	Prior approval for the change of use of the ground floor, 1st, 2nd, 3rd and 4th floor offices to residential development was granted in October 2020. An application (21/00146/FUL) was granted in May 2022 for the conversion of the lower ground floor for 8 dwellings. These applications subsequently lapsed and a new application for 20 apartments was approved by the Council in August 2024 (24/00716/PAC). It is understood that	Under construction
			24/00716/PAC	Prior approval for the change of use of upper ground floor, 1st, 2nd, 3rd and 4th floors (e) into 20 apartments (C3)	PAC	27.08.24			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								work had commenced on stripping the building. On the basis of the evidence provided the council consider it reasonable to expect delivery from this site in the next 5 years.	
2_097_001	Land to the South of Lawsons Bridge Site	Northstone Developments Ltd.	19/00332/OUT	Outline application for the erection of up to 95 residential dwellings with associated access	OUT	30.04.21	34	The site is under construction with the remaining units expected to be completed in the current monitoring year.	Under construction
			23/00802/REM	Reserved matters application for the erection of 70 dwellings	RM	18.12.23			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
1_028_001	Watery Lane	Oakmere Homes	20/01442/FUL	Demolition of existing dwelling and erection of 78 dwellings (C3) with associated vehicular and pedestrian access, internal roads, footpaths and parking, re-grading of land and retaining structures, drainage infrastructure and the provision open space and equipped	FUL	26.04.22	78	The site was granted full planning permission on appeal and is under the control of a developer. A discharge of condition application has been submitted. Construction on site started in summer of 2024. The developer has indicated a completion rate of 2 dwellings per month. On the basis of the information provided Officers consider it reasonable to include the site within the five year supply.	Under Construction

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
1_025_001	Skerton Community High School, Owen Road	Unknown	24/00509/FUL	Demolition of existing buildings and the redevelopment of the site for residential and community uses, comprising the erection of dwellinghouses and apartment blocks totalling 135 affordable residential units (C3 uses) and community space (Use Class E(d), F1 and F2), associated parking, vehicular and pedestrian accesses, public open space, two grass football pitches, landscaping, drainage, and associated infrastructure	FUL	13.01.25	135	The scheme was granted planning permission for 135 dwellings in January 2025. The scheme has been brought forward by Lancaster City Council. On the basis of a full approval together with the City Council's commitment to bring this site forward for development Officers consider it reasonable to include completions from this site within the next five years.	Full planning permission

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
1_009_001	Nelson Street Car Park	South Lakes Housing	25/00615/FUL	Erection of 39 residential units comprising of four dwellinghouses, two 4-storey apartment blocks and one 2-storey apartment block with associated parking, landscaping, public realm, associated infrastructure and alterations to canal wall	FUL	29.10.25	39	Planning permission for 39 dwellings was granted in October 2025. The developer has confirmed that all dwellings are expected to be completed by October 2028. On the basis of this information together with a full approval Officers consider it reasonable to include completions from this site within the next five years.	Full planning permission
1_041_001	Land to the West of Newlands Road	Great Places	24/01417/FUL	Erection of 31 affordable dwellings with associated access and landscaping	FUL	13.03.26	31	Planning permission for 31 dwellings was granted in March 2026. The agent has confirmed that a physical start on site has been made with the development looking to be completed in the next two years. On the basis of a full approval and the evidence provided	Full planning permission

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								Officers consider it reasonable to include completions from this site within the next five years.	
Morecambe and Heysham									
4_036_001	Land West of Hadrian Road, Morecambe	Unknown	18/01367/OUT 23/00430/REM	Outline application for erection of 13 dwellings (C3) Reserved matters application for the erection of 13 dwellings	OUT REM	28.04.20 27.06.24	13	A reserved matters application was approved in June 2024 (23/00430/REM). A number of discharge of conditions have now been approved by the Council. On the basis that the site now benfits from full planning permission the Council consider it reasonable to expect completions from this site within its five year housing land supply.	Full planning permission
4_052_001	Former Police Station, Heysham	Daffodil Homes	11/01089/FUL	Erection of 14 no apartments. construction of 3000sq	FUL	11.04.12	14	The site benefits from full planning permission and has	Full planning permission

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
				ft retail unit with a further 1000sq ft storage area, parking for 10 vehicles and traffic calming to Knowlys Road				been cleared for development. An application to amend the scheme to a four story residential apartment block was refused by the Council in January 2024 on the basis that the proposed amendment did not relate to the original application changing it from a mixed use scheme to a wholly residential scheme. An alternative scheme is currently under investigation. The agent for the site has confirmed that subject to approval the scheme would be expected to be delivered within the next five years. While the most recent application has been refused, on the basis of a full permission and in	

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								view of the continued interest in bringing this site forward the Council considers it reasonable to expect completions within the next 5 years.	
4_020_001	Park Hotel	Unknown	25/00116/FUL	Change of use and conversion of former hotel to create 14 apartments including demolition of rear extensions erection of a 4 storey extension and a single storey extension to the side installation of solar panels to rear roof slope creation of a garden area car park and bin store and erection of 6 dwellings on land to the	FUL	08.05.25	14	Planning permission for 14 dwellings was granted in May 2025. A number of applications to discharge planning condition have been submitted and approved. Evidence from the developer confirms that all units are expected to be completed by January 2028. On the basis of a full approval and the evidence provided Officers consider it reasonable to include completions from this site within the next five years.	Full planning permission

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
5_005_001	Land east of Scotland Road, Carnforth	Rowland Homes	18/00365/OUT	Outline application for residential development comprising 213 dwellings (Use Class C3) with associated vehicular and cycle/pedestrian access to Scotland Road and cycle/ pedestrian access to Carnforth Brow/Netherbeck, public open space, creation of wetlands area, construction of attenuation basins, erection of sub-station, installation of a pumping station and associated earth works and land regrading and landscaping	OUT	13.08.19	213	The site is under construction. On the basis of the evidence available Officers are confident that this site will continue to deliver completions over the next five years.	Under construction
			21/00694/REM	Reserved matters application requesting consideration of scale and appearance for 213 dwellings	RM	12.10.21			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
3_006_001	Land East of Arkholme Methodist Church, Kirkby Lonsdale Road, Arkholme	Oakmere Homes	15/01024/OUT	Outline application for the erection of up to 17 dwellings, associated access, provision of a new church car park and a new footway along the B6254	Outline	19.01.16	23	The site benefits from full approval and is in the ownership of a developer. A number of applications to discharge conditions have been approved and an existing lawful development certificate for the lawful commencement of planning permission 15/01024/OUT and reserved matters consent 18/00645/REM was granted in October 2021. A new application for 23 residential units (22/01463/OUT) was submitted for this site. Whilst being approved by committee in April 2023 the application	Full planning permission
			18/00645/REM	Reserved matters application for the erection of 16 dwellings (C3)	RM	03.01.19			
			22/01463/OUT	Outline application for the development of up to 23 residential dwellings and creation of a new access	OUT	09.04.25			
			25/00930/FUL	Erection of 23 dwellings with associated access, internal roads, associated drainage works and installation of a package treatment plant	FUL	Refused - appeal lodged			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								was subsequently brought back to committee and refused in June 2024 following revised advice regarding the need for a flood risk sequential test and exceptions test. An appeal was lodged and approval was subsequently granted on appeal on the 9th April 2025. A new full application for the site was submitted in August 2025 (25/00930/FUL). This was refused by the Council in January 2026 and an appeal has been lodged. Information from the developer confirms that if the appeal is allowed they would look to make a start on site in the spring/early summer of 2027 with	

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								estimated completions of 1.5 dwellings per month. Whilst a new full application is required on the basis of information provided by the developer the Council consider it reasonable to expect completions within the next five years. The trajectory includes delivery for the now approved 23 dwellings from application 22/01463/OUT.	
3_008_001	Land South of Hawthorn Avenue	Applethwaite Homes	21/01284/FUL	Erection of 25 adaptable bungalows for over 55's with associated access, internal roads and landscaping	FUL	19.04.24	25	The site was granted planning permission on the 19th April 2024. A number of discharge of conditions have been submitted and approved over the last financial year 2025/26. On the basis that the site benefits from full	Full planning permission

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								planning permission and is in the control of a developer the Council considers it reasonable to expect completions within the next five years.	
Cockerham									
2_100_001	Land off Marsh Lane, Cockerham	Opulwood Developments	19/00438/FUL	Erection of 36 dwellings, creation of vehicular access with associated landscaping, regrading of land levels and provision of surface water drainage scheme and public open space	FUL	18.02.21	22	While a total of 14 dwellings have been completed on this site development has subsequently stalled. It is understood that opportunities to continue development on this site are currently under investigation. The continued delivery of this site has been delayed until the end of the 5 year period. This will be kept under review.	Under construction

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
			19/01223/OUT	Outline application for the erection of up to 24 dwellings (C3) and provision of new vehicular access, and pedestrian access to Willey Lane	OUT	19.10.21			
			22/00144/REM	Reserved matters application for the erection of 24 dwellings	REM	01.06.22	24		
2_007_001	Lancaster Road, Cockerham	L&W Wilson	22/00147/FUL	Erection of 1 dwelling with associated internal road and access	FUL	26.01.24	1	The site is now under construction.	Under construction
2_009_001	Rectory Gardens, Cockerham	Unknown	17/00723/OUT	Outline application for the erection of 18 dwellings and creation of a new access	OUT	07.05.19		A new full application for 22 dwellings was approved by committee in May 2023 and a decision notice was issued in June 2024.	Under construction

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
			22/00029/REM	Reserved matters application for the erection of 18 dwellings with associated landscaping and open space	RM	Refused		The site is now under construction. On the basis of a full approval the Council consider it reasonable to expect completions within the next five years.	
			22/00056/FUL	Demolition of agricultural buildings and erection of 4 dwellings (C3) with associated infrastructure, internal road and landscaping	FUL	Refused			
			22/00618/FUL	Demolition of existing agricultural buildings and erection of 22 dwellings (C3) with associated garages, internal roads and open space	FUL	19.06.24	22		
2_102_001	Land at Higher Bond Gate, Abbeystead Road, Dolphinolme	Jones Homes	17/00970/OUT	Outline application for the development of 18 residential dwellings with associated access	OUT	07.12.18		The site now benefits from full planning approval and is under construction. Officers consider it reasonable to expect delivery from this site in the next five years.	Under construction
			21/00798/REM	Reserved matters application for the erection of 18 dwellings	RM	14.07.22			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
			18/01106/OUT	Outline application for the development of 9 residential dwellings with associated access, public open space and associated infrastructure	Out	14.11.19			
			21/00799/REM	Reserved matters application for erection of nine dwellings	RM	14.07.22	9		
Galgate									
2_046_001	Land East of the A6 and Noth of River Conder	Hollins Homes	17/00944/OUT	Outline application for the demolition of existing agricultural buildings, retention and residential conversion of stone barn for up to 2 dwellings and erection of up to 68 dwellings with associated access	OUT	27.02.19	62	Whilst development had started on site construction had subsequently stalled. The site is now under new ownership and construction has restrated on site. Completions are expected to be reported in the 2026/27 financial	Under construction

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
			19/01100/REM	Reserved matters application for the demolition of existing agricultural buildings, retention and residential conversion of stone barn for up to 2 dwellings and erection of up to 67 dwellings with associated access	RM	27.02.19		year. An application for a further two dwellings on the site has also recently been approved. Delivery of this site will be kept under review.	
			19/01100/REM	19/01100/REM	REM	24.08.2025	2		
5_030_001	Land West of Sea View Drive, Hest Bank	Applethwaite	23/01470/FUL	Erection of 27 specialist bungalows for older people, with detached garage and associated access, internal roads, infrastructure, open space, landscaping and parking	FUL	14.03.25	27	The site was refused planning permission by the City Council but was subsequently granted approval on appeal in March 2025. A number of discharge of condition applications have now been submitted to the Council and are currently awaiting determination. On the basis of a full approval Officers consider it reasonable to expect	Full approval

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								the delivery of dwellings from this site in the next five years.	
3_124_001	Land North of High Road, Halton	Genesis Homs	17/00224/FUL	Erection of 66 dwellings with associated access, landscaping, open space, drainage, highway and parking arrangements and land re-profiling works	FUL	19.10.18	19	The site is under construction. The remaining units are expected to be completed in the next financial year.	Under construction
			18/01422/FUL	Erection of 66 dwellings with associated access, landscaping, open space, drainage, highway and parking arrangements and land re-profiling works	FUL	19.11.21			
Honby									

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
3_050_001	Land north of Royal Oak Meadow, Hornby	Unknown	15/01593/OUT	Outline application for the erection of up to 23 residential dwellings with associated new access	Outline	18.04.16	23	The site benefits from full approval for 23 dwellings. A number of applications to discharge conditions have been submitted and approved by the Council. The site is now under construction. A new application (23/01399/FUL) has been submitted to the Council and is currently awaiting determination. An application to remove the provision of affordable housing (23/01436/VLA) is also currently awaiting determination. The new application seeks a permission that does not require any of the houses to be affordable. In view of the evidence provided	Under construction
			19/00320/REM	Reserved matters application for the erection of 23 dwellings	RM	19.10.20			
			23/01399/FUL	Erection of 23 dwellings with associated vehicular and pedestrian access, internal roads, infrastructure, open space, drainage and landscaping	FUL	Pending			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								and recognising the fact that the site does benefit from full approval the Council considers it reasonable to expect completions from this site in the next 5 years. This will be kept under review.	
Over Kellet									
			17/01050/OUT	Outline application for the erection of up to 55 residential dwellings	OUT	27.04.18			
3_083_001	Land north of Old Hall Farm, Kirkby Lonsdale Road, Over Kellet	Oakmere	20/00405/REM	Reserved Matters application for the erection of 55 dwellings, associated accesses and alterations to land levels	RM	29.04.21	16	The site is under construction. The remaining units are expected to be completed in the next financial year.	Under Construction
Middleton									

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
2_067_001	Former Pontin's Holiday Camp	Unknown	00/00156/OUT	Outline application for the erection of a retirement village comprising dwellinghouses and other residential accommodation, retail, leisure, recreation and ancillary administration. Creation of a new access and circulation road.	OUT	15.12.00		The site has a long and complex planning history. Outline planning permission was originally granted in 2000 for a retirement village. 47 units were completed on the site, with a further 2 units completed in 2023/24. Aside from the most recent 2 dwelling completions, development on the site subsequently stalled leaving most of the site redundant. Subsequent planning applications sought to remove the age restrictions imposed on each property and the condition controlling the use of the site as a retirement village on the grounds of its negative impact on	Full approval
			05/00740/REM	Reserved Matters application for erection of a retirement village comprising dwellings, other residential accommodation, retail, leisure, recreation and ancillary administration, creation of a new access and circulation road	RM	25.10.05			

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
			18/01593/OUT	Outline application for erection of 9 dwellings with associated access	OUT	11/28/2019		viability and the limited prospect of the retirement village materialising. This resulted in a live consent for unrestricted residential development but limited to the housing types/formats and layouts permitted by subsequent reserved matters/full applications. More recently reserved matters approval was granted for 8 dwellings on the site. This consent has been implemented. Following consideration of the Supreme Court judgement in 'Hillside Parks Ltd V Snowdonia National Park (2022) UKSC30' and having taken legal advice, it is the Council's	
			20/00464/REM	Reserved matters application for the erection of 8 dwellings (C3)	RM	30.01.20	8		
			23/00398/FUL	Erection of 49 dwellings (C3) with access, associated infrastructure including provision of bus turning circle, open space and landscaping	FUL	30.04.24	49		

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								understanding that the implementation of this permission affects the ability to lawfully implement the remaining parts of the approved residential development. The judgement considers the implications for the use of 'drop in' planning permissions where larger sites are subject to later revisions by the use of 'drop in' planning applications in relation to portions of the wider site. Such applications can render originally approved development physically incapable of being completed (where it is material) and therefore can no longer be capable of being lawful. In the context of this site the difference between the original	

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								masterplan and the 'drop in' for 8 dwellings application, based upon the approved layout (associated with the reserved matters) is physically different in terms of layout, housing types and density. The effect of this application is noted to render the original permission incapable of further implementation. On the basis of the above the Council has removed the original approval from its committed supply with the only supply included for this site now relating to just the reserved matters approval for 8 dwellings and the recent full approval for 49 dwellings. As these dwellings all benefit from full planning approval	

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
								delivery has been included within the five year supply. This will be kept under review. A number of applications to discharge conditions have recently been approved.	
3_109_001	Whittington Farm, Main Street, Whittington	Unknown	16/00397/OUT	Outline application for the erection of 18 dwellings with associated access and change of use of barn to a mixed use comprising a dwelling (C3) and a shop/tearoom (A1/A3) and Relevant Demolition of the existing agricultural buildings	OUT	02.09.16	18	The site benefits from full permission having been granted reserved matters approval in September 2019. Pre-commencement conditions have all been discharged. A certificate of lawfulness confirming a start on site was granted in October 2021.	Full approval

Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
			19/00406/REM	Reserved matters application (consisting of landscaping only) for the demolition of existing buildings, erection of 18 dwellings, change of use of barn to a mixed use comprising a dwelling (C3) and a shop/tearoom (A1/A3) and associated landscaping	RM	07.06.19		On the basis of full planning approval and continued progress being made on bringing the site forward the site has been included within the council's five year supply.	
			21/00331/ELDC	LDC for works undertaken in carrying out demolition to implement planning permission 16/00397/OUT	ELDC	14.10.21			

Outline Applications

Site Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
Lancaster									
1_001_001_	Land off Powderhouse Lane	Wrenman Strategic Land	23/01384/OUT	Outline application for the erection of up to 130 dwellings and associated infrastructure with access road realignment/widening to part of Slyne Road and associated engineering works	Outline	23.12.25	130	The site was granted outline planning permission in December 2025. An application for reserved matters (26/00076/REM) is currently awaiting determination. On the basis that the site is only an outline no expectation for delivery from this site is included in the next 5 years. This will be kept under review.	Outline approval
Cockerham									

Site Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
2_008_001	Land to the Rear of Manor Inn, Cockerham	Hodson Homes	18/00877/OUT	Outline application for the erection of up to 24 dwellings (C3) and associated access	Outline	17.10.23	24	The site was granted outline planning permission in October 2023. An application for reserved matters (25/01304/REM) is currently awaiting determination. Subject to the determination of this application the developer has indicated that they would be looking to make a start on site in March/April 2027 with the first dwellings be completed towards the end of 2027. A delivery rate of 1 dwelling per month is expected. On the basis of the information provided together with progress being made on the determination of this application Officers consider it reasonable to expect some delivery of housing from this site in the next five years. This will be kept under review.	Outline approval
Warton									

Site Reference	Address	Housebuilder	Application Number	Description	Type	Decision Date	Dwellings	Commentary	Status
5_060_001	Land North West of Sand Lane	Oakmere	20/00358/OUT	Outline planning application for the erection of up to 12 2-storey dwellings and creation of 2 new accesses	Outline	09.02.23	13	An application for up to 12 dwellings was approved in July 2021 subject to the completion of a S106 Agreement (20/00358/OUT). A reserved matters application (24/00443/REM) was refused by the Council in July 2024. A new full planning application for 13 dwellings was approved by the Council in May 2026 (25/00512/FUL). The developer has indicated that the site could commence in summer 2026 with 1.5 completions a month. Whilst granted outside of the reported monitoring year the site now benefits from full planning permission. The Council is confident that on the basis of this approval together with correspondence from the developer it reasonable to expect completions within the next five years.	Outline approval

Pending Applications

LPSA	Site	Landowner/Housebuilder	Application Number	Description	Dwellings	Commentary	Status
377	Land East of Deep Cutting Farm, Lancaster	Story Homes	23/00283/FUL	Erection of 43 dwellings (C3) with associated infrastructure including landscaping, open space, access, highway and drainage	43	An earlier outline application (20/00305/OUT) was approved by committee in November 2021 subject to the completion of a S106 Agreement. A new full application (23/00283/FUL) for 43 dwellings is currently awaiting determination and is expected to go to committee shortly. Whilst the site does not yet benefit from planning permission on the basis of progress being made to bring this site forward the Council is confident that delivery can be expected in the next five years.	Outline planning approval subject to S106 Agreement

Allocations

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
95001	Bailrigg Garden Village	Multiple landowners	3,430	As part of the 2020 Local Plan, Lancaster City Council identified a broad location for growth in South Lancaster, this broad location was focused around the delivery of a new garden village (Bailrigg Garden Village) including the creation of at least 3,500 new homes and associated infrastructure. The City Council commenced work on a planning framework to guide development in this area (the Lancaster South Area Action Plan) in 2022 which was to support the ambitions of the City Council's Local Plan. Development of Bailrigg Garden Village was very much predicated on the delivery of new road infrastructure to connect the broad location for growth with the local and strategic highway network. To this end Lancashire County Council (as highway authority in this area) made an application to the Government's Housing Infrastructure Fund to secure £140m to delivery the necessary improvements. Lancashire County Council began work on preparing the road scheme, however external economic factors saw project costs rise due to inflation to a point which made the delivery of the necessary infrastructure unviable. With no options to secure further money, and the money secured time-constrained, the County Council were left with no choice but to	Broad Location for growth identified in the adopted Local Plan

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
				return the monies to Government. With the Bailrigg Garden Village no longer deliverable, this in turn has led the City Council (as planning authority) to commence a full review of its Local Plan, specifically focusing on how and where new housing development can be achieved in the district. Work on this review is in its early stages but will seek to explore all options for future growth, including options for growth in the South Lancaster area, as previously envisaged in the 2020 Local Plan. The outcomes of this work remain to be explore. In the absence of this information no expectation for delivery has been included within the Council's five year housing land supply.	

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
95002	East Lancaster	Persimmon	930	The site continues to remain developable and is now in the hands of a developer. Pre-application discussions have taken place and an application is expected imminently. However in the absence of an application and evidence to confirm immediate delivery the Council is unable to include the site within its five year supply. This will be kept under review.	Remains available for development
95003	North Lancaster	Taylor Wimpey and Hollins Strategic Land	700	The site is in 3 ownerships. Two elements of the site are in the ownership of housebuilders, Taylor Wimpey and Hollins Strategic Land. Two Statements of Common Ground have previously been prepared for this site. Since preparing the statements Taylor Wimpey have submitted a hybrid application for 58 dwellings for part of their site (21/00722/HYB). This was approved in June 2026. A number of applications to discharge planning conditions have now been submitted. It is understood that Hollins Strategic Land will be submitting a planning application for their part of the site. This will be kept under review. Officers believe that it is reasonable given the work undertaken to date, the active pursuit of an approval to expect some	21/00722/HYB application for part of the site approved

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
				delivery within the next 5 years. The trajectory reflects these considerations.	

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
5_021_001	Lundsfield Quarry	Homes England	250	The site is currently under the ownership of Homes England. A planning application seeking outline consent for up to 250 dwellings (19/00541/OUT) was refused by the Council in March 2026. The application is now the subject of an appeal. In view of this Officers do not consider it appropriate to expect delivery within the next five years. This will be kept under review and updated should new information become available.	19/00541/OUT - refused in March 2026
1_011_011	Grab Lane, Lancaster	Story Homes	207	A full planning application for 232 dwellings has been submitted to the Council by Story Homes and is currently awaiting determination (23/00324/FUL). Additional work to support the application is being prepared. Whilst the application is yet to be determined Officers do believe that it is reasonable given the work undertaken to date, the active pursuit of an approval and the involvement of a residential developer to expect some delivery within the next 5 years. The trajectory reflects these considerations.	Remains available for development

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
369	Ridge Lea Hospital	NHS	75	The Hospital site is currently empty and now benefits from an allocation for residential development. The site continues to remain developable for housing however in the absence of evidence to confirm immediate delivery the Council is unable to include the site within its five year supply. This will be kept under review.	Developable site
1_048_001	Stone Row Head	-	10	An application for the demolition of the former farmhouse and outbuildings, change of use and conversion of barns to form 3 dwellings (C3) and erection of 15 dwellings (C3) was refused in January 2024 (20/01334/FUL). A new application is currently awaiting determination (25/00785/FUL). In the absence of an application and evidence to confirm immediate delivery the Council is unable to include the site within its five year supply. This will be kept under review.	refused application
95004	The Abattoir, Wyresdale Road/ Farmers Auction Mart, Wyresdale Road/ Land South East of	Multiple ownership	215	The site is noted to be in multiple ownership. The northern part of site LPSA_388 is the subject of a planning application from Eccleston Homes (18/00472/FUL) for 27 homes. The application was approved in June 2022. Officers are not aware of any progress being made in respect of the other parts of this site. On this basis no further expectation for delivery from this site has been made within the five year supply.	Multiple ownership. Part of the site benefits from planning permission.

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
	Lancaster Leisure Park, Wyresdale Road/ Land South of Lancaster Leisure Park, Wyresdale Road				
4_050_001	Yenham Lane, Overton	Private ownership	21	The site is noted to be under two ownerships with all parties investigating opportunities for development. A planning application 19/01192/Ful for 9 dwellings was submitted for part of the site but was subsequently withdrawn. An application for 4 holiday cottages on part of this site (21/01081/FUL) and an application for 5 dwellings (20/00380/FUL) on another part of the allocation were refused by the Council. Whilst opportunities for development are being explored given the lack of progress being made in bringing forward a planning application the City Council are unable to include this site within its 5 year supply. This will of course be kept under review.	Remains available for development

Site Reference	Site	Landowner/Housebuilder	Dwellings	Commentary	Status
1_017_001	Lune Industrial Estate		200	An application for residential development on this site was refused by the council in 2019 (16/00276/OUT). A new application (20/01145/FUL) for 15 industrial blocks on the site was approved in July 2022. Whilst the site is still considered to be developable for housing it is not considered to be deliverable in the immediate future and as such has not been included in the Council's five years housing land supply. This will be kept under review with the current application potentially removing the opportunity for housing on this site.	Developable site

