

# A Local Plan for Lancaster District

2011-2031 Annual Monitoring Report 2016 - 2017

May 2018



LANCASTER  
CITY COUNCIL

## **1. Introduction**

- 1.1 This document is the Lancaster District Annual Monitoring Report (AMR) for the financial year 2016/17.
- 1.2 The AMR establishes the monitoring framework for the district, reporting on the implementation of existing policies as well as the evidence base which will be used to support the preparation of future planning policies. Importantly the AMR also provides information on progress in preparing future planning documents.
- 1.3 This AMR has been prepared in accordance with Regulation 34 of the Town and Country (Local Planning) (England) Regulations 2012. It reports on:
  - the preparation of future planning policy documents being prepared by the City Council as described in its Local Development Scheme;
  - the delivery of new housing within the district, identifying the number of new houses completed in the monitoring period as well as historic completions;
  - where and in what capacity the Council has co-operated with another local planning authorities, county council, or others in the delivery of planning matters; and
  - an up-to-date evidence base prepared for monitoring purposes for the preparation and implementation of planning policies.

## **2. Background**

- 2.1 Lancaster City Council is the Local Planning Authority for Lancaster district. One of the council's main responsibilities is the preparation of the Local Plan. The Local Plan establishes the planning policy framework for the district setting out the spatial vision for an area and the policies and land allocations that will be used to determine future planning decisions.
- 2.2 The City Council are currently in the process of preparing a new Local Plan for the district covering the period 2011-2031. The new Local Plan is to be made up of a series of documents which when adopted will replace the remaining residual policies in the existing Lancaster District Local Plan (adopted in 2004) and the Lancaster District Core Strategy (adopted in 2008). On completion the new Local Plan will contain the following documents:
  - Strategic Policies and Land Allocations – accompanied by a policies map that will show the areas of the district that will be developed and those areas that will be protected.
  - Development Management document – provides the planning policies that will be used to determine planning applications.
  - Morecambe Area Action Plan – describes the actions to support regeneration in the central area of Morecambe.
  - Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) – allocates land for development and provides additional planning policies that are relevant to this particular area of high landscape value.
  - Gypsy and Traveller Accommodation – describes the planning policies that will consider in detail how to meet the needs for gypsy and traveller provision.

2.3 Whilst not a statutory document the preparation and publication of the AMR is an essential component of the Local Plan. It provides the main mechanism for reviewing the implementation of planning policies and evaluating their effects and outputs. The identification of outputs and trends also ensures that a comprehensive evidence base is developed which can be used to inform the preparation of future planning policies. Importantly where monitoring reveals that policies are not contributing to the delivery of desired outcomes the monitoring report allows opportunity to consider revising policies.

### 3. Content of the AMR

3.1 The AMR is divided into the following sections:

- Spatial portrait of the district;
- Update on the preparation of future Development Plan Documents including Duty to Cooperate considerations;
- Analysis of key indicators based on key themes; and
- Summary of the issues, challenges and opportunities facing the district over the next 12 months.

### 4. Spatial Portrait

4.1 Lancaster is the most northerly district in Lancashire covering an area of 565 square kilometres. It contains the coastal towns of Morecambe and Heysham, the historic city of Lancaster, the railway town of Carnforth and an extensive rural area including two Areas of Outstanding Natural Beauty (AONB), the Forest of Bowland AONB and the Arnside and Silverdale AONB.

4.2 The district is bound to the south by the Lancashire authorities of Wyre and Ribble Valley, to the east by the North Yorkshire Authority of Craven and to the north by the Cumbrian authority of South Lakeland.

#### Geography

4.3 Over 90% of the district is rural with drumlin fields and rolling upland farmland forming the predominant landscape types. This is complemented by coastal drumlins along the coast of the district, the floodplain valley of the River Lune and the wooded limestone hills and pavements at Silverdale. Together these landscapes provide the setting for the main settlements of Lancaster, Morecambe, Heysham and Carnforth and mark the transition from the urbanised landscapes west of the Pennines, to the rural landscapes and national parks in Northern England. The proximity of these landscapes to the



Figure 1 – Lancaster District

main urban settlement is a particular asset of the district, with residents and visitors readily able to access the countryside.

- 4.4 Complementing the main urban settlements is a network of villages which together are home to a number of vibrant communities delivering key services and facilities for residents and the wider rural hinterland of the district.