Appendix 3 – Schedule of small site delivery 31st March 2026

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Parkfield Garage Bowerham Road Lancaster Lancashire LA1 4BN	Lancaster	16/01384/FUL	Erection of four 2-storey dwelling	4	0
5-7 Great John Street Lancaster Lancashire LA1 1NQ	Lancaster	18/00069/FUL	Change of use of mixed use unit comprising of retail (A1) and residential (C3) into cafe/bar (A3/A4) and yoga studio (D2) with associated holiday and manager's accommodation (sui generis)	0	0
1 West Road Lancaster Lancashire LA1 5PG	Lancaster	18/00842/FUL	Change of use of one 2-bed flat(C3) and takeaway(A5) to a mixed use scheme comprising a takeaway(A5), one 1-bed flat and two 2-bed flats(C3), including construction of a rear first floor extension	2	0
Melling House Hala Road Lancaster Lancashire LA1 4RL	Lancaster	18/00900/FUL	Change of use of former managers house (C3) to 2 self-contained 1-bed flats (C2) and installation of an new external door	1	0
38 Beck View Hala Square Lancaster Lancashire LA1 4RW	Lancaster	19/00237/FUL	Change of use of dwelling (C3) to 2 self-contained 1-	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			bed flats (C2) and installation of vents and porch canopy to the west elevation		
Land adjacent to 4 Washington Close, Lancaster	Lancaster	19/00383/OUT	Outline application for the erection of 1 residential dwelling	1	0
Thirlmere Court Keswick Road Lancaster Lancashire LA1 3LQ	Lancaster	19/00960/FUL	Construction of a raised replacement roof to stairwell and construction of dormer extensions to front and rear elevations to create one 2-bed flat (C3)	1	0
100 Penny Street Lancaster Lancashire LA1 1XN	Lancaster	19/00136/FUL	Change of use of existing offices (A2) to 3 studio flats (C3) and erection of a bin store	3	0
10 Haverbreaks Place, Lancaster	Lancaster	20/00203/FUL	Demolition of existing dwelling and erection of a new dwelling (C3)	0	0
3 Friar Street, Lancaster	Lancaster	20/00397/FUL	Change of use of offices (B1) to one 1-bed apartment (C3) and one 4-bed maisonette (C3) and insertion of windows to rear and side elevations	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Back Wellington Road North, Lancaster	Lancaster	20/00506/FUL	Change of use of existing workshop (B1) to dwelling (C3), construction of raised roof, installation of new windows and doors and a Juliette balcony	1	0
37 Beck View, Hala Square, Lancaster	Lancaster	20/00650/FUL	Change of use of dwelling (C3) to 2 self-contained 1-bed flats (C2) and installation of porch canopy	1	0
91 Scotforth Road, Lancaster	Lancaster	20/00899/FUL	Change of use of podiatrist (class E) to a 2 bedroom flat (C3), installation of bi-fold doors to the rear elevation and erection of a bin store	1	0
Land North Of Stonesby House, Stanmore Drive, Lancaster	lancaster	20/01009/FUL	Erection of a pair of semi-detached dwellings with associated access	2	0
3 Croftlands 28 Westbourne Road Lancaster	Lancaster	20/00111/FUL	Erection of a three storey side extension and a front porch, creation of an 8-bed HMO (sui generis), one 5-bed HMO (C4), one 3-bed HMO (C4), two 2-bed flats (C3) and one 1-bed flat (C3), erection of a bin store, cycle store,	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			installation of fence and gates, installation of solar panels and replacement windows		
Lancaster Vintage And Classic Spares, Lord Street, Lancaster	Lancaster	20/01021/FUL	Change of use of commercial building (sui generis) into dwellinghouse (C3), demolition of garage and installation of dormer windows	1	0
Garage, The Greaves, Greaves Road, Lancaster	Lancaster	20/01402/FUL	Change of use of garage into one single storey dwellinghouse (C3) with erection of front extension, associated access and parking	1	0
Baines Bagguley Penhale Solicitors, 22 Sun Street, Lancaster	Lancaster	21/00018/CU	Change of use of offices (Class E) into one dwellinghouse (C3)	1	0
66 Market Street, Lancaster	Lancaster	21/00178/FUL	Change of use of second floor office (Class E) and conversion of attic into 2-bed flat (C3a) and installation of rooflight to the rear elevation	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
9 Moor Lane, Lancaster	Lancaster	21/00285/PAC	Prior approval for change of use from office (E) into seven studio flats (C3)	7	0
Hepworth Insurance Services, 24 Sun Street, Lancaster	Lancaster	21/01038/FUL	Change of use of ground floor office (E) into a 1 bed flat (C3) and construction of a bin store and cycle store	1	0
50-52 Penny Street, Lancaster	Lancaster	21/01511/FUL	Change of use of retail storage (Class E) on first and attic floor into one 2-bed flat and two 1-bed flats (Class C3), erection of a single storey rear extension, construction of two dormer extensions to the rear, installation of rooflight to the rear, installation of replacement windows and installation of an external staircase	3	0
Telephone House, Fenton Street, Lancaster	Lancaster	21/00146/FUL	Change of use of lower ground floor Mosque (F.1) into four 2-bed apartments and one 1-bed apartment (C3) and upper ground floor	8	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Blackpool Teaching Hospitals NHS Foundation Trust, Slyne Road, Lancaster	Lancaster	21/00853/FUL	Change of use of part of existing offices (class E) to dwelling (C3) and erection of bin store	1	0
1A Alder Grove, Lancaster	Lancaster	21/01522/FUL	Demolition of existing managers house and erection of 2 storey building comprising of 4 1-bed flats (C3) and mixed use community room and office to serve wider sheltered housing scheme	4	0
62-64 Penny Street, Lancaster	Lancaster	22/00830/FUL	Change of use of first and second floor living accommodation and storeroom into three 1-bed flats (C3) including installation of entrance door to the rear and installation of gates to the Spring Garden Street elevation	3	0
45 Windermere Road, Lancaster	Lancaster	22/01063/FUL	Conversion of one dwelling (C3) into two separate dwellings (C3)	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
17 Cleveleys Avenue, Lancaster	Lancaster	22/01191/FUL	Change of use of day nursery (F.1) into dwelling (C3)	1	0
Former West Bank Outbuildings, Greaves Road, Lancaster	Lancaster	23/00346/FUL	Change of use of former stable to dwelling (C3), construction of external steps and installation of doors and windows	1	0
52 - 54 Ullswater Road, Lancaster	Lancaster	23/00869/PAC	Prior approval for the change of use of shop (Class E) to 2 dwellings (C3)	2	0
Flat above 4 China Street, Lancaster	Lancaster	23/00544/FUL	Subdivision of existing maisonette into 2 flats (C3) and installation of grilles to the rear elevation	1	0
Sun Street, Lancaster	Lancaster	24/00058/FUL	Change of use of offices to one dwelling (C3)	1	0
Land to the rear of 162 Scotforth Road, Lancaster	Lancaster	23/00339/OUT	Outline application for the erection of one dwelling (C3) and alterations to existing access	1	0
2 West Road, Lancaster	Lancaster	24/00808/PAC	Prior approval for change of use of part of ground	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			floor of building into 2 apartments (C3)		
South Lodge, Piccadilly	Lancaster	24/00976/FUL	Change of use from offices (E) to a dwelling house (C3) and erection of a two storey side extension, single storey front extension, alterations to access and associated parking	1	0
6 Lindow Square, Lancaster	Lancaster	25/00092/FUL	Change of use from a dwelling to 3 apartments, removal of door and installation of replacement window to the rear elevation	2	0
87 King Street, Lancaster	Lancaster	23/01441/FUL	Change of use of an existing office building (Class E) into 4 self-contained flats (C3), installation of roof lights, alterations to window/door openings, installation of two upper floor windows to the side elevation and replacement windows to all elevations, a new stone window head to the front	4	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			elevation, installation of vents to the side and the roof, new rainwater goods and change of use of part of adjacent car park to site bin store		
Hastings Road Garage, Hastings Road, Lancaster	Lancaster	24/01282/FUL	Demolition of existing garages and erection of two 2-storey buildings comprising of two dwellings and two 1-bed flats (C3)	4	0
Cohens Chemist, 52-54 Ullswater Road, Lancaster	Lancaster	24/00939/FUL	Change of use of chemist (Class E) to 9 residential units (Class C3) comprising of 7 studios and 1 flat for student accommodation and 1 dwellinghouse, demolition of rear extensions at ground floor and first floor level, erection of a single storey rear extension, installation of windows and doors to the front, side and rear elevations, installation of replacement windows to the side elevation and installation of roof lights to	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			the front and rear elevations		
11 Alder Grove	Lancaster	25/00041/FUL	Change of use of community centre to dwelling (C3)	1	0
Badgers Wood Brettargh Drive Lancaster	Lancaster	25/01204/PIP	Permission in principle application for the demolition of existing dwelling and erection of up to two dwellings	1	0
Alice Street Works, Alice Street, Morecambe	Morecambe	15/01122/FUL	Demolition of existing warehouse and erection of 6 dwelling houses	6	0
48 Chatsworth Road Morecambe Lancashire LA4 4JH	Morecambe	18/00091/CU	Change of use of dwellinghouse into one 2-bed flat and one 3-bed maisonette (C3)	1	0
29A Stanhope Avenue Morecambe Lancashire LA3 3AJ	Morecambe	18/00128/OUT	Demolition of existing bungalow and garage and erection of four residential dwellings	3	0
207 Marine Road Central Morecambe Lancashire LA4 4BU	Morecambe	18/00051/FUL	Change of use of three retail units to a mixed use scheme comprising restaurant (A3), bar (A4) gaming area (D2) with associated office area, and	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			a 2 bed apartment (C3), erection of a glazed link building and first floor extension, creation of first floor roof terrace, external alterations to 207 Marine Road and Pleasureland including replacement parapet and finial detail, new glazing and cladding, removal of existing roof over walkway and resurfacing of footway, provision of raised seating area and entrance steps and refuse store at rear		
154 Heysham Road Heysham Morecambe Lancashire LA3 1DJ	Morecambe	18/00157/FUL	Change of use of hairdressers (A1) to one bedroom ground floor flat (C3) and erection of a single storey front extension	1	0
1 - 3 Osborne Grove Morecambe Lancashire LA4 4LT	Morecambe	18/00137/FUL	Demolition of existing building and erection of 6 dwellings with associated access and landscaping	6	0
48 Albert Road Morecambe Lancashire LA4 4HX	Morecambe	18/00401/FUL	Change of use of ground floor shop (A1) to a 2-bed	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			maisonette (C3), replacement of shop front with a wall and a bay window, installation of a door in an existing window opening to the side and construction of a garden wall to the front and side		
48 Albert Road Morecambe Lancashire LA4 4HX	Morecambe	18/01585/FUL	Change of use of ground floor shop (A1) to a 2-bed maisonette (C3), replacement of shop front with new frontage, installation of a window and door to the side elevation and construction of a boundary wall	0	0
Land To The Rear Of 52 Middleton Road Heysham Morecambe Lancashire LA3 2RZ	Heysham	18/00696/FUL	Erection of a single storey detached dwelling	1	0
Land To The Rear Of 52 Middleton Road Heysham Morecambe Lancashire LA3 2RZ	Heysham	21/00889/FUL	Erection of a single storey detached dwelling	0	0
253A Lancaster Road Morecambe Lancashire LA4 5TJ	Morecambe	18/00996/FUL	Change of use from a taxi office (Sui Generis) to a residential dwelling (C3), removal of shop frontage, erection of a single storey	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			front extension and single storey rear extension		
159 Euston Road, Morecambe	Morecambe	19/00213/FUL	Retrospective application for the change of use from mixed use ground floor office (A2) with ancillary accommodation (C3) to single dwelling (C3)	0	0
33-35 Westminster Road, Morecambe	Morecambe	18/01580/CU	Change of use of dwelling (C4) to one 5-bed dwelling (C3), one 2-bed flat (C3) and one 3-bed maisonette (C3)	2	0
Flat 1 1 Green Street Morecambe Lancashire LA4 5HJ	Morecambe	19/01088/FUL	Retrospective application for the change of use of a retail unit (A1) and maisonette (C3) to a ground floor retail unit (A1), a first floor self-contained flat (C3) and a second a third floor maisonette (C3)	1	0
324 Marine Road Central Morecambe Lancashire LA4 5AA	Morecambe	19/01196/FUL	Part retrospective application for the change of use of guest house (C1) to 4 apartments (C3), construction of 2 balconies to front elevation,	4	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			demolition of existing garage and store, creation of 4 parking spaces and excavation of land to create sunken terrace		
78 Lancaster Road Morecambe Lancashire LA4 5QN	Morecambe	19/01431/FUL	Change of use of a dwelling (C3) to 1 maisonette (C3) and 1 flat (C3), demolition of existing rear outrigger and erection of a replacement 2 storey rear extension	1	0
79-81 Queen Street Morecambe Lancashire LA4 5EN	Morecambe	19/01474/FUL	Change of use of two ground floor shop units (A1) to one 2 bedroom flat (C3), removal of the shop fronts and construction of 2 bay windows	1	0
53 Sandylands Promenade Heysham Morecambe Lancashire LA3 1DW	Morecambe	19/01369/FUL	Part retrospective application for the change of use of ground floor opticians (D1) and 1st floor flat (C3) to two storey dwelling (C3), alterations to windows and doors to the northwest elevation and construction of a balcony to the northwest elevation	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
44 Clarendon Road East, Morecambe	Morecambe	20/00242/CU	Change of use of dwelling (C3) to 3 self-contained 2-bed flats (C2)	2	0
Land South Of Curwen Avenue, Heysham	Heysham	20/00455/FUL	Erection of a detached bungalow (C3), creation of vehicular access off Curwen Avenue and associated hardstanding	1	0
Regent Park Studios, 93 Regent Road, Morecambe	Morecambe	20/00601/FUL	Change of use of trampolining and stunt school centre (D2) and film studio (sui generis) to 9 flats (C3), alterations to windows and doors, installation of rooflights and Juliet balconies and two dormers and erection of a bin store	9	0
5 Nelson Street, Morecambe	Morecambe	20/00605/FUL	Change of use of a ground floor retail unit (A1) to a self contained flat (C3) and replacement of door with window to the rear elevation	1	0
Land To The Rear Of 87 White Lund Road, Morecambe	Morecambe	19/01472/OUT	Outline application for the erection of 4 detached	4	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			dwellings and associated access		
Land East Of Heysham Free Methodist Church, Laureston Avenue, Heysham	Heysham	20/00538/FUL	Part retrospective application for the erection of six 3-bed semi-detached and three 4-bed detached dwellings with associated access	2	0
Business Centre 6 Lines Street Morecambe	Morecambe	20/00891/FUL	Change of use of part of office (Class E) to a one bed residential flat (C3) and alterations to windows, door and shopfront	1	0
Land Adjacent To 247 Lancaster Road, Morecambe	Morecambe	20/00948/FUL	Demolition of existing garage, erection of a detached dwelling (C3) with associated access/parking	1	0
Land East Of Christie Way Morecambe	Morecambe	20/01070/OUT	Outline application for the erection of one dwelling and associated access	1	0
Land East Of Christie Way Morecambe	Morecambe	22/00372/FUL	Erection of a detached dwelling (C3) with integral garage and pool room and erection of boundary fence and gates	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
55A Dallam Avenue, Morecambe	Morecambe	21/00014/CU	Change of use of office (Class E) into one 1-bed self-contained flat (C3)	1	0
7 Kingsway Court, Kingsway, Heysham	Heysham	21/00106/FUL	Change of use of dwelling (C3) to 2 self-contained 1-bed flats (C2) and installation of porch canopy to the front elevation	1	0
14A Betony Morecambe	Morecambe	21/00211/FUL	Erection of one detached dwellinghouse (C3) and associated access	1	0
St Winfreds Hotel, Marine Road, Morecambe	Morecambe	21/00327/FUL	Change of use from hotel (C1) into six 2-bed apartments (C3) and two 1-bed apartments (C3), creation of three garages to the rear, installation of balconies to the front elevation and juliet balconies to the rear elevation, new window openings and replacement windows	8	0
145 Lancaster Road, Morecambe	Morecambe	21/00604/PAC	Prior approval for the change of use of office (E) to dwelling (C3)	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
27 Euston Road, Morecambe	Morecambe	21/00626/FUL	Change of use of first, second and third floor commercial units (Use Class E) to one 3-bed flat (C3)	1	0
18 Skipton Street, Morecambe	Morecambe	21/00808/PAC	Prior approval for the change of use of first and second floor offices (E) to 2no. self contained apartments (C3)	2	0
30-32 Claremont Road, Morecambe	Morecambe	21/01175/FUL	Change of use of nursery (E) and flat (C3) to mixed use unit comprising of office/meeting/cafe and recreational unit at ground floor (E) with 2 2-bed supported housing maisonette flats above (C3b) and erection of fence above existing boundary wall	2	0
155 Heysham Road, Heysham	Heysham	21/01572/FUL	Change of use from storage (B8) to 2 self contained flats (C3) and installation of window and cladding to the rear elevation	2	0
67 Yorkshire Street, Morecambe	Morecambe	22/00597/FUL	Change of use of existing shop with maisonette above to 2 maisonettes	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			comprising of 1 maisonette on the ground floor & first floor and 1 maisonette on the first & second floors (C3)		
202 Euston Grove, Morecambe	Morecambe	22/00942/FUL	Change of use of dwellinghouse into a 1-bed flat and 2-bed maisonette (C3)	1	0
Lunedale House, Market Street, Morecambe	Morecambe	23/00173/FUL	Change of use of part of the ground floor retail units and first floor offices (Class E) to 3 apartments (Class C3) with common access from Derby Street, replacement of the upper level windows, infill a window, increase size of a window and installation of new external doors to west elevation	3	0
450 Marine Road East, Morecambe	Morecambe	22/00640/FUL	Change of use of Bed and Breakfast (C1) and Managers Accommodation to one 2-bed maisonette and two 2-bed flats (C3), installation of two	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			replacement windows to side elevation at first/second floor level, french doors at basement level and rooflight to the rear elevation		
98 Euston Road, Morecambe	Morecambe	23/00447/FUL	Change of use from retail shop (Class E) to 1 bed-apartment (Class C3) and construction of bay window and doorway to the ground floor front elevation, installation of windows to the rear elevation and door to the side elevation	1	0
64-66 Queen Street, Morecambe	Morecambe	23/00440/FUL	Change of use of existing mixed use unit comprising retail on the ground floor with residential above to mixed use unit comprising retail unit (E) on ground floor, 2 2-bed	3	0
29A Stanhop Avenue, Morecambe	Morecambe	23/00113/FUL	Demolition of existing bungalow and garage, erection of four dwellings (C3) and alterations to existing access	3	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
10 Alice Street, Morecambe	Morecambe	22/01358/FUL	Demolition of existing warehouse (retrospective) and erection of 5 dwellings (C3)	5	0
1 Deansgate, Morecambe	Morecambe	22/01085/FUL	Change of use from commercial photography studio (E(g)) to dwellinghouse (C3)	1	0
4 Lundale House, Market Street, Morecambe	Morecambe	23/01130/PAC	Prior approval for the change of use of first floor bank (Class E) into two flats (C3)	2	0
6-10 Kensington Road, Morecambe	Morecambe	23/01191/PAC	Prior approval for the change of use of office (Class E) to 6 dwellings (C3)	6	0
77-83 Queen Street, Morecambe	Morecambe	23/01021/FUL	Change of use of two ground floor shop units (E) to one 2 bedroom flat (C3), removal of the shop fronts	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			and construction of 2 bay windows		
42-46 Euston Road, Morecambe	Morecambe	23/01371/PAC	Prior approval for the change of use of commercial building to 7 dwellings	7	0
Eric's Cafe, 245 Marine Road Central, Morecambe	Morecambe	23/01381/FUL	Conversion of three existing flats into four flats (C3)	1	0
212 Euston Grove, Morecambe	Morecambe	24/00110/FUL	Subdivision of existing dwelling (C3) into 1 flat and 1 maisonette (C3)	1	0
The Bungalow Green Lane Heaton With Oxcliffe	Morecambe	24/00733/FUL	Demolition of existing bungalow and stable buildings and erection of a replacement 2 storey dwelling	0	0
Ashley House, 371 Marine Road, Morecambe	Morecambe	23/01094/FUL	Change of use of guest house (C1) to residential dwelling (C3)	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
24 Queens Drive, Morecambe	Morecambe	23/01370/FUL	Change of use from dwelling house to two self contained flats	1	0
21 Clarendon Road East, Morecambe	Morecambe	24/00977/FUL	Change of Use from dwellinghouse (class C3) to two self-contained apartments (class C3)	1	0
55-57 Alexandra Road, Morecambe	Morecambe	24/01045/FUL	Change of use and subdivision of dwelling into two self-contained apartments, installation of replacement windows, raising of door to the rear and addition of steps	1	0
20 Warley Avenue, Morecambe	Morecambe	24/01258/CU	Change of use from residential care home (C2) to dwellinghouse (C3)	1	0
81 Oxcliffe Road, Heysham	Morecambe	24/00823/FUL	Conversion of a garage/workshop into a dwelling with installation of rooflights, replacement windows and doors, construction of a canopy to west elevation, associated parking and landscaping	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
68 Thornton Road, Morecambe	Morecambe	24/00370/FUL	Subdivision of dwelling (C3) to form 3 self contained flats (C3)	2	0
306 Marine Road Central, Morecambe	Morecambe	24/01167/FUL	Change of use of a dwelling house (C3) to three self-contained flats and installation of windows	2	0
Land at the Rear of 105 White Lund Road, Morecambe	Morecambe	23/00553/FUL	Part retrospective application for the demolition of stable buildings and erection of 3 dwellings	3	0
104 Euston Road, Morecambe	Morecambe	24/01349/FUL	Change of use and conversion of existing shop with living accommodation above into 5 self contained flats (C3) and existing outbuilding into 1 self-contained flat (C3) with replacement roof to outbuilding, alterations to windows and doors and erection of 3 storey front extension to create bay windows	5	0
2 Park Street Morecambe	Morecambe	24/00786/FUL	Change of use and conversion of retail unit to dwellinghouse and	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			associated external alterations		
91 Alexandra Road, Morecambe	Morecambe	25/01125/FUL	Change of use from a dwelling house to 1 maisonette and 1 self contained flat	1	0
3 Deansgate Morecambe	Morecambe	25/01164/PAC	Prior approval for the change of use of a commercial premises to a dwellinghouse	1	0
23 West Street, Morecambe	Morecambe	25/01252/FUL	Change of use and subdivision of existing print shop and office to form one dwelling, one self contained flat and commercial unit with alterations to shopfront/insertion	2	0
1 Station Buildings Warton Road Carnforth Lancashire LA5 9BS	Carnforth	18/00194/FUL	Change of use from an estate agents to a mixed use scheme comprising of a ground floor office with one 1-bed and one 2-bed self -contained flats above (C3)	2	0
Land Adjacent To 18 Crag Bank Road Carnforth Lancashire LA5 9EH	Carnforth	18/00494/OUT	Outline application for the erection of a dwelling and	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			detached garage and creation of an access		
Land Adjacent To 18 Crag Bank Road Carnforth Lancashire LA5 9EH	Carnforth	21/00239/FUL	Erection of two storey detached dwelling (C3) with associated access	0	0
Taps On The Green 77 Kellet Road Carnforth Lancashire LA5 9LR	Carnforth	19/00685/FUL	Change of use of Public House (A4) to mixed use unit comprising a Public House (A4) and one 1-bed flat (C3) at ground floor level and one 1-bed flat and one 2-bed flat (C3) at first floor level, and installation of new door and window to the front elevation	3	0
24 - 30 Preston Street Carnforth Lancashire LA5 9BY	Carnforth	19/01602/FUL	Demolition of existing building and erection of three 3-bedroom dwellings	3	0
9A New Street, Carnforth	Carnforth	21/00041/PAC	Prior approval for change of use from office (E) into dwellinghouse (C3)	1	0
Hodgsons Croft Farm, North Road, Carnforth	Carnforth	20/00752/FUL	Demolition of agricultural buildings, conversion of two barns into two dwellings (C3), erection of four dwellings (C3) with	6	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			associated access and erection of a garage for farmhouse		
Ratcliffe And Bibby Solicitors 3 - 7 New Street Carnforth	Carnforth	20/00948/FUL	Change of use of office (Class E) into mixed use of cafe/restaurant (Class E) and hot food takeaway (Sui generis) with first and second floor living accommodation (Class C3), alteration to ground floor front facade and installation of flue to the rear	1	0
Former Co-Op Buidling, John Street, Carnforth	Carnforth	22/00393/PAC	Prior approval for the change of use of commerical building into six apartments (C3)	6	0
Rear of 29 Market Street, Carnforth	Carnforth	22/00866/PAC	Prior approval for change of use of 1st and 2nd floors from dental practice (E) to one 2-bed flat (C3)	1	0
29 Edward Street, Carnforh	Carnforth	22/01343/CU	Change of use of first and second floor from storage and distribution (Class B8) to 1 3-bed maisonette (Class C3)	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
9-11 New Street, Carnforth	Carnforth	22/01431/FUL	Change of use of financial and professional services/shop (E) to cafe (E) with maisonette (C3) above	1	0
Croftlands, Cantsfield Road, Cantsfield, Carnorth	Carnforth	22/01483/FUL	Demolition of existing dwelling, change of use of agricultural land to domestic garden and erection of a replacement 2 storey dwelling with alterations to land levels and installation of a package treatment plant	0	0
Thwaite Gate Farm, Lancaster Road, Carnforth	Carnforth	23/00058/PAA	Prior approval for the change of use of agricultural buildings to 5 dwellings (C3)	5	0
114 Kellet Road, Carnforth	Carnforth	23/00424/CU	Change of use of ground floor shop/takeaway (Sui Generis) to residential flat (C3)		
Land West of Hunting Hill Lodge, Hunting Hill Road, Carnforth	Carnforth	23/00559/FUL	Erection of a dwelling with associated access	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
36 Lancaster Road, Carnforth	Carnforth	24/01217/FUL	Change of use of part of existing ground floor shop and associated storeroom above (Class E) to dwelling (Class C3) and installation of extract terminals to the front/rear and new first floor window to the rear	1	0
Barclays Market Street Carnforth	Carnforth	24/00208/FUL	Change of use of first and second floors of former bank into two apartments (C3) and alterations to window and door openings	2	0
Woodburn Farm Middleton	Middleton	15/00238/OUT	Outline application for the demolition of existing farm buildings and erection of 9 dwellings	9	0
Land at buildings South of Number 52, Low Road, Middleton	Middleton	23/00375/FUL	Demolition of existing agricultural buildings and erection of 9 dwellings with access, parking, the raising of site levels and construction of retaining wall	0	0
Ellel Institute	Galgate	15/00857/CU	Change of use of institute building to two 1-bed flats, one 2-bed flat, one 3-bed flat (C3), demolition of	4	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			existing single storey front and side extensions, construction of a new external staircase to the side and associated landscape works		
Wood Shed Langthwaite Farm Langthwaite Road Quernmore Lancaster Lancashire LA2 9EB	Quernmore	15/00633/PAA	Prior approval for the change of use of agricultural building to 1 dwelling house (C3)	1	0
Middle Crag Farm Starbank Bay Horse Lancaster Lancashire LA2 9AS	Open Countryside	15/01575/PAA	Prior approval notification for a change of use of an agricultural building to a dwellinghouse (C3)	1	0
Westmoor Farm 7 Carr Lane Middleton Morecambe Lancashire LA3 3JQ	Middleton	15/01269/OUT	Outline application for the demolition of existing agricultural buildings and erection of one detached dwelling with alterations to existing access	1	0
Sunderland Brows Farm First Terrace Sunderland Point Morecambe	Open Countryside	16/00312/PAA	Prior Approval notification for a change of use of an agricultural building to a dwellinghouse	1	0
Escowbeck Farm Quernmore Road Caton Lancaster	Caton	22/01587/FUL	Demolition of existing steel / block agricultural buildings and conversion of		0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			existing barn into one dwelling with associated access		
Williamsland Farm Hasty Brow Road Slyne Lancaster	Slyne	22/00270/FUL	Change of use and conversion of agricultural buildings into 6 dwellings (C3), demolition agricultural sheds and formation of new	6	0
Land Adjacent To 2-4 Main Street Cockerham Lancaster Lancashire LA2 0EF	Cockerham	16/01357/OUT	Outline application for the erection of one dwelling and creation of an associated access	1	0
Land Adjacent To 2-4 Main Street Cockerham Lancaster Lancashire LA2 0EF	Cockerham	19/01408/REM	Reserved matters application for the erection of one dwelling (C3)	0	0
184 Main Street Warton Carnforth Lancashire LA5 9PT	Warton	17/00458/FUL	Erection of part single part two-storey side extensions to existing annexe to facilitate the conversion to a separate dwelling with	1	0
Hill Top Farm Farleton Old Road Farleton Lancaster Lancashire LA2 9LF	Farleton	17/01068/REM	Reserved matters application for the erection of a detached dwelling and demolition of existing industrial buildings	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Greenfold Farm Old Moor Road Wennington Lancaster Lancashire LA2 8PG	Open Countryside	17/01492/FUL	Change of use of use of agricultural barn to dwelling (C3) and change of use of agricultural land to form domestic curtilage.	1	0
Old Hall Farm Kirkby Lonsdale Road Over Kellet Carnforth Lancashire LA6 1DA	Over Kellet	18/00087/FUL	Demolition of agricultural buildings, change of use and conversion of three agricultural barns into four 4-bed dwellings (C3) and erection of four 2-storey detached dwellings (C3) with associated acces	0	0
Old Hall Farm Kirkby Lonsdale Road Over Kellet Carnforth Lancashire LA6 1DA	Over Kellet	21/0363/FUL	Relevant demolition of existing outriggers and agricultural buildings and change of use of agricultural buildings to 4 dwellings (C3) including the erection of single storey rear extensions, installation of windows, doors, rooflights, flues, erection of garages with associated parking, creation of internal access road and turning head and erection of boundary treatments	4	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Coach House Adjacent To Red Door Cafe And Gallery Church Brow Halton Lancaster Lancashire LA2 6LS	Halton	18/00240/FUL	Change of use of Coach House to dwelling (C3) with associated external alternations and parking	1	0
17 Station Road Hornby Lancaster Lancashire LA2 8JP	Hornby	18/00360/FUL	Demolition of hairdressers (A1) and erection of a detached single storey dwelling (C3) with associated access	1	0
17 Station Road Hornby Lancaster Lancashire LA2 8JP	Hornby	21/00627/FUL	Demolition of hairdressers (A1) and erection of a detached single storey dwelling (C3) with associated access	0	0
Land South Of Dykes Lane Yealand Conyers Lancashire	Yealand Conyers	18/00280/FUL	Erection of a two storey detached dwelling	1	0
Land To The North East Of Ivy Cottage Low Road Halton Lancaster Lancashire LA2 6LZ	Halton	18/00183/FUL	Change of use of agricultural land to residential, erection of a 4 bed detached dwelling with associated re-grading of land and alterations to the existing access, and installation of a waste water treatment system	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Stable End And Newcroft Berrys Farm Conder Green Road Conder Green Lancaster Lancashire LA2 0BG	Open Countryside	18/00720/CU	Change of use of two holiday cottages into two dwellings (C3)	2	0
Land Adjacent Appletree Barn 34 Wennington Road Wray Lancashire	Wray	18/00237/FUL	Erection of five 2-storey detached dwellings (C3) with associated accesses	4	0
Dragons Head Hotel Main Street Whittington Carnforth Lancashire LA6 2NY	Whittington	18/00567/FUL	Demolition of outbuildings, conversion of barn to dwelling, erection of 3 dwellings with associated landscaping, parking and alterations to the existing access and erection of a first floor side extension over existing pub	4	0
Land Adjacent Springfield House Ball Lane Caton Lancaster Lancashire LA2 9QN	Caton	18/01114/OUT	Outline application for the erection of a dwellinghouse (C3) with associated access	1	0
Land adjacent Springfield House Ball Lane Caton Lancaster Lancashire LA2 9QN	Caton	18/01596/REM	Reserved matters application for the erection of a dwelling (C3)	0	0
Beechwood Lancaster Road Cockerham Lancaster Lancashire LA2 0DU	Cockerham	18/00973/FUL	Demolition of existing dwelling and erection of a new dwelling (C3) with associated access	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Land To The South Of Foxholes Hollins Lane Bay Horse Lancaster Lancashire LA2 9DB	Open Countryside	23/00279/FUL	Erection of a detached two storey dwelling	1	0
New Inn Hornby Road Wray Lancaster Lancashire LA2 8QN	Wray	18/01326/FUL	Change of use of public house (A4) to dwelling (C3), demolition of the rear extension and external staircase, erection of a replacement external staircase, construction of balcony and external steps to the rear	1	0
9 Beech Avenue Galgate Lancaster Lancashire LA2 0NW	Galgate	18/01229/FUL	Change of use of a shop (A1) to dwelling (C3), erection of single storey extensions to the side and rear, construction of a ramp to the front, installation of replacement window and replacement of a door with a window	1	0
69 Main Road Nether Kellet Carnforth Lancashire LA6 1EH	Nether Kellet	18/01350/FUL	Subdivision of single dwelling to form two dwellings, erection of a first floor rear extension (retrospective) and installation of a door and window to the front elevation	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
69 Main Road Nether Kellet Carnforth Lancashire LA6 1EH	Nether Kellet	19/00979/FUL	Subdivision of single dwelling to form two dwellings, erection of a first floor rear extension (retrospective) and installation of a door and window to the front elevation	0	0
Hawkshead Farm 1 The Nook Bolton Le Sands Carnforth Lancashire LA5 8DR	Bolton le Sands	18/00455/FUL	Change of use, conversion and extension of 2 existing barns to 3 2-bed dwellings and alterations to existing access	3	0
Land North of 17 Main Street, Warton	Warton	17/00736/OUT	Outline application for the erection of nine dwellings and associated access	9	0
Woodfield House Moorside Road Brookhouse Lancaster Lancashire LA2 9PN	Brookhouse	19/00124/FUL	Erection of a two storey dwelling with detached garage, creation of a new access and installation of a package treatment plant	1	0
Woodfield House Moorside Road Brookhouse Lancaster Lancashire LA2 9PN	Brookhouse	21/01216/FUL	Erection of a two storey dwelling with detached garage, creation of a new access and installation of a package treatment plant	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Poplar Farm Gulf Lane Cockerham Preston Lancashire PR3 0LD	Cockerham	18/01499/FUL	Demolition of existing dwelling, erection of a replacement 2-storey detached dwelling, change of use of agricultural land to domestic curtilage and existing domestic curtilage to agricultural land	0	0
Bank House Fly Fishery Car Park, Caton	Caton	19/00292/OUT	Outline application for the erection of 1 dwelling	0	0
Bank House Fly Fishery Car Park, Caton	Caton	21/01500/REM	Reserved Matters application for the erection of a detached dwelling (C3) with associated access, soakaway and landscaping and installation of a sewage treatment plant	1	0
Quernmore House Littledale Road Quernmore Lancaster Lancashire LA2 9EN	Open Countryside	19/00312/FUL	Change of use of offices (A2) and garage to a 2-bed dwellinghouse (C3)	1	0
Land Adjacent To Meadowcroft Hill Lane Nether Kellet Lancashire	Nether Kellet	19/00088/FUL	Erection of a 1.5 storey dwelling with associated access and alterations to land levels	1	0
The Cottage, The Green, Over Kellet	Over Kellet	19/00345/CU	Change of use of mixed use building comprising a ground floor shop (A1) with	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			associated living accommodation over 2 floors (C3) to a single dwelling		
Keer Holme, Keer Holme Lane, Priest Hutton	Open countryside	19/00422/FUL	Change of use of agricultural building to dwelling(C3), agricultural workshop and land to domestic workshop/stable and equine land in	1	0
Land adjacent to Bond Gate Farm, Abbeystead Road, Dolphinholme	Dolphinholme	19/00435/FUL	Erection of a dwelling (C3), creation of a new access and associated landscaping	1	0
Brookside Whams Lane Bay Horse Lancaster Lancashire LA2 9BZ	Open Countryside	19/00768/FUL	Demolition of agricultural building, erection of a detached dwelling (C3), a garage / workshop, installation of solar array panel, erection of two polytunnels and creation of an attenuation pond	1	0
The Corner House Woodwell Lane Silverdale Carnforth Lancashire LA5 0TZ	Silverdale	18/00380/FUL	Demolition of existing property and outbuilding, erection of replacement detached dwelling, alteration to vehicular	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			access and associated landscaping		
Willow House Bailrigg Lane Lancaster Lancashire LA1 4XP	Open countryside	19/00980/FUL	Erection of 3 detached dwellings with associated works and landscaping	3	0
Upper Foxholes Farm Anyon Lane Bay Horse Lancaster Lancashire LA2 9DB	Open countryside	19/00990/PAA	Prior approval for the change of use of agricultural building to a dwelling (C3)	1	0
Upper Foxholes Farm Anyon Lane Bay Horse Lancaster	Open countryside	20/01035/FUL	Change of use of agricultural building and land to a dwelling (C3) with associated residential land, single storey extension to north and south elevation and creation of parking area.	0	0
Mole End Barn Woodman Lane Burrow Carnforth Lancashire LA6 2RL	Open Countryside	19/00978/FUL	Change of use from Dwelling (C3) to a mixed use Dwelling/Guest House (C3,C1) and erection of a two storey outbuilding with link extension to main dwelling	0	0
Land West Of Castle Hill Wagon Road Dolphinholme Lancashire	Dolphinholme	19/01225/OUT	Outline application for the erection of 2 dwellings (C3)	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			and alterations to existing access		
Land West Of Castle Hill Wagon Road Dolphinholme Lancashire	Dolphinholme	22/01502/REM	Reserved matters application for the erection of 1 dwelling and detached garage	2	0
Land At Mill Lane Low Mill Mill Lane Caton Lancashire	Caton	18/00002/FUL	Erection of 9 dwellinghouses with associated access, engineering works to provide sustainable drainage pond, construction of internal roads and footways and the provision of a package treatment plant	4	5
Mill House Spout Lane Wennington Lancashire	Rural	19/00887/FUL	Change of use, conversion and extension of derelict farm buildings including mill, stables and ancillary accommodation into a residential dwelling (C3) with stables and ancillary guest and staff accommodation with new access and alterations to existing access point, tog	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Moorside Farm, Grimeshaw Lane, Quernmore	Rural	19/00771/FUL	Demolition of existing farmhouse and agricultural buildings and erection of a replacement dwelling (C3) incorporating a balcony and dormers and link extensions, erection of a garage and change of use of agricultural barn to ancillary domestic use (C3).	0	0
Moorside Farm, Grimeshaw Lane, Quernmore	Rural	20/00892/OUT	Outline application for the change of use of agricultural buildings to a dwellinghouse (C3) and installation of drainage infrastructure	1	0
Low Hall Barn, Main Street, Whittington	Rural	19/01509/FUL	Change of use and conversion of barn and attached shippon to dwelling (C3) and holiday cottage (C3)	1	0
Stone Bank Barn Main Street Cockerham	Cockerham	20/00054/FUL	Change of use of agricultural barn to two residential dwellings (C3), change of use of agricultural land to residential land, excavation of land, erection of a	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			detached garage and creation of access track and parking area		
Brooklands Buildings, Addlington Road, Halton	Halton	20/00246/FUL	Part retrospective application for the demolition of 3 dwellings (C3) and erection of 3 replacement dwellings (C3)	0	0
Lower House Cottage, Park House Lane, Wray	Rural	20/00390/FUL	Change of use of agricultural building and land to dwelling and associated residential land (C3), installation of replacement windows and doors, installation of sewage treatment plant and surface water drainage infrastructure	1	0
Wrayton Hall Farm, Back Lane, Wrayton	Rural	20/00474/FUL	Relevant demolition of agricultural buildings, change of use of agricultural barn to a dwellinghouse (C3), installation of a raised terrace and associated earthworks and drainage infrastructure and change of use of agricultural land	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			to residential land in association with the proposed dwellinghouse		
Wennington Institute, Wennington	Rural	20/00812/FUL	Change of use and conversion of the existing village hall to a residential dwelling (C3) including alterations to existing openings, the	1	0
Holmere Hall, Dykes Lane, Yealand Conyers	Rural	21/00142/PAC	Prior approval for change of use from office (E) into four dwellinghouses (C3)	4	0
The Willows, Moor Lane Close, Over Kellet	over kellet	19/01555/FUL	Change of use of agricultural land to domestic garden, demolition of existing dwelling and erection of a part single storey and part two storey replacement dwelling incorporating terrace and installation of a package treatment plant	0	0
19 Townsfield, Silverdale	Silverdale	20/00038/FUL	Demolition of conservatory and outbuilding and erection of a 2 storey dwelling and installation of	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			a package sewage treatment plant		
Waterslack Farm, Waterslack Road, Silverdale	Open countryside	20/00131/CU	Retrospective application for the change of use of farm shop (A1) to part of dwellinghouse (C3)	1	0
Greystoke, Willey Lane, Cockerham	cockerham	20/00211/FUL	Erection of a 2 storey dwelling, creation of vehicular access and associated hard landscaping	1	0
Land Rear Of Launds Field, Stoney Lane, Galgate	Galgate	20/00213/FUL	Erection of 2 detached dwellings	2	0
Hall Farm Barns, Kelleto Road, Over Kellet	Over Kellet	20/00395/FUL	Change of use and conversion of redundant agricultural barns to create three 4-bed residential dwellings, construction of boundary wall, erection of garages and outbuildings with associated acce	3	0
Land Adjacent Ash Trees Surgery, Halton Surgery, 110 High Road, Halton	halton	20/00484/OUT	Outline application for the erection of a dwelling	1	0
Land To The Rear Of the Nib, 9 West View, Mill Lane, Warton	Millhead	20/00503/FUL	Erection of a pair of semi-detached dwellings	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Land At 2 Hall Garth Close Capernwray Road Over Kellet	Over Kellet	19/01575/FUL	Erection of a dwelling (C3) and detached garage with associated landscaping and access	1	0
Docker Park Farm Docker Lane Arkholme	open countryside	20/00773/FUL	Demolition of agricultural and kennel buildings, regrading of land, change of use of agricultural barns into two dwellings (C3) and associated ancillary buildings, erection of extension, installation of drainage infrastructure and landscaping	2	0
1 Hazelrigg Barn, Hazelrigg Lane, Lancaster	Open Countryside	20/01222/FUL	Change of use of ancillary granny annexe (associated with Hazelrigg Barn) to an independent residential dwelling with associated external store, garden, access and parking	1	0
Globe Hotel, Main Street, Overton	Overton	20/01280/FUL	Change of use of pub and hotel into ground floor micro-pub (Sui generis) with flat above (C3) and one dwelling (C3)	2	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Little Wood, Blackwood End Farm, Bay Horse	Open Countryside	20/01330/FUL	Removal of caravan and ancillary buildings and erection of single storey dwelling house (C3)	1	0
Land North of 13 Main Street, Warton	Warton	20/01349/FUL	Erection of a detached dwelling (C3) and creation of a new vehicular access	1	0
Dragons Head Hotel, Main Street, Whittington	Open Countryside	21/00032/FUL	Change of use of public house (Sui Generis) to a dwelling (C3), relevant demolition of outhouses and erection of a double garage	1	0
Poplar Farm, Gulf Lane, Cockerham	Open countryside	21/00322/FUL	Demolition of existing dwelling and erection of 2-storey detached dwelling and detached garage (C3), installation of package treatment plant and change of use of agricultural land to residential use and change of use of part of existing residential land to agricultural use	0	0
Middle Crag Farm, Starbank, Dolphinholme	Dolphinholme	21/00428/FUL	Change of use of agricultural buildings to create four dwellings (C3)	4	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			and associated domestic ancillary buildings, installation of drainage infrastructure and landscaping.		
Barn At Green Hill, Borwick Lane, Borwick	Borwick	21/00453/PAA	Prior approval for the change of use of agricultural building into dwelling (C3)	1	0
Leapers Rock, Kellet Road, Over Kellet	Open countryside	21/00517/FUL	Demolition of existing bungalow and erection of a replacement dwelling (C3), and change of use of agricultural land to residential land in association with Leapers Rock	0	0
Tomlinsons Farm, Moss Lane, Thurnham	Open countryside	21/00774/PAA	Prior approval for the change of use of agricultural building to a dwelling (C3)	1	0
Coach House to the rear of Mansergh House, Borwick	Open countryside	21/01070/FUL	Change of use of coach house to ancillary dwellinghouse (C3) in association with Mansergh House, alterations to windows and doors,	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			installation of solar panels to the west elevation		
The Old Vicarage Retirement Home, 56 Main Street, Hornby	Hornby	21/01197/FUL	Change of use of a residential institution (C2) to a dwelling house (C3)	1	0
Parkside Farm, Woodman Lane, Cowan Bridge	Cowan Bridge	21/00869/PAA	Prior approval for the change of use of 4 agricultural buildings to 5 dwellings (C3)	5	0
Higher Barn, Aughton Road, Aughton	Open Countryside	21/00395/FUL	Change of use of workshop and store building and land into 2 dwellings and 1 holiday let (C3), installation of windows, doors, creation of parking area and landscaping	2	0
Dene Cottage, Main Street, Whittington	Whittington	21/00636/FUL	Demolition of garage and erection of a dwelling (C3) with associated hardstanding and landscaping	1	0
Greendales Farm, Carr Lane, Middleton	Middleton	21/01084/FUL	Demolition of existing dwelling and erection of a replacement dwelling	0	0
Hoggetts Lane Farm, Kirkby Lonsdale Road, Over Kellet	Open countryside	21/01218/FUL	Demolition of existing garage, erection of an agricultural workers	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			dwelling (C3) and installation of a package treatment plant		
Land to the rear of Ingleborough View, Station Road, Hornby	Hornby	21/01370/FUL	Erection of 9 dwellings (C3) with associated detached garages, formation of a new access and associated estate roads and landscaping	9	0
Land adjacent 26 Moorside Road, Brookhouse	Caton	21/01552/FUL	Erection of a detached dwelling (C3) and creation of a new vehicular access	1	0
Lakeland Fells View, Kirkby Lonsdale Road, over Kellet	Over Kellet	22/00177/FUL	rection of one two-storey dwelling and detached garage and retrospective application for retention of garage and use of land as residential in association with Lakeland Fells View	1	0
The Warehouse, Saltoake Road, Bay Horse	Open countryside	22/00197/FUL	Change of use of existing building from storage & distribution (B8) to dwelling house (C3), erection of a single storey side extension, alterations to doorways and windows, installation of solar panels to the south west	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			elevation, and associated landscaping		
Croftlands, Cantsfield Road, Cantsfield, Carnforth	Open countryside	22/00269/FUL	Demolition of existing dwelling, change of use of agricultural land to domestic garden and erection of a replacement 2 storey dwelling with alterations to land levels and installation of a package treatment plant	0	0
Land at Grid Reference 346637 452376, Willey Lane, Cockerham	Cockerham	25/00748/REM	Reserved matters for the erection of a dwelling	1	0
2 Brookside Drive, Dolphinholme	Open countryside	22/00490/FUL	Demolition of existing bungalow and garage and erection of a replacement dwelling with garage and store	0	0
Green Finch Café, Corricks Lane, Conder Green	Open countryside	22/00636/PAC	Prior approval for the change of use of the café (E) to a dwelling	1	0
Borwicks House, Plantation Lane, Abbeystead	Open countryside	22/00731/FUL	Demolition of garage and agricultural building, change of use and conversion of agricultural building to dwelling (C3), erection a single storey	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			extension, installation of windows, doors, drainage, and flue, change of use of agricultural land to associated domestic garden, and demolition of existing single storey side extension to existing farmhouse and erection of a two-storey side extension		
Newlands Road Farm, Starbank, Bay Horse	Open countryside	22/00802/FUL	Demolition of existing dwelling (C3) and garage, erection of a new detached dwelling (C3) incorporating balcony and raised terrace and	0	0
Yealand Hall, Silverdale Road, Yealand Redmayne	Open countryside	22/00913/FUL	Demolition of two outbuildings and change of use of land for the erection of a stable block and creation of an outdoor arena with	1	0
Low Hall Barn, Burrow Mill Lane, Whittington	Open countryside	22/00946/FUL	Change of use and conversion of barn and attached shippon to dwelling (C3) and holiday accommodation (C3),	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			erection of a single storey extension to the rear north elevation of barn, installation of air source heat pumps, installation of new windows/doors and rooflights, installation of flue and change of use of land to form domestic gardens and parking area		
23A By-pass Road, Bolton-le-Sands	Bolton-le-Sands	22/01100/FUL	Demolition of existing workshop, erection of detached dwelling (C3) and change of use of land into residential garden	1	0
Hawthorne House, By-pass Road, Bolton-le-Sands	Bolton-le-Sands	22/01118/PAC	Prior approval for the change of use of ground floor restaurant (Class E) to dwelling (Class C3)	0	0
Hawthorne House, By-pass Road, Bolton-le-Sands	Bolton-le-Sands	22/01221/FUL	Demolition of existing building and erection of five new dwellings (C3) with associated landscaping and altered access	5	0
Land adjacent Ingleborough, Grange View, Warton	Warton	22/01247/OUT	Outline application for the erection of one detached dwelling (C3) with	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			associated access and layout		
21 Church Grove, Overton	Overton	22/01266/FUL	Erection of detached dwellinghouse (C3)	1	0
8 The Green, Over Kellet	Over Kellet	22/01309/CU	Retrospective application for change of use of mixed-use building comprising a ground floor shop (A1) with associated living	0	0
Cock Hill Farm, Lancaster Road, Cockerham	Cockerham	22/01458/FUL	Retrospective application for the erection of an agricultural worker dwelling and installation of drainage infrastructure	1	0
Land North of Manor Farm Barn, Chapel Lane, Overton	Overton	22/01295/FUL	Erection of six dwellings with associated soakaways, parking and landscaping	6	0
Pheasantfield Farm, Borwick Road, Borwick	Open Countryside	23/00169/PAA	Prior approval for the change of use of an agricultural building into 3 dwellings (C3)	3	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Land to the North and South of Cinder Lane Nurseries, Cinder Lane, Lancaster	Lancaster	24/00462/REM	Reserved matters application for erection of 2 dwellings (C3) with associated landscaping, vehicle parking and turning areas and installation of package treatment plants	2	0
Land off Willey Lane, Cockerham	Cockerham	23/01117/REM	Reserved matters application for the erection of a dwelling (C3)	1	0
Land at OS Grid Reference E346502 N452533 Lancaster Road, Cockerham	Cockerham	23/01116/REM	Reserved matters application for the erection of 4 dwellings	4	0
Pastordale Farm, Kellet Lane, Over Kellet	Over Kellet	23/00053/FUL	Demolition of single storey dwelling, erection of two storey dwelling (C3) and installation of a package treatment plant	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Land at Rear of 17 Clarksfield Road, Bolton Le Sands	Bolton-Le - Sands	23/00263/FUL	Demolition of outbuilding and erection of one dwelling (C3)	1	0
Land East of Bank Barn, Village Road, Cockerham	Cockerham	22/01349/FUL	Erection of a detached dwelling and associated hard landscaping	1	0
Low Hall Farm, Main Street, Whittington	Whittington	23/00085/FUL	Change of use and conversion of agricultural building into 2 dwellings (C3), change of use of agricultural land to domestic gardens and car parking, demolition of existing agricultural buildings to rear and alterations to access	2	0
Land at Grid Reference E350941 N468518 Laithbutts Lane, Nether Kellet	Nether Kellet	22/01589/FUL	Erection of a detached dwelling with a detached garage, associated landscaping and package treatment plant	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
3 Hatlex Hill, Hest Bank	Hest Bank	23/00694/FUL	Demolition of dwelling and erection of new dwelling (C3)	0	0
Wellington View Farm, Bay Horse Road, Ellel	Open Countryside	23/01019/PAA	Prior approval for the change of use of agricultural buildings to 3 dwellings (C3)	3	0
Bay Horse Garage, Abbeystead Lane, Dolphinholme	Open Countryside	17/00827/FUL	Demolition of garage (retrospective) and erection of nine dwellings including landscaping, parking and access	9	0
Land Field 0068 Wagon Road, Dolphinholme	Dolphinholme	23/01097/FUL	Erection of a two-storey detached dwelling, including associated vehicular access and new soakaway	1	0
Stanley Farm, Quernmore Road, Quernmore	Open Countryside	24/00372/FUL	Change of use of part of existing agricultural building to residential dwelling, including parking,	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			landscaping and boundary treatment, refuse storage and sewage treatment plant		
Malt Kiln, Borwick Road, Borwick	Open Countryside	23/01153/FUL	Conversion of barn into two dwellings (C3) including alterations and creation of windows and doors, installation of rooflights and solar panels, air source heat pump and associated package sewage treatment plant and landscaping	2	0
Land off Willey Lane, Cockerham	Cockerham	24/00492/REM	Reserved matters application for the erection of a dwelling (C3)	1	0
Parkside Farm, Woodman Lane, Cowan Bridge	Cowan Bridge	24/00462/REM	Reserved matters application for erection of 2 dwellings (C3) with associated landscaping, vehicle parking and turning areas and installation of package treatment plants	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Land at OS Grid Reference E346502 N452533 Lancaster Road, Cockerham	Cockerham	24/01131/PAA	Reserved matters application for the erection of 4 dwellings	0	0
Greywalls Bungalow, Lindeth Road, Silverdale	Silverdale	23/01116/REM	Demolition of existing dwelling and erection of a new dwelling with associated package treatment plant and widening of existing access	0	0
Hang Yeat, Main Road, Galgate	Open Countryside	24/00009/FUL	Demolition of existing buildings and conversion of an existing barn to create a dwelling (C3)	0	0
Lindel Barm, Woodman Lane, Burrow	Open Countryside	23/01389/FUL	Change of use of barn and erection of single storey extension to create one residential dwelling (C3) with associated domestic garden	1	0
Ash House Barn, Ball Lane, Caton	Open Countryside	23/00297/FUL	Conversion of an existing barn to create a dwelling	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			(C3) and associated landscaping works		
Bambers Farm, Moss Lane, Thurnham	Open Countryside	23/01162/FUL	Erection of an agricultural workers dwelling (C3) with associated parking, bin store, landscaping, cattle grid, amenity area and installation of package treatment plant	1	0
Tomlinsons Farm, Moss Lane, Thurnham	Open Countryside	23/01420/FUL	Demolition of existing barn and erection of a new dwelling and associated works	1	0
Land and Barns Northwest of Moss House, Spot Lane, Wennington	Open Countryside	24/00178/FUL	Change of use, conversion and alteration of barn into one dwelling (C3) with associated access and package treatment plan	1	0
Land and Barns Northwest of Moss House, Spot Lane, Wennington	Open Countryside	23/01476/FUL	Change of use, conversion and alteration of barn into one dwelling (C3) with	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			associated access and package treatment plan		
Land and Barns Northwest of Moss House, Spot Lane, Wennington	Open Countryside	23/01477/FUL	Change of use, conversion and alteration of barn into one dwelling (C3) with associated access and package treatment plan	1	0
73-75 High Road, Halton	Halton	24/00458/FUL	Partial retrospective application for change of use from commercial unit to single dwelling, installation of sky lights to front, rear, and side elevations, installation of replacement windows, erection of first floor single storey extension and installation of solar panel(s) and heat pump(s)	1	0
Barn At OS Grid Reference E346558 N474927Stankelt Road Silverdale	Silverdale	23/01244/FUL	Demolition of an existing barn and erection of a new dwelling (C3)	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Spens Caravan, Fair Heath Road, Tatham	Open Countryside	24/00651/FUL	Demolition of existing garage, removal of existing caravan, change of use of land to domestic curtilage, erection of self-build dwelling (C3) and installation of drainage system	1	0
Addlington Lodge, Addlington Road, Nether Kellet	Open Countryside	24/00770/PAA	Prior approval for the change of use of agricultural building to dwelling (C3)	1	0
Kitchen Garden South of Hazelwood Lodge, Hollings Lane, Silverdale	Open Countryside	24/00843/FUL	Erection of single storey dwelling with associated access, erection of replacement car-port, and associated landscaping	1	0
Parkside Woodman Lane Cowan BridgeCarnforthLancashireLA6 2HU	Open Countryside	24/01132/PAA	Prior approval for the change of use of agricultural building to dwelling (C3)	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Parkside Woodman Lane Cowan BridgeCarnforthLancashireLA6 2HU	Cowan Bridge	24/01130/PAA	Prior approval for the change of use of agricultural building to dwelling (C3)	1	0
108A High Road, Halton	Halton	24/00352/FUL	Change of use of former chapel to dwelling (C3) and installation of rooflights	1	0
Home Farm, Docker Lane, Arkholme	Arkholme	24/01187/FUL	Change of use of office building to dwelling (C3) including alterations to fenestration and installation of electric car charging point	1	0
Land South of 23 Lancaster Road, Overton	Overton	24/00570/FUL	Erection of an agricultural workers dwelling	1	0
Hillam House Farm, Hillam Lane, Cockerham	Open Countryside	24/01098/OUT	Outline application for the erection of dwelling (C3) with associated access	5	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Bell Farm Caton Green Road Caton GreenLancasterLancashireLA2 9JG	Open Countryside	24/00678/FUL	Conversion of barn into two dwellings including replacement and creation of windows and doors	5	0
95 Main Road, Bolton Le Sands	Bolton le Sands	23/01380/FUL	Part retrospective application for change of use of former public house to 2 dwellings and erection of 1 dwelling on former car park, construction of boundary walls and creation of associated car parking	3	0
Braides Farm, Sandside, Cockerham	Open Countryside	24/00332/PAA	Prior approval application for the change of use of agricultural building to 3 dwellings	3	0
Bullcopy Farm Kirkby Lonsdale Road Arkholme	Arkholme	20/00786/FUL	Change of use of agricultural building to a dwellinghouse (C3) with associated external alterations and change of use of agricultural land to residential land in	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			association with the proposed dwelling, alterations to the existing access and installation of a sewage treatment plant, soakaway system and ground source heat pump		
Addington Lodge Addington Road Nether Kellet Carnfort	Open countryside	24/00332/PAA	Prior approval application for the change of use of agricultural building to 3 dwellings	2	0
Scargill Farm Scargill Road Halton Carnforth	Open Countryside	24/00591/FUL	Demolition of existing agricultural barn erection of a new dwelling and domestic outbuilding and associated landscaping	0	0
Rear Of 34 Wennington Road Wray	Wray	24/00989/FUL	Demolition of existing dwelling and erection of new dwelling and garage	0	0
43 Caton Green Road Brookhouse	Caton and Brokhouse	14/01134/FUL	Erection of a dwelling with associated	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			landscaping access parking and creation of pond		
Entwistle House Park Lane Tatham	open countryside	24/01314/FUL	Change of use and conversion of an old school house to a residential dwelling (C3) with associated access and vehicular parking	1	0
Land To The South West Of Braides Farm Sandside Cockerham	open countruside	24/01398/FUL	Demolition of agricultural buildings and erection of 2 dwellings	0	0
Middle Crag Farm Starbank Dolphinholme	Open countryside	25/00199/FUL	Change of use of agricultural building into one dwelling (Class C3) and associated works	1	0
Post Box Bard, Kirkby Lonsdale Road, Newton	Open countryside	25/00238/FUL	Change of use of barn into dwelling and land into residential curtilage with associated access, parking and landscaping	1	0
15 Main Road, Nether kellet	Nether Kellet	25/00254/FUL	Sub division of existing dwelling to create 2 dwellings including associated garden/parking areas	1	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
Lancaster Bank Barn, Keer Holme Lane, Priest Hutton	Open countryside	25/00333/FUL	Demolition of ancillary buildings and conversion of existing agricultural building to dwelling	1	0
Fanny House Farm, Oxcliffe Road, Heaton with Oxcliffe	Open countryside	25/00416/PAA	Prior approval for the change of use and conversion of agricultural building into 7 dwellings	7	0
brooklands	Open countryside	25/00526/FUL	Erection of dwelling with associated hardstanding and landscaping	1	0
Hillam Farm Hillam Lane Cockerham	Open countryside	25/00539/PAA	Prior approval for the change of use of an agricultural building to 3 dwellings	3	0
12 Ancliffe Lane Bolton Le Sands	Bolton le Sands	25/00585/FUL	Demolition of dwelling and erection of replacement self-build dwelling	0	0
Land to the south west of 2 the Paddocks, Hest Bank	Hest Bank	25/00621/FUL	Erection of a dwelling	1	0
Redfields Wyresdale Road Quernmore	Open countryside	25/00674/FUL	Demolition of existing dwelling and erection of replacement self-build dwelling with associated landscaping	0	0
Glenarra Park Road Silverdale	Silverdale	25/00919/FUL	Part retrospective application for the	0	0

Site Address	Settlement	Application Number	Description	Outstanding Commitment	Completions
			demolition of existing dwelling and erection of a replacement dwelling with associated works		
Land between 31 and 33 Emesgate Lane, Silverdale	Silverdale	25/01255/FUL	Erection of a dwelling with associated access	1	0

2026 Housing Trajectory

Outstanding Commitment	Local Plan Ref	LPSA	Address	Anticipated delivery from unapproved sites	Outstanding approvals at 01/04/26	2011-2025 Completions	Monitoring Year 2025/26	**Historic Completions 2012/13-2025/26**	2026/27	2027/28	2028/29	2029/30	2030/31	**5 YEAR TOTAL**
01 Large Site														
Arkholme		3_006_001	Land East of Arkholme Methodist Church	0	16	0	0	**0**	0	0	18	5	0	**23**
Brookhouse		3_008_001	Land South Of 1-19 Hawthorn Close	0	25	0	0	**0**	0	0	5	20	0	**25**
Carnforth		5_005_001	Land East of Scotland Road	0	106	85	22	**107**	36	35	35	0	0	**106**
Cockerham		2_100_001	Land South of Marsh Lane	0	22	14	0	**14**	0	0	0	10	12	**22**
		2_007_001	Lancaster Road, Cockerham	0	15	0	10	**10**	15	0	0	0	0	**15**
		2_009_001	Land North of Rectory Gardens	0	22	0	0	**0**	0	10	12	0	0	**22**
		2_008_001	Land to the rear of the Manor Inn	0	24	0	0	**0**	0	2	12	10	0	**24**
Dolphinholme		2_102_001	Land adjacent Higher Bond Gate Farm 2	0	9	0	0	**0**	9	0	0	0	0	**9**
Galgate		2_046_001	Land East Of A6 And North Of River Conder	0	64	5	0	**5**	15	25	24	0	0	**64**
Halton		3_124_001	Land North Of High Road	0	19	34	12	**46**	19	0	0	0	0	**19**
Hest Bank		5_030_001	Land West Of Sea View Drive	0	27	0	0	**0**	0	0	12	15	0	**27**

Outstanding Commitment	Local Plan Ref	LPSA	Address	Anticipated delivery from unapproved sites	Outstanding approvals at 01/04/26	2011-2025 Completions	Monitoring Year 2025/26	**Historic Completions 2012/13-2025/26**	2026/27	2027/28	2028/29	2029/30	2030/31	**5 YEAR TOTAL**
01 Large Site														
Heysham		4_052_001	Former Police Station, Heysham Road	0	14	0	0	**0**	0	0	0	0	14	**14**
Hornby	H2.1	3_050_001	Land North Of Royal Oak Meadow And Hornby Bank	0	23	0	0	**0**	10	13	0	0	0	**23**
Lancaster		1_065_001	Fenton Street, Lancaster	0	20	0	0	**0**	0	0	20	0	0	**20**
		1_025_001	Former Skerton High School	0	135	0	0	**0**	0	0	15	40	40	**95**
		1_001_001	Land at Powderhouse Lane	0	130	0	0	**0**	0	0	0	0	0	**0**
		1_041_001	Land to the West of Newlands Road	0	31	0	0	**0**	0	15	16	0	0	**31**
		1_028_001	Land West Of Watery Lane	0	61	0	17	**17**	24	24	13	0	0	**61**
	H3.3	1_010_001	University Of Cumbria, Coulston Road	0	16	0	0	**0**	16	0	0	0	0	**16**
	H5	1_013_001	Land South East Of Lancaster Leisure Park, Wyresdale Road	0	13	0	14	**14**	13	0	0	0	0	**13**
	H6	2_088_001	Royal Albert Fields North, Ashton Road	0	15	34	20	**54**	15	0	0	0	0	**15**
	H6	2_093_001	Royal Albert Fields South, Ashton Road	0	59	0	0	**0**	0	0	15	30	14	**59**
	SG1	2_097_001	Land To The South Of Lawsons Bridge Site	0	34	0	36	**36**	34	0	0	0	0	**34**

Outstanding Commitment	Local Plan Ref	LPSA	Address	Anticipated delivery from unapproved sites	Outstanding approvals at 01/04/26	2011-2025 Completions	Monitoring Year 2025/26	**Historic Completions 2012/13-2025/26**	2026/27	2027/28	2028/29	2029/30	2030/31	**5 YEAR TOTAL**
01 Large Site														
Lancaster	SG5 (Canal Quarter)	1_009_001	Nelson Street Car Park	0	39	0	0	**0**	0	0	39	0	0	**39**
Middleton	DOS5	2_067_001	Former Pontins Holiday Camp, Carr Lane	0	57	0	0	**0**	0	0	0	30	27	**57**
Morecambe		4_020_001	Park Hotel	0	14	0	0	**0**	0	14	0	0	0	**14**
		4_036_001	Land West of Hadrian Road, Morecambe	0	13	0	0	**0**	0	0	0	13	0	**13**
Over Kellet	H2.5	3_083_001	Land Associated with Old Hall Farm	0	16	17	22	**39**	16	0	0	0	0	**16**
Warton		5_060_001	Land North West of Sand Lane	0	12	0	0	**0**	0	6	6	0	0	**12**
Whittington		3_109_001	Whittington Farm, Main Street	0	18	0	0	**0**	0	0	8	10	0	**18**
Total For: 01 Large Site				0	1069	189	153	**342**	222	144	250	183	107	**906**
02 Small Site														
		99991	SMALL SITES	0	480	795	25	**820**	60	60	60	60	60	**300**
Total For: 02 Small Site				0	480	795	25	**820**	60	60	60	60	60	**300**
03 Student														
		99992	STUDENT HOUSING	0	225	1103	392	**1495**	32	7	70	26	90	**225**
Total For: 03 Student				0	225	1103	392	**1495**	32	7	70	26	90	**225**
04 Residential Institutions														

Outstanding Commitment	Local Plan Ref	LPSA	Address	Anticipated delivery from unapproved sites	Outstanding approvals at 01/04/26	2011-2025 Completions	Monitoring Year 2025/26	**Historic Completions 2012/13-2025/26**	2026/27	2027/28	2028/29	2029/30	2030/31	**5 YEAR TOTAL**
04 Residential Institutions														
		99999	Residential Institutions	0	83	0	0	**0**	0	0	0	0	0	**0**
Total For: 04 Residential Institutions				0	83	0	0	**0**	0	0	0	0	0	**0**
05 Pending Decision														
Lancaster	SG1	2_091_001	Land East Of Deep Cutting Farm, Ashton Road	43	0	0	0	**0**	0	0	13	30	0	**43**
Total For: 05 Pending Decision				43	0	0	0	**0**	0	0	13	30	0	**43**
06 Adopted Local Plan														
Carnforth	SG11	5_021_001	Lundsfield Quarry, Kellet Road	250	0	0	0	**0**	0	0	0	0	0	**0**
Lancaster		1_017_001	Lune Industrial Estate, New Quay Road	200	0	0	0	**0**	0	0	0	0	0	**0**
		1_011_001	Land at Grab Lane	207	0	0	0	**0**	0	0	0	20	40	**60**
	H3.1	1_048_001	Ridge Lea Hospital	75	0	0	0	**0**	0	0	0	0	0	**0**
	H3.2	1_035_001	Stone Row Head	10	0	0	0	**0**	0	0	0	0	0	**0**
	H5	95004	The Abattoir, Wyresdale Road/ Farmers Auction Mart, Wyresdale Road/ Land South East of Lancaster Leisure Park, Wyresdale Road/ Land South of Lancaster Leisure Park, Wyresdale Road	215	0	0	0	**0**	0	0	0	0	0	**0**
	SG1	95001	Bailrigg Garden Village	3430	0	0	0	**0**	0	0	0	0	0	**0**

Outstanding Commitment	Local Plan Ref	LPSA	Address	Anticipated delivery from unapproved sites	Outstanding approvals at 01/04/26	2011-2025 Completions	Monitoring Year 2025/26	**Historic Completions 2012/13-2025/26**	2026/27	2027/28	2028/29	2029/30	2030/31	**5 YEAR TOTAL**
06 Adopted Local Plan														
Lancaster	SG7	95002	Land North and South of Ridge Lane/Private Car Park, Dolphinlee Bridge/Lansil Golf Course/Lansil Sports and Social Club/Ridge Farm	930	0	0	0	**0**	0	0	0	0	0	**0**
	SG9	95003	Greenbelt North of Lancaster/Land North of Canal, Hammerton hall Lane/ Beaumount College, Lancaster Road	700	0	0	0	**0**	0	0	0	28	30	**58**
Overton	H2.3	4_050_001	Land North Of Yenham Lane	21	0	0	0	**0**	0	0	0	0	0	**0**
Total For: 06 Adopted Local Plan				6038	0	0	0	**0**	0	0	0	48	70	**118**
10 Loss of Stock														
		99994	Loss of Stock	0	0	0	-1	**-1**	-5	-5	-5	-5	-5	**-25**
Total For: 10 Loss of Stock				0	0	0	-1	**-1**	-5	-5	-5	-5	-5	**-25**
11 20% Lapse Rate on Small Sites														
		99995	20% LAPSE RATE ON SMALL SITES	0	0	0	0	**0**	-12	-12	-12	-12	-12	**-60**
Total For: 11 20% Lapse Rate on Small Sites				0	0	0	0	**0**	-12	-12	-12	-12	-12	**-60**
12 Historic Net Completions														
		99998	Historic Net Completions	0	0	2995	0	**2995**	0	0	0	0	0	**0**
Total For: 12 Historic Net Completions				0	0	2995	0	**2995**	0	0	0	0	0	**0**

Outstanding Commitment	Local Plan Ref	LPSA	Address	Anticipated delivery from unapproved sites	Outstanding approvals at 01/04/26	2011-2025 Completions	Monitoring Year 2025/26	**Historic Completions 2012/13-2025/26**	2026/27	2027/28	2028/29	2029/30	2030/31	**5 YEAR TOTAL**
Total Committed and Assessed Supply (Gross)				6081	1857	5082	569	**5651**	297	194	376	330	310	**1507**

FOOTPRINT ECOLOGY



Morecambe Bay Visitor Survey 2025-26

Zoe Caals & Durwyn Liley

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FOOTPRINT ECOLOGY

Footprint Ecology is a small, employee-owned, ecological consultancy with an ethical focus. Founded in 2004 and based in Purbeck, Dorset we are catalysts for change, collaborating with organisations that share our commitment to sustainability and social responsibility. We create practical solutions to complex ecological challenges across a diverse portfolio including nature conservation, outdoor recreation and associated strategic planning.