#### *Accessibility*

- 4.5 The district continues to benefit from good transport communications offering connectivity by a range of transport modes. Rail accessibility is particularly good with the presence of 7 railway stations ensuring good internal and external connectivity by rail. Lancaster is a key stop on the West Coast Main Line offering high speed connections to London and to the north of the country. Access east to west is also provided with regular rail services connecting the district to Barrow, Leeds, Manchester and Manchester Airport. Lancaster station is noted to be the third most important station in Lancashire with only Preston and Ormskirk experiencing higher volumes of passengers.



Figure 2 – Lancaster Railway Station

- 4.6 The presence of the M6 motorway also provides strong road connectivity within the region. Whilst the district has endured congestion and pollution on its local highway network, most notably Lancaster City Centre, Caton Road (Lancaster), Galgate and Carnforth, the Bay Gateway has helped alleviate traffic congestion along these key routes. The Bay Gateway was officially opened on the 2<sup>nd</sup> March 2017. It was named 2017 Economic Infrastructure Project of the Year at the 2017 British Construction Industry Awards.
- 4.7 The districts urban areas continue to be well served by public transport with quality bus routes connecting Lancaster, Morecambe and Heysham with Lancaster University.
- 4.8 The identification of Lancaster and Morecambe as one of the original six cycle demonstration towns in 2005 has ensured that the district benefits from a high quality and well used cycle network, with over 70km of cycle paths across the district. This includes lanes on the highway network and canal network as well as off-road shared paths. Cycle use is noted to be particularly high. Research conducted by Lancashire County Council confirms that the district has an above national cycle rate, recording a rate of 21.8%. The national average is 14.7%.
- 4.9 The district also benefits from two ports at Glasson Dock and Heysham. Heysham Port is noted to have benefited from significant transport investment and now operates as one of the North West's main ports providing freight services to Ireland and a passenger route to the Isle of Man. In addition to its traditional port functions Heysham Port also has a role as an offshore supply base for gas fields. The port is also well located to serve as an operation and maintenance base for offshore wind turbines in the Irish sea. Glasson Dock is a much

smaller facility handling ships of up to 3,000 tonnes.

### *Natural Environment Characteristics*

4.10 The district is renowned for both the quality and diversity of its natural environment with many of its assets protected by local, national and international designations. These include parts of two Areas of Outstanding Natural Beauty (AONB) and the largest wetland area in the UK at Morecambe Bay, which is internationally protected due to its wetland habitat and birdlife. In total environmental designations cover 74% of the district (a total of 42,064 hectares). It is this environmental quality that distinguishes the district from the more urbanised local authorities within Lancashire and which provides residents and visitors to the district with a strong sense of place and a good quality of life.

4.11 The district contains 5 Natura 2000 sites – Morecambe Bay and Duddon Estuary (Special Areas of Conservation (SAC), Special Protection Areas (SPA) and RAMSAR sites), Morecambe Pavements SAC (which includes 4 sites in the Silverdale area: Gait Barrows National Nature Reserve (including Haweswater Moss), a separate area just south east of Haweswater Moss, Yealand Hall Allotment and Cringlebarrow Wood/Deepdale Wood), Leighton Moss (SPA and RAMSAR site), Bowland Fells SPA and Calf Hill/Crag Woods SAC near Caton.

4.12 The district also has 29 Sites of Special Scientific Interest (SSSI) covering approximately 385 square km. This represents approximately 40% of Lancashire’s SSSIs and 60% of their total area. All 12 of Lancashire’s Limestone Pavement Areas are within the district. The district has local nature reserves at Warton Crag, Warton Crag Quarry and Trowbarrow Quarry and around 250 Biological Heritage Sites and 25 Geological Heritage Sites.

4.13 In addition to these designations the district is also home to a network of local green spaces and corridors, including Lancaster canal which runs through the district.



Figure 3 – Lancaster Canal

4.14 With a significant number of watercourses in the district, including the River Lune, Keer and Conder and their tributaries, large areas of the district are at risk from both river and coastal flooding. 23% of the district is noted to be located in Flood Cone 3 (areas that are identified to be at the greatest risk from flooding).

### *Built Heritage*

4.15 The rich diversity of the natural environment is complemented by a high quality built environment. This includes:

- Over 1,300 listed buildings
- 36 Conservation Areas
- 37 Scheduled Monuments
- 3 Registered Parks and Gardens



- 4.16 The scale of designated heritage assets within the district is comparable to the major cities of Liverpool and Manchester.
- 4.17 Lancaster is noted to be one of the North West's most important historical cities; visually coherent, and little damaged by inappropriate development. Places and buildings show a strong historic legacy, which mixes Roman and Medieval elements, such as Lancaster Castle with the strongly Georgian and Victorian city centre and more contemporary suburbs.