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Summary

This report has been commissioned by the Morecambe Bay Partnership on behalf of Wyre Council, Lancaster City Council and Westmorland & Furness Council. It presents the results of a visitor survey carried out around Morecambe Bay between October 2025 and April 2026. Survey work involved counts of vehicles, counts of people and on-site interviews.

There were two vehicle counts, carried out in October 2025 and February 2026. These covered all coastal parking locations between Askam-in-Furness and Fleetwood on a single date, in order to get a snapshot of overall visitor numbers across Morecambe Bay.

Face-to-face interviews were conducted with a random sample of visitors at 21 locations around the coast. There were 36 days of interviewing over the winter period (October to February) and 8 days of interviewing in April, to coincide with the bird breeding season. In addition to the interviews, the surveyor kept a tally count of everyone passing the survey point throughout the day, as a measure of overall footfall.

Key results and figures from the survey

Vehicle counts

- 926 vehicles were counted in October, and 692 in February.
- Some of the areas with the highest concentrations of parked vehicles included Morecambe seafront, Arnside, Grange over Sands, North Walney and Fleetwood.
- Campervans and motorhomes made up 7% of the total vehicles, and vans accounted for 6%.

Tally counts

- In total, 3,541 groups were noted entering, leaving or passing through at the survey points.
- These groups contained a total of 5,749 people, of which 755 were minors (under 18s), and they had 2,836 dogs with them.
- From these totals the mean group size was 1.6 people (of which 0.2 were minors) and 0.8 dogs.
- There was 1 dog for every 2 people.
- Over the winter period, the busiest survey points were Grange over Sands and Morecambe seafront. Over the spring period, the busiest survey point was Rossall Point.
- The survey points with the highest number of dogs were Rossall Point and North Walney.

Interviews

- A total of 1,056 interviews were conducted; 896 over the winter and 160 in the spring.
- 85% of interviewees were on a day trip or short visit from home, 12% were on holiday, and 2% were staying with friends or family.
- The majority of interviewees were either dog walking (53%) or walking (33%). Other activities included bird/wildlife watching, a family outing and cycling/mountain biking.
- Overall, 58% of interviewees said that they visit the location where they were interviewed at least once a week, including 23% who visit at least once a day.
- Most interviewees were visiting for 30 minutes to 1 hour (37%) or 1 to 2 hours (34%).
- Preferred times to visit were late morning (23% of interviewees) or early morning (20% of interviewees), although over a third (37%) said that the time that they visit varies and they didn't have a particular preference.
- The majority of interviewees (72%) visit all year round.
- Overall, 66% had arrived by car or van and 31% had arrived on foot, although this varied depending on the survey location.
- Reasons for choosing to visit the survey location included the scenery (37%), because it is close to home (32%), to be by the sea (24%) and because it is a good place to bring their dog (24%).
- The mean length of routes taken by interviewees at the survey location was 2.8 km, and heat maps show where concentrations of footfall occurred. Route were typically longer at Aldcliffe Marsh and Conder Green.
- Factors that influenced interviewees' routes that day included habit/familiarity (e.g. following their normal route), the weather and the time they had available.
- Interviewees named a wide range of other locations that they also visit for their activity. The most frequently named locations were Lancaster Canal, Cleveleys and the Lake District, although this varied depending on where they were interviewed.
- Around half of the interviewees (46%) did not suggest any improvements that they would like to see to access at the locations where interviewed. Of those that did make suggestions, the most common themes were around path maintenance or improvements, dog fouling or other dog-related concerns and parking.
- Full postcodes were collected for 94% of interviewees. The interviewees originated from 92 local authority areas, although the majority were from Wyre, Lancaster and Westmorland & Furness.
- Half of all interviewees lived within a 3.9 km radius of the survey point where they were interviewed, and three quarters lived within 13.7 km.

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Survey work was co-ordinated by Fenella Lewin and undertaken by Annette Kelly, Fran Labrom, Kim Leyland, Vanessa Singh and Ben Wray. Data were entered by Harry Morris.

Cover photo: Walney Island © Footprint Ecology

1. Introduction

Overview

1.1 This report has been commissioned by the Morecambe Bay Partnership on behalf of Wyre Council, Lancaster City Council and Westmorland & Furness Council. It presents the results of a visitor survey carried out around Morecambe Bay between October 2025 and April 2026.

1.2 The first part of the data collection involved vehicle counts, carried out on two dates, which were included to provide an indication of overall visitor numbers across the whole of Morecambe Bay.

1.3 The second element of data collection was on-site face-to-face interviews with a random selection of site users. These interviews provide detailed information on visitor activities, motivations, visit frequency, routes used on site and visitor origins (home postcodes). Alongside conducting the interviews, the surveyors also carried out tally counts of the number of people passing the survey point throughout the day, which provides a measure of visitor footfall at each survey location.

Morecambe Bay

1.4 Morecambe Bay comprises the second largest embayment in Britain, and incorporates several major estuaries (including the Leven, Kent, Lune and Wyre). It has a vast tidal range (up to 9m) and is the largest single area of continuous mudflats and sandflats in the UK. It is of international importance for a wide range of breeding and wintering bird species, alongside a diverse array of estuarine, intertidal and coastal habitats.

1.5 The coastal and estuarine areas of Morecambe Bay are afforded legal protection through the following designations:

- Morecambe Bay and Duddon Estuary Special Protection Area (SPA)[1];

[1] https://designatedsites.naturalengland.org.uk/SiteGeneralDetail.aspx?SiteCode=UK9020326&SiteName=morecambe%20bay&countyCode=&responsiblePerson=&SeaArea=&IFCAArea=

- Morecambe Bay Special Area for Conservation (SAC)[2];
- Morecambe Bay Ramsar site[3].

1.6 These mean that the area is afforded strict protection under the Conservation of Habitats and Species Regulations 2017 as amended (known as the Habitats Regulations).

Aims of this work

1.7 Three local authorities (Wyre, Lancaster City and Westmorland & Furness) are currently reviewing their Local Plans and require robust evidence to inform their understanding of the potential impacts of increased recreational pressure on Morecambe Bay and to understand the impacts that visitors have on the Habitats sites identified above.

1.8 The information gathered in this survey will inform planning policy and any necessary mitigation for recreation impacts, in particular establishing where new development might trigger additional recreation use and helping to inform what mitigation measures may be relevant. With the survey covering the whole of Morecambe Bay it is possible to consider the cumulative effects of recreation across multiple authorities and how such issues might be best addressed in the future. The information will in turn comprise part of the evidence used to inform the Habitat Regulations Assessment (HRA) for each Local Plan.

[2] https://designatedsites.naturalengland.org.uk/SiteGeneralDetail.aspx?SiteCode=UK0013027&SiteName=morecambe%20bay&countyCode=&responsiblePerson=&SeaArea=&IFCAArea=

[3] https://designatedsites.naturalengland.org.uk/SiteGeneralDetail.aspx?SiteCode=UK11045&SiteName=morecambe%20bay&countyCode=&responsiblePerson=&SeaArea=&IFCAArea=

2. Methods

Vehicle counts

2.1 Vehicle counts were carried out by a team of surveyors, with the coast divided into three separate routes that were covered simultaneously, i.e. with the surveyors setting off at the same time from different points around the Bay. They stopped at 102 selected parking locations in total and counted the number of parked vehicles present at each one. In addition to the total number of vehicles, they also recorded the number of the following:

- Vans;
- Branded dog walking vehicles;
- Campervans/caravans;
- Horse boxes;
- Motorcycles;
- Vehicles with rear/roof racks.

Parking locations

2.2 The parking locations were all close to the SPA and likely to be predominantly used by people accessing the coast for outdoor recreation. They included car parks, laybys and on-street parking (Table 1 and Map 1). The capacity of each parking location was estimated using aerial photographs. To aid navigation, the surveyors were provided with both paper maps and a GPX file to use with a mobile phone app.

Table 1: Details of the routes used for the vehicle counts.

Route	Length (km)	Car parks	Laybys	On street parking	Total parking locations	Estimated no. of parking spaces
A	92	21	11	0	32	566
B	65	24	4	15	43	1,109
C	69	18	2	7	27	1,045
Total	**226**	**63**	**17**	**22**	**102**	**2,720**

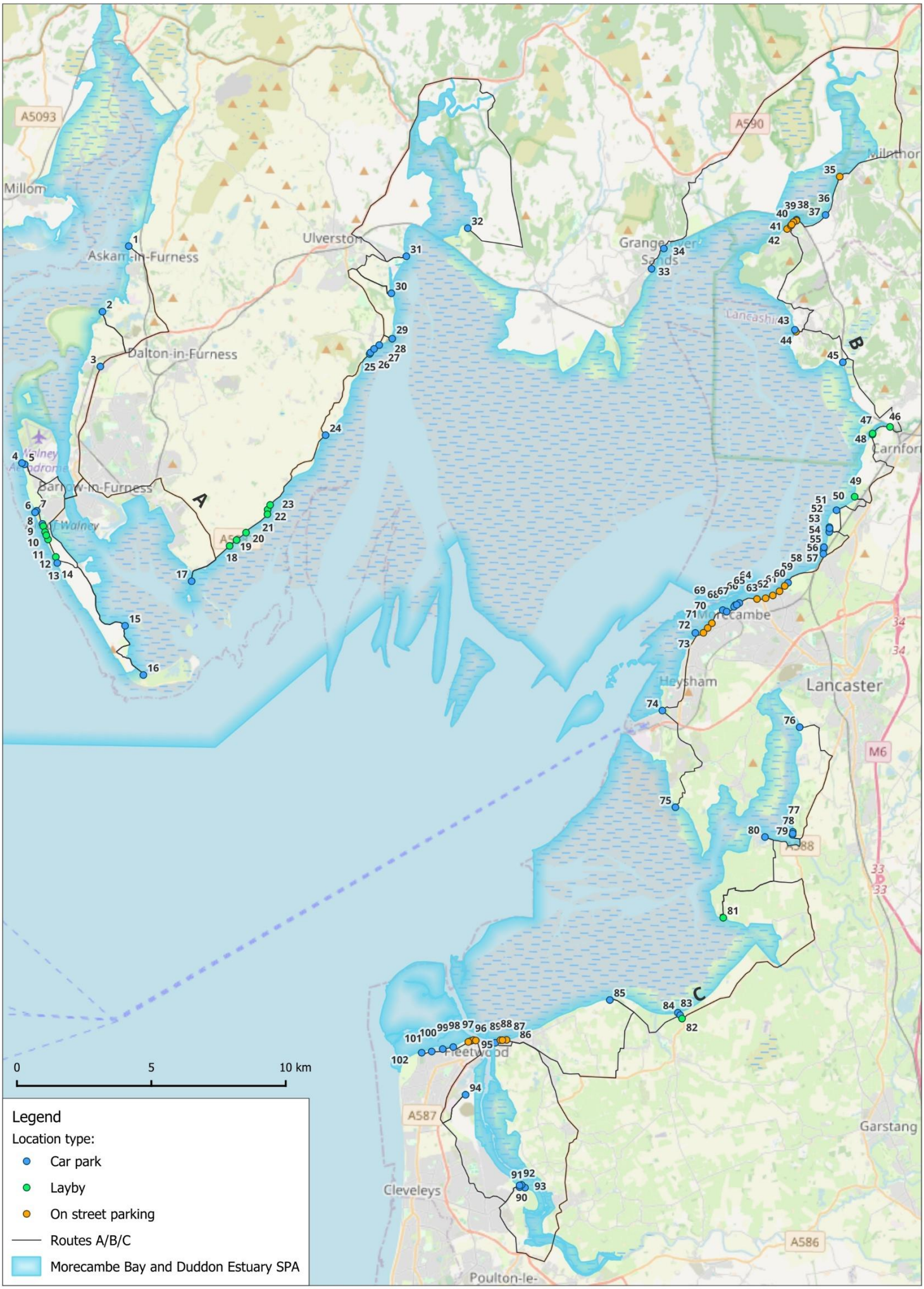
Timing

2.3 The first vehicle count was carried out on 29th October 2025 and the second on 16th February 2026. Both of these dates were weekdays during school half term holidays. Both counts started at 10am and took approximately 4 hours to complete. The second count was done in the reverse direction so that the

parking locations would be visited at different times. The October count was on a rising tide, and the February count was on a falling tide.

2.4 The weather during both counts was fairly cloudy, with some sunny spells and occasional showers. The temperature was around 12ºC for the October count and 8ºC for the February count.

Map 1: Parking locations included in the vehicle counts



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Visitor interviews

Survey timings

2.5 Eighteen survey points were surveyed between October and February, to cover the period when the overwintering and passage birds are present. Two days were spent at each survey location, comprising one weekday and one weekend day. Fieldwork took place between 16th October and 16th November 2025 and between 25th January and 27th February 2026.

2.6 Four survey points were surveyed in April, to coincide with the bird breeding season. Again, one weekday and one weekend day were spent at each survey point. The dates for this period were 9th to 12th April 2026, at the end of the school Easter holidays.

2.7 Each day of fieldwork consisted of eight hours of survey effort, split into 2-hour periods to provide breaks for the surveyors and to cover daylight hours. This ensured comparable survey windows across all locations. Between October and February, the session times were: 07:00-09:00, 09:30-11:30, 12:30-14:30, 15:00-17:00, and in April the session times were 07:00-09:00, 10:30-12:30, 14:00-16:00, 17:00-19:00. At survey point 3 (South Walney) the session times were adjusted to match the opening times of the reserve: 10:00-12:00, 12:30-14:30, 15:00-17:00.

2.8 Dates around high spring tides were avoided if possible since access to the coast could be limited at some locations due to the large tidal range around Morecambe Bay.

2.9 Over the winter of 2025/26, both temperatures and rainfall were above average around Morecambe Bay[4]. During fieldwork, the weather was generally overcast and sometimes windy, with occasional rain, although the majority (57%) of the 2-hour survey sessions were without any rainfall at all. Maximum daily temperatures were between 4°C and 14°C. Every effort was made to avoid severe weather conditions. This included rescheduling a small number of dates at the end of January due to particularly poor weather.

2.10 During the April fieldwork it was generally sunny and breezy, with maximum daily temperatures of 8°C or 9°C. 70% of the 2-hour sessions had no rainfall.

[4] https://www.metoffice.gov.uk/api/assets/file/seasonal-assessment---winter26pdf

Survey locations

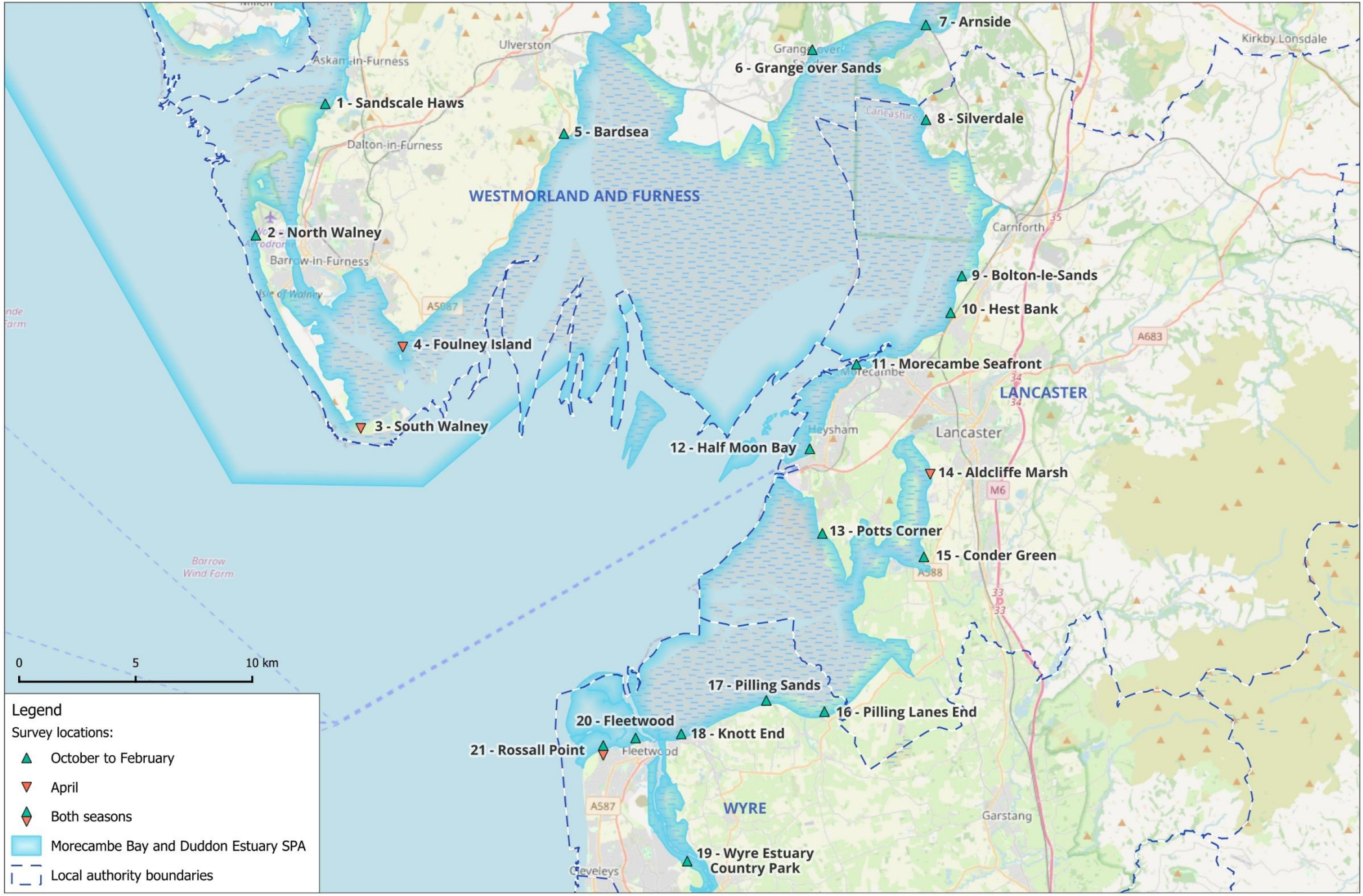
2.11 Visitor interviews took place at 21 locations around the coastline of Morecambe Bay (see Table 2 and Map 2). They were all locations at which people can access the coast and where they could easily be intercepted for interview, for example in car parks or at footpath junctions. Together they provide a representative sample of visitor usage, with a good geographic spread across the area.

2.12 Survey point 7, at Arnside, was originally planned to be in the beach car park. However, when the surveyor arrived, the car park was partially flooded and difficult to access, so the survey point was relocated onto the adjoining footpath, which had direct access on foot from the road.

Table 2: Details of the survey locations and timings. "W&F" is Westmorland & Furness.

ID	Location name	Grid reference	Local authority	Description	Winter season (Oct to Feb)	Breeding season (Apr)
1	Sandscale Haws	SD20017560	W&F	National Trust car park	✓	
2	North Walney	SD17036996	W&F	End of West Shore Road	✓	
3	South Walney	SD21536209	W&F	Cumbria Wildlife Trust car park		✓
4	Foulney Island	SD23346557	W&F	Car park off Roa Island Road		✓
5	Bardsea	SD30257432	W&F	Large car park on Coast Road	✓	
6	Grange over Sands	SD40907790	W&F	On promenade near underpass from Main Street car park	✓	
7	Arnside	SD45787898	W&F	Foot access to beach, by flood gate 5	✓	
8	Silverdale	SD45787491	Lancaster	On beach at end of Shore Road	✓	
9	Bolton-le-Sands	SD47326821	Lancaster	East end of parking area near Red Bank Farm	✓	
10	Hest Bank	SD46836659	Lancaster	Near the Shore Café	✓	
11	Morecambe Seafront	SD42806442	Lancaster	Promenade outside Midland Hotel	✓	
12	Half Moon Bay	SD40796080	Lancaster	On promenade near Half Moon Bay café	✓	
13	Potts Corner	SD41335717	Lancaster	Car park at end of Carr Lane, near Shorefields caravan park	✓	
14	Aldcliffe Marsh	SD45966012	Lancaster	End of the cycle path near Aldcliffe Hall Lane		✓
15	Conder Green	SD45695616	Lancaster	Car park (between entrance and toilet block)	✓	
16	Pilling Lanes End	SD41424952	Wyre	Car park nearest the shore	✓	
17	Pilling Sands	SD38925000	Wyre	Fluke Hall Lane slipway	✓	
18	Knott End	SD35284857	Wyre	End of Clarence Avenue, by slipway	✓	
19	Wyre Estuary Country Park	SD35544311	Wyre	Slipway car park	✓	
20	Fleetwood	SD33334839	Wyre	On prom by Marine Beach South	✓	
21	Rossall Point	SD31934807	Wyre	On path between car park and promenade	✓	✓

Map 2: Interview locations



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Interviews

2.13 Face-to-face interviews were conducted with a random sample of visitors, by the surveyor approaching the next person they saw after completing the previous interview. Only one person was interviewed per group and no minors (under 18s) were interviewed.

2.14 The surveyor kept a record of the number of visitors who were approached for interview but declined to take part or were unable to take part for whatever reason. They also recorded the number of people who were approached but had already been interviewed, so were not re-interviewed.

2.15 The questionnaire (Appendix 1) was designed using Snap XMP survey software and was conducted using tablets running the Snap Offline Interviewer app. The app enables interviews to be conducted offline and then uploaded when the device is next connected to the internet.

2.16 It is important to note that some of the questions had pre-determined categories to facilitate recording of the interviewee's responses, however these were not shown to the interviewee or read out loud, in order to avoid any bias.

2.17 As part of the interview, visitors were asked to describe the route that they had taken on site (or were planning to take). This was captured by the surveyor on a paper map, using a unique reference number to match it to the corresponding questionnaire data, and these routes were subsequently digitised into GIS for analysis.

2.18 After each interview, the surveyor recorded additional information about the number of people in each interviewed group and the number of dogs that they had with them (Q21).

Visitor counts

2.19 Alongside the interview data, surveyors maintained a tally of all people seen passing them, recording the number of groups (of any size), individuals (total headcount), minors (under 18s), dogs, cyclists and horse riders. These counts allow a comparison across survey points in terms of visitor volume/footfall and mean there is a way to check the proportion of visitors that were interviewed at each location. Details of how the tally counts were conducted at each location are given in Appendix 2.

3. Results: vehicle counts

Overview

3.1 During the October count, 926 vehicles were counted, equivalent to about a third of the total capacity (34%). During the February count, 692 vehicles were counted, approximately a quarter (25%) of the total capacity.

3.2 Four of the parking locations (4%) on the first count and five parking locations (5%) on the second count were inaccessible, either due to closures or flooding.

Number of vehicles at each location

3.3 Map 3 presents the average number of vehicles counted at each location as a heatmap. This highlights concentrations of vehicles along Morecambe seafront, along the promenade at Arnside, at Grange over Sands, North Walney and Fleetwood.

Different vehicle types

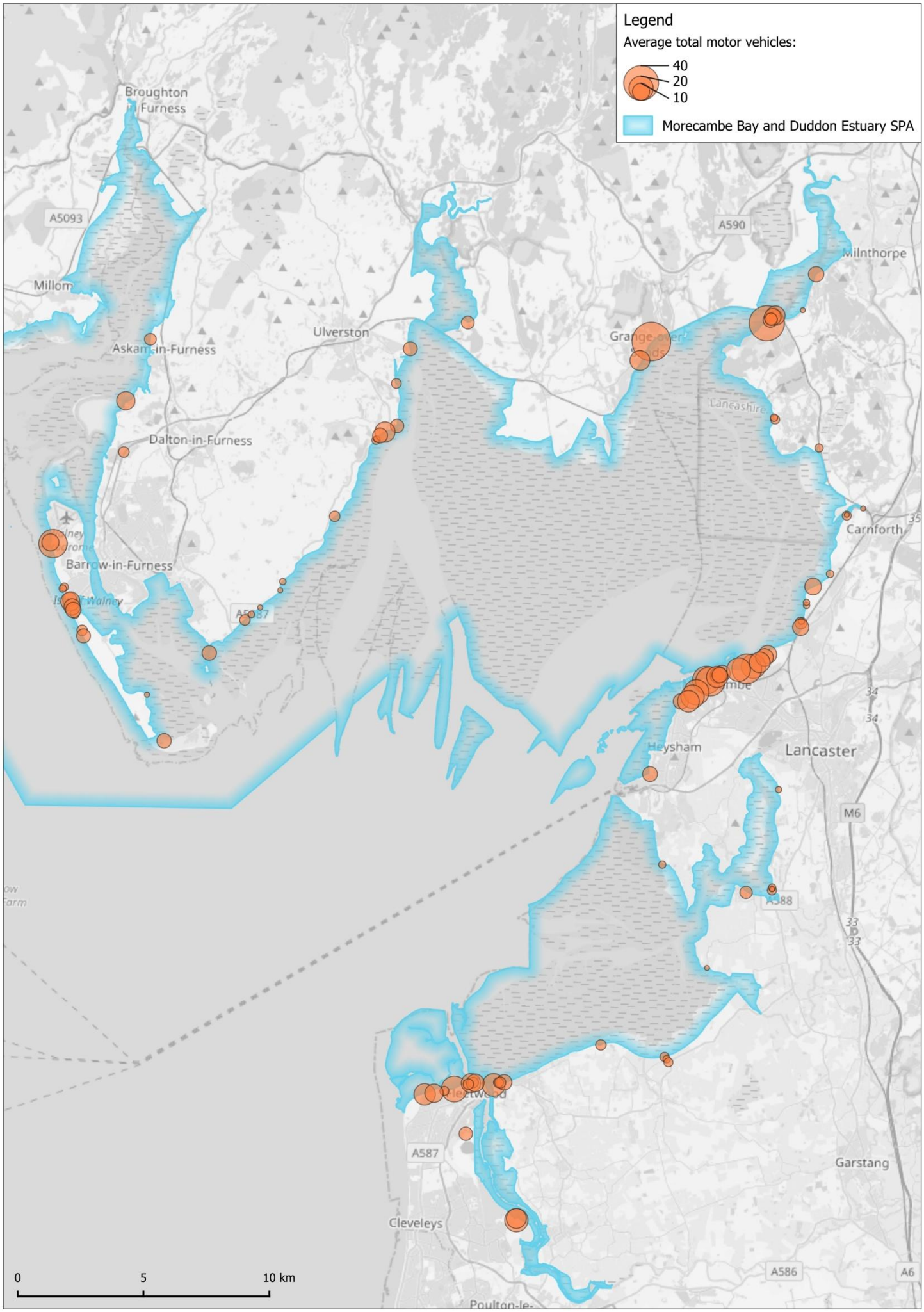
3.4 The number of vehicles of different types are summarised in Table 3 and the distribution of the most common types are shown in Map 4. The proportions were similar between both counts, although with a slightly higher proportion of both campervans/motorhomes and vans in the February count.

3.5 Around 7% of the vehicles counted were campervans or motorhomes. These were distributed around the whole Bay, but particularly at North Walney, Morecambe and Fleetwood. Vans made up around 6% of the vehicles counted, and again were seen around the Bay, but particularly at North Walney, Morecambe and Knott End. Small numbers of cars had roof racks or rear-mounted racks, potentially indicating activities such as cycling. These were mostly at Morecambe and Bardsea. Some minibuses/coaches were counted, for example at Knott End.

Table 3: Number of vehicles of different types on each count.

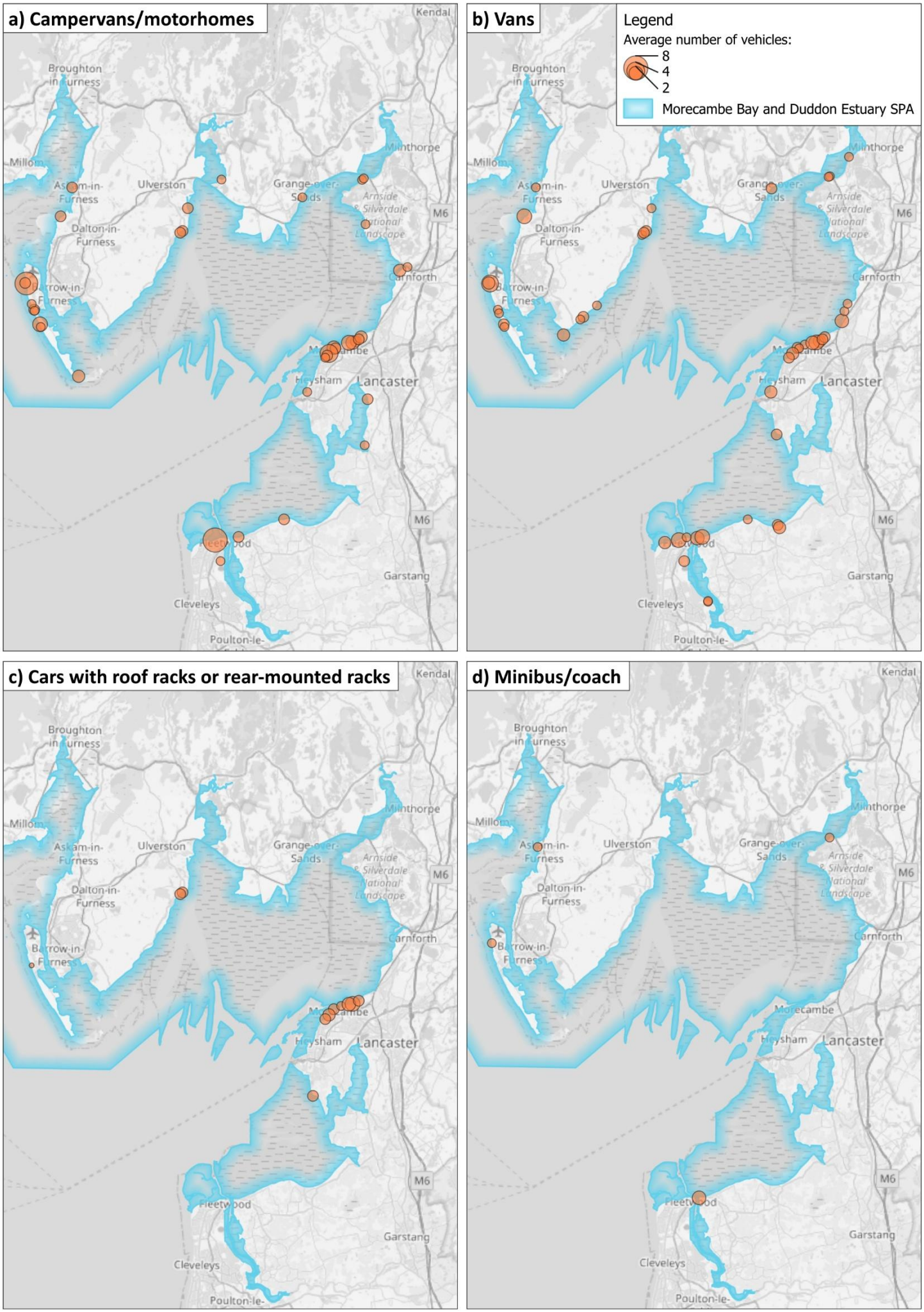
Date	Campervans/ motorhomes	Vans	Cars with roof racks or rear mounted racks	Minibus or coach	Branded dog walking vans	Horse boxes	Motorcycles	Other motor vehicles	Total motor vehicles (any type)
29th October 2025	55 (5.9%)	51 (5.5%)	12 (1.3%)	3 (0.3%)	3 (0.3%)	2 (0.2%)	3 (0.3%)	797 (86%)	**926 (100%)**
16th February 2026	51 (7.4%)	52 (7.5%)	7 (1%)	4 (0.6%)	1 (0.1%)	2 (0.3%)	1 (0.1%)	574 (83%)	**692 (100%)**
Total	**106 (6.6%)**	**103 (6.4%)**	**19 (1.2%)**	**7 (0.4%)**	**4 (0.2%)**	**4 (0.2%)**	**4 (0.2%)**	**1,371 (85%)**	**1,618 (100%)**

Map 3: Average number of vehicles at each parking location



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Map 4: Heatmap of selected vehicle types. The same scale is used for all panels.



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4. Results: tally counts

4.1 The tally data are summarised in Table 4, Table 5 and Figure 1. Across all survey points, 3,541 groups were noted entering, leaving or passing through at the survey points. These groups contained a total of 5,749 people (of which 755 were minors) and 2,836 dogs. From these totals the mean group size was 1.6 people (of which 0.2 were minors) and 0.8 dogs. There was 1 dog for every 2 people.

4.2 Over the winter period, the busiest survey points were Grange over Sands and Morecambe seafront, with over 500 people counted. Over the spring period, the busiest survey point was Rossall Point.

4.3 Minors (under 18s) made up 12% of those counted over the winter and 18% of those counted in the spring. The proportion of minors was highest at Fleetwood (31%) and Wyre Estuary Country Park (24%).

4.4 Cyclists made up 8% of the people counted overall, although this varied by survey point, with over half of them recorded at Rossall Point.

4.5 There were 46 people who passed the survey points on horseback, 38 of which arrived together at Potts Corner to take part in a hunt supporters club event.

Table 4: Summary of tally data for each survey point over the winter period. It includes all people passing the surveyor, regardless of direction. 'Groups' includes lone individuals. 'People' is a total headcount, including minors (under 18s). The highest three values in each column are highlighted in red. Two days were spent at each survey location.

Survey point	Groups	People	Dogs	Minors	Bicycles	Horses	People per group	% minors	% on bicycles
1 - Sandscale Haws	140	227	153	10	1	0	1.6	4%	0%
2 - North Walney	272	443	302	31	8	0	1.6	7%	2%
5 - Bardsea	77	141	59	13	0	0	1.8	9%	0%
6 - Grange over Sands	335	579	200	81	24	0	1.7	14%	4%
7 - Arnside	54	87	62	3	0	0	1.6	3%	0%
8 - Silverdale	92	179	65	21	0	0	1.9	12%	0%
9 - Bolton-le-Sands	159	264	161	20	0	0	1.7	8%	0%
10 - Hest Bank	175	264	123	12	9	5	1.5	5%	3%
11 - Morecambe Seafront	367	549	120	24	42	0	1.5	4%	8%
12 - Half Moon Bay	174	384	95	84	6	0	2.2	22%	2%
13 - Potts Corner	43	117	60	8	1	38	2.7	7%	1%
15 - Conder Green	87	155	47	4	26	2	1.8	3%	17%
16 - Pilling Lanes End	78	108	97	3	2	0	1.4	3%	2%
17 - Pilling Sands	73	110	73	4	10	1	1.5	4%	9%
18 - Knott End	121	203	155	18	3	0	1.7	9%	1%
19 - Wyre Estuary Country Park	184	233	194	57	0	0	1.3	24%	0%
20 - Fleetwood	209	256	171	80	29	0	1.2	31%	11%
21 - Rossall Point	320	471	348	108	118	0	1.5	23%	25%
Total	**2,960**	**4,770**	**2,485**	**581**	**279**	**46**	**1.6**	**12%**	**6%**

Table 5: Summary of tally data for each survey point over the spring period. It includes all people passing the surveyor, regardless of direction. 'Groups' includes lone individuals. 'People' is a total headcount, including minors (under 18s). The highest value in each column is highlighted in red. Two days were spent at each survey location.

Survey point	Groups	People	Dogs	Minors	Bicycles	Horses	People per group	% minors	% on bicycles
3 - South Walney	20	55	0	16	0	0	2.8	29%	0%
4 - Foulney Island	38	61	24	7	1	0	1.6	11%	2%
14 - Aldcliffe Marsh	117	169	47	28	50	0	1.4	17%	30%
21 - Rossall Point	406	694	280	123	147	0	1.7	18%	21%
Total	**581**	**979**	**351**	**174**	**198**	**0**	**1.7**	**18%**	**20%**

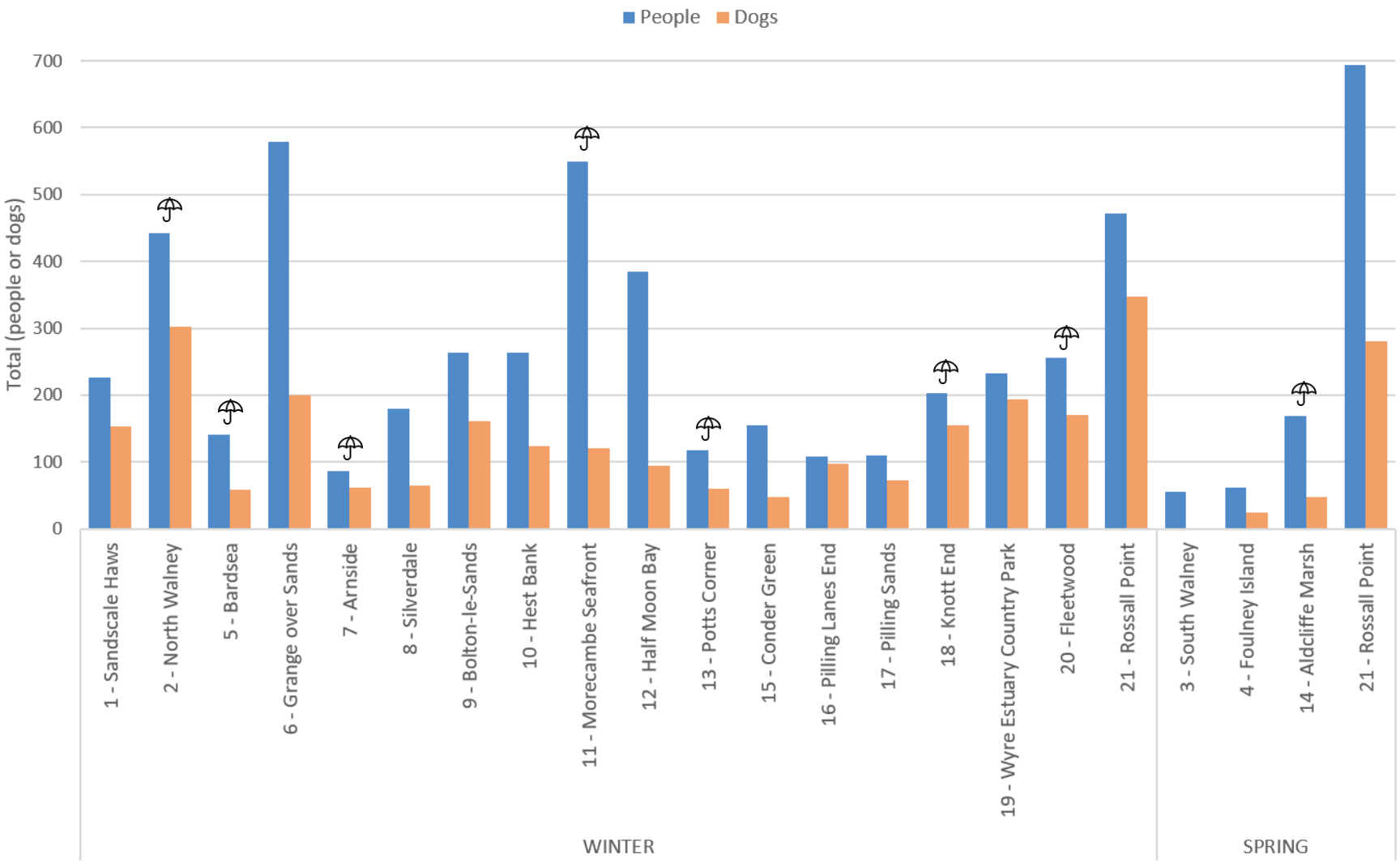


Figure 1: Number of people and dogs counted at each survey point. The umbrella icon indicates locations where more than half of the two-hour sessions had some rain (not necessarily continuous).

5. Results: visitor interviews

Overview

5.1 A total of 1,056 face-to-face interviews were conducted, including 896 over the winter period and 160 in the spring (Table 6). The median interview duration was 6 minutes.

Table 6: Number of people interviewed at each survey point, by season.

Survey point	Winter	Spring	Total
1 - Sandscale Haws	44		**44**
2 - North Walney	58		**58**
3 - South Walney		13	**13**
4 - Foulney Island		25	**25**
5 - Bardsea	29		**29**
6 - Grange over Sands	71		**71**
7 - Arnside	25		**25**
8 - Silverdale	44		**44**
9 - Bolton-le-Sands	62		**62**
10 - Hest Bank	87		**87**
11 - Morecambe Seafront	57		**57**
12 - Half Moon Bay	67		**67**
13 - Potts Corner	15		**15**
14 - Aldcliffe Marsh		39	**39**
15 - Conder Green	42		**42**
16 - Pilling Lanes End	39		**39**
17 - Pilling Sands	30		**30**
18 - Knott End	39		**39**
19 - Wyre Estuary Country Park	69		**69**
20 - Fleetwood	50		**50**
21 - Rossall Point	68	83	**151**
Total	**896**	**160**	**1,056**

5.2 In addition to the 1,056 people who were interviewed, 582 people were approached for interview but did not take part for various reasons. The most common reasons for not taking part in the survey were not having time, being in the middle of a run or cycle ride, or due to the weather (e.g. too cold to stand around). In addition, 146 people were approached for interview but had already taken part and these were not re-interviewed.

Group composition

5.3 Most interviewees were either on their own (562 interviewees, 53%) or with one other person (393 interviewees, 37%). The remaining 101 interviewees (10%) were in groups of between 3 and 50 people (the latter was a hunt supporters group).

5.4 The mean group size (i.e. the interviewee and any other people with them) was 1.7 people. Just 87 interviewees (8%) had 1 or more minors (under 18s) with them.

5.5 Over half of the interviewees (628 interviewees, 59%) had at least 1 dog with them, resulting in a total of 824 dogs. Nearly half of these dogs (352 dogs, 43%) were off lead at the time of the interview.

5.6 At individual survey points, the proportion of the interviewees' dogs that were off lead at the time of the interview ranged from 13% (at North Walney) to 81% (at Arnside) (see Table 7). Note, however, that many of the interviews took place in car parks, and this observation may not necessarily be representative of their entire visit.

Table 7: Number of dogs with the interviewed groups, including the number that were on/off lead at the time of the interview, by survey point. The highest value in each row is highlighted in red. Survey points that were located in car parks are marked with *.

Survey point	Winter	Spring	On lead	Off lead	Total dogs
1 - Sandscale Haws *	✓		39 (70%)	17 (30%)	**56 (100%)**
2 - North Walney *	✓		48 (87%)	7 (13%)	**55 (100%)**
3 - South Walney *		✓	0	0	**0**
4 - Foulney Island *		✓	9 (60%)	6 (40%)	**15 (100%)**
5 - Bardsea *	✓		8 (40%)	12 (60%)	**20 (100%)**
6 - Grange over Sands	✓		31 (86%)	5 (14%)	**36 (100%)**
7 - Arnside	✓		5 (19%)	22 (81%)	**27 (100%)**
8 - Silverdale	✓		16 (50%)	16 (50%)	**32 (100%)**
9 - Bolton-le-Sands *	✓		18 (30%)	42 (70%)	**60 (100%)**
10 - Hest Bank *	✓		27 (37%)	46 (63%)	**73 (100%)**
11 - Morecambe Seafront	✓		8 (42%)	11 (58%)	**19 (100%)**
12 - Half Moon Bay	✓		23 (47%)	26 (53%)	**49 (100%)**
13 - Potts Corner *	✓		6 (35%)	11 (65%)	**17 (100%)**
14 - Aldcliffe Marsh		✓	13 (54%)	11 (46%)	**24 (100%)**
15 - Conder Green *	✓		12 (67%)	6 (33%)	**18 (100%)**
16 - Pilling Lanes End *	✓		24 (47%)	27 (53%)	**51 (100%)**
17 - Pilling Sands *	✓		20 (67%)	10 (33%)	**30 (100%)**
18 - Knott End	✓		19 (70%)	8 (30%)	**27 (100%)**
19 - Wyre Estuary Country Park *	✓		52 (73%)	19 (27%)	**71 (100%)**
20 - Fleetwood	✓		17 (68%)	8 (32%)	**25 (100%)**
21 - Rossall Point	✓	✓	77 (65%)	42 (35%)	**119 (100%)**
Total			**472 (57%)**	**352 (43%)**	**824 (100%)**

Visit type (Q1)

5.7 Overall, 899 interviewees (85%) were on a day trip or short visit from home, 126 interviewees (12%) were on holiday, including staying in caravans or motorhomes, 24 interviewees (2%) were staying with friends or family, and 7 interviewees (1%) didn't fit into any of the above categories. Some of those on holiday were breaking up longer journeys, for example stopping over on their way up to Scotland. These proportions were very similar between the two survey periods (Table 8).

Table 8: Visit type of interviewees (Q1) by survey period.

Survey period	Day trip or short visit from home	Staying away from home on holiday	Staying with friends or family	None of the above	Total
Winter	764 (85%)	107 (12%)	19 (2%)	6 (1%)	**896 (100%)**
Spring	135 (84%)	19 (12%)	5 (2%)	1 (1%)	**160 (100%)**
Total	**899 (85%)**	**126 (12%)**	**24 (2%)**	**7 (1%)**	**1,056 (100%)**

Activity (Q2-3)

5.8 In both survey periods, the most common main activities were dog walking and walking, with 53% of all interviewees dog walking and 33% walking (Table 9 and Table 10). The 'other activity' column includes any activities named by fewer than 5 interviewees, such as photography, having a picnic and going to the play park.

5.9 Dog walking was the most common main activity of interviewees at 15 of the 21 survey locations, with the proportion of dog walkers highest at Potts Corner (80%) (see Maps 5 and 6).

5.10 For those on a day trip or short visit from home, 58% were dog walking and 30% were walking.

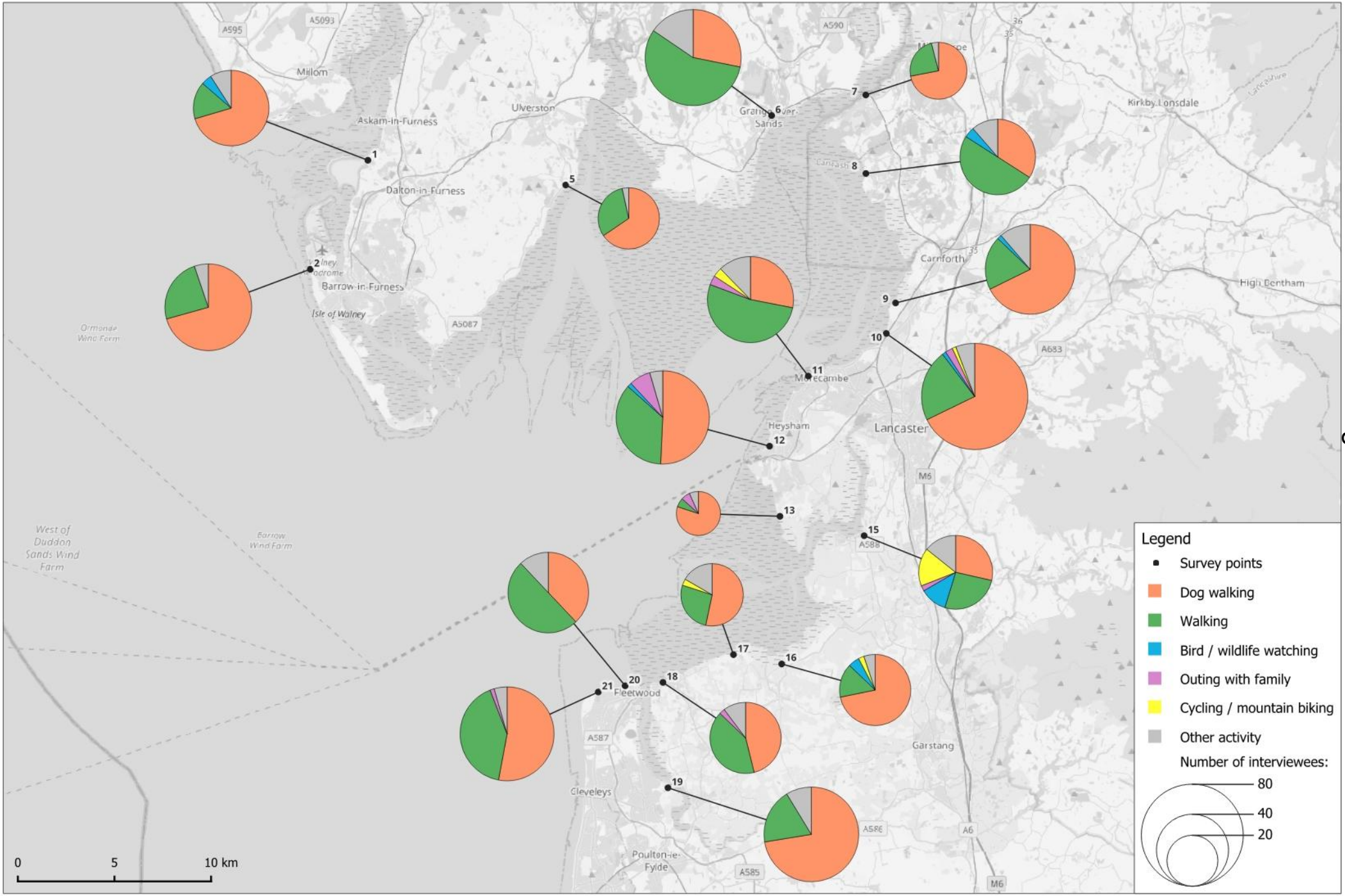
Table 9: Main activity of interviewees (Q2) by survey point, over the winter period. The highest value in each row is highlighted in red.

Survey point	Dog walking	Walking	Bird / wildlife watching	Visiting a café	Outing with family	Cycling / mountain biking	Jogging / running	Sightseeing / exploring	Shopping	Other activity	Total
1 - Sandscale Haws	31 (70%)	7 (16%)	2 (5%)	0 (0%)	0 (0%)	0 (0%)	1 (2%)	2 (5%)	0 (0%)	1 (2%)	**44 (100%)**
2 - North Walney	41 (71%)	14 (24%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	3 (5%)	**58 (100%)**
5 - Bardsea	19 (66%)	9 (31%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (3%)	**29 (100%)**
6 - Grange over Sands	20 (28%)	40 (56%)	0 (0%)	2 (3%)	0 (0%)	0 (0%)	0 (0%)	1 (1%)	1 (1%)	7 (10%)	**71 (100%)**
7 - Arnside	18 (72%)	6 (24%)	0 (0%)	1 (4%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**25 (100%)**
8 - Silverdale	15 (34%)	22 (50%)	2 (5%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (2%)	1 (2%)	3 (7%)	**44 (100%)**
9 - Bolton-le-Sands	42 (68%)	12 (19%)	1 (2%)	2 (3%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	5 (8%)	**62 (100%)**
10 - Hest Bank	59 (68%)	19 (22%)	1 (1%)	3 (3%)	2 (2%)	1 (1%)	0 (0%)	0 (0%)	0 (0%)	2 (2%)	**87 (100%)**
11 - Morecambe Seafront	16 (28%)	30 (53%)	0 (0%)	5 (9%)	2 (4%)	2 (4%)	0 (0%)	0 (0%)	1 (2%)	1 (2%)	**57 (100%)**
12 - Half Moon Bay	34 (51%)	24 (36%)	1 (1%)	0 (0%)	5 (7%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	3 (4%)	**67 (100%)**
13 - Potts Corner	12 (80%)	1 (7%)	0 (0%)	0 (0%)	1 (7%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (7%)	**15 (100%)**
15 - Conder Green	12 (29%)	11 (26%)	5 (12%)	0 (0%)	1 (2%)	7 (17%)	4 (10%)	0 (0%)	1 (2%)	1 (2%)	**42 (100%)**
16 - Pilling Lanes End	28 (72%)	6 (15%)	2 (5%)	0 (0%)	0 (0%)	1 (3%)	0 (0%)	0 (0%)	0 (0%)	2 (5%)	**39 (100%)**
17 - Pilling Sands	16 (53%)	8 (27%)	0 (0%)	1 (3%)	0 (0%)	1 (3%)	0 (0%)	0 (0%)	0 (0%)	4 (13%)	**30 (100%)**
18 - Knott End	18 (46%)	16 (41%)	0 (0%)	0 (0%)	1 (3%)	0 (0%)	1 (3%)	0 (0%)	1 (3%)	2 (5%)	**39 (100%)**
19 - Wyre Estuary Country Park	50 (72%)	13 (19%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	6 (9%)	**69 (100%)**
20 - Fleetwood	19 (38%)	25 (50%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (2%)	0 (0%)	1 (2%)	4 (8%)	**50 (100%)**
21 - Rossall Point	36 (53%)	28 (41%)	0 (0%)	0 (0%)	1 (1%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	3 (4%)	**68 (100%)**
Winter total	**486 (54%)**	**291 (32%)**	**14 (2%)**	**14 (2%)**	**13 (1%)**	**12 (1%)**	**7 (1%)**	**4 (<1%)**	**6 (1%)**	**49 (5%)**	**896 (100%)**

Table 10: Main activity of interviewees (Q2) by survey point, in the spring. The highest value in each row is highlighted in red.

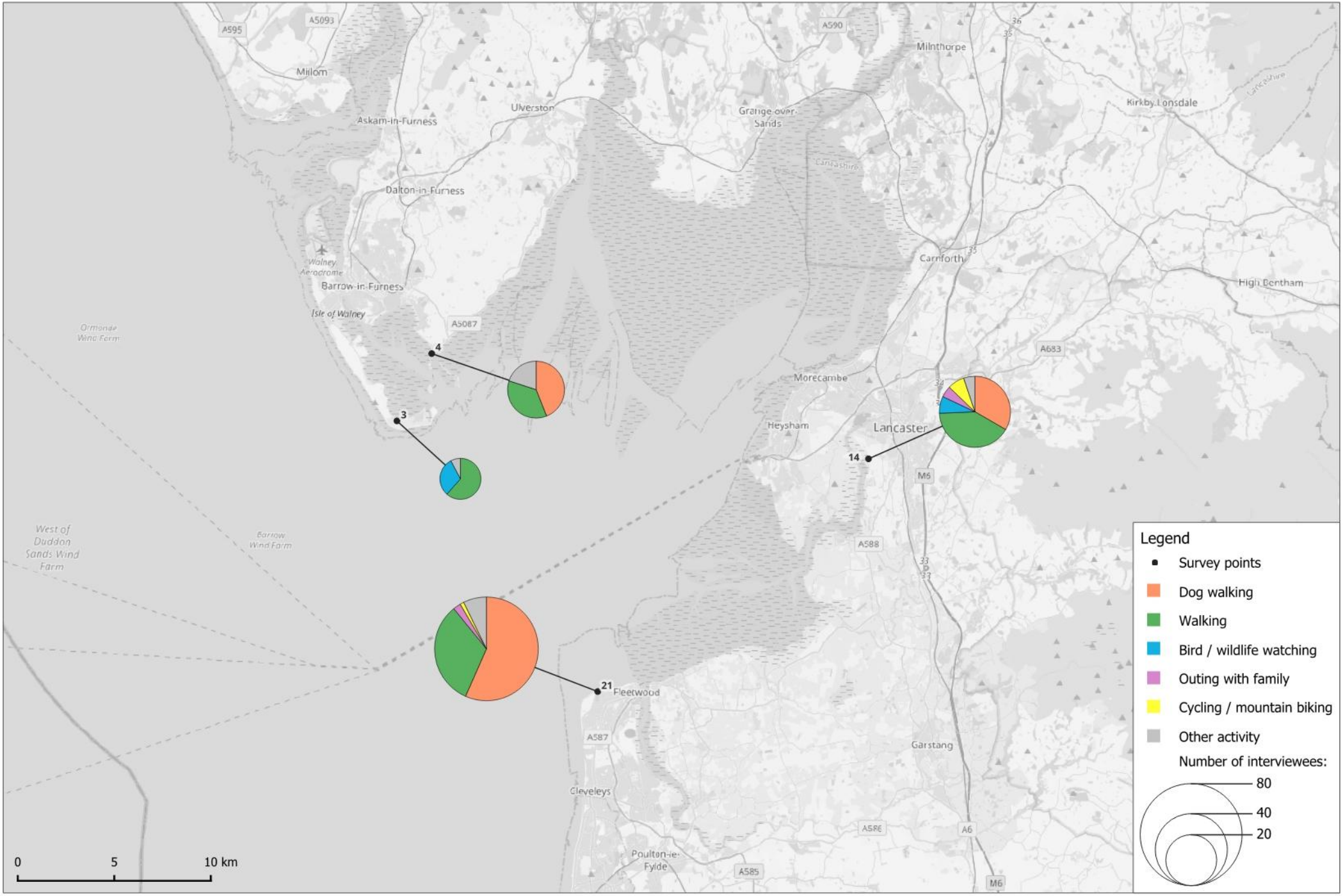
Survey point	Dog walking	Walking	Bird / wildlife watching	Visiting a café	Outing with family	Cycling / mountain biking	Jogging / running	Sightseeing / exploring	Shopping	Other activity	Total
3 - South Walney	0 (0%)	8 (62%)	4 (31%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (8%)	0 (0%)	0 (0%)	**13 (100%)**
4 - Foulney Island	11 (44%)	9 (36%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (4%)	0 (0%)	4 (16%)	**25 (100%)**
14 - Aldcliffe Marsh	13 (33%)	16 (41%)	3 (8%)	0 (0%)	2 (5%)	3 (8%)	1 (3%)	0 (0%)	0 (0%)	1 (3%)	**39 (100%)**
21 - Rossall Point	47 (57%)	27 (33%)	0 (0%)	0 (0%)	2 (2%)	1 (1%)	0 (0%)	1 (1%)	0 (0%)	5 (6%)	**83 (100%)**
Spring total	**71 (44%)**	**60 (38%)**	**7 (4%)**	**0 (0%)**	**4 (3%)**	**4 (3%)**	**1 (1%)**	**3 (2%)**	**0 (0%)**	**10 (6%)**	**160 (100%)**

Map 5: Main activity of interviewees at each survey point - winter



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Map 6: Main activity of interviewees at each survey point - spring



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5.11 Interviewees were also asked to name any other activities that they, or people with them, were undertaking during their visit that day, and these additional activities are summarised alongside the main activities in Figure 2. Some activities, such as visiting a café, were named more frequently as an additional activity than as a main activity, however dog walking and walking remained the most common activities, even when taking into account the additional activities.

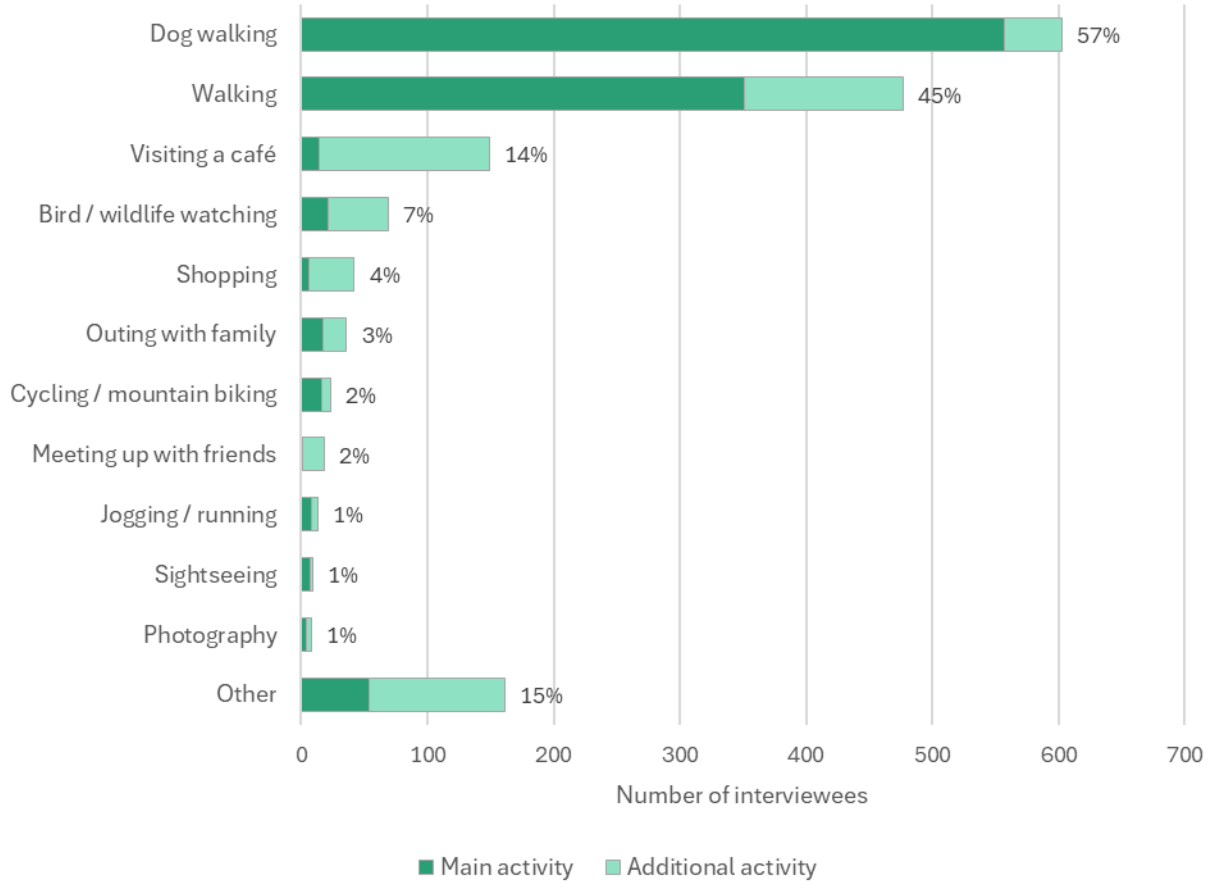


Figure 2: Activities undertaken by interviewees and others in their group, for both survey periods combined. Includes both their main activity (Q2) and any additional activities (Q3). Labels indicate the percentage of interviewees who named each activity type (whether as a main activity or an additional activity). Percentages will not add up to 100 since Q3 was a multiple-choice question.

Visit frequency (Q4)

5.12 Over half of the interviewees (615, 58%) indicated that they visit the location where they were interviewed at least once a week, including 240 interviewees (23%) who visit at least once a day (Figure 3).

5.13 For those on a day trip or short visit from home, 67% visit at least once a week, and 27% at least once a day.

5.14 Interviewees at Knott End, North Walney and Rossall Point were particularly regular visitors, with over half of them visiting either 'daily' or 'most days'. South Walney was the only location where none of the interviewees visited more than once a month, and it also had the highest proportion of interviewees visiting for the first time (54%).

5.15 Among dog walkers, 51% visited either 'daily' or 'most days', whereas for walkers this figure was 23%.

5.16 By assigning an estimated annual number of visits to each category[5], the average interviewee had made 135 visits in the past year to the location where they were interviewed, equivalent to 2 or 3 visits per week.

[5] "Daily" = 350 visits; "Most days" = 200 visits; "1 to 3 times a week" = 110 visits; "2 to 3 times per month" = 27.5 visits; "Once a month" = 10.5 visits; "Less than once a month" = 3 visits; "First visit" = 1 visit. Typical visit frequency is then the average based on the number of interviewees that gave each of the above categories.

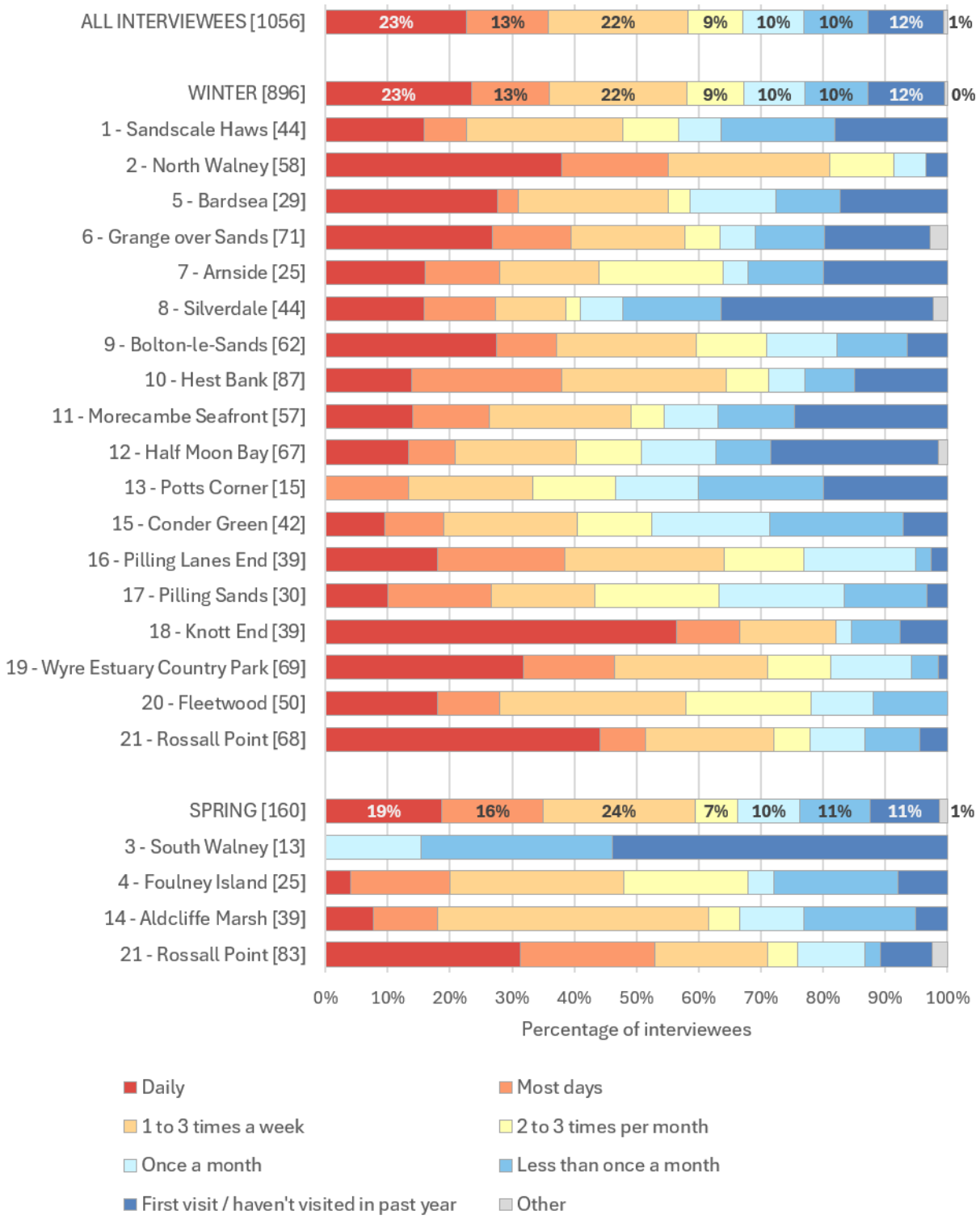


Figure 3: Visit frequency of interviewees (Q4) by season and survey point. Numbers in square brackets are the sample size.

Visit duration (Q5)

5.17 The most common visit duration was 30 minutes to 1 hour, given by 392 interviewees (37%), followed by 1 to 2 hours, given by 361 interviewees (34%).

5.18 Weekend visits were slightly longer than weekday visits, with 55% of weekend interviewees spending more than an hour on site compared to 46% of weekday interviewees.

5.19 Visit duration varied by survey location, with visits typically longest at Conder Green, South Walney and Knott End, and shortest at Potts Corner, Hest Bank and Bolton-le-Sands (Figure 4).

5.20 By assigning a single value to each duration category[6], the typical visit duration was around 83 minutes.

[6] 'Less than 30 minutes' = 20 minutes; '30 minutes to 1 hour' = 45 minutes; '1 to 2 hours' = 90 minutes; '2 to 3 hours' = 150 minutes; '3 to 4 hours' = 210 minutes and 'More than 4 hours' = 300 minutes. Typical visit duration is then the average based on the number of interviewees that gave each of the above categories.

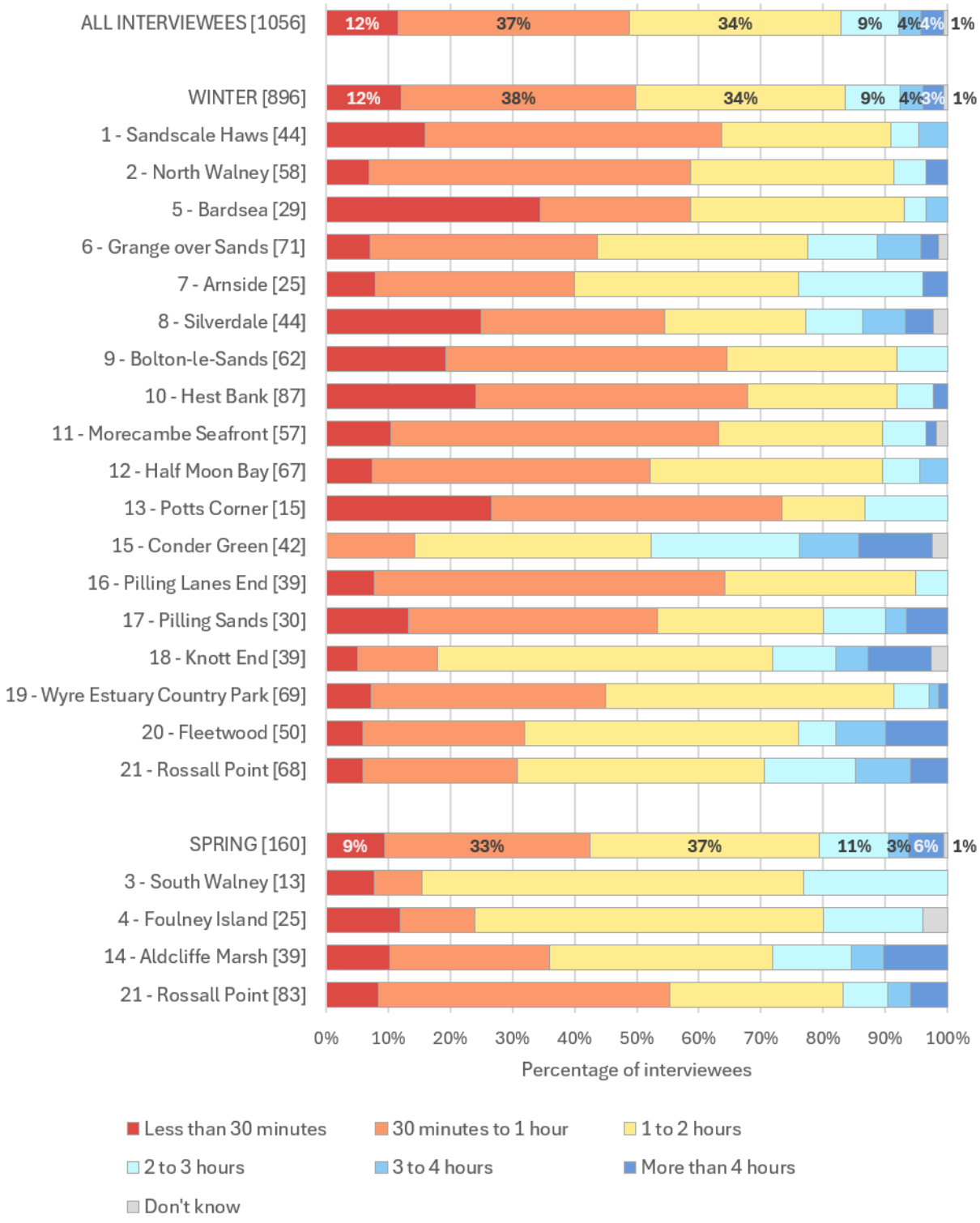


Figure 4: Visit duration of interviewees (Q5) by season and survey point. Numbers in square brackets are the sample size.

Time of day (Q6)

5.21 Preferred times to visit were late morning (23% of interviewees) or early morning (20% of interviewees), although over a third (37%) said that the time that they visit varies and they didn't have a particular preference.

5.22 A greater proportion of those who were interviewed over the winter period had a preference for a particular time of day, compared to those interviewed in the spring (Table 11).

Table 11: Number of interviewees (%) and the time of day that they tend to visit (Q6), by season. N is the number of interviewees.

Season	N	Early morning	Late morning	Early afternoon	Late afternoon	Evening	Varies / Don't know	First visit
Winter interviewees	896	187 (21%)	217 (24%)	127 (14%)	110 (12%)	87 (10%)	305 (34%)	111 (12%)
Spring interviewees	160	26 (16%)	25 (16%)	16 (10%)	11 (7%)	16 (10%)	82 (51%)	18 (11%)
All interviewees	**1,056**	**213 (20%)**	**242 (23%)**	**143 (14%)**	**121 (11%)**	**103 (10%)**	**387 (37%)**	**129 (12%)**

Time of year (Q7)

5.23 The majority of interviewees (765 interviewees, 72%) stated that they visit equally all year round (Table 12). The second most common response (excluding those on their first visit) was a preference for visiting in summer (96 interviewees, 9%).

5.24 Visiting equally all year round was the most common response (excluding those who were on their first visit or who were unsure) at all survey points, although the proportion ranged from 23% at South Walney to 90% at Bolton-le-Sands (Table 12).

Table 12: Number of interviewees (%) and the time of year that they tend to visit (Q7), by season and survey point. N is the number of interviewees. The highest two values in each row are highlighted in red (excluding 'first visit' or 'don't know').

Season / Survey point	N	Spring (Mar-May)	Summer (Jun-Aug)	Autumn (Sep-Nov)	Winter (Dec-Feb)	Equally all year	First visit	Don't know
1 - Sandscale Haws	44	2 (5%)	5 (11%)	1 (2%)	1 (2%)	29 (66%)	8 (18%)	0 (0%)
2 - North Walney	58	3 (5%)	9 (16%)	0 (0%)	1 (2%)	46 (79%)	2 (3%)	0 (0%)
5 - Bardsea	29	1 (3%)	4 (14%)	2 (7%)	1 (3%)	18 (62%)	5 (17%)	0 (0%)
6 - Grange over Sands	71	0 (0%)	1 (1%)	0 (0%)	1 (1%)	50 (70%)	12 (17%)	7 (10%)
7 - Arnside	25	2 (8%)	1 (4%)	2 (8%)	1 (4%)	16 (64%)	5 (20%)	1 (4%)
8 - Silverdale	44	1 (2%)	2 (5%)	1 (2%)	1 (2%)	24 (55%)	15 (34%)	2 (5%)
9 - Bolton-le-Sands	62	0 (0%)	0 (0%)	0 (0%)	1 (2%)	56 (90%)	4 (6%)	1 (2%)
10 - Hest Bank	87	1 (1%)	7 (8%)	3 (3%)	1 (1%)	62 (71%)	13 (15%)	4 (5%)
11 - Morecambe Seafront	57	1 (2%)	8 (14%)	1 (2%)	0 (0%)	33 (58%)	14 (25%)	2 (4%)
12 - Half Moon Bay	67	1 (1%)	5 (7%)	1 (1%)	2 (3%)	40 (60%)	18 (27%)	1 (1%)
13 - Potts Corner	15	0 (0%)	0 (0%)	0 (0%)	1 (7%)	9 (60%)	3 (20%)	2 (13%)
15 - Conder Green	42	2 (5%)	7 (17%)	3 (7%)	2 (5%)	30 (71%)	3 (7%)	0 (0%)
16 - Pilling Lanes End	39	2 (5%)	3 (8%)	2 (5%)	1 (3%)	32 (82%)	1 (3%)	1 (3%)
17 - Pilling Sands	30	1 (3%)	3 (10%)	0 (0%)	2 (7%)	24 (80%)	1 (3%)	0 (0%)
18 - Knott End	39	2 (5%)	3 (8%)	2 (5%)	2 (5%)	30 (77%)	3 (8%)	0 (0%)
19 - Wyre Estuary Country Park	69	5 (7%)	11 (16%)	2 (3%)	3 (4%)	54 (78%)	1 (1%)	0 (0%)
20 - Fleetwood	50	3 (6%)	7 (14%)	2 (4%)	2 (4%)	41 (82%)	0 (0%)	0 (0%)
21 - Rossall Point	68	2 (3%)	6 (9%)	2 (3%)	1 (1%)	57 (84%)	3 (4%)	1 (1%)
Winter total	**896**	**29 (3%)**	**82 (9%)**	**24 (3%)**	**24 (3%)**	**651 (73%)**	**111 (12%)**	**22 (2%)**
3 - South Walney	13	2 (15%)	2 (15%)	1 (8%)	0 (0%)	3 (23%)	7 (54%)	0 (0%)
4 - Foulney Island	25	3 (12%)	4 (16%)	5 (20%)	5 (20%)	13 (52%)	2 (8%)	0 (0%)
14 - Aldcliffe Marsh	39	4 (10%)	4 (10%)	2 (5%)	1 (3%)	30 (77%)	2 (5%)	1 (3%)
21 - Rossall Point	83	5 (6%)	4 (5%)	3 (4%)	1 (1%)	68 (82%)	7 (8%)	3 (4%)
Spring total	**160**	**14 (9%)**	**14 (9%)**	**11 (7%)**	**7 (4%)**	**114 (71%)**	**18 (11%)**	**4 (3%)**
Total	**1,056**	**43 (4%)**	**96 (9%)**	**35 (3%)**	**31 (3%)**	**765 (72%)**	**129 (12%)**	**26 (2%)**

Mode of transport (Q8)

5.25 Two thirds of interviewees (693, 66%) had arrived at the survey location that day by car or van and almost a third (329 interviewees, 31%) had come on foot. Other forms of transport were bicycle, bus, train, tram and motorbike.

5.26 Car/van was the most common mode of transport at all survey points except Knott End, Aldcliffe Marsh, Grange over Sands and Silverdale, where more people had arrived on foot (Table 14).

5.27 The average size of the interviewed groups is broken down by season and mode of transport in Table 13.

Table 13: The average size of the interviewed groups, by season and mode of transport (Q8).

Mode of transport	Average group size – winter	Average group size - spring	Average group size - overall
Car / van	1.8	2.0	**1.8**
On foot	1.4	1.7	**1.4**
Bicycle	1.4	2.3	**1.7**
Bus	1.8	-	**1.8**
Train / tram	1.8	-	**1.8**
Motorbike	1.0	-	**1.0**
Total	**1.7**	**1.9**	**1.7**

Table 14: Number of interviewees (%) and the mode of transport used to reach the survey location that day (Q8), by season and survey point. The highest value in each row is highlighted in red.

Season / Survey point	Car / van	On foot	Bicycle	Bus	Train / tram	Motor -bike	Total
1 - Sandscale Haws	40 (91%)	3 (7%)	0 (0%)	0 (0%)	0 (0%)	1 (2%)	**44 (100%)**
2 - North Walney	44 (76%)	13 (22%)	1 (2%)	0 (0%)	0 (0%)	0 (0%)	**58 (100%)**
5 - Bardsea	26 (90%)	3 (10%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**29 (100%)**
6 - Grange over Sands	32 (45%)	37 (52%)	0 (0%)	1 (1%)	1 (1%)	0 (0%)	**71 (100%)**
7 - Arnside	17 (68%)	7 (28%)	0 (0%)	1 (4%)	0 (0%)	0 (0%)	**25 (100%)**
8 - Silverdale	19 (43%)	23 (52%)	0 (0%)	1 (2%)	1 (2%)	0 (0%)	**44 (100%)**
9 - Bolton-le-Sands	50 (81%)	12 (19%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**62 (100%)**
10 - Hest Bank	50 (57%)	35 (40%)	1 (1%)	1 (1%)	0 (0%)	0 (0%)	**87 (100%)**
11 - Morecambe Seafront	34 (60%)	18 (32%)	2 (4%)	2 (4%)	1 (2%)	0 (0%)	**57 (100%)**
12 - Half Moon Bay	42 (63%)	22 (33%)	0 (0%)	2 (3%)	1 (1%)	0 (0%)	**67 (100%)**
13 - Potts Corner	11 (73%)	4 (27%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**15 (100%)**
15 - Conder Green	28 (67%)	8 (19%)	5 (12%)	1 (2%)	0 (0%)	0 (0%)	**42 (100%)**
16 - Pilling Lanes End	34 (87%)	4 (10%)	1 (3%)	0 (0%)	0 (0%)	0 (0%)	**39 (100%)**
17 - Pilling Sands	24 (80%)	4 (13%)	2 (7%)	0 (0%)	0 (0%)	0 (0%)	**30 (100%)**
18 - Knott End	11 (28%)	28 (72%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**39 (100%)**
19 - Wyre Estuary Country Park	55 (80%)	14 (20%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**69 (100%)**
20 - Fleetwood	38 (76%)	11 (22%)	0 (0%)	1 (2%)	0 (0%)	0 (0%)	**50 (100%)**
21 - Rossall Point	36 (53%)	31 (46%)	0 (0%)	0 (0%)	1 (1%)	0 (0%)	**68 (100%)**
Winter total	**591 (66%)**	**277 (31%)**	**12 (1%)**	**10 (1%)**	**5 (1%)**	**1 (0%)**	**896 (100%)**
3 - South Walney	12 (92%)	1 (8%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	**13 (100%)**
4 - Foulney Island	21 (84%)	3 (12%)	1 (4%)	0 (0%)	0 (0%)	0 (0%)	**25 (100%)**
14 - Aldcliffe Marsh	14 (36%)	21 (54%)	4 (10%)	0 (0%)	0 (0%)	0 (0%)	**39 (100%)**
21 - Rossall Point	55 (66%)	27 (33%)	1 (1%)	0 (0%)	0 (0%)	0 (0%)	**83 (100%)**
Spring total	**102 (64%)**	**52 (33%)**	**6 (4%)**	**0 (0%)**	**0 (0%)**	**0 (0%)**	**160 (100%)**
Total	**693 (66%)**	**329 (31%)**	**18 (2%)**	**10 (1%)**	**5 (0%)**	**1 (0%)**	**1,056 (100%)**

Choice of location (Q9-10)

5.28 Reasons that interviewees gave for choosing to visit the location where they were interviewed are summarised in Figure 5. The most commonly cited reasons were the scenery and views (37%), because it is close to home (32%), to be by the sea (24%) and because it is good for their dog (24%).

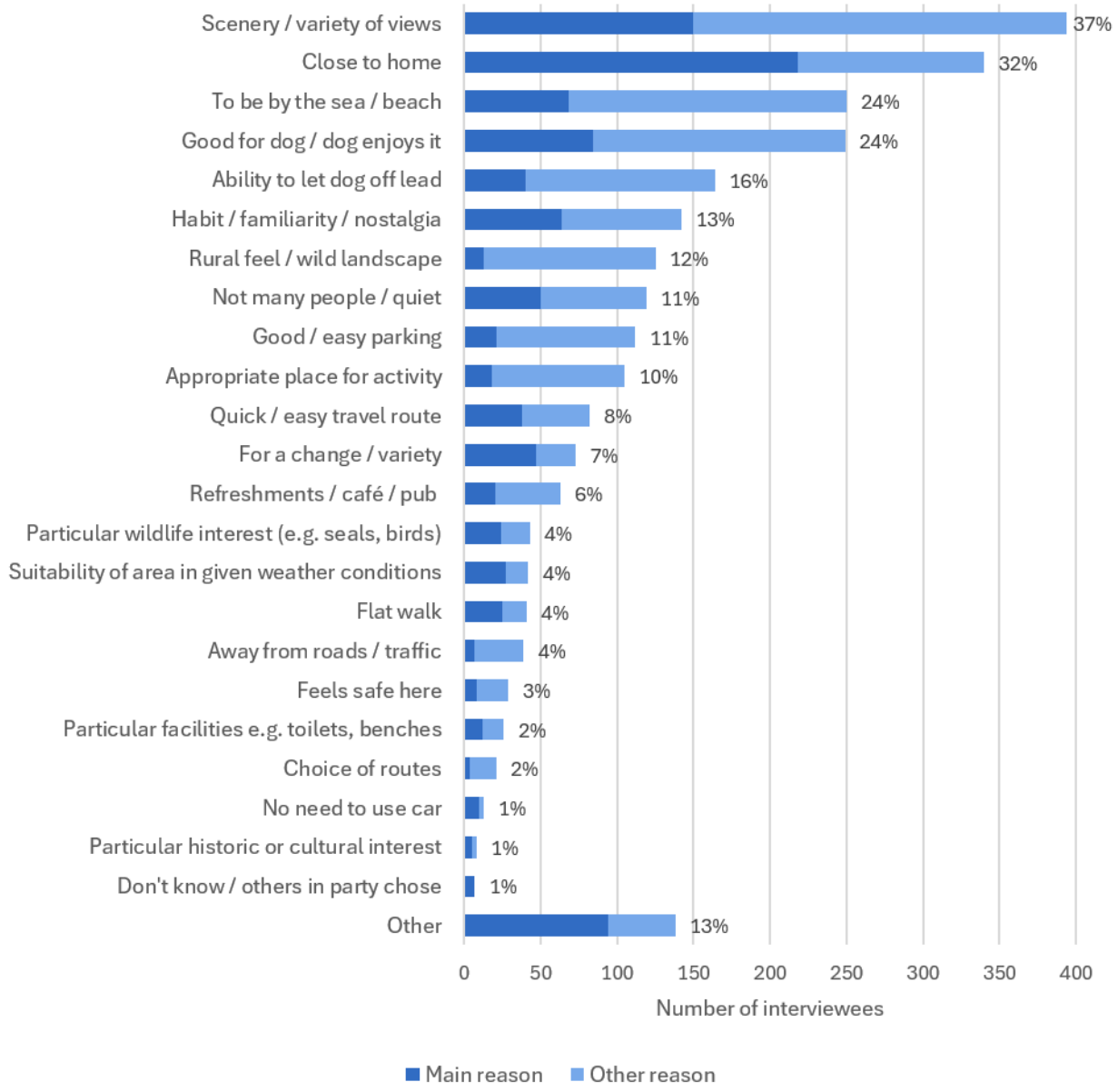


Figure 5: Reasons given by interviewees for choosing to visit the survey location, rather than somewhere else (Q9-10). Interviewees could give multiple reasons and were then asked which one of those was their main reason. They were not prompted or shown any options. Labels indicate the percentage of interviewees who cited each reason.

5.29 The most commonly cited reason for visiting each survey point is shown in Table 15. At most survey points it was either because of the scenery/views or because it was close to home, although at some survey points there were other reasons that were more frequently cited.

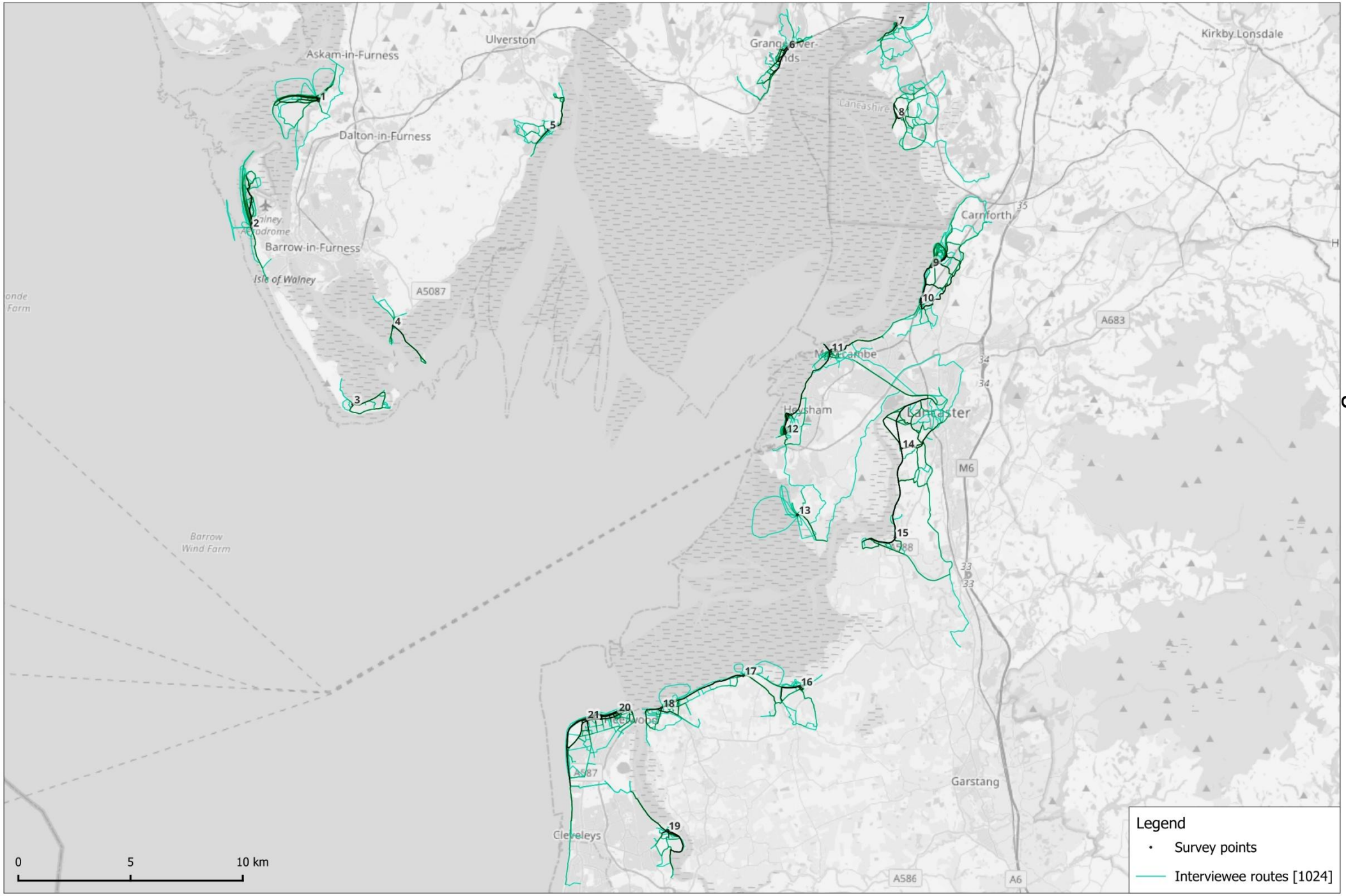
Table 15: The most commonly cited reason for choosing to visit each survey point (Q9).

Survey point	Most common reason for visiting
1 - Sandscale Haws	Scenery / variety of views
2 - North Walney	Close to home
3 - South Walney	Particular wildlife interest (e.g. seals, birds)
4 - Foulney Island	Close to home; Scenery / variety of views
5 - Bardsea	Close to home
6 - Grange over Sands	Scenery / variety of views
7 - Arnside	To be by the sea
8 - Silverdale	Scenery / variety of views
9 - Bolton-le-Sands	Scenery / variety of views
10 - Hest Bank	Scenery / variety of views
11 - Morecambe Seafront	Scenery / variety of views
12 - Half Moon Bay	Scenery / variety of views
13 - Potts Corner	Good for dog / dog enjoys it
14 - Aldcliffe Marsh	Scenery / variety of views
15 - Conder Green	Close to home
16 - Pilling Lanes End	Close to home
17 - Pilling Sands	Not many people
18 - Knott End	Close to home
19 - Wyre Estuary Country Park	Close to home
20 - Fleetwood	To be by the sea
21 - Rossall Point	To be by the sea

Routes taken on site (Q11-13)

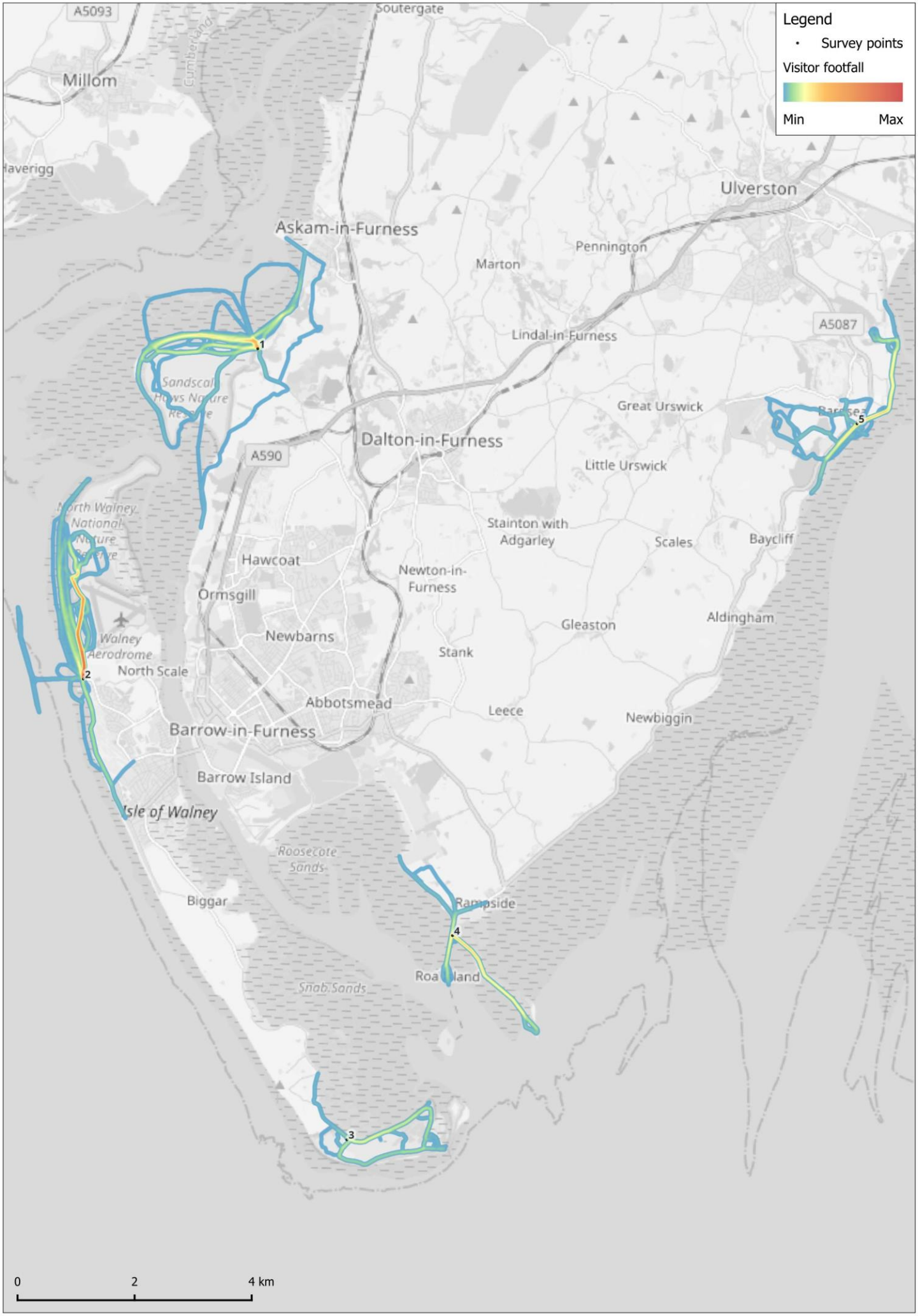
5.30 Most interviewees (1024, 97%) were able to describe to the surveyor the route that they had taken (or planned to take) during their visit. These routes have been digitised from the paper maps and are shown as lines in Map 7 and as a series of heatmaps in Maps 8 to 11. These maps highlight the areas with the highest footfall, such as the promenades at Fleetwood and Grange over Sands, Heysham Barrows, Hest Bank, and the Lune Estuary Path between Conder Green and Lancaster.