4.18 In addition to statutory listed historical assets the Council is currently compiling a list of local heritage assets, these are those assets which whilst not covered by statutory legislation have been identified as being of local historic or archaeological importance. They can include a building, structure or man-made landscape.



Figure 4 – Lancaster Castle

4.19 The list of assets for the East Lancaster area was designated on the 8<sup>th</sup> November 2016. 12 local assets are included on this. The Council is preparing further local listings on a parish by parish basis.

### *Social Characteristics*

- 4.20 The 2015 mid-year population estimate for the district released on the 23<sup>rd</sup> June 2016 estimated a population in the district of 142,283. Whilst having a large population density the district's large area and rural nature mean that its population density is low, with an average of 249 people per square kilometre. It has the second lowest population density in Lancashire.
- 4.21 It is estimated that between 2014 and 2039 the population of the district will increase by 9.3%, well above the 4.4% growth predicted for the county.
- 4.22 The presence of two universities within the district is reflected within the district's age profile, with an above average proportion of people recorded in the 15-24 age range. The district is also noted to have an above average proportion of people in the 65+ age range, reflecting both the district's ageing population and its attractiveness as a retirement destination for many.
- 4.23 The district has approximately 62,000 houses in it, 90% of which are owner occupied or private rented. The census reveals that the district contains a mixture of household types and property sizes.
- 4.24 In April 2017 the average house price in the district was recorded as £218,446.

### *Economic characteristics*

4.25 The district is noted to have one of the most self-contained labour market areas in Lancashire, approximately 83% of its residents live and work within the district.

4.26 Employment is noted to be focussed on a number of key economic sectors that are well-related to the key economic drivers of the district – Lancaster University, Lancaster Royal Infirmary, the University of Cumbria, Heysham Nuclear Power Station and the Port of Heysham.



Figure 5 – Heysham Nuclear Power Station

4.27 Latest unemployment data for the district reports a rise in people claiming unemployment benefits, increasing from 1.8% of the working age population in April 2016 to 2.4% in April 2017.

4.28 Gross weekly pay is also noted to have declined falling from £523.10 in 2016 to £512.30 in 2017.

## **5. Progress on the Local Development Scheme**

5.1 The project plan for the implementation of Lancaster’s Local Plan is the Local Development Scheme (LDS). This document provides a timetable for the preparation of future planning documents detailing key milestones, the resources for preparation and the risks for preparation.

5.2 A revised LDS for the district was reported to and endorsed by members on the 28<sup>th</sup> October 2016. This updated the earlier LDS for the district which was published in May 2016.

5.3 The AMR provides an update on the status and preparation of the following local DPD documents reported in the LDS:

- Lancaster District Core Strategy 2008
- Local Plan Part One – Strategic Policies and Land Allocations DPD
- Local Plan Part Two - Development Management DPD
- Morecambe Area Action Plan (MAAP)
- Arnsdale and Silverdale AONB DPD
- Gypsy and Traveller Accommodation Local Plan
- Community Infrastructure Levy (CIL) Charging Schedule DPD

5.4 In addition to the above documents the council will also be preparing a range of Supplementary Planning Documents (SPDs) and Planning Advisory Notes (PANs). These will add further detail to the policies contained in the Local Plan. Further details of these documents are provided within the LDS.

5.5 The following table provides more detailed information on the status of adopted documents:

Process documents	Description	Adoption / publication date
Local Development Scheme	Sets out the timetable for the Local Plan. It covers which Development Plan Documents will be produced, helps the community to understand the development plan process and describes how to get involved.	Updated version published in October 2016
Annual Monitoring Report	Councils are required to publish this each year to show how the preparation of the Local Plan documents are progressing and to monitor the effects of planning policy on the district.	Report published for previous financial year
Statement of Community Involvement	Sets out how the council involve people in planning and the planning application process. It includes details about who will be involved, consulted with and how and when this will be done.	This document was reviewed in 2016 and a new document adopted in November 2016.
Sustainability Appraisal	Undertaken for all DPDs, and if required for SPDs. This will ensure that the social, economic and environmental effects of policies are understood and fully taken into consideration.	Ongoing. A Sustainability Appraisal Report will accompany each publication stage of DPD preparation.
Habitat Regulation Assessment (HRA) and Appropriate Assessment (AA)	HRA is undertaken for all DPDs to establish whether or not the proposals are likely to have a significant effect on any areas of international biodiversity importance. Where HRA cannot state with certainty that there will be no significant effects then AA will be required.	HRA is ongoing. A HRA report will accompany each publication stage of DPD preparation.