Map 7: Routes taken by interviewees during their visit. Darker lines indicate overlapping routes.



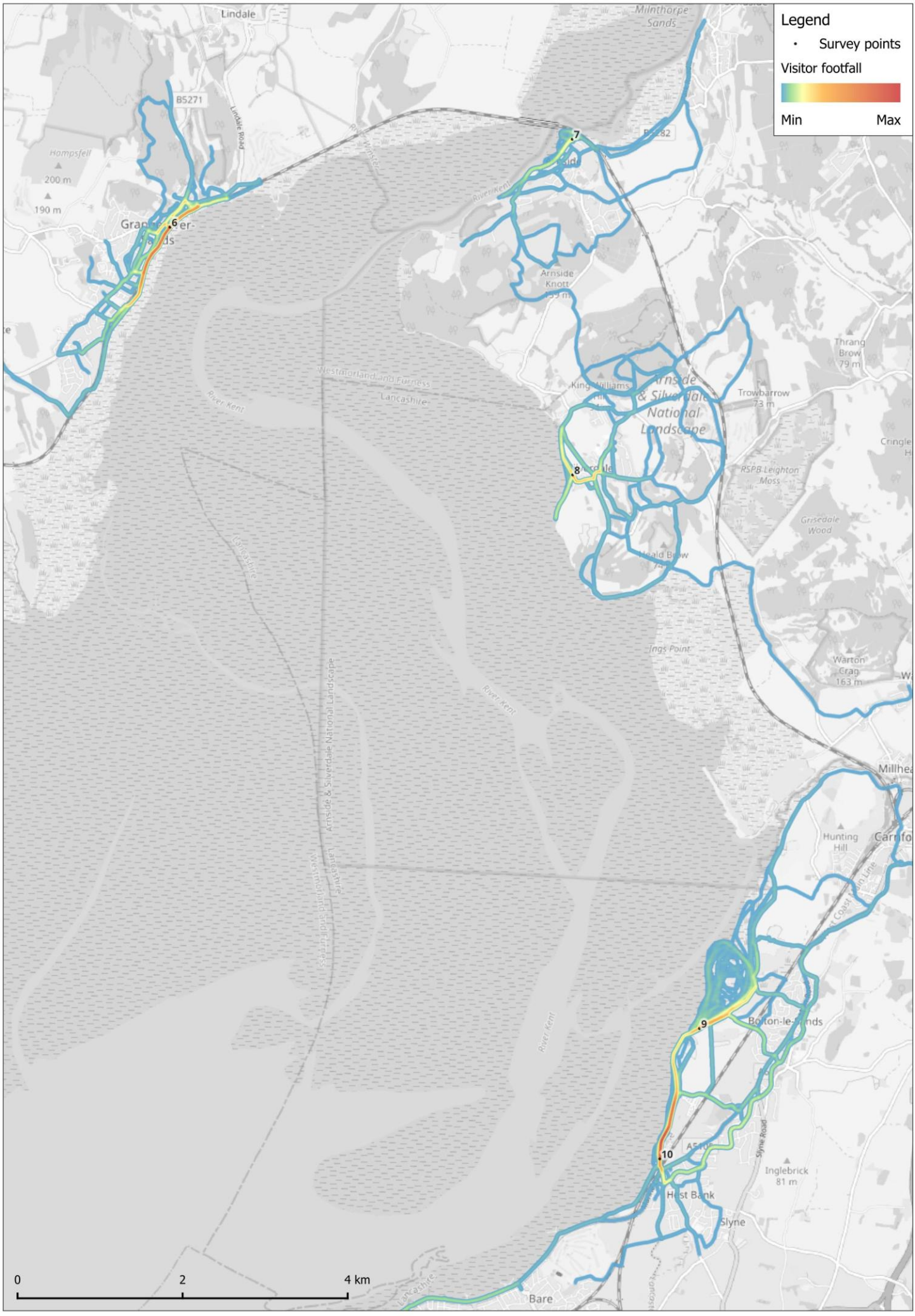
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Map 8: Heatmap of routes taken by interviewees during their visit - Sandscale Haws to Bardsea.



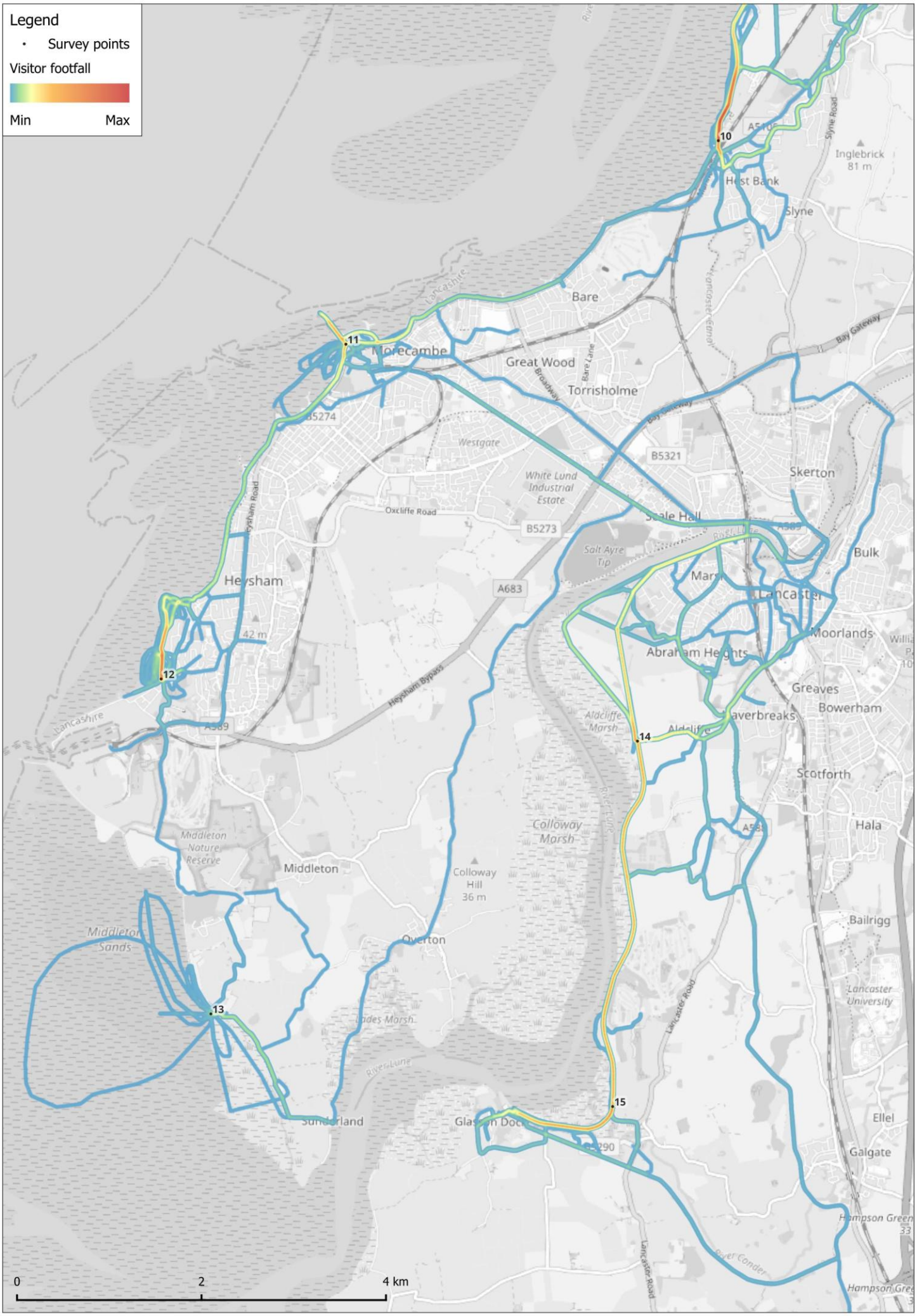
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Map 9: Heatmap of routes taken by interviewees during their visit - Grange over Sands to Hest Bank.



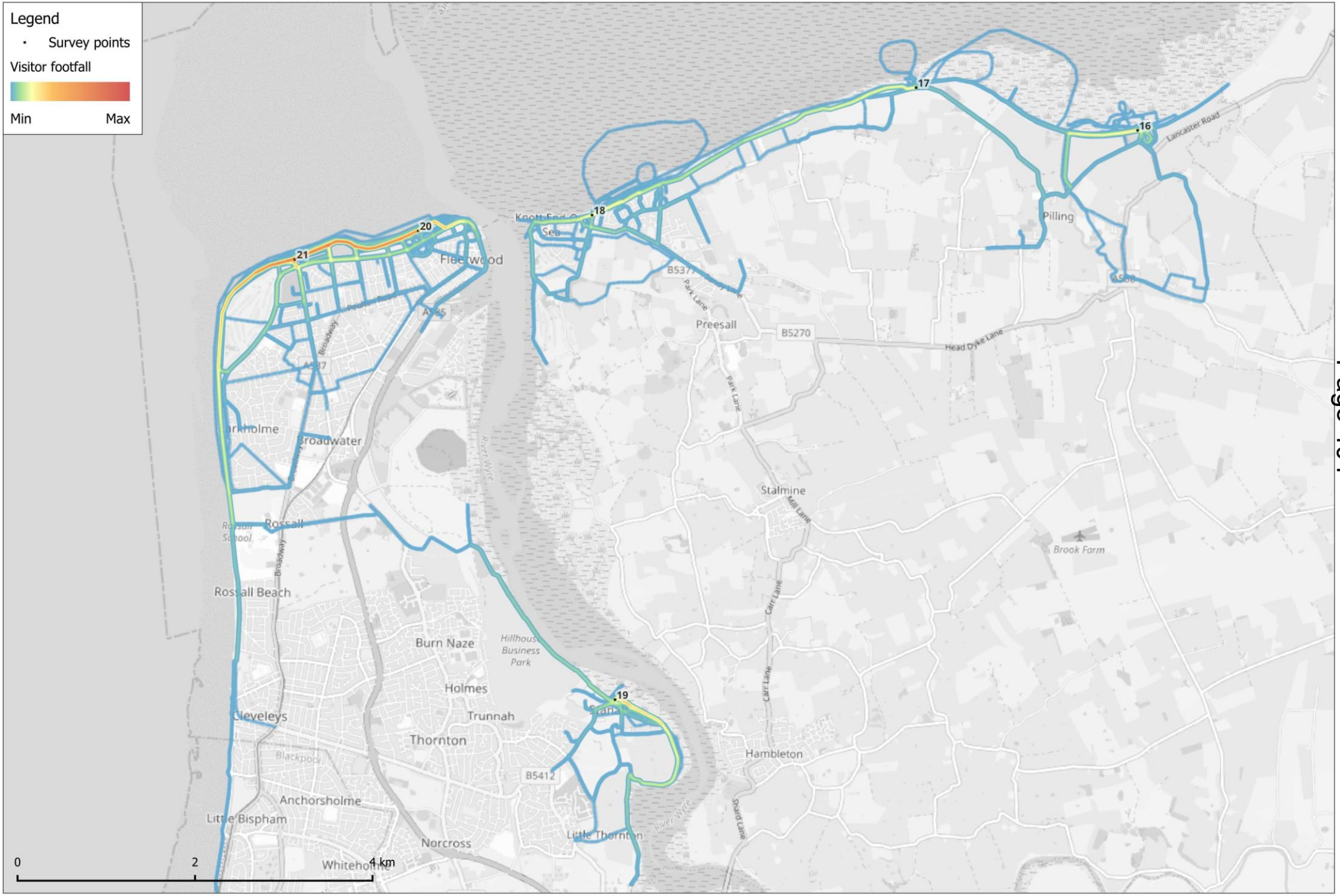
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Map 10: Heatmap of routes taken by interviewees during their visit - Hest Bank to Aldcliffe Marsh.



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Map 11: Heatmap of routes taken by interviewees during their visit - Pilling Lanes End to Rossall Point.



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5.31 Nearly a quarter of the interviewees' routes (22%) passed through the foreshore, as defined by Ordnance Survey (the area between Mean High Water and Mean Low Water). This proportion ranged from 0% at South Walney and Grange over Sands, to 84% at Sandscale Haws.

5.32 Most interviewees (543 interviewees, 51%) indicated that their route that day was typical for when they visit the interview location. However, 132 interviewees (13%) said that their route was much shorter than normal, and 10 interviewees (1%) said that their route was much longer than normal. The remaining interviewees were either on their first visit or didn't have a typical visit.

5.33 Overall, the median route length was 2.8 km. For those whose main activity was dog walking it was 2.6 km while for those whose main activity was walking it was slightly longer at 3.5 km.

5.34 At individual survey points the median route length ranged from 1.3 km at Arnside to 6.5 km at Aldcliffe Marsh (Figure 6).

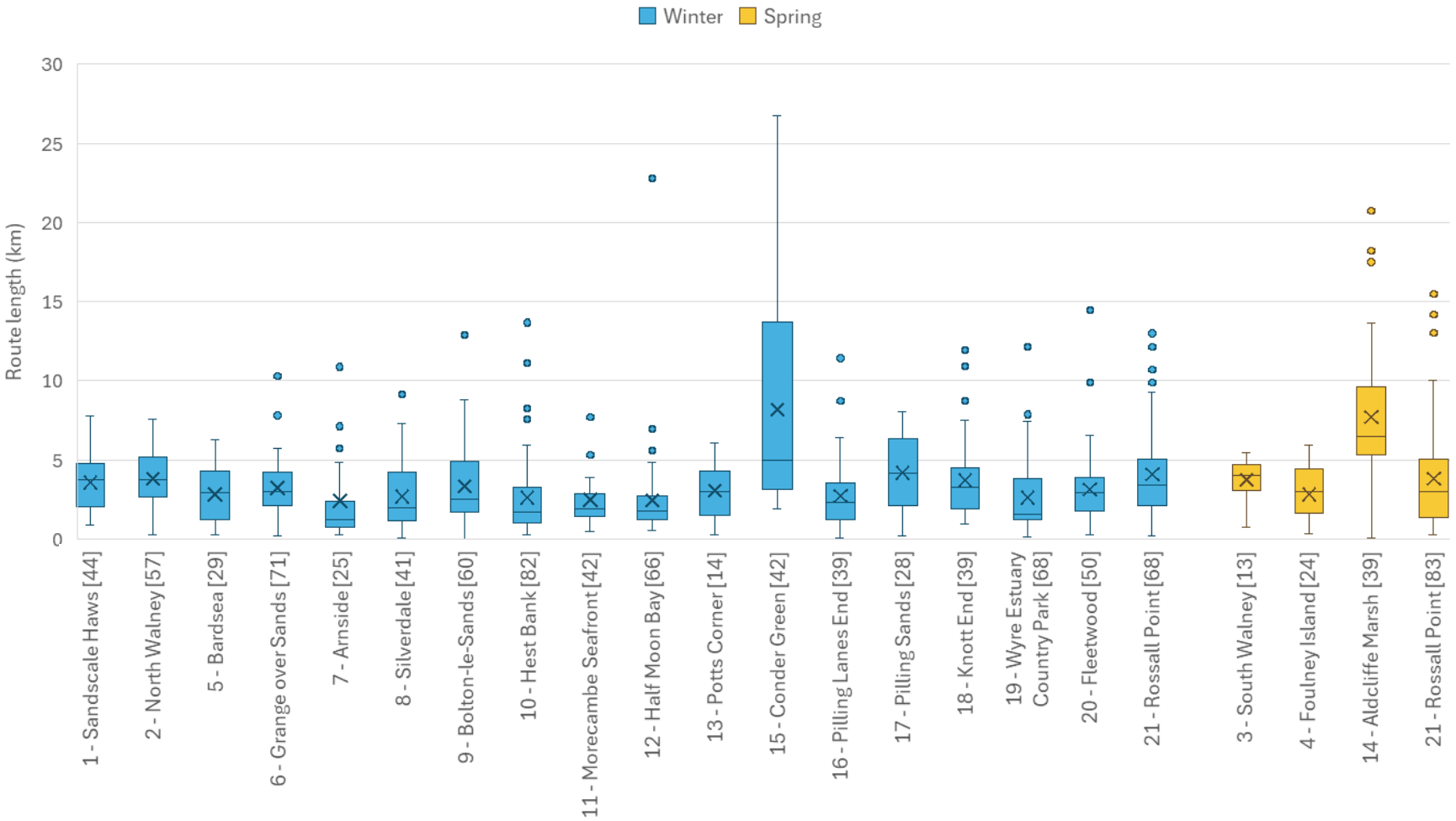


Figure 6: Lengths (km) of routes taken by interviewees by season and survey point. Horizontal lines show the median, crosses indicate the mean, boxes show the interquartile range, whiskers are the maximum and minimum values, and the dots are outliers. Numbers in square brackets indicate the number of routes.

5.35 Factors that had influenced the interviewee's choice of route are summarised in Figure 7. The most common factors were habit e.g. doing their usual route (343 interviewees, 32%), the weather (257 interviewees, 24%) and the time available (127 interviewees, 12%).

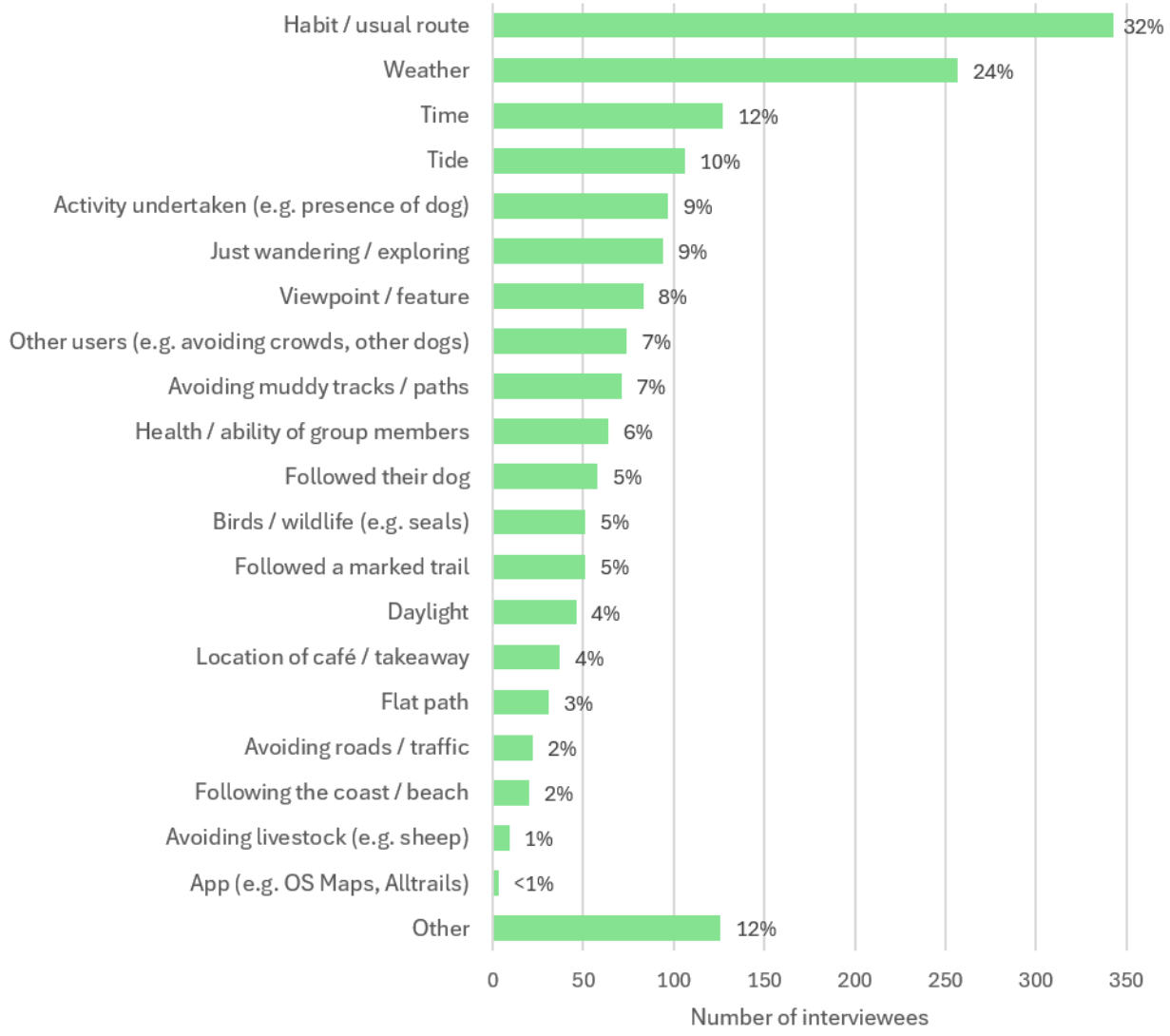


Figure 7: Factors influencing route choice (from Q13). Interviewees were not prompted or shown any options. Labels indicate the percentage of interviewees who cited each factor. Interviewees could cite more than one factor and therefore percentages will not total 100.

Other locations visited (Q14-15)

5.36 When asked where they would have gone that day if they couldn't have visited the interview location, the majority of interviewees (777 interviewees, 74%) named an alternative location. However, 185 interviewees (18%) said

that they wouldn't have visited anywhere else. The remaining interviewees were unsure or didn't answer this question.

5.37 Interviewees were then asked to name up to two other locations that they visit for their activity. Combining the responses to both questions resulted in a list of over 300 different locations. The most frequently named locations were Lancaster Canal (88 interviewees, 8%), Cleveleys (71 interviewees, 7%) and the Lake District (59 interviewees, 6%). Locations that were named by at least four interviewees are summarised as a word cloud in Figure 8, and the location named most frequently at each survey point is shown in Table 16.

Table 16: The most frequently named alternative location to visit (Q14-15), by survey point. Each interviewee could name up to three locations. Non-coastal locations are indicated by *.

Survey point	Most frequently named alternative location
1 - Sandscale Haws	Walney Island
2 - North Walney	Biggar Bank
3 - South Walney	Hoad Hill *
4 - Foulney Island	Roanhead; Walney Island
5 - Bardsea	Birkrigg *
6 - Grange over Sands	Hampsfell *
7 - Arnside	Silverdale
8 - Silverdale	Eaves Wood *; Jenny Brown's Point
9 - Bolton-le-Sands	Lancaster Canal *
10 - Hest Bank	Lancaster Canal *
11 - Morecambe Seafront	Heysham
12 - Half Moon Bay	Morecambe
13 - Potts Corner	Morecambe
14 - Aldcliffe Marsh	Lancaster Canal *
15 - Conder Green	Lancaster Canal *
16 - Pilling Lanes End	Fluke Hall
17 - Pilling Sands	Knott End
18 - Knott End	Fleetwood
19 - Wyre Estuary Country Park	Cleveleys
20 - Fleetwood	Cleveleys
21 - Rossall Point	Cleveleys

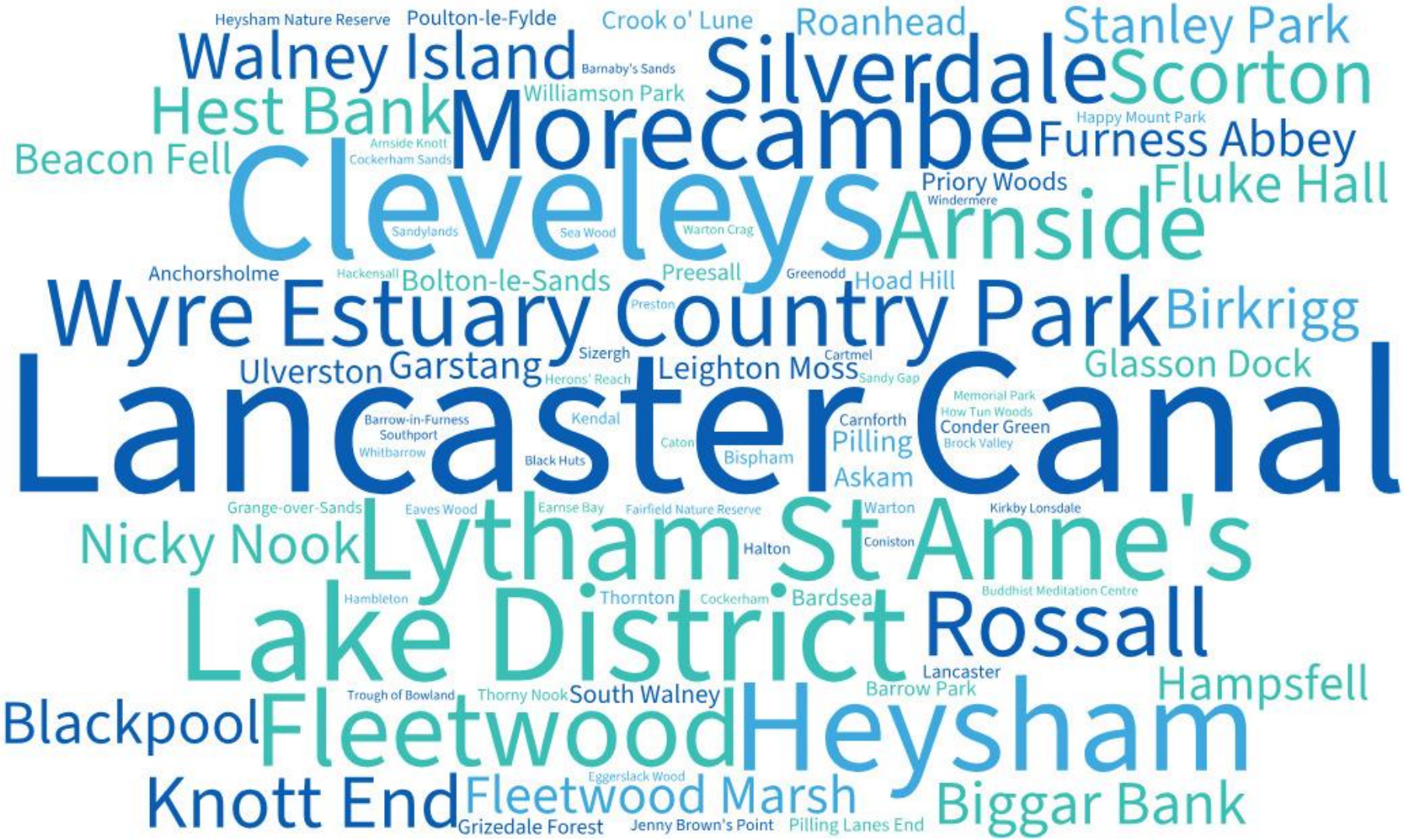


Figure 8: Other locations that interviewees also visit for their activity (Q14-15). Interviewees could name up to three locations. All locations named by at least four interviewees are shown and the size of each word indicates the frequency with which it was named. Graphic created using https://www.wordclouds.com/.

Site improvements (Q16)

5.38 Nearly half of the interviewees (490 interviewees, 46%) were happy with the location they were visiting that day and did not suggest any changes, and an additional 37 interviewees (4%) were unsure. However, many interviewees did make suggestions about ways in which access could be improved, and these have been categorised into key themes in Figure 9.

5.39 The most common suggestions made by interviewees were regarding path maintenance/improvements (8% of interviewees), dog fouling or controls on dogs (7%) and changes to parking (6%). Responses within each of these categories were wide-ranging and often location-specific.

5.40 Topics that were raised frequently at particular survey points were:

- North Walney: concerns about coastal erosion and requests for better sea defences (31% of interviewees at that survey point);
- Grange over Sands: requests for the lido to be re-opened (31%);
- Arnside: requests for the beach car park to be resurfaced (28%);
- Pilling Sands: better maintenance of car park, including repairing potholes (27%);
- Bolton-le-Sands: requests for bins to be emptied more regularly (26%).

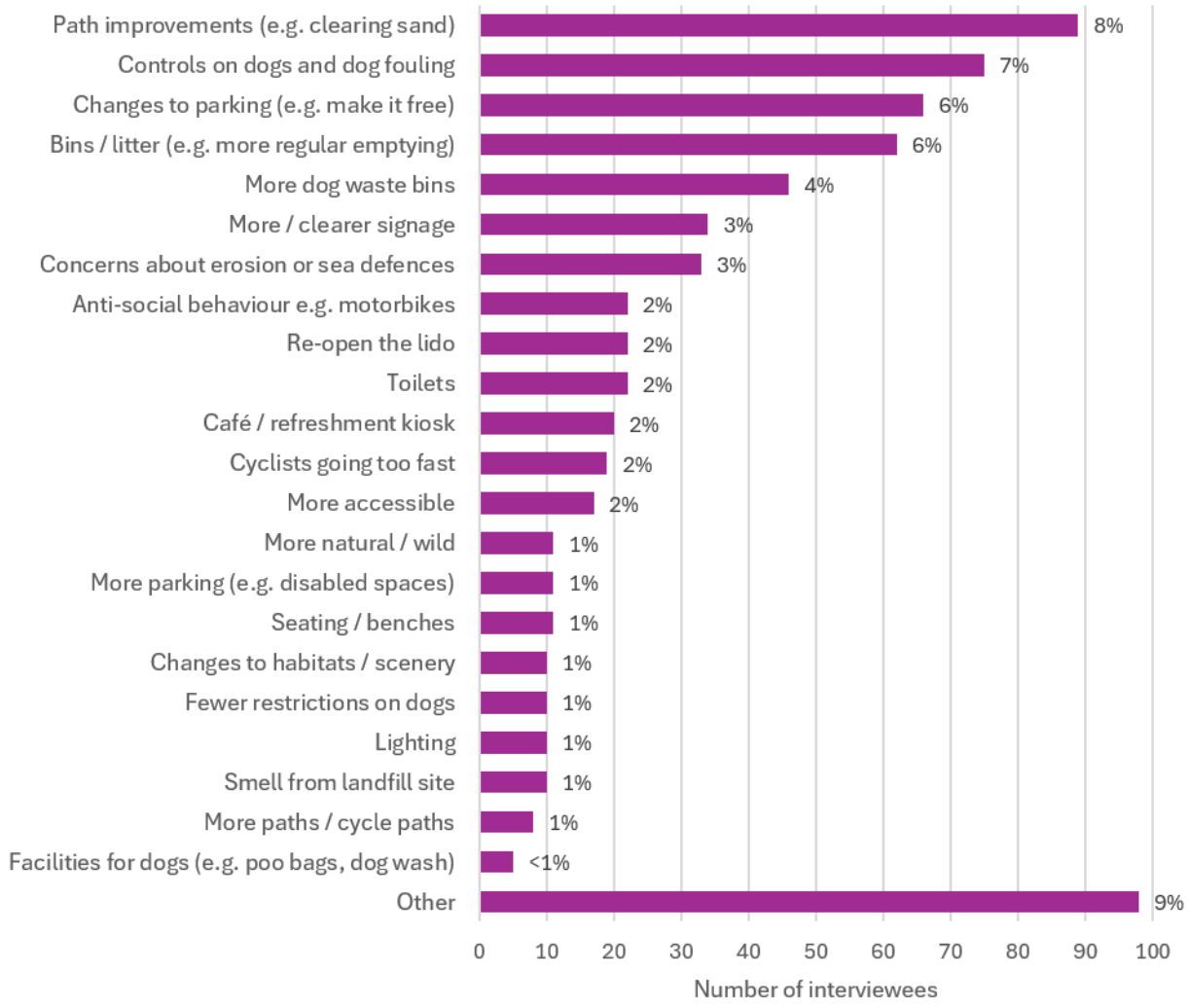


Figure 9: Suggestions made by interviewees for ways in which access could be improved (Q16). Interviewees were not prompted or shown any options. Common themes have been identified from free text responses.

Other comments or feedback (Q17)

5.41 Any additional comments made in response to Q17 that related to suggested improvement to access have been incorporated into the results of Q16. There were also many positive comments about how much they enjoy the area, describing it as 'lovely', 'beautiful', 'friendly' and 'clean'.

Visitor postcodes (Q18-20)

5.42 Full UK postcodes were collected for 994 interviewees (94%), and these have been plotted using GIS. Map 12 displays the interviewees' postcodes by visit type, which shows that most interviewees lived very close to the coast. Those

who were on holiday came from across the country, and there were also some people visiting for the day from nearby cities such as Preston and Manchester.

5.43 Postcodes are shown by main activity in Map 13. Those who were dog walking or walking tended to be fairly evenly distributed around the Bay, while those whose main activity was cycling or a family outing mostly originated from Lancaster or Morecambe.

5.44 Map 14 displays the interviewees' postcodes by the location that they were interviewed at, indicating that the majority of interviewees were visiting parts of the coast close to where they live.

5.45 The interviewees originated from 92 different local authority areas, although the majority were from Wyre (281 interviewees, 28%), Lancaster (280 interviewees, 28%) and Westmorland & Furness (209 interviewees, 21%). Local authorities with at least three interviewees are listed in Table 17.

Table 17: Number (%) of interviewees by local authority area. Only includes local authorities with at least four interviewees. Percentages are calculated using only those interviewees for whom we have full postcodes.

Local authority	Total
Wyre	281 (28%)
Lancaster	280 (28%)
Westmorland & Furness	209 (21%)
Blackpool	23 (2%)
Fylde	17 (2%)
North Yorkshire	10 (1%)
Wigan	9 (1%)
South Ribble	8 (1%)
Bolton	7 (1%)
Preston	7 (1%)
Chorley	7 (1%)
West Lancashire	5 (1%)
Calderdale	5 (1%)
Cheshire West and Chester	5 (1%)
Trafford	5 (1%)
Salford	4 (<1%)
Manchester	4 (<1%)
Tameside	4 (<1%)

5.46 The linear distance between each interviewee's home postcode and the survey point at which they were interviewed was calculated in GIS. Data are summarised for different groups of visitors in Table 18. Overall, half of the interviewees lived within a radius of 3.9 km, or 2.9 km if only those on a day trip or short visit from home are included (i.e. not those staying overnight away from home).

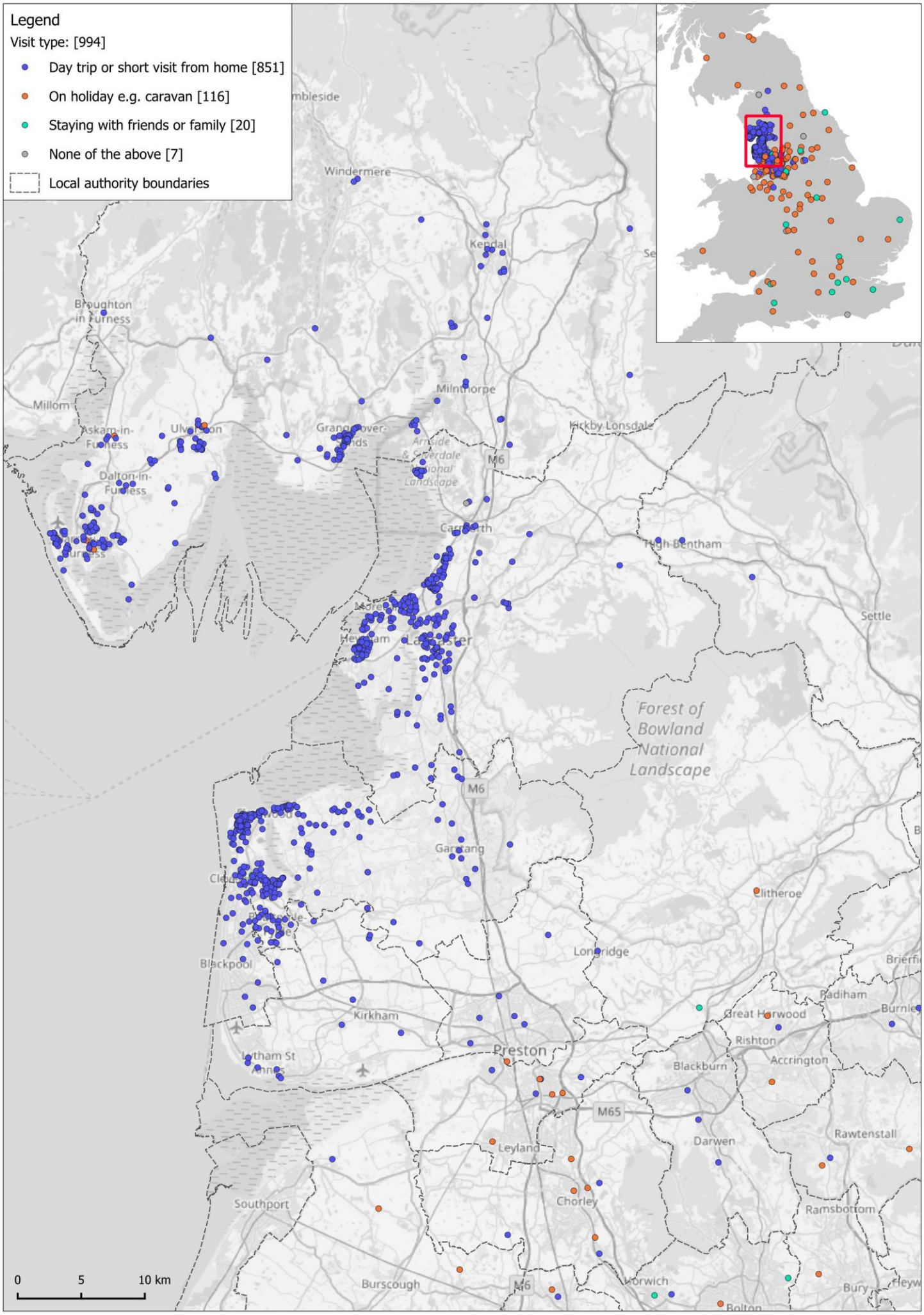
5.47 The median straight-line distance for those whose main activity was dog walking was 2.6 km and for those who were walking it was 6.0 km.

5.48 The distribution of postcodes varied by survey point, with interviewees at Knott End living closest, where half of the interviewees lived within a 0.6 km radius of the survey point. Perhaps unsurprising due to its remoteness, interviewees at South Walney had travelled furthest, with a median straight-line distance between home postcode and survey point of 50.1 km.

Table 18: Summary statistics for different groups of interviewees and the straight-line distance (km) between the survey point and their home postcode. N is the number of interviewees within each group who gave full UK postcodes, SE is the standard error of the mean and Q3 is the 75th percentile.

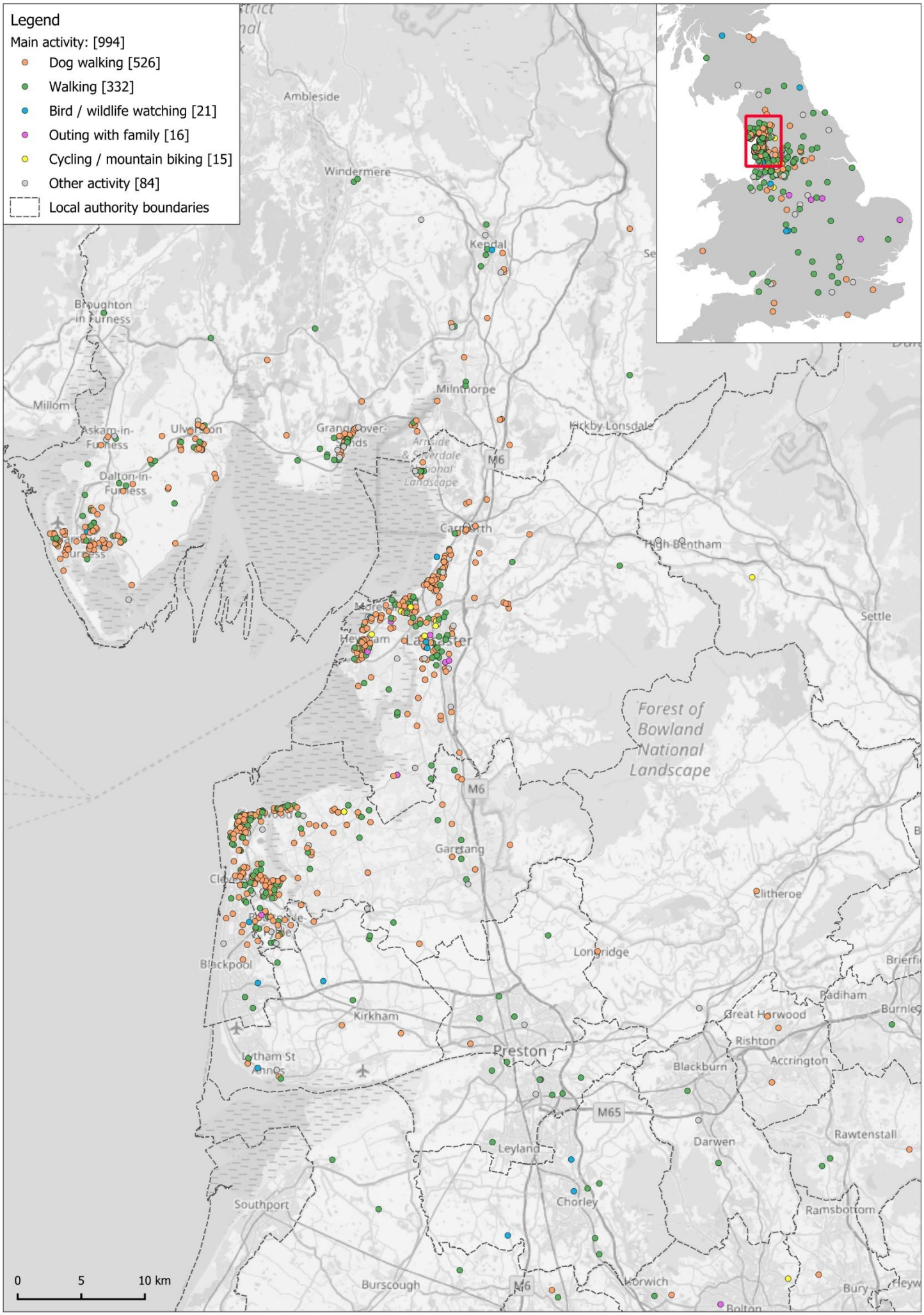
Category	N	Mean (± SE)	Range	Median	Q3
All interviewees	994	25.7 ± 1.9	0.0 - 402.1	3.9	13.7
Visit type: Day trip or short visit from home	851	7.5 ± 0.5	0.0 - 104.3	2.9	7.0
Visit type: On holiday e.g. caravan	116	124.4 ± 8.1	12.2 - 371.3	88.9	163.0
Visit type: Staying with friends or family	20	188.8 ± 29.4	5.0 - 385.4	155.6	335.9
Main activity: Dog walking	526	13.6 ± 1.9	0.1 - 402.1	2.6	6.4
Main activity: Walking	332	35.6 ± 3.6	0.0 - 349.3	6.0	43.8
Main activity: Bird/wildlife watching	21	60.2 ± 15.9	0.7 - 228.7	30.7	87.6
Main activity: Cycling/mountain biking	16	80.1 ± 26.8	2.2 - 329.5	20.2	153.3
Main activity: Outing with family	15	22.6 ± 7.5	1.6 - 93.9	6.3	50.8
Winter (18 survey points)	847	26.4 ± 2.1	0.0 - 402.1	3.8	14.1
1 - Sandscale Haws	37	55.5 ± 16.2	0.0 - 371.3	7.4	49.6
2 - North Walney	57	6.6 ± 2.3	0.1 - 121.8	2.2	4.0
5 - Bardsea	27	24.6 ± 13.0	0.2 - 349.3	4.2	12.0
6 - Grange over Sands	69	35.1 ± 8.5	0.1 - 343.0	2.3	20.0
7 - Arnside	24	32.9 ± 7.4	0.1 - 118.3	13.7	69.8
8 - Silverdale	44	58.9 ± 11.9	0.1 - 323.0	16.1	100.8
9 - Bolton-le-Sands	60	25.5 ± 9.3	0.2 - 357.6	3.4	7.9
10 - Hest Bank	82	19.8 ± 6.1	0.2 - 402.1	2.5	6.6
11 - Morecambe Seafront	54	56.4 ± 13.6	0.7 - 385.4	5.5	62.0
12 - Half Moon Bay	65	35.9 ± 7.8	0.2 - 293.2	7.0	53.7
13 - Potts Corner	13	47.9 ± 23.0	3.8 - 311.5	17.5	54.3
15 - Conder Green	40	22.8 ± 4.3	0.6 - 99.2	8.3	31.4
16 - Pilling Lanes End	36	7.6 ± 2.3	1.2 - 85.4	4.1	8.3
17 - Pilling Sands	29	16.3 ± 4.2	2.0 - 86.7	8.2	13.7
18 - Knott End	36	21.1 ± 10.3	0.0 - 329.5	0.6	5.1
19 - Wyre Estuary Country Park	64	2.5 ± 0.2	0.2 - 7.1	2.0	3.8
20 - Fleetwood	45	12.2 ± 3.2	0.2 - 107.8	5.7	9.4
21 - Rossall Point	65	18.2 ± 5.9	0.3 - 277.0	1.5	9.8
Spring (4 survey points)	147	21.7 ± 4.1	0.3 - 356.2	4.1	10.3
3 - South Walney	13	69.6 ± 17.3	7.0 - 180.5	50.1	124.1
4 - Foulney Island	20	35.6 ± 18.6	0.5 - 356.2	5.6	11.4
14 - Aldcliffe Marsh	37	9.0 ± 3.2	0.4 - 74.6	1.8	4.3
21 - Rossall Point	77	16.0 ± 4.8	0.3 - 324.8	2.0	8.9

Map 12: Home postcodes of interviewees, by visit type (Q1).



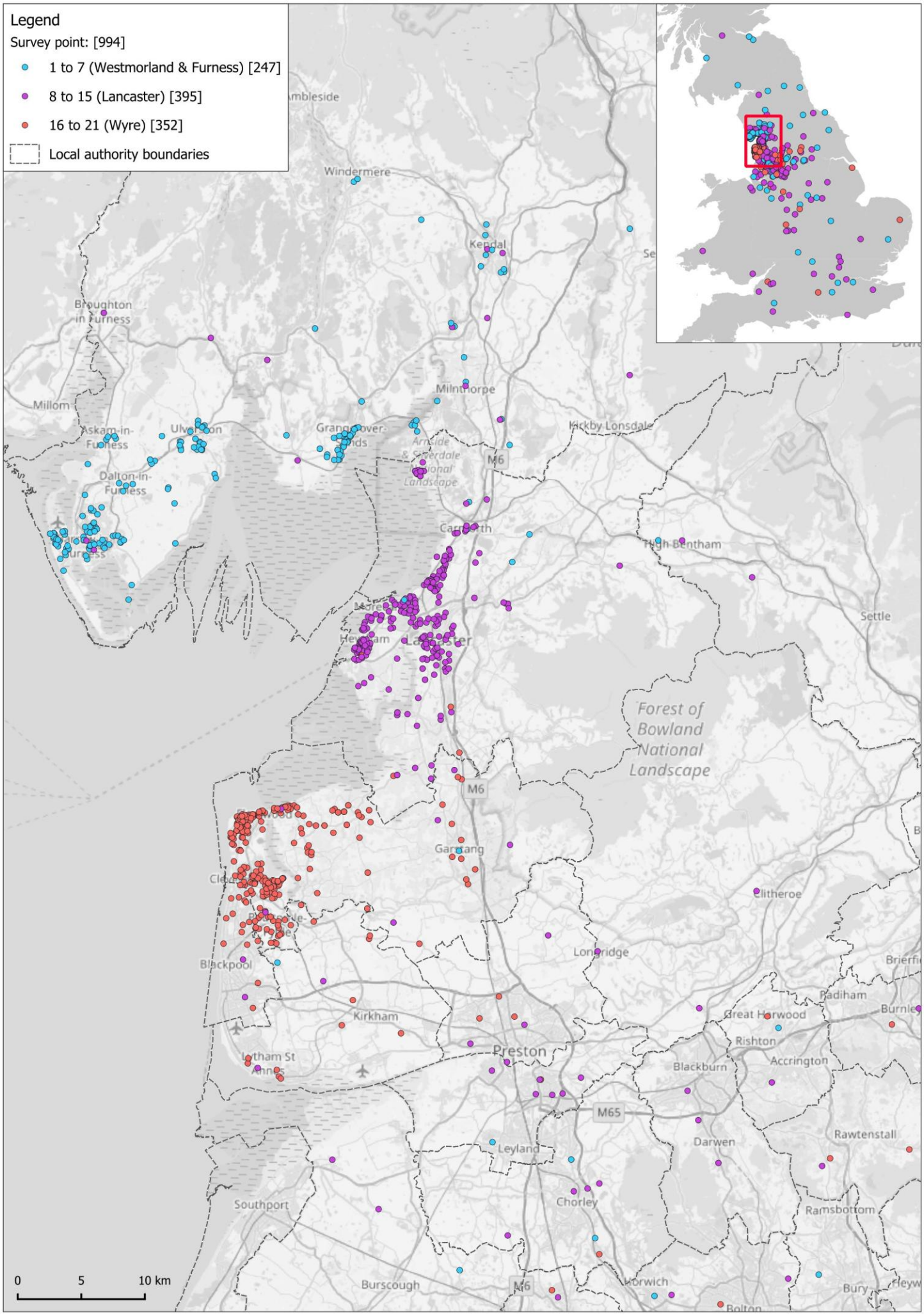
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Map 13: Home postcodes of interviewees, by main activity (Q2).



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Map 14: Home postcodes of interviewees, by survey location.



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6. Discussion

Key findings

6.1 The visitor survey provides an insight into recreational use of the coast around Morecambe Bay over the winter of 2025/26 and spring 2026. These times coincide with when the area is of particular importance for overwintering birds and breeding birds, respectively.

6.2 The results show that the area is popular for activities such as dog walking and walking, and that people are attracted to it for its scenery, convenience (i.e. close to home), to be by the sea and because it is a good place to bring their dog. Many interviewees were regular visitors, with over half visiting at least once a week and over two thirds visiting equally throughout the year.

6.3 Over half of the interviewees had at least one dog with them, and just under half of the dogs were off-lead at the time of the interview, although possibly more may have been off-lead during their walk.

6.4 The majority of interviewees were local residents, with half living within a 3.9 km radius of where they were interviewed. If those staying away from home overnight are excluded, then this figure reduces to 2.9 km (see Table 18).

6.5 From the vehicle counts it is possible to derive an approximate estimate of the number of people visiting Morecambe Bay at any given point in time, over the winter. The average of the two vehicle counts was 809 vehicles and the average group size per interviewed group who had travelled by car/van from the winter interviews was 1.8 (see Table 13). This gives a total of 1,447 people arriving by car/van. Adding in a proportional number of people arriving by other methods of transport and their corresponding average group sizes, gives an overall total of around 2,030 people.

6.6 Key metrics from the visitor survey are summarised in Table 19.

Table 19: Selected metrics from the visitor survey.

Metric	Result
Month(s)	Oct-Feb; Apr
Number of survey points	21
Number of survey days	44
Number of interviews	1,056
Tally data: mean number of people per group*	1.6
Tally data: mean number of dogs per group*	0.8
Tally data: mean number of people per hour*	16
% Interviewees on a day trip or short visit from home	85%
% Interviewees with main activity of dog walking	53%
% Interviewees with main activity of walking	33%
% Interviewees visiting daily	23%
% Interviewees on their first visit (in past 12 months)	12%
Median route length during visit (km)	2.8 km
Median distance from home postcode to survey point (km)	3.9 km
Median distance from home postcode to survey point (km) – for those on a day trip or short visit from home	2.9 km
75th percentile distance from home postcode to survey point (km)	13.7 km
75th percentile distance from home postcode to survey point (km) – for those on a day trip or short visit from home	7.0 km

* These figures include anyone passing the survey point, regardless of direction.

Limitations

6.7 The data represent a snapshot of visitor use over 44 days of interview fieldwork and 2 vehicle counts, and visitor patterns could have been affected by the weather or other factors outside of our control. Some people, such as runners and cyclists are less likely to stop for interview, and so may be under-represented in the interview data. However, every effort was made to interview a random sample of visitors. The group composition was similar between the tally counts and the interviews (an average of 1.6 people and 0.8 dogs per group in the tally counts and 1.7 people and 0.8 dogs in the interviewed groups).

6.8 The route data capture where the interviewee indicated they had walked or planned to walk, with reference to a printed map. However, in areas such as sand dunes it can be difficult to map this accurately. It is also important to note that the route doesn't necessarily capture the route of a dog (i.e. someone may walk on the beach while the dog runs onto the intertidal), all members of the party or small deviations (e.g. to investigate something seen while walking).

Implications

6.9 The results from the visitor survey can be used to identify where new housing might lead to increased access in sensitive locations and trigger likely significant effects on site integrity. The 75th percentile of the straight-line distance between each interviewee's postcode and the survey point where they were interviewed provides a good indication of where most use originates (Liley, Panter and Chapman, 2021). This can either be derived using all of the data (giving a figure of 13.7 km), or, when there are large numbers of tourists, by filtering for just those on a day trip or short visit from home (giving 7.0 km). The median and 75th percentile distances for those interviewees on a day trip or short visit from home are shown as buffer lines around the European site in Map 15.

6.10 The visitor survey can also help to inform what type of mitigation measures are required and where – for example, by looking at the route data in more detail to explore the overlap between where large numbers of people (and dogs) use parts of the shore where overwintering birds may be feeding or roosting. The route data show where people also use inland routes and paths away from the shoreline, which may provide opportunities to deflect visitors away from sensitive locations. The information on why visitors choose particular locations, what activities they undertake and what changes they would like to see all help inform what steps might be relevant to influence or modify visitor behaviour. The postcode data on the origins of visitors and information on where else they go highlights where greenspace can have a role in deflecting use. Although many of the alternative sites named in Q14 and Q15 were other parts of the Morecambe Bay coastline, the responses to Q9 indicate that although the scenery and being close to the sea were important, there are also other factors that appeal to visitors such as it being close to where they live and being a suitable place to bring their dog.

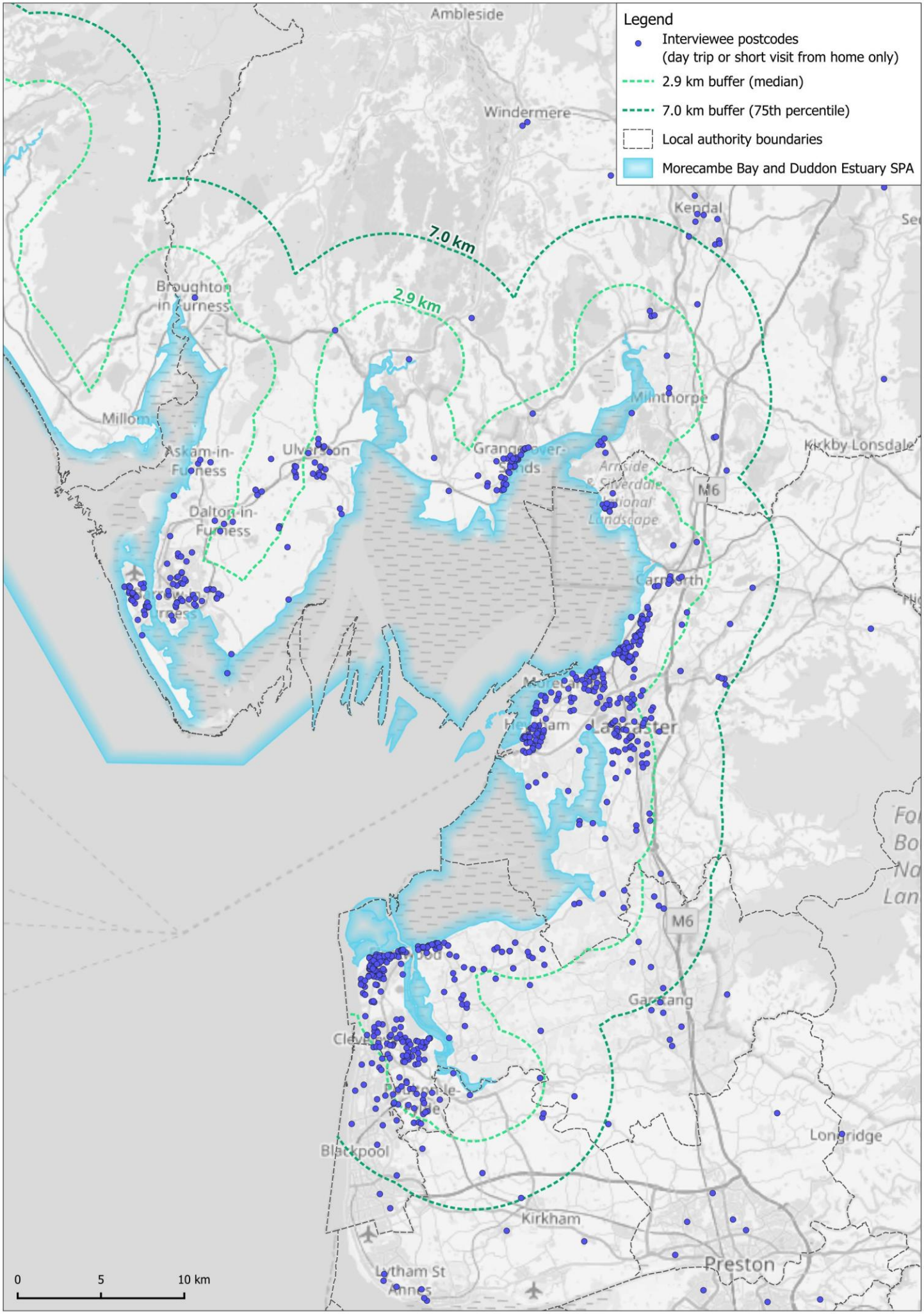
6.11 Overlaying visitor data with ecological data is beyond the scope of this report. To understand recreation impacts in more detail, it will be necessary to identify sensitive locations, for example key areas for roosting, breeding and feeding birds, habitats vulnerable to trampling or areas where contamination (e.g. from dog fouling) is a risk. While dated, bird disturbance surveys have been conducted around the Morecambe Bay area (Liley *et al.*, 2015).

6.12 In terms of impacts from recreation associated with new housing, it will be important to understand the likely change in housing and the distribution of new development. The visitor survey results provide the context to indicate where housing might lead to changes in recreation use and in turn this can then be related to ecological sensitivities.

6.13 It should be noted that the visitor survey covered a wide range of locations with different characteristics and access infrastructure. This included promenades (e.g. Grange over Sands, Fleetwood), sandy beaches (e.g. Sandscale Haws), saltmarsh (e.g. Bolton-le-Sands), cycle routes (e.g. Aldcliffe Marsh) and nature reserves with managed access (e.g. South Walney). Any on-site mitigation measures will need to be tailored to the particular access patterns and sensitivities of different parts of the Bay.

6.14 While only 2 parking counts were conducted, these provide a site-wide count of vehicles and show the use across the whole of the Bay. It is interesting to note that car park capacity does not appear to be limiting recreation use as there was much unused capacity across the car parks on each count. This may provide further opportunities for mitigation through changing the parking infrastructure and where people can park and how long for.

Map 15: Median and 75th percentile straight-line distance from home postcode to survey point, for those interviewees who were on a day trip or short visit from home only, drawn as a buffer around the SPA.



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Liley, D. *et al.* (2015) *Morecambe Bay Bird Disturbance and Access Management Report*. 193. Unpublished report by Footprint Ecology for the Morecambe Bay Partnership.

Liley, D., Panter, C. and Chapman, C. (2021) 'Zones of influence for strategic housing growth and recreation impacts: review and best practice', *Habitats Regulations Assessment Journal*, (16), pp. 20–22.

Appendix 1: Questionnaire



Good morning/afternoon. I am conducting a visitor survey on behalf of the local authorities to find out how people use this area for recreation. Can you spare me a few minutes please?

Q1 ...

- ◯ **Are you on a day trip/short visit and have travelled directly from your home today**... *if no*
- ◯ **Are you on a short trip/short visit & staying away from home with friends or family** ... *if no*
- ◯ **Are you staying away from home, e.g. second home, mobile home or on holiday**
- ◯ If none of the above, **How would you describe your visit today?**

Further details

Q2 **What is the main activity you are undertaking today?** *Tick closest answer. Do not prompt. Single response only. Record any additional activities on the next page (Q3).*

- ◯ Dog walking
- ◯ Walking
- ◯ Jogging / running
- ◯ Outing with family
- ◯ Cycling / mountain biking
- ◯ Bird / wildlife watching
- ◯ Photography
- ◯ Meeting up with friends
- ◯ Visiting cafe / restaurant / pub
- ◯ Picnic
- ◯ Horse riding
- ◯ Other, please detail:

Further details

Q3 **Are there any other activities that you (or members of your group) are doing whilst you are here today?** *Tick all that apply. Do not prompt. Leave blank if not applicable.*

- [ ] Dog walking
- [ ] Walking
- [ ] Jogging / running
- [ ] Outing with family
- [ ] Cycling / mountain biking
- [ ] Bird / wildlife watching
- [ ] Photography
- [ ] Meeting up with friends
- [ ] Visiting cafe / restaurant / pub
- [ ] Picnic
- [ ] Horse riding
- [ ] Other, please detail:

Further details

Q4 **Over the past year, roughly how often have you visited this location?** *Tick closest answer, single response only. Only prompt if interviewee struggles.*

- ○ Daily
- ○ Most days (180+ visits)
- ○ 1 to 3 times a week (40-180 visits)
- ○ 2 to 3 times per month (15-40 visits)
- ○ Once a month (6-15 visits)
- ○ Less than once a month (2-5 visits)
- ○ First visit / haven't visited in past year
- ○ Don't know
- ○ Other, please detail

Further details:

Q5 **How long have you spent / will you spend here today?** *Single response only. Do not prompt.*

- ○ Less than 30 minutes
- ○ Between 30 minutes and 1 hour
- ○ 1 to 2 hours
- ○ 2 to 3 hours
- ○ 3 to 4 hours
- ○ More than 4 hours
- ○ Don't know

Further details:

Q6 **Do you tend to visit this location at a certain time of day?** *Tick closest answers. Multiple answers ok. Do not prompt.*

- [ ] Early morning (before 9am)
- [ ] Late morning (between 9am and 12pm)
- [ ] Early afternoon (between 12pm and 2pm)
- [ ] Late afternoon (between 2pm and 4pm)
- [ ] Evening (after 4pm)
- [ ] Varies / Don't know
- [ ] First visit

Q7 **Do you tend to visit this location more at a particular time of year for [***insert given activity***]?** *Multiple answers ok. Do not prompt.*

- [ ] Spring (Mar-May)
- [ ] Summer (Jun-Aug)
- [ ] Autumn (Sept-Nov)
- [ ] Winter (Dec-Feb)
- [ ] Equally all year
- [ ] Don't know
- [ ] First visit

Q8 **How did you get here today?** *If necessary prompt with:* **What forms of transport did you use?** *Multiple response possible - e.g. train and bicycle.*

- [ ] Car / van
- [ ] On foot
- [ ] Bicycle
- [ ] Bus
- [ ] Train
- [ ] Motorbike
- [ ] Other, please detail

Further details:

Q9 **Why did you choose to visit this specific location today, rather than somewhere else?** *Tick all responses given. Do not prompt, tick closest answers.*

- [ ] Don't know / others in party chose
- [ ] Close to home
- [ ] No need to use car
- [ ] Quick / easy travel route
- [ ] Good / easy parking
- [ ] Particular facilities
- [ ] Refreshments / cafe / pub
- [ ] Choice of routes
- [ ] Away from roads/traffic
- [ ] Feels safe here
- [ ] Not many people
- [ ] Scenery / variety of views
- [ ] Rural feel / wild landscape
- [ ] To be by the sea
- [ ] Particular wildlife interest (e.g. birds, plants)
- [ ] Particular historic or cultural interest
- [ ] Habit / familiarity
- [ ] Good for dog / dog enjoys it
- [ ] Ability to let dog off lead
- [ ] Appropriate place for activity
- [ ] Suitability of area in given weather conditions
- [ ] For a change / variety
- [ ] Other, please detail

Further details:

Q10 **Which of those reasons would you say had the most influence over your choice of location to visit today?** *Single choice, tick their main reason only. List is based on their answers to Q9.*

- ◯ Don't know / others in party chose
- ◯ Close to home
- ◯ No need to use car
- ◯ Quick / easy travel route
- ◯ Good / easy parking
- ◯ Particular facilities
- ◯ Refreshments / cafe / pub
- ◯ Choice of routes
- ◯ Away from roads/traffic
- ◯ Feels safe here
- ◯ Not many people
- ◯ Scenery / variety of views
- ◯ Rural feel / wild landscape
- ◯ To be by the sea
- ◯ Particular wildlife interest (e.g. birds, plants)
- ◯ Particular historic or cultural interest
- ◯ Habit / familiarity
- ◯ Good for dog / dog enjoys it
- ◯ Ability to let dog off lead
- ◯ Appropriate place for activity
- ◯ Suitability of area in given weather conditions
- ◯ For a change / variety
- ◯ Other reason (Further details:)

Q11 **Now I'd like to ask you about your route today. Looking at the area shown on this map, can you show me where you started your visit today, the finish point and your route please.** *Ask questions to ensure route is accurately documented. Use **P** to indicate where the visitor parked (if applicable), **E** to indicate where they started and **X** to indicate where they finished. Mark the route with a solid line for the route already taken and a dotted line for the expected or remaining route, with arrows to indicate the direction.*

Enter the map reference below, or write 'no map' with a brief reason if no route map completed.

Q12 **Is / was your route today the normal length when you visit here for [***insert given activity***]?** *Tick closest answer, do not prompt. Single response only.*

- ◯ Yes, normal
- ◯ Much longer than normal
- ◯ Much shorter than normal
- ◯ Not sure / no typical visit
- ◯ First visit

Q13 **What, if anything, influenced your choice of route here today?** *Tick closest answers, do not prompt. Multiple responses ok.*

- ☐ Weather
- ☐ Tide
- ☐ Daylight
- ☐ Time
- ☐ Habit / usual route
- ☐ Other users (avoiding crowds, other dogs etc.)
- ☐ Group members (e.g. kids, less able)
- ☐ Avoiding muddy tracks / paths
- ☐ Followed a marked trail - PLEASE NAME
- ☐ Location of cafe/restaurant/pub
- ☐ Activity undertaken (e.g. presence of dog)
- ☐ Birds / wildlife
- ☐ Followed their dog
- ☐ App / website / book - PLEASE NAME
- ☐ Viewpoint / feature
- ☐ Just wandering/exploring
- ☐ Other, please detail

Further details:

Q14 **Where would you have visited today for [given activity] if you could not have visited here?** *Do not prompt. Ask for spelling if necessary.*

- ◯ Nowhere / wouldn't have visited anywhere
- ◯ Not sure / don't know
- ◯ Alternative site:

Q15 **Can you tell me the name of up to 2 other locations that you also visit for [*given activity*]?** *Do not prompt. Ask for spellings if necessary.*

1st site name:

2nd site name:

Q16 **Are there any changes you would like to see here with regards to how this area is managed for access?** *Do not give options or prompt. Tick closest option(s).*

- [ ] No changes / leave as is
- [ ] More parking
- [ ] Better parking
- [ ] More paths
- [ ] Better / surfaced paths
- [ ] More bins / less litter
- [ ] More dog waste bins
- [ ] Controls on dogs and dog fouling
- [ ] Facilities for dogs (e.g. training areas, washing facilities)
- [ ] More accessible
- [ ] Seating / benches
- [ ] Toilets
- [ ] Cafe
- [ ] Changes to habitats / scenery
- [ ] More natural / wild
- [ ] Not sure / don't know
- [ ] Other, please detail below

Further details:

Q17 **Do you have any further comments or general feedback about your visit and access to this area?**

Q18 **Finally, to identify how far people have travelled, what is your full home postcode?** *This is an important piece of information, please make every effort to record correctly. If necessary, reassure them that we don't want their full address, and it will only be used to work out where people are coming from.*

Q19 *If visitor is unable or refuses to give postcode:* **What is the name of the town or area where you live?**

Q20 *If visitor is on holiday ask:* **Which town / area are you staying in?**

That is the end. Thank you very much indeed for your time.

TO BE COMPLETED AFTER INTERVIEW FINISHED.

Q21 Survey location:

- ○ 1 - Sandscale Haws
- ○ 2 - North Walney
- ○ 3 - South Walney
- ○ 4 - Foulney Island
- ○ 5 - Bardsea
- ○ 6 - Grange over Sands
- ○ 7 - Arnside
- ○ 8 - Silverdale
- ○ 9 - Bolton-le-Sands
- ○ 10 - Hest Bank
- ○ 11 - Morecambe Seafront
- ○ 12 - Half Moon Bay
- ○ 13 - Potts Corner
- ○ 14 - Aldcliffe Marsh
- ○ 15 - Conder Green
- ○ 16 - Pilling Lanes End
- ○ 17 - Pilling Sands
- ○ 18 - Knott End
- ○ 19 - Wyre Estuary Country Park
- ○ 20 - Fleetwood
- ○ 21 - Rossall Point

Number of people in group (including minors)	
Number of minors in group (under 18s)	
Number of dogs with group	
Number of dogs with group seen off lead	

Q22 **Did the interviewee appear to be part of an organised group e.g. a walking group?**

- ☐ Yes, interviewee part of an organised group

Q23 **Did the interviewee struggle with answering questions because English was not their first language?** *Tick if you feel this may have influenced their responses.*

- ☐ Yes, interviewee struggled because English was not their first language

Q24 **Surveyor comments**. *Note anything that may be relevant to the survey, including any changes to the survey entry that are necessary, e.g. typos/mistakes/changes to answers/additional information.*

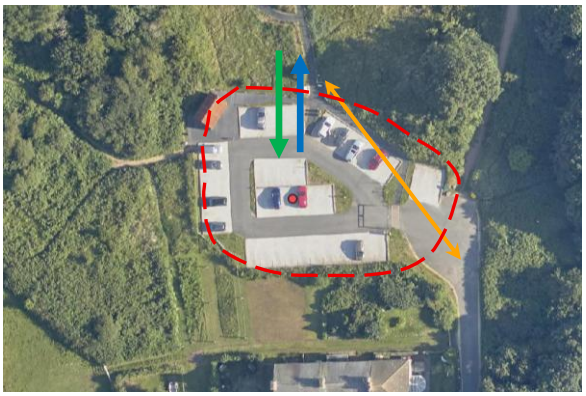
Appendix 2: Instructions for surveyors on how to carry out the tally counts

Blue arrows = entering; green arrows = leaving; orange arrows = passing through

1 - Sandscale Haws

Roam the car park and interview anyone seen. Use the perimeter of the car park to count people entering or leaving the site. If anyone is walking through, then count them as passing.





2 - North Walney

Use the end of the road as a line to count people entering/leaving. No passing tally.





3 - South Walney

Use the perimeter of the car park to count people entering/leaving. If anyone walks in from the road then count them as passing.

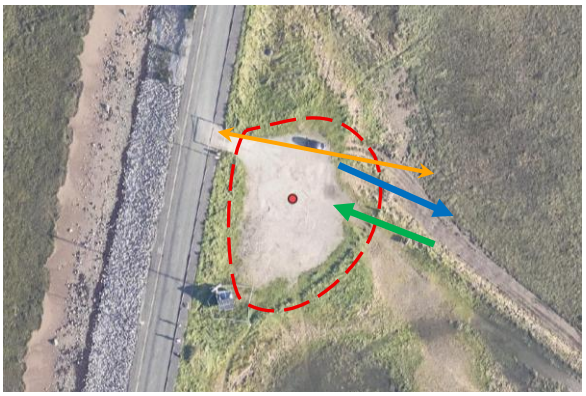




4 - Foulney Island

Use the perimeter of the car park to count people entering/leaving. If anyone walks in from the road then count them as passing.

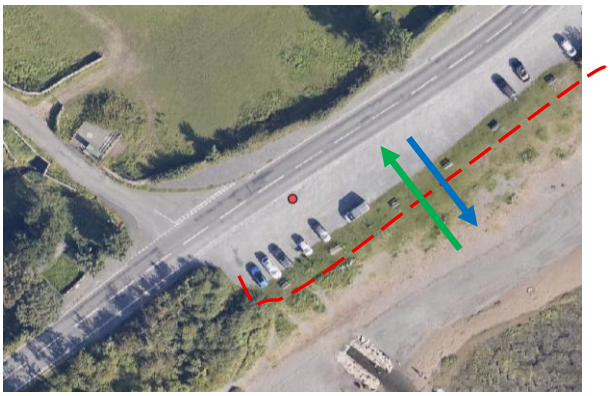




5 - Bardsea

Use the front edge of the car park to count people entering (towards the shore) or leaving (towards the car park). No passing tally. Roam back and forth as necessary.

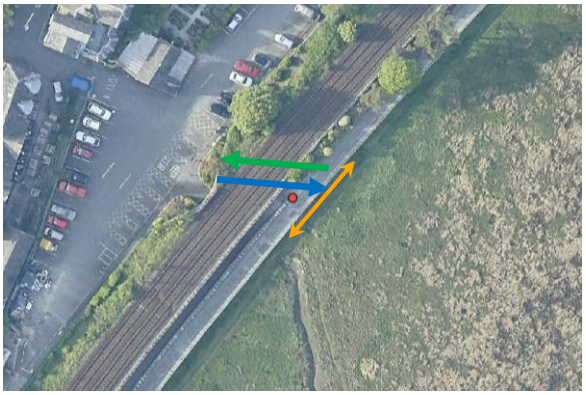




6 - Grange over Sands

Park in Main Street car park and walk through the underpass to the prom. Stand on the prom at the north end of the underpass to count people entering/leaving, or passing if they are staying on the prom.





7 - Arnside Beach

Count people going through the gateway (flood gate 5) as entering (towards the beach/footpath) or leaving (towards the road/pavement). Count anyone walking past on the footpath (behind the wall) as passing through.





8 - Silverdale

Use the end of the ramp leading to the beach to count people entering/leaving – either by vehicle (when they get out) or on foot. No passing tally.





9 - Bolton-le-Sands

Use the front edge of the car park to count people entering (i.e. towards the shore) or leaving (towards the car park). You may need to roam a little here. Count anyone staying on the road as passing.





10 - Hest Bank

For the tallies, use the dotted line to count people entering (onto the grass/foreshore/ further up the road) or leaving (towards the car park/café). Count anyone on the grass (close to the survey point) as passing. You may need to roam a little here to interview people.

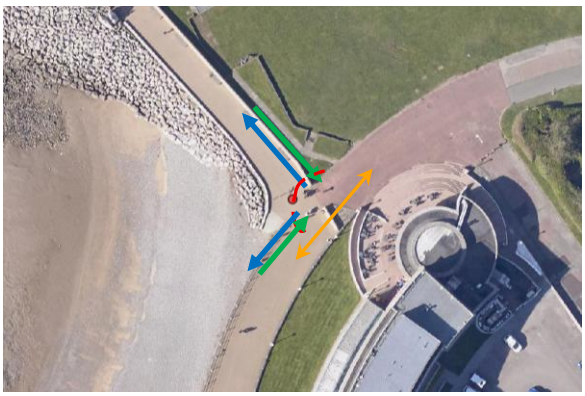




11 - Morecambe Seafront

Count anyone going towards Stone Jetty or down the slipway as entering, and those going in the direction of Midland Hotel as leaving. Anyone else can be counted as passing.





12 - Half Moon Bay

Stand on the path next to the lifebelt, near Half Moon Bay Café. Count those heading north as entering and those heading south as leaving. No passing tally.





13 - Potts Corner

Use the perimeter of the car park to count people entering/leaving, and anyone walking past on the track as 'passing'.





14 - Aldcliffe Marsh

Stand where the cycle lane meets Aldcliffe Hall Lane. Count people entering/leaving the marsh via the gate, and anyone else on the cycle path or lane as passing.





15 - Conder Green

Use the perimeter of the car park (from the entrance to the toilet block) to count people entering/leaving. Count anyone else as passing.





16 - Pilling Lanes End

Use the perimeter of the far car park to count people entering/leaving, and anyone else as passing through.





17 - Pilling Sands

Use the slipway to count people entering/leaving and anyone walking through the car park as passing. Roam as needed to interview people.

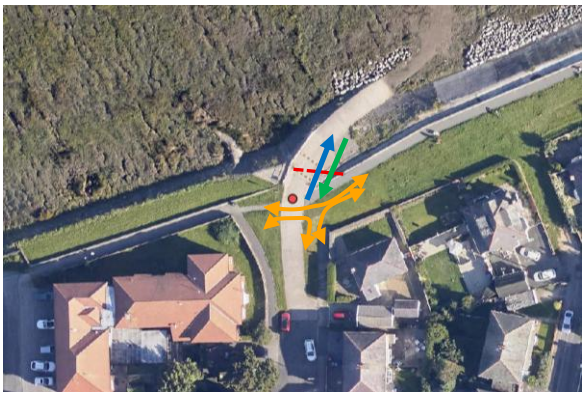




18 - Knott End

Use the slipway to count people entering/leaving and anyone else on the prom as passing.





19 - Wyre Estuary Country Park

Count people going onto the footpath (or slipway) as entering and those heading back to the car park as leaving. No passing tally. Roam the car park as needed to interview people.





20 - Fleetwood

Use entrance from prom to Marine Hall car park to count those entering/leaving, all others using the prom as 'passing'.





21 - Rossall Point

Use the main path between the car park and the prom to count people entering/leaving, and anyone else on the prom as passing.



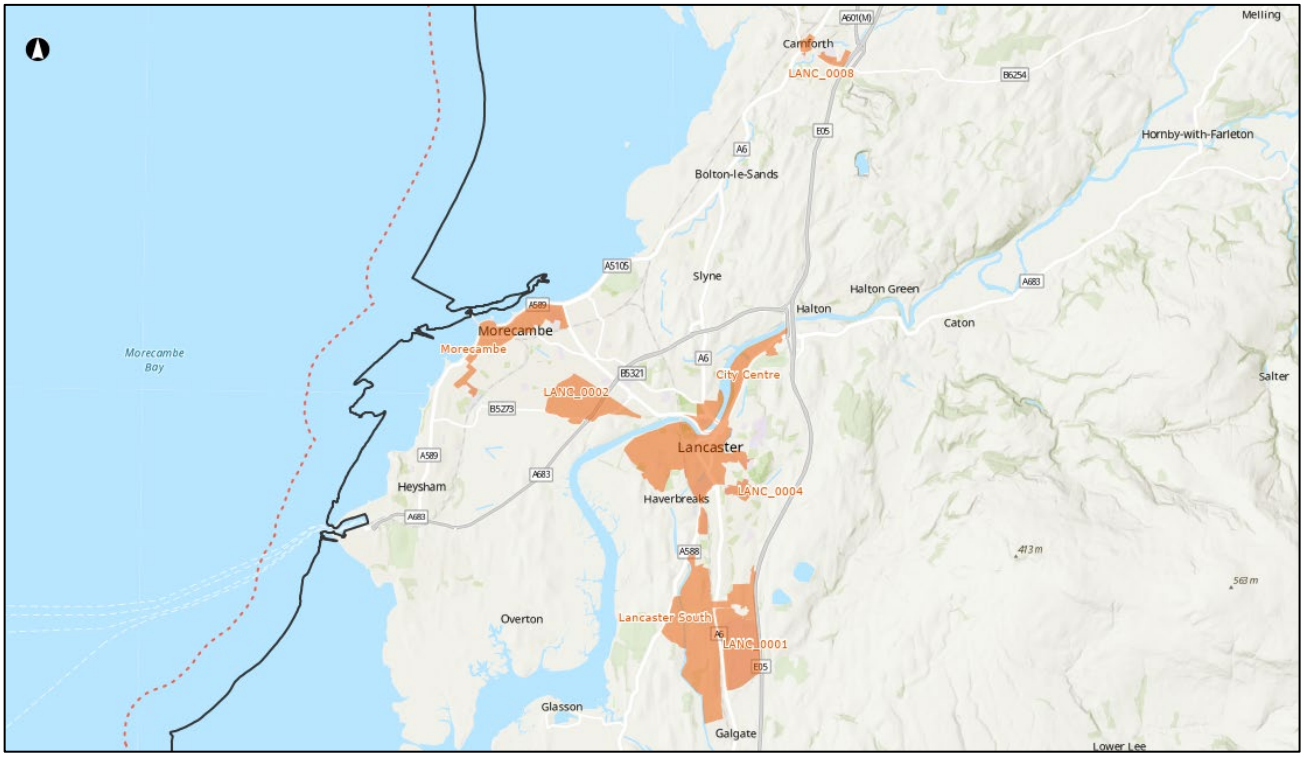


Department for Energy Security & Net Zero

Lancaster

Heat Network Zoning

Zone Opportunity Report



June 2025

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Executive Summary



About Lancaster: Lancaster City Council is the local authority for the district which includes Lancaster and Morecambe. The district is part of a two-tier local government system. Lancashire County Council is the upper tier authority.



Local Energy Policy: Lancaster declared a climate emergency in 2019. The council's climate plans include building decarbonisation, local energy, and sustainable transport. The Local Area Energy Plan has a net zero target of 2040.



Existing heat networks: Lancaster has three operational campus heat networks at the University of Lancaster, the University of Cumbria Lancaster Campus, and The Royal Lancaster Infirmary Hospital.



Zones identified: Seven potential heat network zones were identified, with three considered strategic zones. The total annual heat demand for all buildings potentially required to connect within the seven zones is around 175GWh/yr.



Strategic heat network zones: The overall heat demand for all buildings potentially required to connect within strategic zones is around 125GWh/yr.



Key heat demands: The total annual heat demand for buildings connected to the initial zone opportunities identified is 100GWh/yr. Some of the largest buildings include the Royal Lancaster Infirmary Hospital and Standfast & Barracks.



Key heat sources: Potential heat sources include heat recovery from wastewater treatment works and ground source heat pumps.



Estimated CapEx: The estimated capital expenditure for the full rollout of heat networks within identified zones is over £200m, of which the initial zone opportunities amount to approximately £125m.

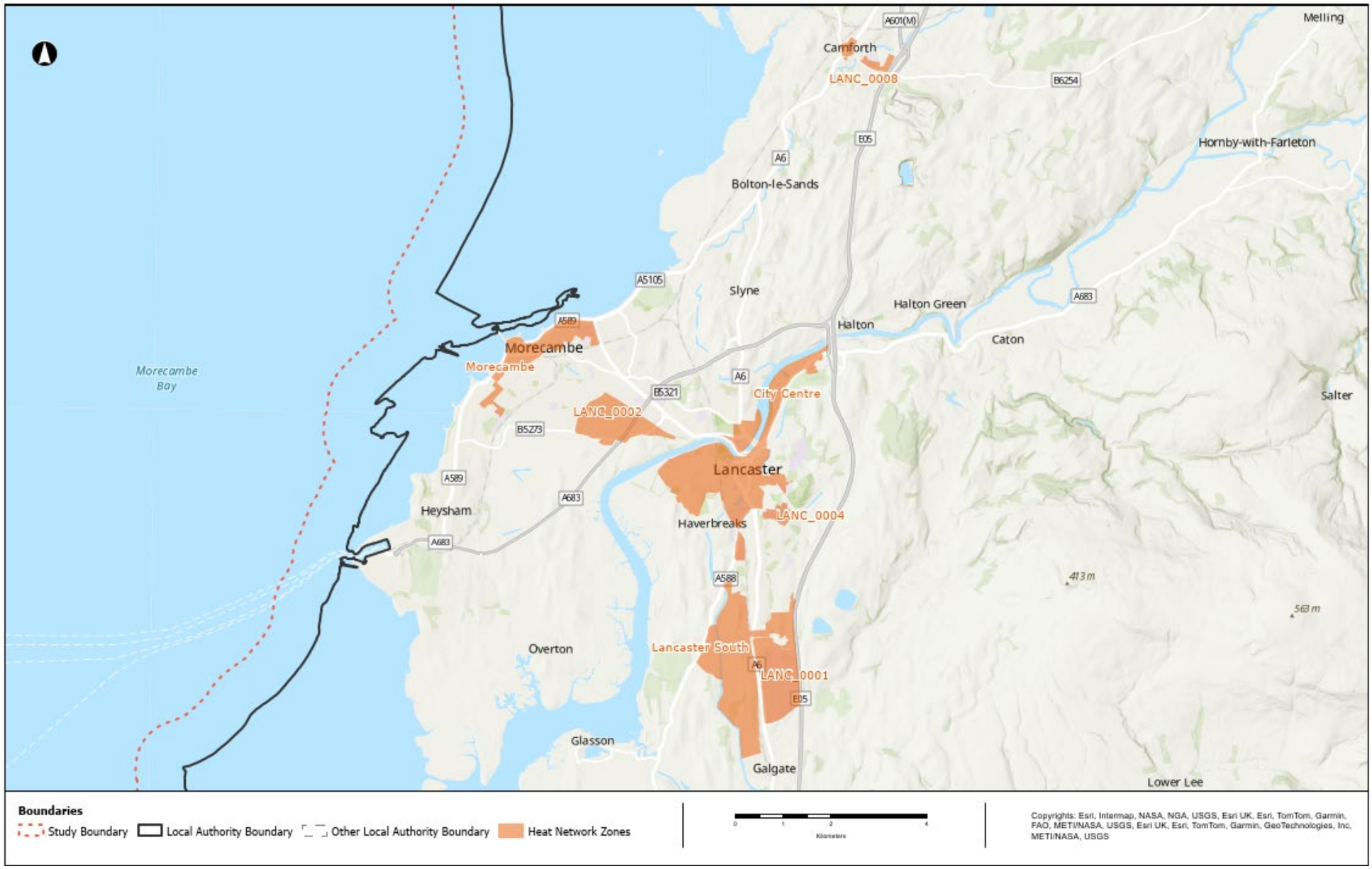


Other heat network zones: Smaller heat network zones include areas such as the University of Cumbria (which has an existing heat network) and the White Lund Industrial Estate.



Carbon savings: The initial zone opportunities identified could deliver carbon savings of over 14ktCO_{2e} annually.

Figure 1: Overview of Heat Network Zones in Lancaster



1) Introduction

Heat networks will play a crucial role in decarbonising heat in buildings. Heat networks take heating, cooling or hot water from a central source(s) and deliver it to a variety of premises such as public buildings, shops, offices, hospitals, universities, and homes. They are also an important part of securing the UK's energy independence through local, low carbon heat sources and reducing the cost of living through efficient, affordable heating in densely populated areas. Analysis shows that heat networks could provide about 20% of total heat by 2050. They currently provide about 3%.

The Department for Energy Security and Net Zero (DESNZ) is enabling the development of heat network infrastructure through a range of targeted funding, policy and legislative support to de-risk projects and attract investment. The Energy Act 2023 establishes the regulatory framework for heat networks in Great Britain and provides powers to introduce heat network zoning in England through secondary legislation. A heat network zone (HNZ) is a formally designated geographical area in England where heat networks are expected to provide the lowest-cost solution for decarbonising heating.

Under heat network zoning, central and local government will work with industry and local stakeholders to identify and designate areas of England where heat networks are expected to be the lowest-cost solution to decarbonising heat. Heat network zoning will be essential to speeding up the development of new heat networks and we hope to catalyse growth where it's most needed.

Heat network zoning will significantly increase private sector investment in the sector by removing the barriers which currently limit the pace of developing large scale heat networks. It will also give local communities the tools to accelerate the development of heat networks in their own areas and ensure that more homes and businesses can have access to greener, cheaper heat. It also has the potential to create tens of thousands of jobs across the country.

This report shows the Pilot programme outputs for Lancaster and is intended to showcase potential heat network zones in the district. The report indicates the heat network investment opportunity at a city scale, the potential location of heat network zones, and key opportunities for initial heat network development within those potential zones

Please note that all information presented in this report, including the location of identified heat network zones, is subject to change. These are the findings of Pilot programme that were developed alongside the emerging Heat Network Zoning policy and therefore reflect our understanding at a moment in time. As the methodology improves, we will update these reports to improve our understanding of how heat network zoning may be rolled out in each area. Any potential zones that are identified fully, or partly, in an adjacent local authority area will need to be discussed further once local zone co-ordinators are established.

Heat Network Zoning Pilot Methodology

Heat network zones will be identified using a standardised national zoning methodology[1]. The Heat Network Zoning Pilot Programme (hereafter Pilot programme) set out to develop a process to identify potential zones in a consistent and standardised manner across a range of towns and cities in England. The programme was fully funded and led by DESNZ, working alongside 28 Local Authorities, and multiple consultancy firms, to develop and test this approach at a local level. As such the final outputs are supported by each Local Authority but do not reflect an approved, endorsed, or adopted position on how zones may be delivered.

Lessons from the Pilot have been used to inform the development of the Heat Network Zoning policy. This includes improvements to the identification approach itself, but also wider policy design relating to the number and size of potential zones; existing heat networks; and the impacts of the policy on a range of stakeholders. Once the response to the heat network zoning consultation is published, we will update the methodology to reflect the final policy position.

The key concepts, definitions and complementary workstreams relevant to this report are introduced below. For a fuller description of the Heat Network Zoning policy, and up to date information regarding its implementation, please visit https://www.gov.uk/government/collections/heat-network-zoning.

Heat Network Zone Identification

Heat network zones will be identified using a standardised national zoning methodology. The December 2023 consultation on Heat Network Zoning proposes that the methodology will consist of two stages:

1. a national mapping exercise (using a data-led spatial energy model – the National Zoning Model, (or NZM), to identify indicative heat network zones across England;
2. a refinement stage where relevant local stakeholders will input to the review and refinement of potential heat network zones prior to formal designation.

For the purposes of this study, indicative heat network zones have been identified using a prototype version of the NZM. These indicative zones were then refined by technical consultants with input from local stakeholders. The NZM outputs are already of considerably higher quality than those shared for this work and therefore these reports will improve over time.

This study split heat network zones into two different categories. These are **'strategic'** zones – the largest zones which are generally seen as strategically significant to developing heat networks in an area; and **'other'** zones – which are generally smaller and discrete. These are terms specific to the Pilot programme and the report focuses primarily on the strategic zones.

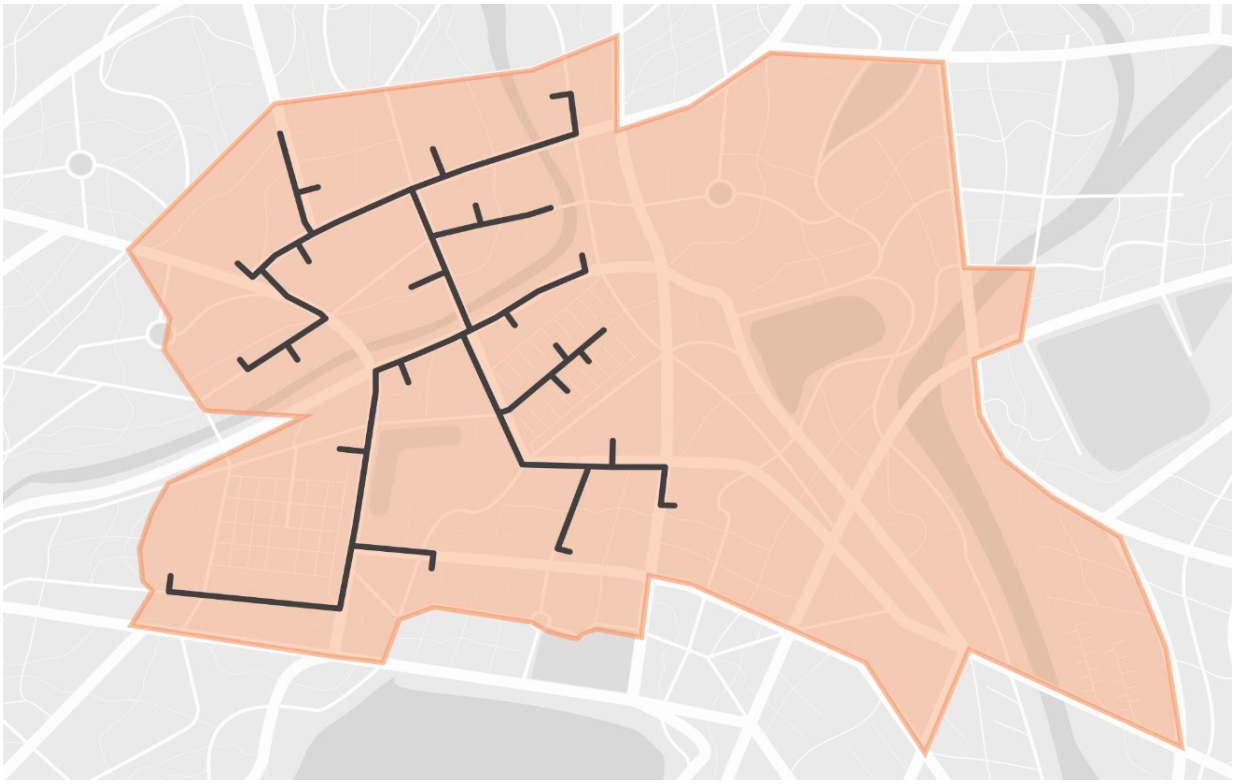
[1] More information can be found in the Heat Network Zoning Methodology Statements (Appendix 3, 4 & 5)

Initial Zone Opportunities

Alongside the identification of potential heat network zones, the Pilot programme has attempted to define areas within zones where the most attractive heat network development opportunities might exist. For the purposes of this programme *only* these are called an "initial zone opportunity" (or IZO). The approach considered economic viability, investment scale and returns, decarbonisation impact and deliverability. They were developed solely around buildings which could be potentially required to connect[2] under the proposed Heat Network Zoning policy and did not consider potential voluntary connections.

Initial zone opportunity design targeted a linear heat density (LHD) of 4MWh/m/yr, for the existing built environment. This is considered a relatively low proxy for economic viability with the heat network sector in England. A more flexible approach was used for new development sites, where different economic success criteria are likely to be applied. To standardise the way opportunities were assessed, the IZOs presented in this report may differ from, or overlap with, existing or planned heat network infrastructure. Campus style heat networks (e.g. in hospitals or university campuses) were considered as potential heat loads with a single point connection. Figure 2 below shows an example of a heat network zone and an IZO.

Figure 2: Illustration of a Heat Network Zone (HNZ) and an Initial Zone Opportunity (IZO)



[2] The building categories being considered as potentially required to connect include new developments, large non-domestic buildings, and communally heated residential blocks as described in Heat Network Zoning Consultation (2023)

Study Scope

This document is presented as a zone opportunity report as it was developed in advance of the final policy design. As such, the report does not include:

- references to the **central authority** or **zoning co-ordinator** roles;
- assumptions about rights of **existing heat networks,** or **zone delivery areas**;
- an options appraisal on which **routes to market** may be taken;
- calculations on the **cost of heat** (connection/tariffs) to specific buildings**;**
- any inferences as the suitability for **public/private sector delivery** unless it's matter of fact (existing network or Heat Network Investment Project/Green Heat Network Fund project);
- references to **local community benefit** or **consumer protection** (subject to a live consultation).

In the future, it is intended that a document, similar in style, will be produced to incorporate these policy design aspects and be used as a Zone Market Prospectus (ZMP) to market heat network zoning opportunities in an area. Further detail on the methodology and initial zone opportunity criteria is provided in Appendix 4 and Appendix 5.

2) Lancaster Heat Networks Context

2.1) Lancaster City Overview

Lancaster City Council (LCC) is a non-metropolitan district in Lancashire County. It includes the City of Lancaster, the core urban area, and includes the towns of Morecambe, Heysham, and Carnforth, and a number of villages.

As of 2021, Lancaster's population stands at around 143,000[3], with a relatively low population density of 1.8 people per ha. Lancaster City is the core urban area, including the towns of Morecambe, Heysham, Carnforth, and several villages. Lancaster comprises a diverse mix of housing, given its history as a port and trader. The economy is now centred on its largest sectors: tertiary education, healthcare, and energy. It has large conservation areas as well as expecting significant areas of new development.

Lancaster has a mix of social, affordable and private housing, with 10% social and affordable housing, 22% private rented and 68% of households owner occupied. It also has notable geographic and topological characteristics, including the medieval centre featuring cobbled streets, landmarks like Lancaster Castle, and the tidal River Lune.

2.2) Lancaster Net Zero Targets and Commitments

In January 2019, LCC declared a climate emergency in response to escalating concerns about climate change. LCC have set a target to reduce the Council's direct emissions to net zero by 2030. LCC published its first carbon zero action plan in 2019, focusing on developing renewable energy schemes as well as fleet and building decarbonisation. The Climate Emergency Local Plan Review was adopted in January 2025 and includes policy for heat networks. Sustainability is the first pillar of the Council Plan (2024-2027) providing further alignment with its climate ambition.

LCC remains the leading district in the UK for actions towards net zero primarily due to its sustainable planning and land use[4]. This includes Lancaster's Salt Ayre decarbonisation project, which was awarded the Association for Public Service Excellence for Best Decarbonisation Initiative. Other notable projects include Burrow Beck Solar Farm, Williamson Park decarbonisation plans, moving from gas boilers to air source heat pumps and a focus on increasing electric vehicle accessibility. LCC is committed to working with others including residents and businesses to achieve aligned targets.

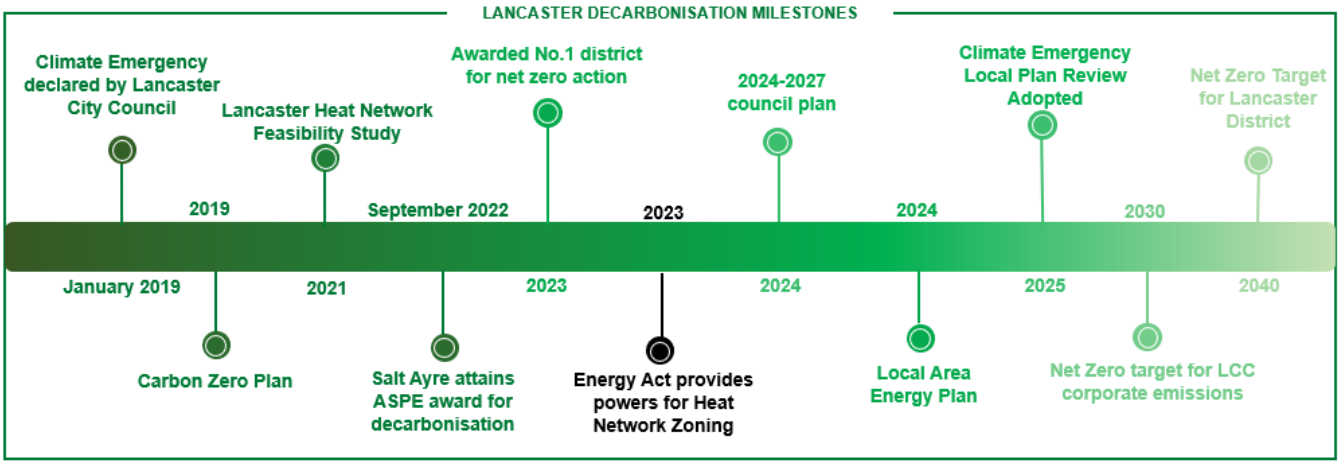
In 2019, the Department for Business for Energy and Industrial Strategy (now DESNZ) commissioned a heat mapping study which identified eight different heat network clusters

[3] Office for National Statistics (2022) How the population changed in Lancaster, ONS. Available at: https://www.ons.gov.uk/visualisations/censuspopulationchange/E07000121/
[4] Climate Emergency UK (2023) Planning & Land Use Lancaster, Council Climate Scorecards. Available at: https://www.councilclimatescorecards.uk/sections/s3_p_lu/?council=lancaster-city-council#questions

across the district. Following this the council commissioned a heat network feasibility study in 2021[5] and a building energy decarbonisation plan in 2022 which aims to reduce the council's direct emissions by 2030. The plan refers to heat networks as an opportunity to increase low-carbon heat, including heat pump installation and fabric improvements. This is further supported by the Local Area Energy Plan (LAEP) for Lancaster, published in 2024[6].

Figure 3, below, summarises key dates in LCC's plans for decarbonisation and demonstrates their progress towards decarbonisation targets announced.

Figure 3: Lancaster Decarbonisation Milestones



2.3) Delivering Heat Networks in Lancaster

Existing heat networks in the Lancaster area include the University of Lancaster, the University of Cumbria Lancaster Campus, and The Royal Lancaster Infirmary Hospital, as well as a largely domestic communally run district heat network.

Currently, the University of Lancaster is undergoing a heat network upgrade to provide a 45GWh/yr of low-carbon heat network, with power supplied by a 11.5MW solar farm and a 2.3MW wind turbine. Vital Energi is working with the university to deliver the heat network alongside a new energy centre, which will generate 95% of the heat for the buildings on campus[7].The Heat Network Efficiency Scheme (HNES) and the Green Heat Network Fund (GNHF) have granted funding to support the network's refurbishment.

The University of Cumbria has an operational district heat network supplying multiple buildings on campus. It is served from a boiler house on campus with two gas boilers. Individual gas

[5] Lancaster City Council (2021) Heat Networks Feasibility. Available at: https://committeeadmin.lancaster.gov.uk/documents/s80614/Heat%20Networks%20Feasibility%20Oct%202021%20Cabinet.pdf
[6] https://www.lancaster.gov.uk/laep
[7] Lancaster University (2024) https://www.lancaster.ac.uk/facilities/estates/net-zero-energy-project/ Lancaster University (2024) Net Zero Energy Project https://www.lancaster.ac.uk/facilities/estates/net-zero-energy-project/

boilers also serve the majority of the other buildings which aren't connected to the heat network.

The Royal Lancaster Infirmary has an operational heat network. A new energy centre was constructed containing three new boilers, and a new CHP unit was installed in 2020[8]. Steam produced from the energy centre is distributed across the hospital campus.

Lancaster Cohousing owns and operates a district heat network serving 41 homes, community buildings and Halton Mill. Solar Thermal and a 151kW wood chip boiler are used to provide heat to the network[9].

LCC has previously undertaken Heat Networks Delivery Unit (HNDU) funded feasibility studies regarding heat networks around redevelopment areas, including exploring the Mainway, Canal Quarter, and new developments in Lancaster South Broad Location for Growth. These proposals remain at the concept stage.

Please refer to Appendix 2 for further information about the evidence compiled for heat network opportunities in Lancaster. This includes a stakeholder directory and records and records of interactions with those stakeholders as well key studies and reports.

2.4) Lancaster Heat Network Zones

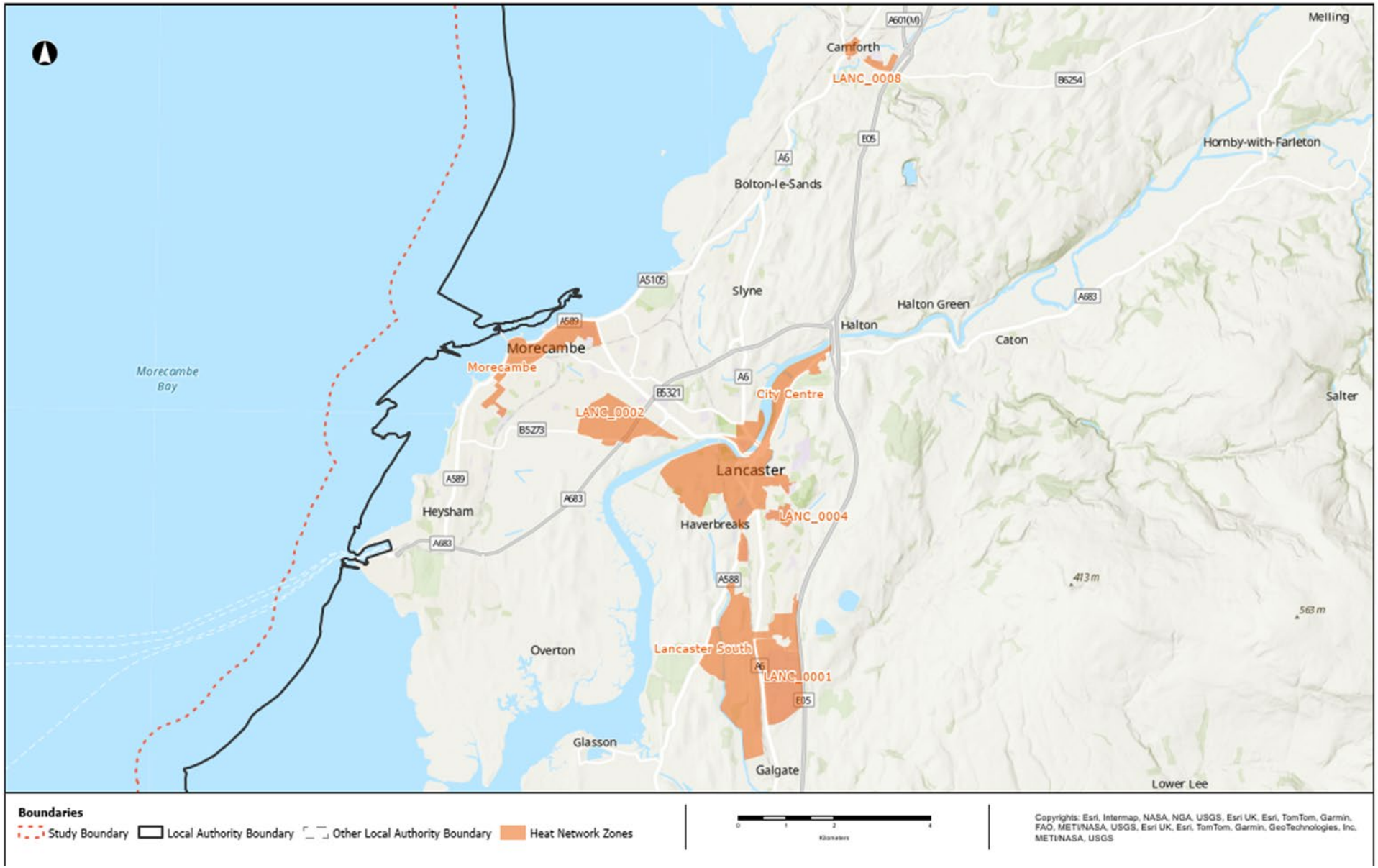
A total of seven potential HNZs were identified in Lancaster, with three considered Strategic HNZs. Figure 4, below, shows the study area boundary as well as the boundaries of all HNZs identified within Lancaster. Strategic HNZs have been allocated a meaningful name agreed as relevant from a local perspective whilst Other HNZs have a reference number allocated instead. In both cases, these names are shown on the map.

Please see Appendix 1 for the following maps giving more detail:

- A: City Typology Map – Shows building typologies which dominate by area
- B: Key Heat Loads Map – Highlights key buildings potentially required to connect by heat demand
- C: Key Heat Sources Map – Highlights key heat sources by type and potential energy centre locations as well as any existing district heat network energy centres
- D: Existing / Planned Heat Networks Map – Shows existing HNs and planned extensions to them as well as any planned HNs in advanced stages of development
- E: Key Constraints Map – Shows key topographical constraints identified
- F: Off Gas Grid – presents areas with differing levels of properties off the gas grid within the study area.

[8] Lancaster Guardian (2024) https://www.lancasterguardian.co.uk/news/national/lancaster-hospitals-new-state-of-the-art-energy-centre-wins-award-for-excellence-4555748
[9] Halton Mill (2025) https://www.haltonmill.org.uk/

Figure 4: Heat Network Zones Identified within the Lancaster Study Area



3) Strategic Heat Network Zones

Strategic HNZs in Lancaster

This section examines the three strategic HNZs and the IZOs identified within each. This covers the key heat demands, heat sources, energy centre locations and potential constraints for each IZO identified. Heat network distribution routes are conceptual and designed to illustrate the potential size and scale of the heat network opportunity that may be realised as part of the upcoming Heat Network Zoning policy. Other heat network zones are listed in Section 4.

Table 1 below presents a high-level estimate of the scale of opportunities across Lancaster. Please refer to Appendix 4 for more detail.

Table 1: Annual Heat Demand for Buildings in All Zones, Strategic Zones and IZOs

Scope	Annual heat demand (GWh/yr)
All buildings within zones[10]	175
All buildings within strategic zones	125
All buildings connected to the IZOs	100

Existing/planned heat networks that overlap with IZOs are described, though their locations may vary due to different approaches. The Pilot programme applied a standard set of technical and economic assumptions across each of the 28 areas that participated in the programme and uses a proxy for economic viability (see Section 1 and Appendix 4 for more detail). Existing and planned networks will often be based on more detailed design work and have taken account of strategic and commercial considerations that were relevant at the time of their development. Future iterations of this report will consider how to better align local studies whilst retaining a nationally consistent approach.

The three strategic zones are summarised below. Figure 5 illustrates the size of each, alongside the key potential heat source and the proportion of buildings that may be potentially required to connect.

Lancaster City Centre comprises the commercial and historic city centre of Lancaster. The zone includes the current Royal Lancaster Infirmary Hospital site, which is to be redeveloped,

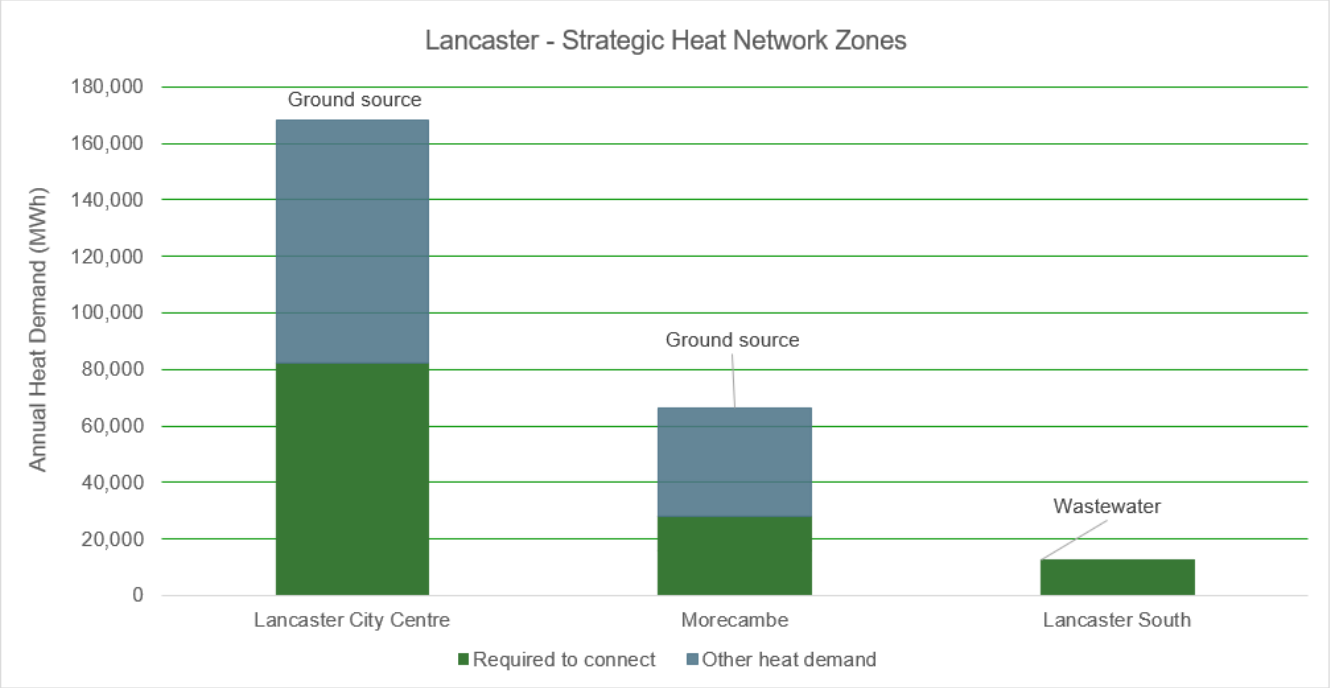
[10] Row 1 is an estimate of heat demand across buildings potentially required to connect in all zones identified. Row 2 is as per row 1, but only within strategic zones. Row 3 includes buildings connected to the IZOs described and largely comprise of buildings potentially required to connect. Figures are generally rounded up to the nearest 25 or 50GWh/yr.

as well as other public and non-domestic buildings. For more information, please see Section 3.1.

Morecambe comprises the commercial centre of Morecambe. It includes large retail buildings such as a Homebase and Morrisons as well as public, non-domestic and council-owned buildings. For more information, please see Section 3.2.

Lancaster South comprises new development areas. The key heat sources include potential heat recovery at the wastewater treatment works in Stodday, located less than 1km from the zone boundary. For more information, please see Section 3.3.

Figure 5: Summary of Heat Demands in all Strategic HNZs Identified



3.1) Lancaster City Centre

3.1.1) Lancaster City Centre – HNZ Summary

Lancaster City Centre is a zone situated in the commercial and historic city centre of Lancaster. It captures key anchor loads, including the Royal Lancaster Infirmary and other public and non-domestic buildings. Due to these key anchor loads and density of demand, this area has been identified as a good opportunity for a heat network.

The Royal Lancaster Infirmary is expected to move site to a proposed location in Bailrigg East adjacent to Lancaster University, on a 2035-2039 timeline. The proposed site will fall within the Lancaster South HNZ, detailed further in Section 3.3. This information was confirmed after the modelling had been undertaken for this study, and therefore is not reflected in the data analysis within this report. However, the current site will likely be redeveloped to contain commercial and residential developments, which also present an opportunity for heat network connection. The existing site will remain in place to deliver services until the new hospital facilities are opened.

3.1.2) Lancaster City Centre - Existing Heat Networks

There is one operational campus heat network and one proposed district scale heat network in development in Lancaster City Centre, as described below.

Operational Heat Networks and Planned Expansions

Royal Lancaster Infirmary Campus Network

Royal Lancaster Infirmary Hospital is the only operational campus heat network in the Lancaster City Centre HNZ. The hospital has a recently refurbished energy centre, which houses three energy-efficient steam boilers; additionally, there is a CHP unit and backup generators. The University Hospitals of Morecambe Bay NHS Foundation Trust for the Royal Lancaster Infirmary has received funding from the HNES to upgrade its current network further[11].

Proposed Heat Networks – Early stage

The following heat network development schemes are in the early stages of masterplanning and feasibility and are not shown on Map D as firm plans on network routing are not yet established.

[11] Gemserv (2024) Heat networks across England and Wales receive a share of over £8 million for modernisations and improvements. Available at: https://gemserv.com/our-thoughts/heat-networks-across-england-and-wales-receive-a-share-of-over-8-million-for-modernisations-and-improvements/ (Accessed: 13 June 2024).

City Centre Heat Network Feasibility Study

LCC have undertaken heat network feasibility studies across the city area. One of the potential schemes identified is in the city centre, incorporating the area of new development at the Canal Quarter. As this is still an early-stage heat network, further details are currently not shared.

3.1.3) Lancaster City Centre - Initial Zone Opportunities

A single IZO was identified in the Lancaster City Centre zone. Potential routing[12] is shown in Figure 6 and summary statistics provided in Table 2.

Table 2: Lancaster City Centre – Summary Statistics for Initial Zone Opportunities[13]

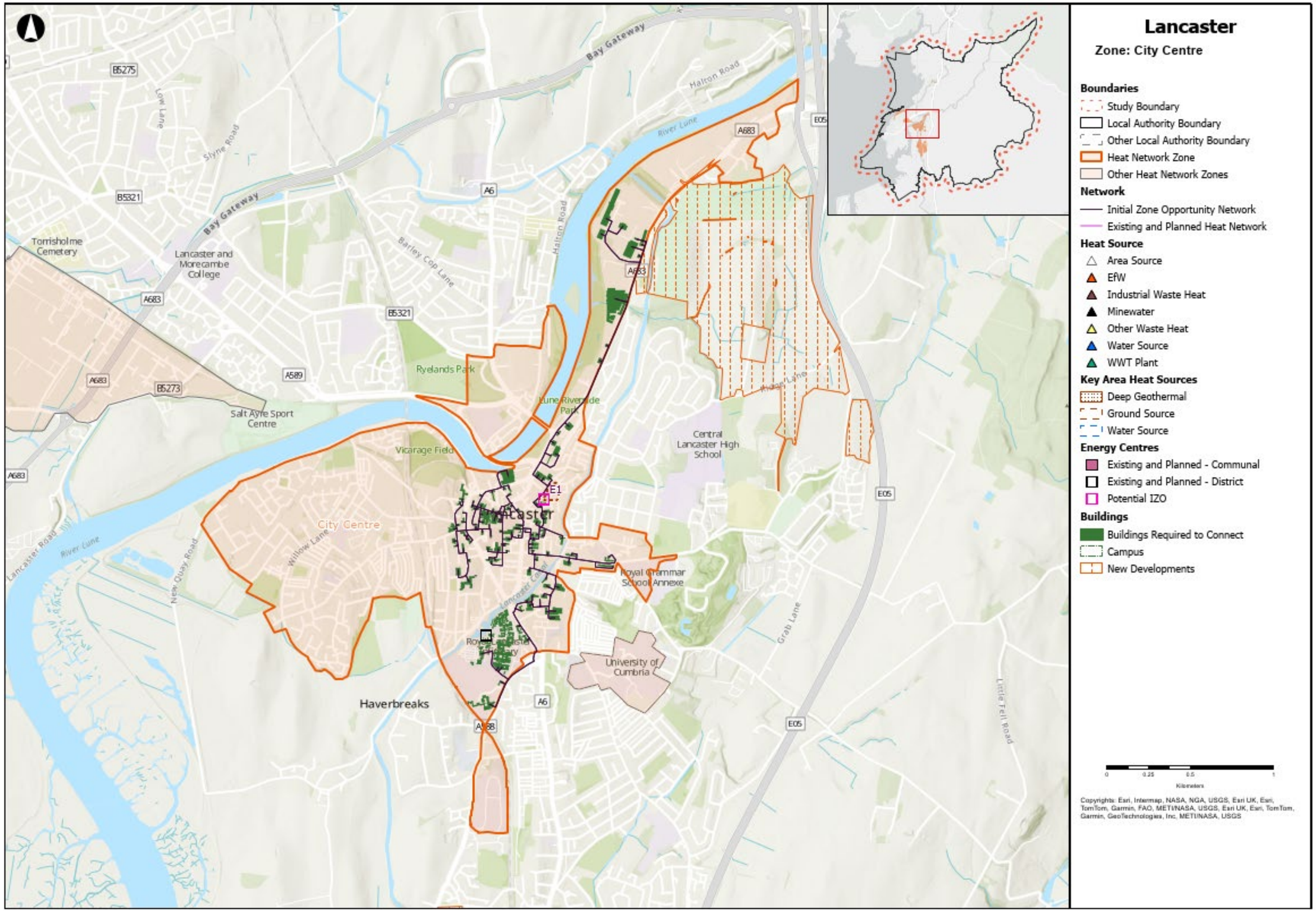
CapEx	Heat	Network	CO_{2e} savings	Linear Heat Density	Heat Sources
~£75m	>50GWh/yr	12km	10ktCO_{2e}/yr	5.3MWh/m	GSHP

The IZO covers most of the HNZ due to the high heat demand density across Lancaster city centre. It connects to over 50GWh/yr across 118 buildings, including the largest loads potentially required to connect, such as the hospital, noting that this site is expected to relocate in 2035-2039 as detailed further in Section 3.1.1. Buildings not connected are mainly residential or social housing areas, as well as some educational buildings where they are relatively far from the core of the IZO. The CapEx required is estimated at approximately £75m.

To ensure consistency when representing the scale of opportunity, buildings in the Lancaster town centre currently served by the Royal Lancaster Infirmary campus heat network are included. This is to ensure the scale of the opportunity for heat networks in the area are mapped and understood. This modelling was undertaken prior to the announcement of the expected relocation of Royal Lancaster Infirmary. The heat demand from the hospital will likely reduce 2035-2039 when services start to relocate to the new site and further change when redevelopment of the current site occurs.

[12] Routes can be expected to change as a better understanding of local constraints is developed through design.
[13] Please see Appendix 3 – Glossary, “Specific definitions” of the main report for definitions related to this table.

Figure 6: Initial Zone Opportunities in Lancaster City Centre HNZ



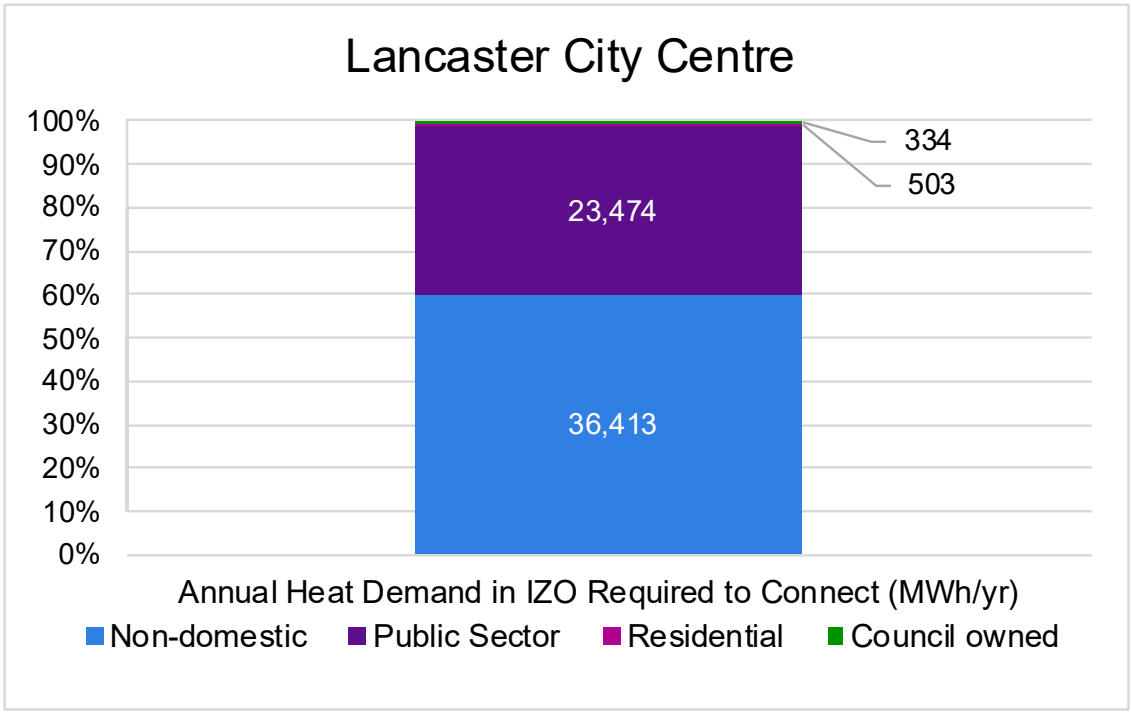
3.1.4) Lancaster City Centre – IZO Heat Demands

The heat demands identified are described below. The Pilot programme used several sources including local data collected from building owners; national energy demand datasets; benchmarks applied via the National Zoning Model (NZM); and a standardised approach to estimate the potential heat demands of new development sites. More information is provided in Appendix 4.

Where there are different values between datasets, the methodology prioritised the use of the early prototype version of the National Zoning Model, for consistency. This has led to an overestimation of some commercial and light industrial heat demands presented in this report. Large anchor loads that are already connected to existing district-scale heat networks are not listed.

The IZO connects 118 existing buildings with an overall heat demand of >50GWh/yr. It includes a mix of non-domestic and public sector properties anchored by the campus buildings. For the purposes of this study, no new developments or re-developments were included due to a lack of data. Figure 7 shows the breakdown of heat demand for buildings potentially required to connect by building type. Further details of the key heat demands for buildings potentially required to connect are provided in Table 3.

Figure 7: Lancaster City Centre - Categorisation of Heat Demand for Buildings Potentially Required to Connect in the IZO



Over 80% of buildings connected are non-domestic buildings, which is equivalent to 60% of the total heat demand. Public sector buildings make up the second greatest heat demand in part due to the large heat demand from the Royal Lancaster Infirmary Hospital. This demand will likely decrease once the hospital is relocated, although it is expected that the site will be re-developed into commercial and residential buildings.

Table 3: Lancaster City Centre - Key Heat Demands Required to Connect in the IZO[14]

Building name	Building category	Number of connections	Annual Heat Demand (MWh)	Data Source
Royal Lancaster Infirmary Hospital	Public Sector	1-14	16,550	ERIC National Dataset
Standfast & Barracks	Non-domestic	1-3	4,100	Benchmark (NZM)
Lansil Industrial Estate, Sofidel UK	Non-domestic	1	2,600	Benchmark (NZM)
Lansil Industrial Estate, Northwood Tissue	Non-domestic	1	1,700	Benchmark (NZM)
Ripley St. Thomas School	Public Sector	1-3	1,500	DEC
Sainsburys Supermarkets	Non-domestic	1-3	1,350	Benchmark (NZM)
The Crafty Scholar	Non-domestic	1	1,100	Benchmark (NZM)
Valuation Office Agency	Non-domestic	1-3	1,000	Benchmark (NZM)
Shops (TK-Maxx, Squires)	Non-domestic	1-2	850	Benchmark (NZM)
Rheumatology Dept, UHoMB	Public Sector	1-3	800	Benchmark (NZM)
Lancaster Girls Grammar School	Public Sector	1-2	550	DEC

[14] Please refer to Appendix 3 for definitions related to building categories in this table.

3.1.5) Lancaster City Centre – IZO Heat Sources

Lancaster City Centre is a zone located in a relatively dense urban area on the banks of a river and a canal. However, due to the river's tidal character and the canal's limited flows, water source heat pumps (WSHPs) have not been considered for this zone, and a separate assessment would be required to understand it's potential. In areas where the density of buildings decreases, there is an opportunity to explore surrounding green spaces for GSHPs and energy centre locations. A separate study has identified that a GSHP system is feasible in the area to cover the baseload demand for a network similar in scope. The zone includes industrial areas, but no heat intensive sites have been identified as potential significant sources of waste heat.

Whilst an existing energy centre supplies the hospital, it is insufficient to support significant expansion, such as the proposed network. Finding space to locate energy centres in this densely populated area will be critical to successful delivery of the zone. The chosen option is in the Canal Quarter, an undeveloped area near the centre of heat demand.

Table 4 and Table 5 summarise the key heat sources and potential energy centre locations identified. These are also shown in the zone-level map in Figure 6 in Section 3.1.3 and on the city-level Map C in Appendix 1.

Table 4: Lancaster City Centre - Key Heat Source Opportunities for the IZO

Heat source type	Capacity (kWp)	Temperature (ºC)	Potential Energy Centre [Ref number]
GSHP	15,000	50-60	E1

Table 5: Lancaster City Centre - Potential IZO Energy Centre Locations

EC Ref number	Site type	Size (m^2)	Ownership	Heat Source
E1	Land	2,250[15]	Council	GSHP

3.1.6) Lancaster City Centre – IZO Heat Distribution

The approach to developing the heat network route considered economic viability, investment scale and returns, decarbonisation impact and deliverability. These criteria were applied in a standardised manner across all opportunities identified in the Pilot programme and therefore may not reflect detailed designs or proposed routes identified in more detailed feasibility work. Routing within the site boundary of a building or campus may not have been included if insufficient information was available. The routing was developed solely around buildings which could be potentially required to connect and did not consider potential voluntary

[15] Energy centre size required assumed 150m^2/MW. Additional surveys are recommended to support approximation.

connections.

The purpose of the concept heat network route is to define the scale, potential routing and identified associated constraints within the zone. Further work will be required to undertake a more detailed route assessment to take account of the buried utilities, building connections and other local strategic and local planning considerations. Table 6 shows the network statistics including the network length and associated cost. Please see Appendix 5 for related methodology statements and assumptions.

The energy centre is proposed to be located centrally, near one of the few central undeveloped parcels of land. As can be seen in Figure 6, from the energy centre the heat distribution pipework runs north and south connecting additional buildings potentially required to connect. It does not cross the River Lune, however, it does cross the canal in central Lancaster.

Table 6: Lancaster City Centre - Indicative Heat Network Statistics for the IZO

IZO Heat Network description	Network length (km)	Network cost (£m)
Lancaster City Centre	12	36

3.1.7) Lancaster City Centre – IZO Key Constraints and Mitigations

[C1] Road crossing: The A588 is a key road approaching Lancaster from the south. The proposed pipework route overlaps a significant stretch of the road. A feasibility study may be required to ascertain the potential impacts and minimise disruption.

[C2] Road crossing: The A6 is a major road that passes through Lancaster City Centre, which is largely unavoidable at certain points. The proposed pipework route overlaps and crosses the A6 at multiple points but has been avoided where practical. A feasibility study may be required to ascertain the potential impacts and minimise disruption

[C3] Road crossing: The A683 is a key road located within Lancaster City Centre IZO and connects from the A6 to the north of the zone. The A683 is a key route used by the proposed pipework and overlaps along significant stretches of the road. Therefore, a feasibility study may be required to ascertain the potential impacts and minimise disruption.

3.2) Morecambe

3.2.1) Morecambe – HNZ Summary

Morecambe is a Strategic HNZ situated in the commercial centre of Morecambe town. The zone contains a mix of public sector, retail, and commercial buildings and include key anchor loads, including Queen Victoria Hospital and large supermarkets.

The main heat source is anticipated to be derived from GSHPs. The nature of the zone means that the heat network development has few physical barriers. It comprises one key road, although its presence is not anticipated to prohibit the development of a heat network.

3.2.2) Morecambe – Existing Heat Networks

There are no existing, planned or proposed heat networks identified in Morecambe HNZ.

3.2.3) Morecambe – Initial Zone Opportunities

A single IZO was identified in the Morecambe zone. Potential routing[16] is shown in Figure 8 and summary statistics provided in Table 7.

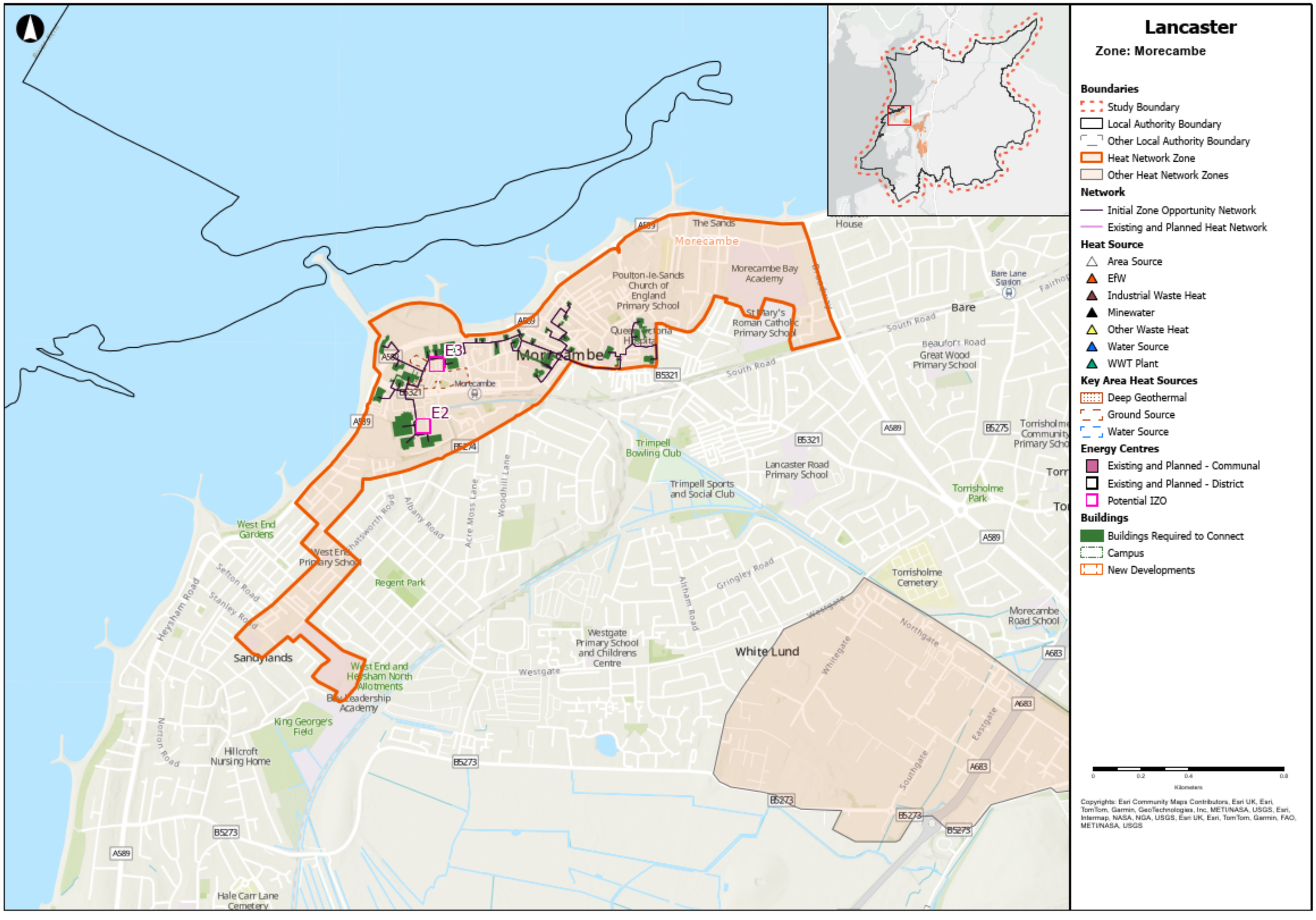
Table 7: Morecambe - Summary Statistics for Initial Zone Opportunities[17]

CapEx	Heat	Network	CO_{2e} savings	Linear Heat Density	Heat Sources
~£25m	>15GWh/yr	4km	2ktCO_{2e}/yr	4.0MWh/m	GSHP

The network spans a heat dense area in Morecambe town centre, where several of the largest buildings potentially required to connect are located. Buildings not connected are mainly non-domestic, as well as some educational buildings where they are not proximal to the proposed route. The IZO connects over 15GWh/yr across 38 buildings. The CapEx is estimated to be around £25m.

[16] Routes can be expected to change as a better understanding of local constraints is developed through design.
[17] Please see Appendix 3 – Glossary, “Specific definitions” of the main report for definitions related to this table.

Figure 8: Initial Zone Opportunity in Morecambe HNZ

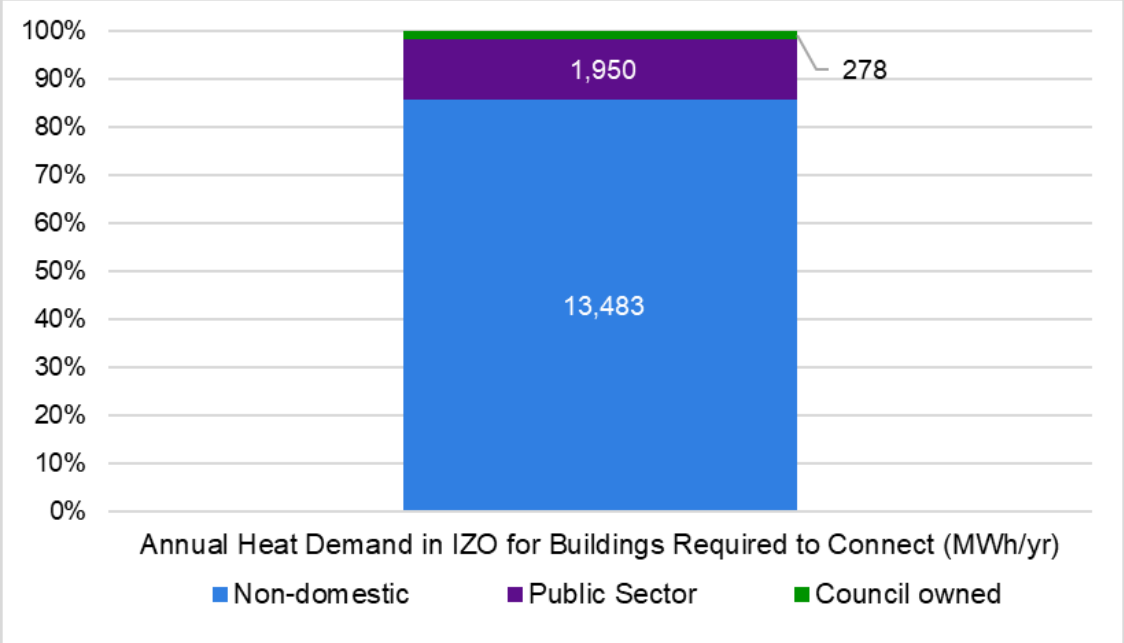


3.2.4) Morecambe – IZO Heat Demands

The IZO connects to 38 existing buildings with an overall heat demand of >15GWh/yr. It includes a large proportion of non-domestic buildings, both retail and entertainment buildings. For the purposes of this study, no new developments were included. Figure 9 shows the breakdown of heat demand for buildings potentially required to connect by building type.

Over 80% of buildings identified for connection are non-domestic buildings, equivalent to 86% of the total heat demand. Public sector buildings make up the second greatest heat demand, comprising 11% of buildings and 12% of the total heat demand. Two council buildings comprise the remaining 2% of heat demand.

Figure 9: Morecambe - Categorisation of Heat Demand for Buildings Potentially Required to Connect in the IZO



Further details of the key heat demands for buildings potentially required to connect are provided in Table 8. No single building dominates the list. The Morrisons supermarket has the largest estimated annual demand at around 1,850 MWh/yr, and Morecambe Bay School closes the list at almost 525 MWh/yr. Other buildings in the list consist of a hospital, more retail buildings, sports and leisure facilities, and a hotel.

Table 8: Morecambe - Key Heat Demands Required to Connect in the IZO[18]

Building name	Building category	Number of connections	Annual Heat Demand (MWh)	Data Source
Morrison Supermarket	Non-domestic	1	1,850	NZM
Retail (Next / Homebase)	Non-domestic	2	1,050	Benchmark (NZM)
Retail (Marine road west)	Non-domestic	6	950	Benchmark (NZM)
Queen Victoria Hospital	Public Sector	3-7	900	ERIC National Dataset
Sport First	Non-domestic	1-2	850	Benchmark (NZM)
Jump Rush	Non-domestic	1-2	650	Benchmark (NZM)
Retail (Central Drive)	Non-domestic	3-7	600	Benchmark (NZM)
Aldi	Non-domestic	1-2	550	Benchmark (NZM)
Midland Hotel	Non-domestic	1-3	550	Benchmark (NZM)
Morecambe Bay Cp School	Public Sector	1-3	525	Benchmark (NZM)

3.2.5) Morecambe – IZO Heat Sources

The HNZ is located at the town seafront and includes a number of retail and leisure centres around which land could be repurposed for GSHPs and potentially serve as a location for an energy centre. Other than local supermarkets refrigeration systems that could be explored at a more detailed stage, no significant local waste heat opportunities were identified.

Finding space to locate energy centres in this urban area will be critical. Potential options include developing energy centres in car parks in the centre of the zone.

Table 9 and Table 10 summarise the key heat sources and potential energy centre locations identified. These are also shown in the zone-level map in Figure 8 in Section 3.2.3 above and on the city-level Map C in Appendix 1.

[18] Please refer to Appendix 3 for definitions related to building categories in this table.

Table 9: Morecambe - Key Heat Source Opportunities for the IZO

Heat source type	Opportunity Capacity (kWp)	Temperature (ºC)	Potential Energy Centre (Ref number)
GSHP	2,050	45-60	E2
GSHP	2,050	45-60	E3

Table 10: Morecambe - Potential IZO Energy Centre Locations

Ref #	Site type	Size (m^2)	Ownership	Heat Source
E2	Car park	310	Council	GSHP
E3	Car park	310	Morrisons Supermarket	GSHP

3.2.6) Morecambe – IZO Heat Distribution

Table 11 shows the network statistics including the network length and associated costs. Please refer to Section 3.1.6 and Appendix 5 for the assumptions used.

Table 11: Morecambe - Indicative Heat Network Statistics for the IZO

IZO Heat Network description	Network length (km)	Network cost (£m)
Morecambe	4	15

3.2.7) Morecambe – IZO Key Constraints and Mitigations

[C4] Road crossing: The A589 is a major coastal road along Morecambe Bay. There is only one crossing of the road by the proposed pipework to connect the Midland Hotel to the network. A feasibility study may be required to ascertain the potential impacts and minimise disruption.

3.3) Lancaster South

3.3.1) Lancaster South – HNZ Summary

Lancaster South is a Strategic HNZ based entirely around the potential for residential development in the area and the preferred location for the new Royal Lancaster Infirmary site which is expected to relocate between 2035-2039. If pipework can be built simultaneously with other utilities, there is an opportunity to provide low-carbon heat at reduced network cost to new developments.

There is also the potential for low carbon heat to be supplied to a network via heat recovery at the wastewater treatment works in Stodday, located less than 1km from the zone boundary. Given the lack of existing infrastructure, there are no known key constraints.

3.3.2) Lancaster South – Existing Heat Networks

Proposed Heat Networks – Early stage

The following heat network development schemes are in early HN development stages of master-planning and feasibility and are not shown on Appendix D maps as their viability has not yet been established.

Lancaster South Broad Location for Growth

LCC reviewed the area in an HNDU-funded feasibility study. The potential for new development in this location was identified as a potential heat network scheme, connecting to the waste water treatment works run by United Utilities.

3.3.3) Lancaster South – Initial Zone Opportunities

A single IZO was identified in the Lancaster South zone, summary statistics for which is provided in Table 12.

Table 12: Lancaster South - Summary Statistics for Initial Zone Opportunities[19]

CapEx	Heat	Network	CO_{2e} savings	Linear Heat Density	Heat Sources
~£35m	>10GWh/yr	24km	2ktCO_{2e}/yr	0.5MWh/m	Waste water treatment plant

Lancaster South has been proposed as an IZO since the area was expected to be developed over the coming years. Potential routing for a network has not been considered as it will be dependent on the build out of the new developments. The length and associated CapEx has

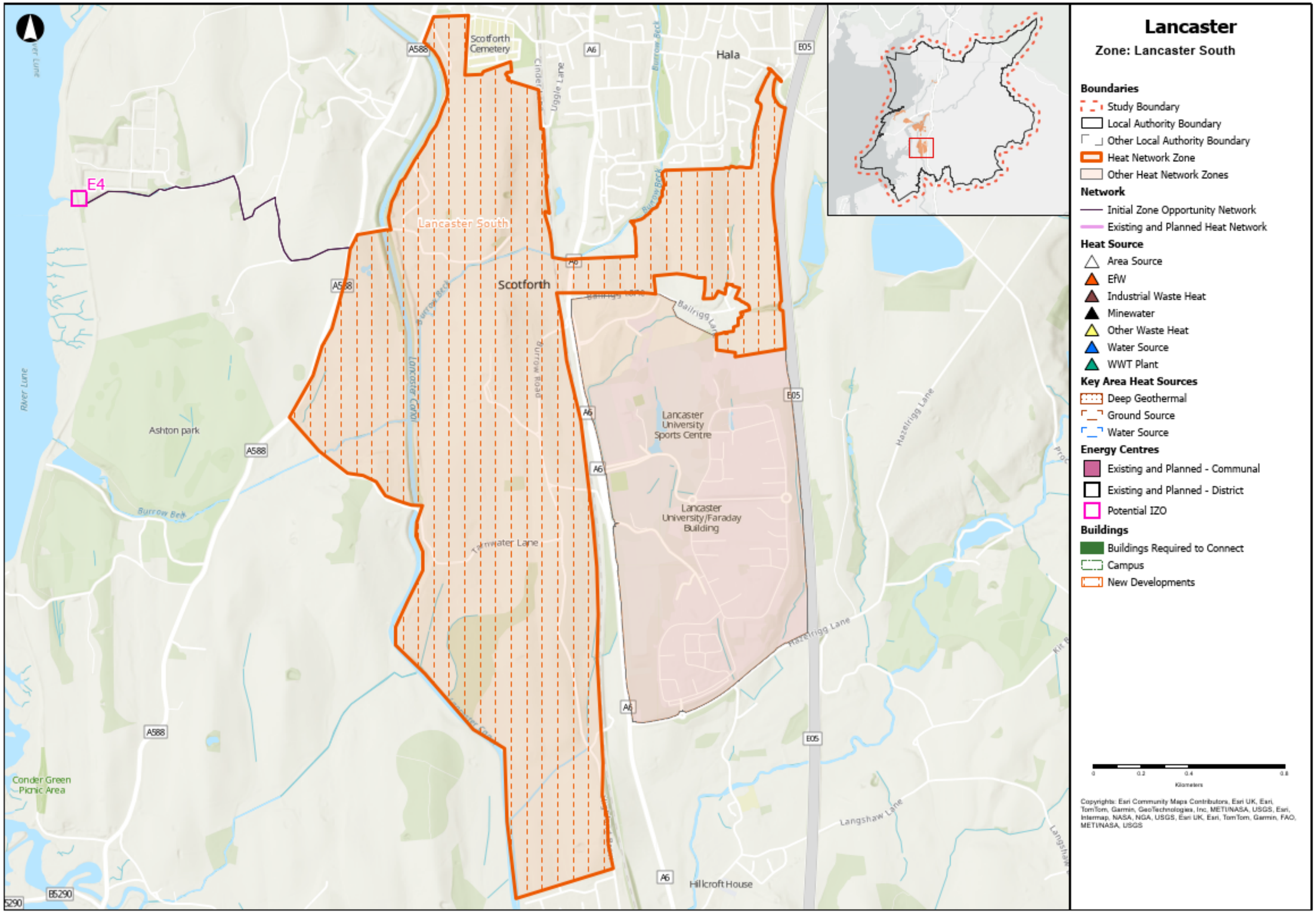
[19] Please see Appendix 3 – Glossary, “Specific definitions” of the main report for definitions related to this table.

therefore been estimated based on a consistent approach towards new developments across the Pilot programme.

It has been modelled on the assumption that low carbon heat is supplied to over 3,500 new dwellings with a heat demand of over 10GWh/yr. The overall network is anticipated to have a low linear heat density in the region of 0.5 MWh/m, however, if pipework can be built simultaneously with other utilities, there is an opportunity to provide low-carbon heat at reduced network cost to the new development.

A site located north of Lancaster University is the preferred location of the new Royal Lancaster Infirmary, which is expected to have a construction start date before 2039. This will increase the heat demand within the zone and presents an opportunity for expansion upon completion. The proposed location can be seen in Figure 10.

Figure 10: Initial Zone Opportunity in Lancaster South HNZ



3.3.4) Lancaster South – IZO Heat Demands

The IZO connects entirely to new developments as shown in Figure 11. It is assumed to connect to mainly residential buildings, including 3,500 new homes and three school buildings. Further details of the key heat demands for buildings potentially required to connect are provided in Table 13.

Figure 11: Lancaster South - Categorisation of Heat Demand for Buildings Potentially Required to Connect in the IZO

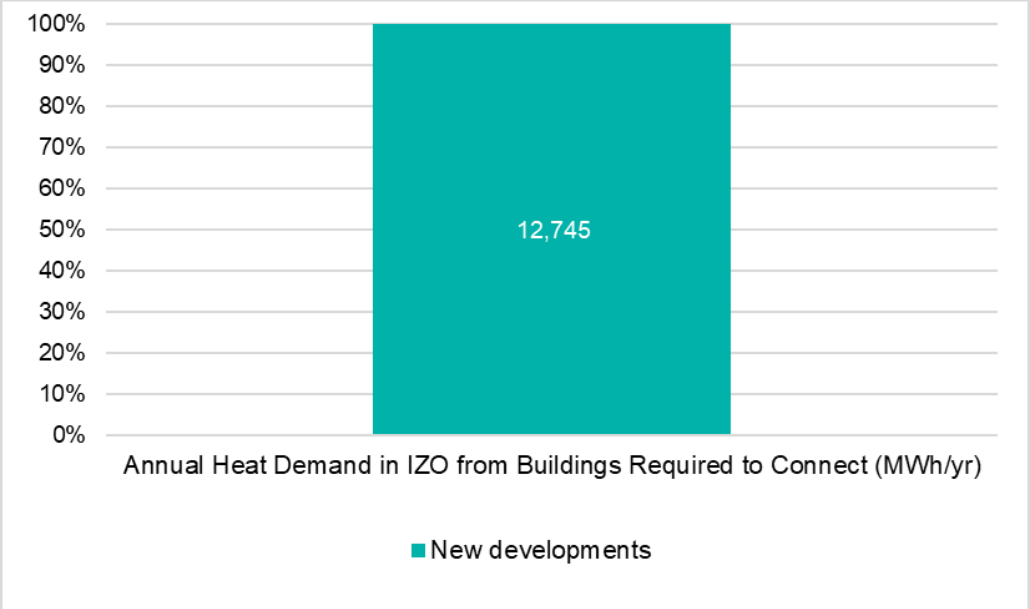


Table 13: Lancaster South - Key Heat Demands Required to Connect in the IZO[20]

Building name	Building category	Number of connections	Annual Heat Demand (MWh)	Data Source
New build homes	New developments	Unknown	12,250	Pilot methodology
New build schools	New developments	3	500	Pilot methodology

3.3.5) Lancaster South – IZO Heat Sources

The IZO is proposed to be supplied through a water source heat pump (WSHP) located at the wastewater treatment works (WWTW) in Stodday, operated by United Utilities and adjacent to the River Lune (E5). From a preliminary review, the scale of heat available is appropriate to the new development modelled. Environmental modelling may be needed to understand the impact of recovering heat on the WWTW and discharge to the river. As a fall-back system, there is land provisionally available within the new development area which could potentially house an energy centre for a location-agnostic source, such as an ASHP (E6).

[20] Please refer to Appendix 3 for definitions related to building categories in this table.

The wastewater treatment works is located less than 1km from the zone boundary and is assumed in this modelling to travel the distance from the energy centre to the zone boundary directly. The green-field operational spaces around the WWTW have been selected as a provisional energy centre location.

Table 14 and Table 15 summarise the key heat sources and potential energy centre locations. These are also shown on the zone-level map in Figure 10 in Section 3.3.3 and Appendix 1: Map C.

Table 14: Lancaster South - Key Heat Source Opportunities for the IZO

Heat source type	Capacity (kWp)	Temperature (ºC)	Potential Energy Centre (Ref number)
WWTW	2,800	50-60	E4

Table 15: Lancaster South - Potential IZO Energy Centre Locations

Ref #	Site type	Size (m^2)	Ownership	Heat Source
E4	Existing	850	United Utilities	WWTW

3.3.6) Lancaster South – IZO Heat Distribution

Table 16 shows the network statistics including the network length and associated costs. Please refer to Section 3.1.6 and Appendix 5 for the assumptions used.

Table 16: Lancaster South - Indicative Heat Network statistics for the IZO

IZO Heat Network description	Network length (km)	Network cost (£m)
Lancaster South	24	26

3.3.7) Lancaster South – IZO Key Constraints and Mitigations

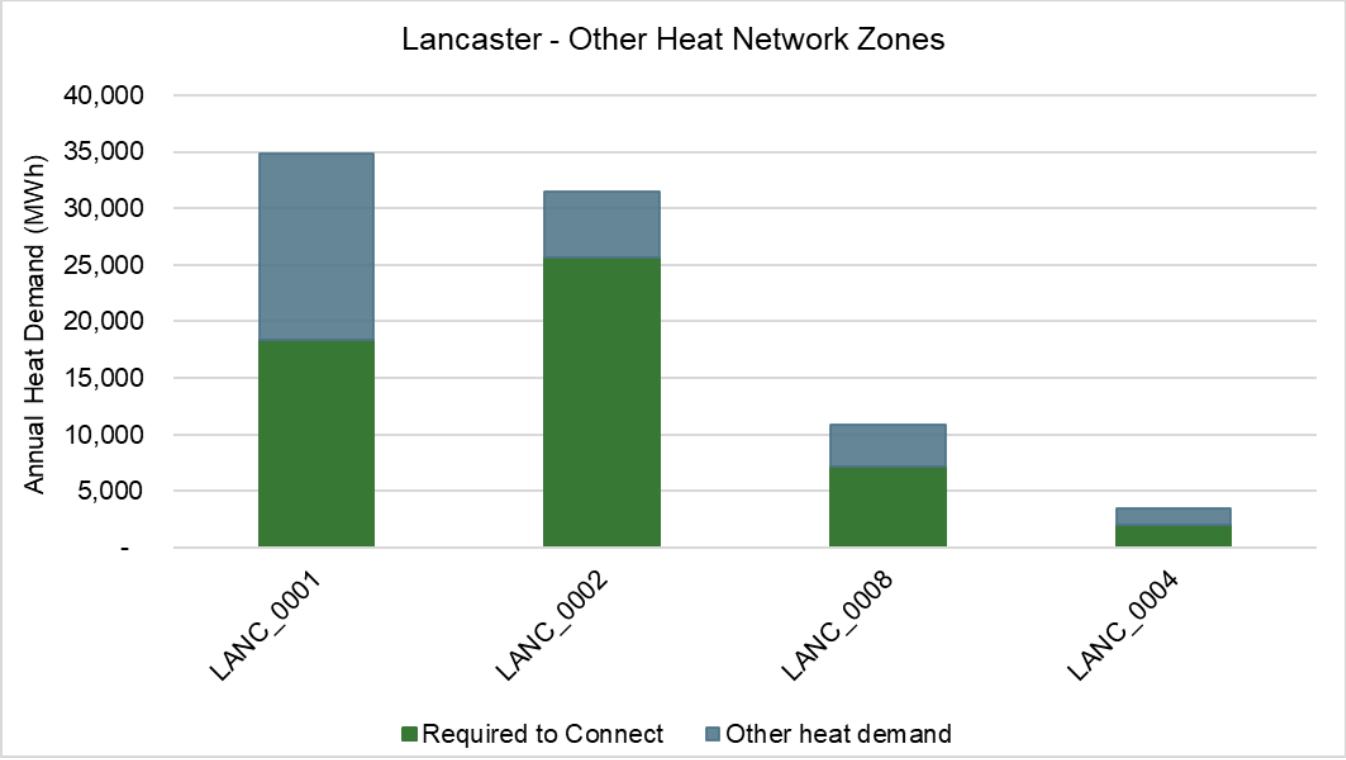
There are no major constraints identified for the proposed network route.

4) Other Heat Network Zones

This section describes the 'Other' potential heat network zones that were identified in Lancaster. These are areas where heat networks were deemed to offer the lowest carbon route to decarbonising heat but are often much smaller or discrete in nature than the 'Strategic' heat network zones identified. The approach taken in the Pilot programme did not apply a minimum threshold for zone identification and therefore future work will need to consider factors such as size and aggregation to ensure efficient and effective delivery of heat networks in the area.

Figure 12 illustrates the total annual heat demand, and the proportion of which is associated with buildings that may be potentially required to connect within each zone. Where potential heat sources have been identified these are labelled against each bar. A map of all zones can be found in Figure 4.

Figure 12: Total Heat Demand and Proportion Required to Connect in Other HNZs



Lancaster University (LANC_0001) is situated to the south of the city centre, nearby the Lancaster South HNZ and is not considered strategic because the zone boundaries are confined to the university campus which already has a heat network. The zone is entirely made of educational buildings which make up the Lancaster University campus. The existing heat network is supplied with heat from gas boilers, but £21m has been secured via the Green Heat Network Fund (GHNF) to begin the construction of a new energy centre which will be

operational by Spring 2027. The site will include a large air source heat pump to heat 95% of the buildings on the campus[21].

Lancaster University of Cumbria (LANC_0004) is situated close to the city centre and is not considered strategic because the zone boundaries are confined to the university campus which already has an existing heat network. The University of Cumbria Lancaster Campus includes buildings of various ages, some have dedicated gas boiler plant rooms, and around 10 campus buildings are currently served by a heat network. The system uses a gas fired boiler system to serve the connected buildings. Due to the age of the communal system, the changed heat demands on the campus, and the desire to decarbonise the campus energy consumption, the heat network is due for renewal.

LANC_0002 is situated to the west of Lancaster City Centre and covers the White Lund Industrial Estate. It is dominated by buildings of a commercial and light industrial nature and contains many large buildings, for which the heat demand is not known.

LANC_0008 is situated to the north of Lancaster City, though is not considered strategic due its smaller size. It includes several educational buildings as well as a commercial and industrial estate.

[21] Lancaster University (2024) https://www.lancaster.ac.uk/facilities/estates/net-zero-energy-project/

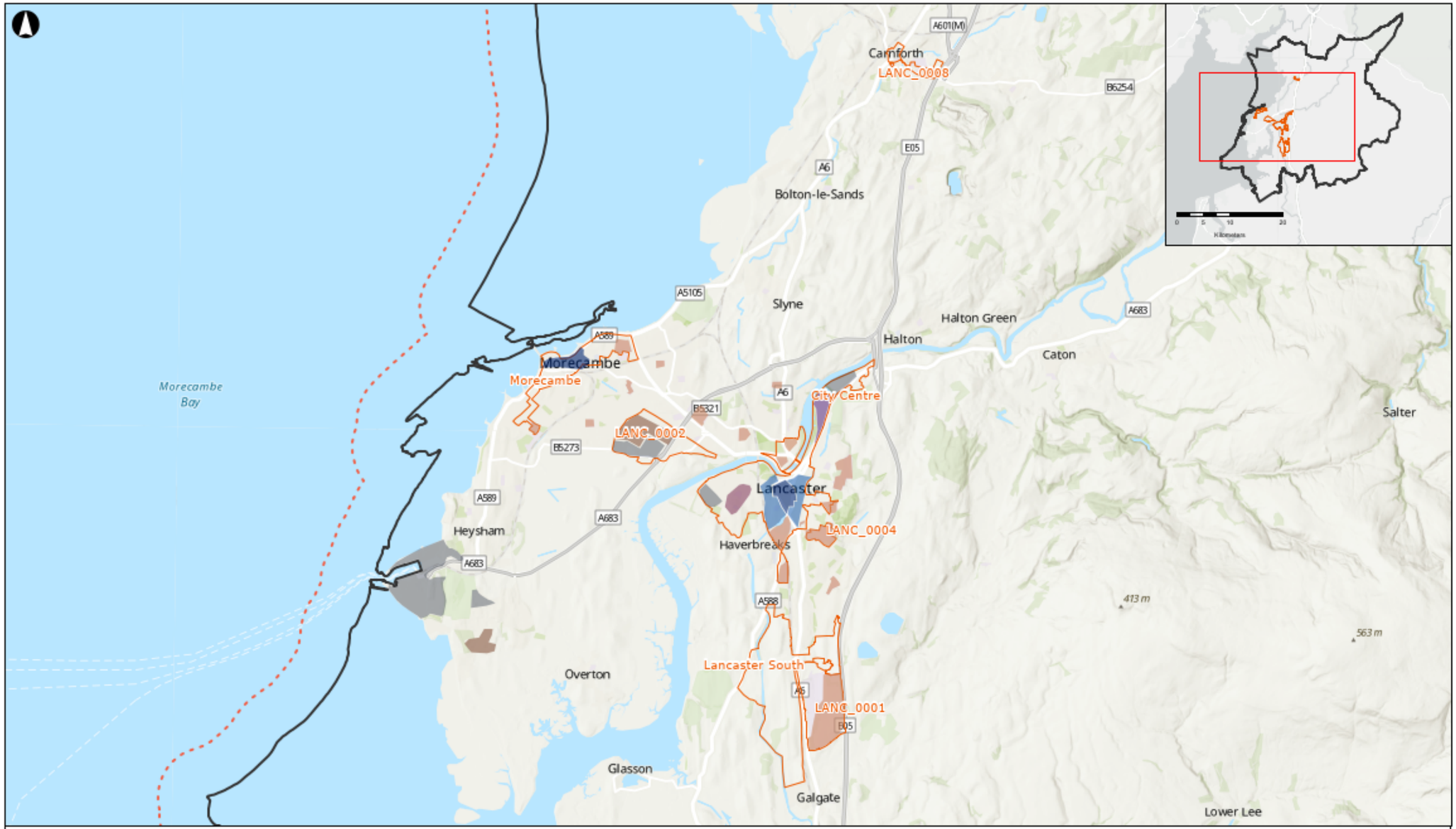
Appendix 1: Maps and Legends

This section provides guidance on interpreting the icons and legends used throughout this report and Maps A-F that follow:

Legend / icon	Relevant map(s)	What this represents on the map	Comments on interpretation
	Report maps	Study boundary	Extends 1km beyond Local Authority boundary to include cross boundary opportunities
	Report maps	Local Authority boundary	
	Report maps	Other Local Authority boundary	
	Report maps	Heat network zones	This includes both Strategic HNZs and Other HNZs.
	Report maps	Other heat network zones	Smaller or discrete heat network zone opportunities
	Report maps	New developments	New development within heat network zones and IZOs that will still be in construction post-2025
Gates Hill	Report maps	Heat network zone name / reference number	‘Strategic’ zones are named; ‘Other’ zones are represented by a reference number
	Report maps	Buildings potentially required to connect	Buildings that could be required to connect (as described in the HNZ Consultation 2023)
	Report maps	Campuses	Multiple buildings owned and operated by the same organisation (e.g. Universities, Hospitals)
	Report maps	Initial Zone Opportunity concept network route	Conceptual heat network pipe routes between buildings that could be required to connect
	Report maps	Existing and Planned Heat Networks	Known existing or planned heat network pipe routes as provided by local stakeholders
	Report maps	Potential energy centre - IZO	Potential energy centre location for an IZO (see section 3)
	Report maps	Existing/planned energy centre - Communal HNs	‘Communal’ energy centres are those operated within a single building or across a campus
	Report maps	Existing/planned energy centre - District HNs	‘District’ energy centres supply multiple buildings across multiple sites
Appendix 1: A – Typology map			
	Appendix 1: Map A	Dense City Centre	Locally recognised as the City or Town centre, where buildings development is most dense
	Appendix 1: Map A	City Centre Fringe	Around the City or Town Centre or at its outskirts, where both building density reduces
	Appendix 1: Map A	Mixed Use District	A variety of building typologies, with no single typology prevailing in the area
	Appendix 1: Map A	Social Housing	Public, private and third sector social housing
	Appendix 1: Map A	Campus (health / education)	Buildings that are owned and operated together (e.g. Universities, Hospitals)

	Appendix 1: Map A	Commercial / business office	Public & private office space
	Appendix 1: Map A	Industrial areas	Primarily used for manufacturing, engineering, and warehousing
Appendix 1: B – Key heat demands			
	Appendix 1: Map B	Top 10 Heat Demands	The largest (anchor) heat loads within the Pilot programme study area (see Section 3)
	Appendix 1: Map B	Local Authority	Buildings owned or operated by the Local Authority
	Appendix 1: Map B	Other public sector	Other buildings owned or operated by the public sector (e.g. hospital, universities, Govt. estates)
	Appendix 1: Map B	Residential with existing communal heating	Residential buildings with existing communal heating systems installed
	Appendix 1: Map B	Non-domestic private	Non-domestic private buildings (e.g. commercial, offices)
	Appendix 1: Map B	Industrial	Mixed industrial sites (e.g. light or heavy industry, manufacturing, warehouses and distribution)
400 - 600	Appendix 1: Map B	Building heat demand (MWh/yr)	Circle size increases with size of heat demand
Appendix 1: C – Key Heat Sources and Potential Energy Centres			
	Appendix 1: Map C	EfW plant	**Point heat sources** have known or likely points of heat offtake/abstraction Mine water and water source ‘points’ indicate potential abstraction points. Other waste heat sources include sewers, electrical substations and other sources of heat. See section 3 for more detail on heat source capacities, where known. On the City-level Map C only, the heat waste symbol is sized according to its scale in GWh/yr
	Appendix 1: Map C	Industrial Waste Heat	
	Appendix 1: Map C	Mine water	
	Appendix 1: Map C	Other Waste Heat	
	Appendix 1: Map C	Water Source	
	Appendix 1: Map C	Waste Water Treatment	
	Appendix 1: Map C	Deep geothermal or mine water heat	**Area heat sources** differ from point-heat sources in that the exact location for extracting heat from the resource is not yet determined
	Appendix 1: Map C	Ground source	
	Appendix 1: Map C	Water source	
Appendix 1: D – Existing and planned heat networks			
	Appendix 1: Map D	Existing and planned heat networks	At this scale the route of an existing HN cannot be displayed, so an area outline is used instead
Appendix 1: E – Physical constraints			
	Appendix 1: Map E	Key constraints	Key heat network routing constraints as described in section 3

A. Lancaster Typologies



Boundaries
- Study Boundary
- Local Authority Boundary
- Other Local Authority Boundary
- Heat Network Zones

Key Typologies
- Dense city centre
- City centre fringe
- Mixed use district
- Social housing
- Campus (health/education)
- Commercial / business office district
- Industrial areas

Scale: 1:75,000
Coordinate System: British National Grid

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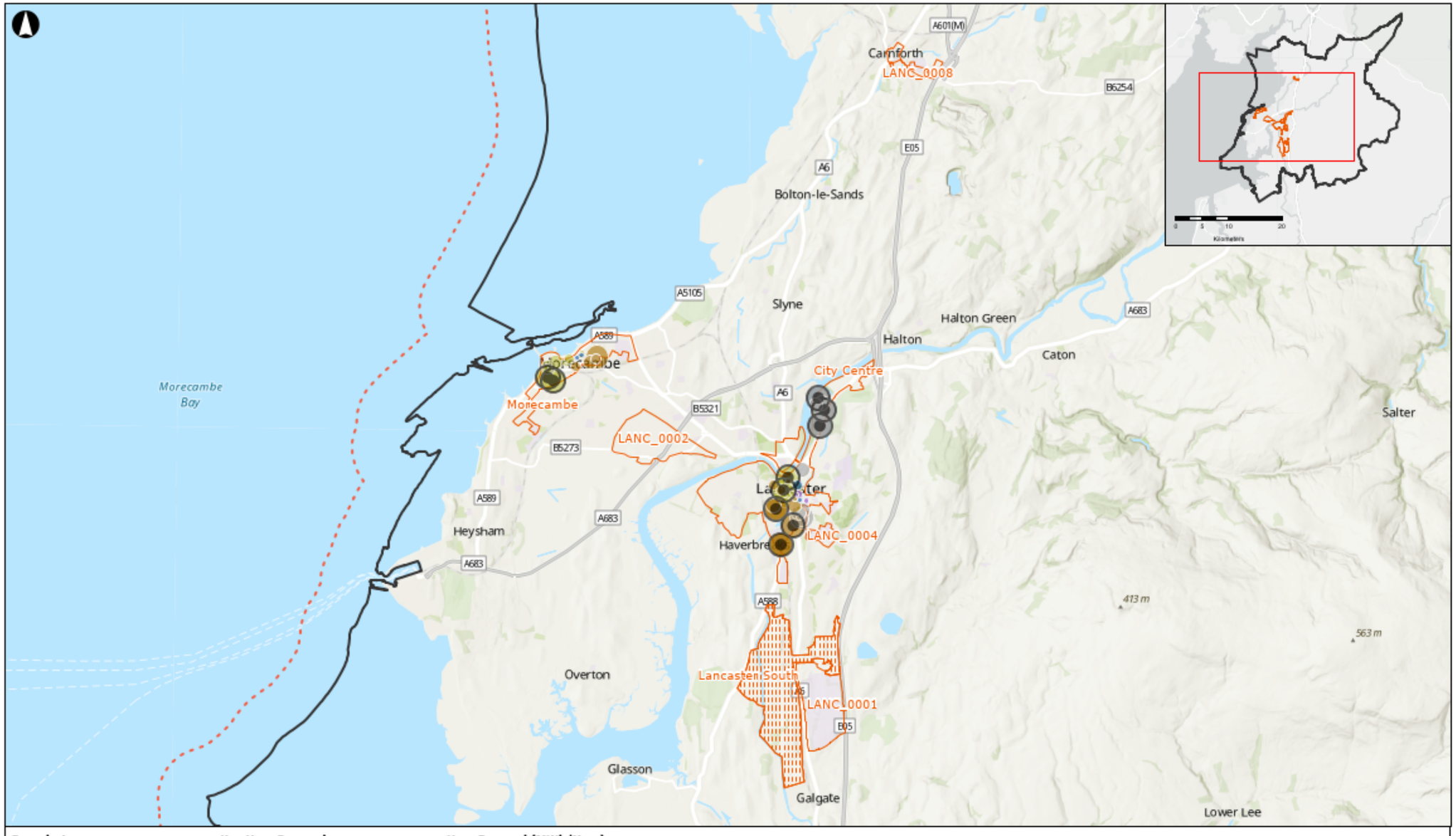
Lancaster

Map A

City Typologies

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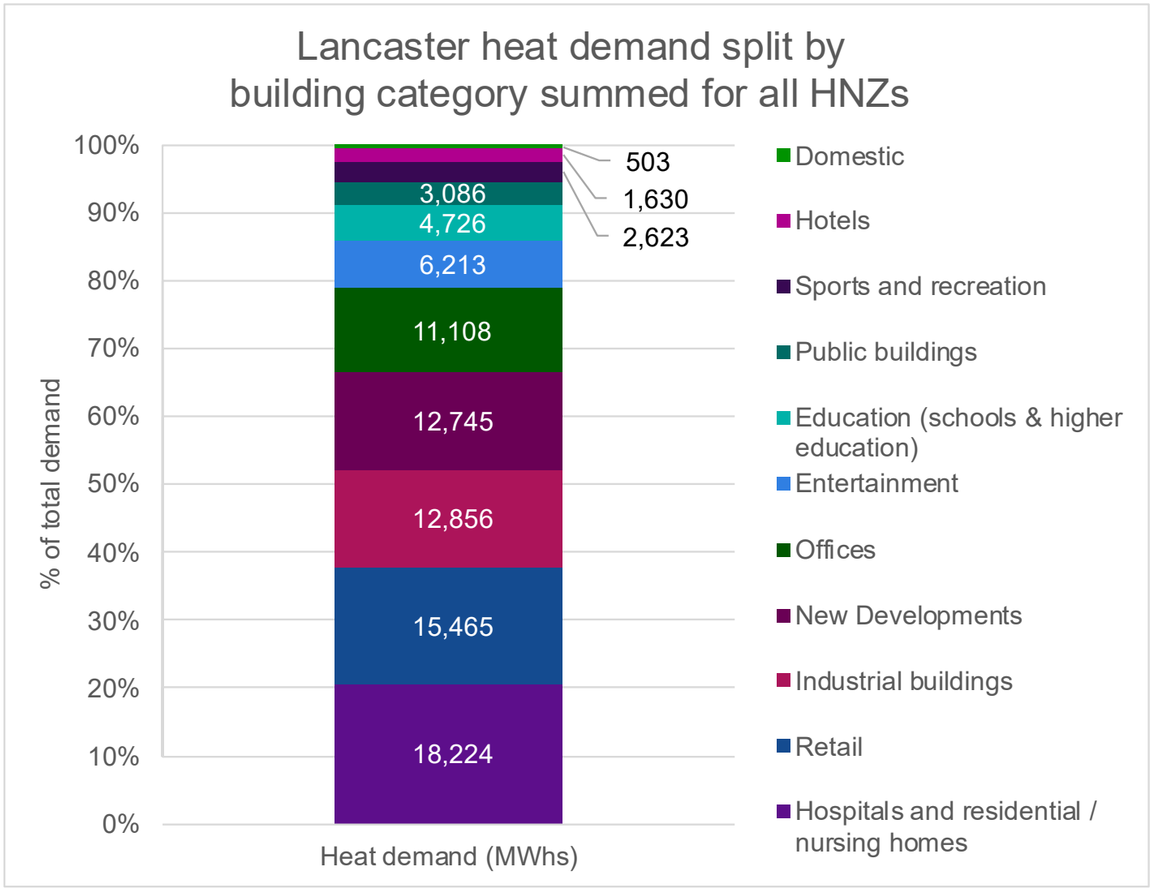
B. Key Heat Demands



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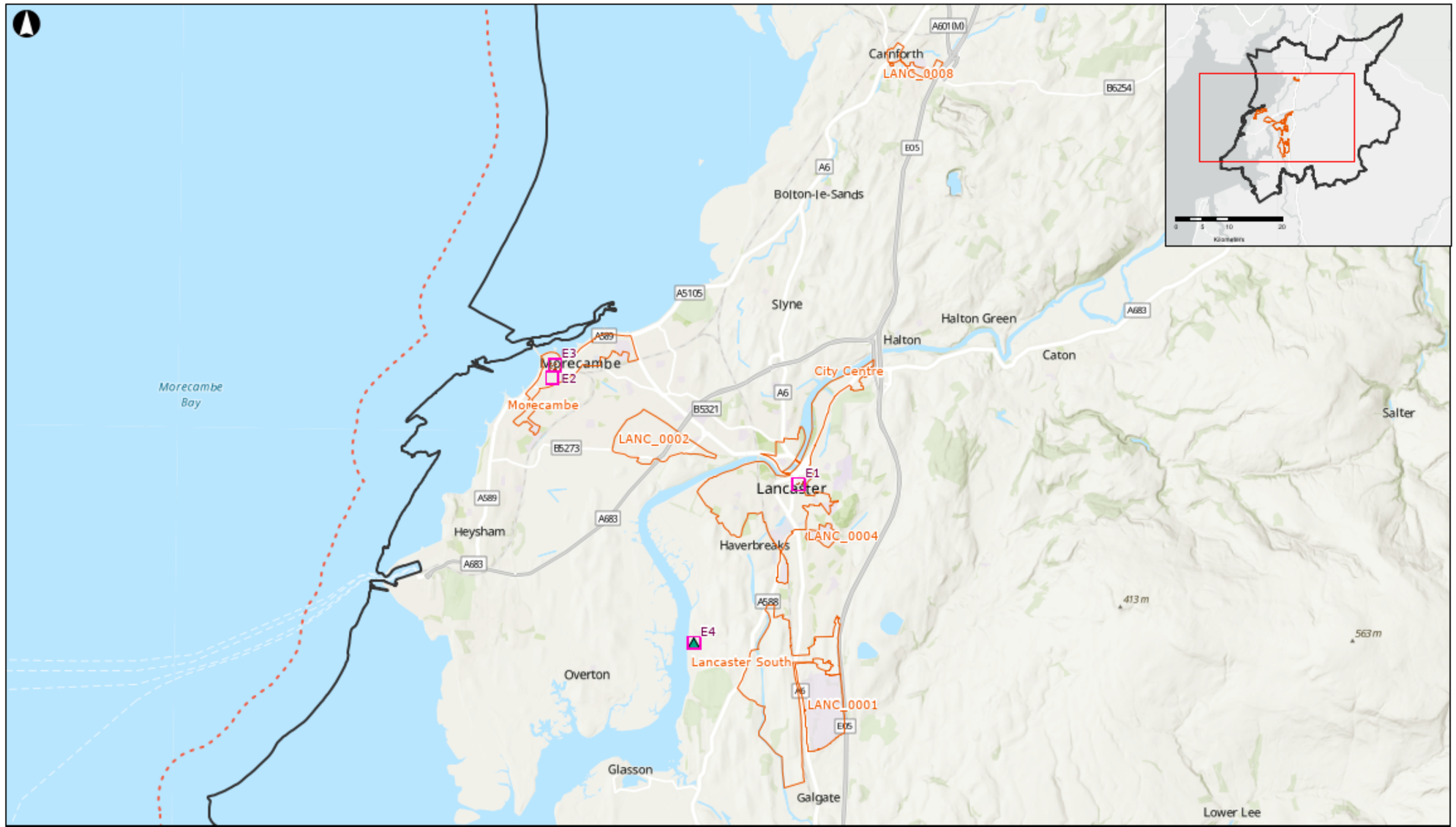
Table 17: Heat Demand split further by Building Categories across all Initial Zone Opportunities Identified in Strategic HNZs in the Study Area

Building category	Number of buildings required to connect in this category	Annual Heat Demand (buildings required to connect) across strategic HNZs (MWh)
Hospitals and residential / nursing homes	6	18,224
Retail	40	15,465
Industrial buildings	13	12,856
New Developments	3,503 (units)	12,745
Offices	39	11,108
Entertainment	26	6,213
Education (schools & higher education)	6	4,726
Public buildings	12	3,086
Sports and recreation	5	2,623
Hotels	6	1,630
Domestic	3	503
Totals	**3,659**	**89,179**



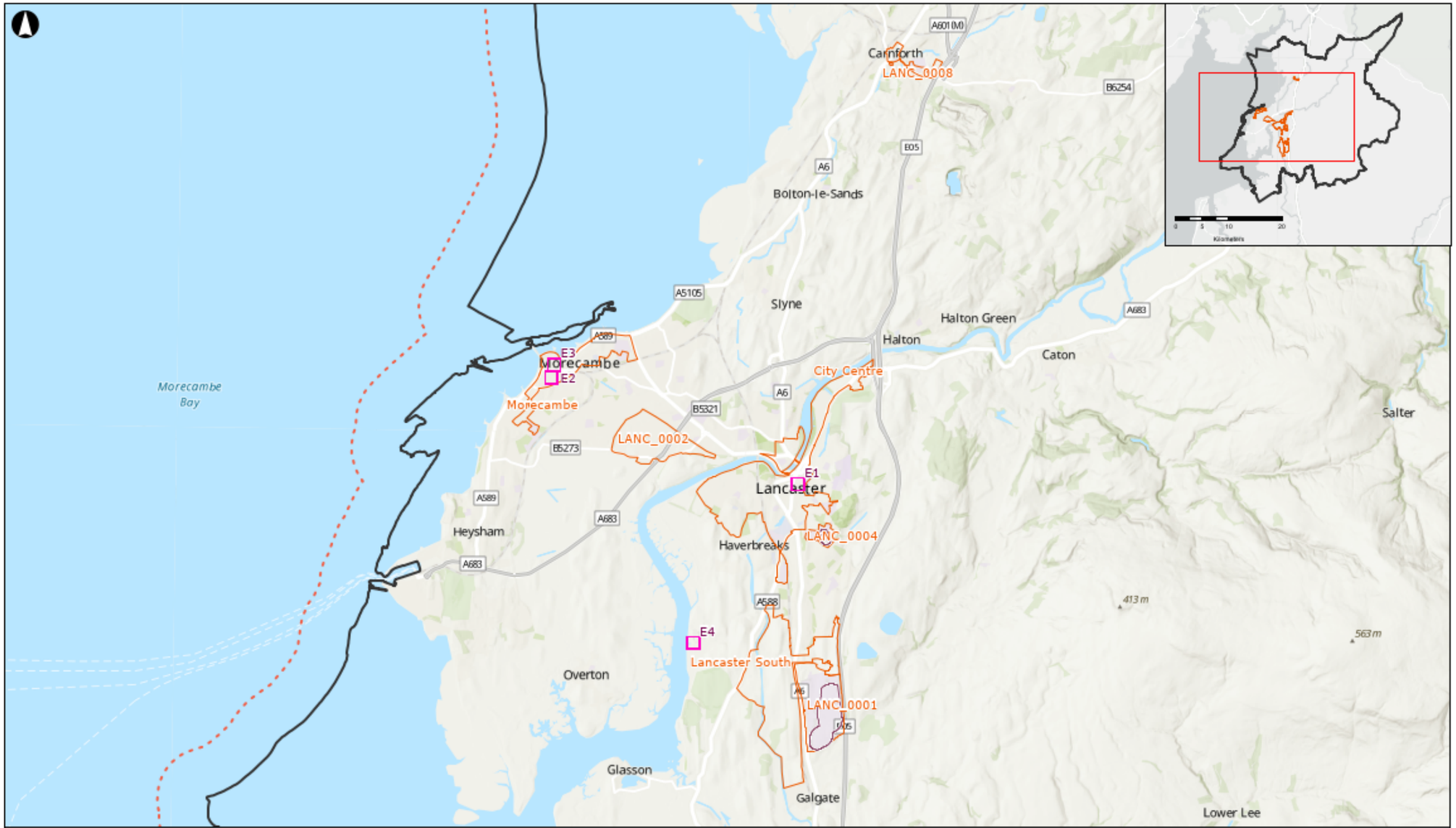
Note: In Lancaster there are seven HNZs with a total of three IZOs identified across them. The table and graph above summarises the heat demand for buildings potentially required to connect to these IZOs.

C. Key Heat Sources and Potential Energy Centres



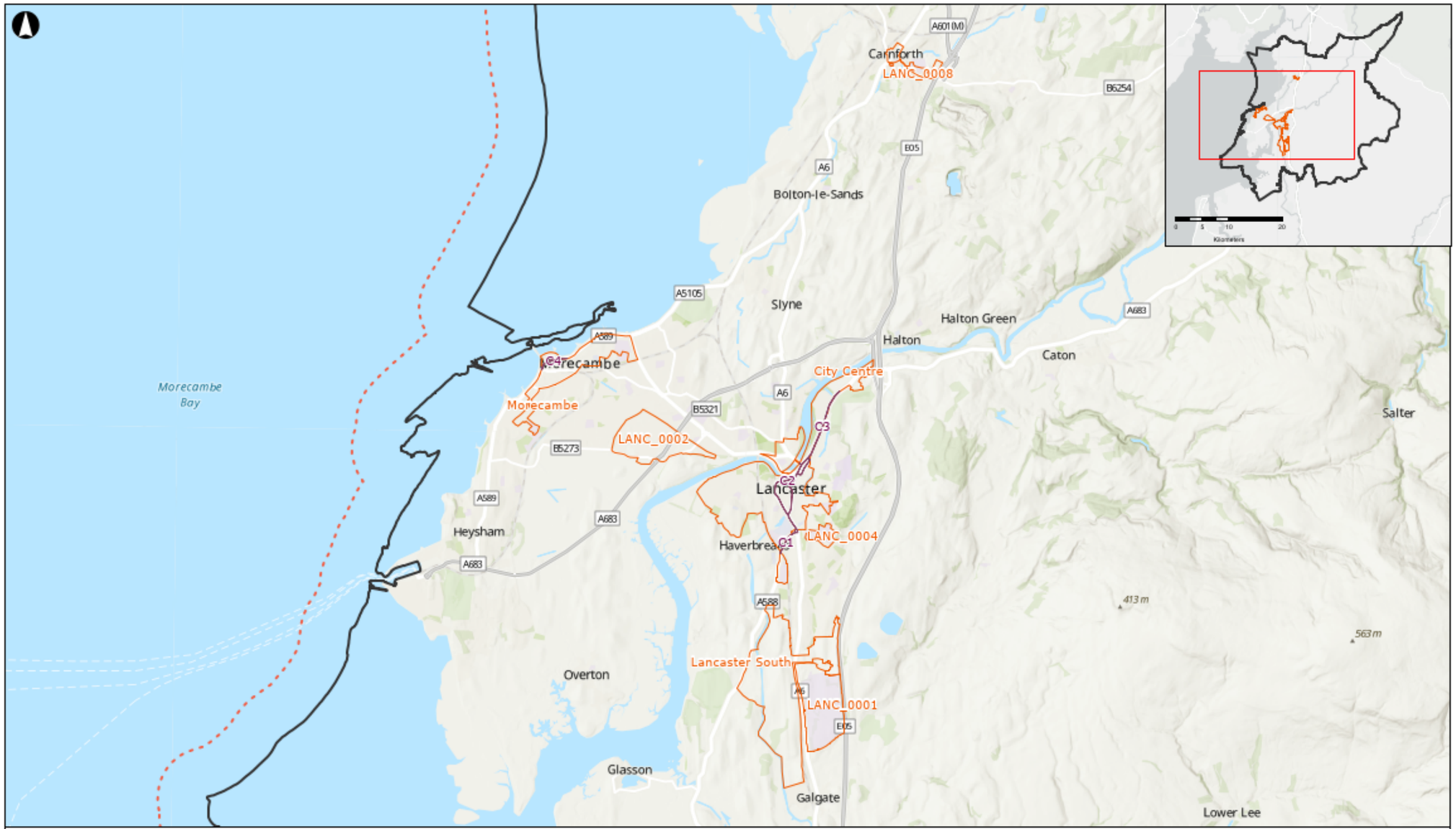
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D. Existing and Planned Heat Networks



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E. Physical Constraints



Boundaries

- Study Boundary
- Local Authority Boundary
- Other Local Authority Boundary
- Heat Network Zones

Key Constraints

0 1 2 4
Kilometers

Scale: 1:75,000

Coordinate System: British National Grid

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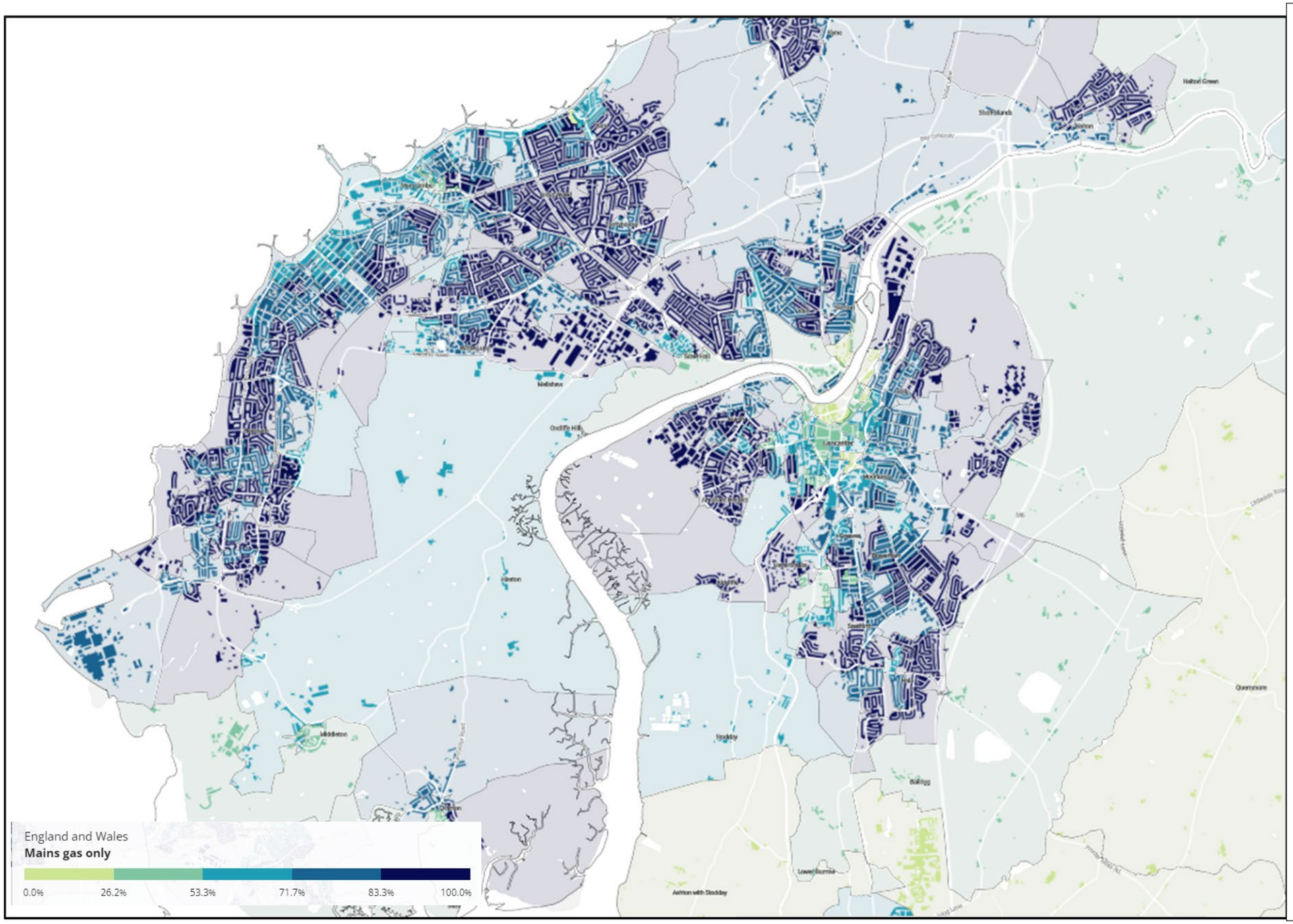
Lancaster

Map E

Physical Constraints

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F. Off-Gas Grid Areas in Lancaster



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Appendix 2: Data Room Resources

Throughout the delivery of the Pilot programme, information resources have been compiled for future use in relation to the development of heat network zones.

These resources will remain restricted to DESNZ and the local authority. This is to ensure that the department remains within its Data Privacy Notice as shared with stakeholders providing the information. GIS outputs are not being published alongside the report as they are subject to change.

Table 18: Pilot Programme Standardised Information Resources

Information resource	Description of resource
Stakeholder Directory	A directory listing key stakeholders identified and approached during the Pilot programme, including organisation name, address, or website, contact names, work title and contact details.
Stakeholder meetings log and records	A log of key meetings held and related meeting records.
Datasets Directory	A list of datasets / reports shared by stakeholders cross-referencing who provided the item from the stakeholder directory and a description of the dataset.
Geospatial packages and related geo-coded datasets	Geo-coded datasets and descriptions related to maps produced in this report.

Table 19: Pilot Programme Study-Area-Specific Information Resources

Information resource	Description of resource
Local Plan, Planning Library and Strategies	The Development Plan Documents which make up the Local Plan.

This publication is available from: https://www.gov.uk/government/collections/heat-networks

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