Development documents	Completed Stages	Current Stage	Next Stage
Core Strategy	Adopted July 2008		The implementation of the Core Strategy has been challenged by evolving economic circumstances, a refreshed evidence base, the revocation of regional planning policy and greatly revised national planning policy. In view of this this



Development documents	Completed Stages	Current Stage	Next Stage
			document will be wholly replaced by the eventual adoption of forthcoming DPDs.
Residual saved policies of the Lancaster District Local Plan	Adopted 2004		A number of policies within the adopted Local Plan remain part of the council's planning policies. All remaining saved policies will eventually be superseded by policies in the new completed Local Plan.
Joint Lancashire Waste and Minerals DPD	Minerals and Waste Core Strategy (adopted 2009) Minerals and Waste Site Allocations and Development Management Policies DPD (adopted 2013)		Following adoption of the Site Allocations and Development Management DPD the Joint Authorities of Lancashire County Council, Blackpool Borough Council and Blackburn with Darwen Borough Council commenced a review of both documents. The review seeks to merge the two documents into a new Local Plan reviewing and rolling forward existing allocations and policies and extending the plan period to 2031/32.
Development Management Policies	Adopted in 2014		A review of Development Management Policies is currently being

Development documents	Completed Stages	Current Stage	Next Stage
			undertaken. A draft document is scheduled for consultation in 2017
Morecambe Area Action Plan	Adopted in 2014		The policies will be maintained through document review when necessary. No review is currently anticipated.

Supplementary Planning Documents (SPD)			
Meeting Housing Needs SPD	Adopted 7 February 2013		This is now under review following adoption of the Development Management DPD. A scoping consultation on the proposed content was consulted on in January 2015. The comments received are currently being reviewed with an updated document anticipated.
Shop fronts and Advertisements SPD	Published in January 2016		A review of this is anticipated.

Planning Advisory Notes (PANs)			
Householder Design Guide	Published December 2014		The content of this will be kept under review.
Waste and Recycling provision at domestic dwellings	Published February 2015		No review is currently anticipated.

Planning Advisory Notes (PANs)			
Surface Water Drainage, Flood Risk Management and Watercourses	Published May 2015		The content of this will be kept under review.
Edibles in Landscaping (Encouraging the Growing of Food within Residential Development)	Published June 2015		No review is currently anticipated.
Open Space Provision in New Residential Development	Published October 2015		The content of this will be kept under review with a refreshed evidence base anticipated over the coming months.

5.6 A number of Development Briefs have also been prepared and adopted by the Council. These will be reviewed as part of the preparation of the new Local Plan. Existing Development Briefs include the following:

- Lancaster University/Bailrigg Business Park Development Brief (April 2002)
- Kingsway Development Brief (May 2002)
- Lancaster Canal Corridor North Development Brief (May 2002)
- Luneside East Development Brief (Sept 2004)

5.7 Progress on emerging DPDs is reported below. Where necessary the timetable has been updated from that reported in the 2016 LDS.

**Table 1** – Progress Summary for Emerging Documents

DPD	Current Status	Summary of Content	Geographic Extent	Consultation on Draft DPD	Expected Date of Formal Publication	Expected Date for Submission to Secretary of State	Expected Date of Adoption by Full Council
<p><b>Local Plan Part One - Strategic Policies &amp; Land Allocations DPD</b></p>	<p>Strategic Options Consultation Report 2014 People Homes &amp; Job Consultation Report 2015. Draft Plan consultation Jan 2017.</p>	<p>Identifies future development needs, the scale and location of development and protects land of environmental, economic and social importance.</p>	<p>All of the district with exception of complementary policies in the MAAP and AONB DPDs.</p>	<p>Early 2017</p>	<p>Sept 2017</p>	<p>Nov 2017</p>	<p>Sept 2018</p>
<p><b>Local Plan Part Two – Development Management DPD</b></p>	<p>Draft revised DPD consultation Jan 2017.</p>	<p>Provides the policies which are used to consider planning applications.</p>	<p>All of the district with exception of complementary policies in the MAAP and AONB DPDs.</p>	<p>Early 2017</p>	<p>Sept 2017</p>	<p>Nov 2017</p>	<p>Sept 2018</p>

**Table 1** – Progress Summary for Emerging Documents

DPD	Current Status	Summary of Content	Geographic Extent	Consultation on Draft DPD	Expected Date of Formal Publication	Expected Date for Submission to Secretary of State	Expected Date of Adoption by Full Council
<b>Arnside &amp; Silverdale AONB DPD</b>	Memorandum of Agreement signed by all relevant parties. Issues and Options Consultation 2015. Additional site suggestion consultation May 2016. Draft Plan consultation Nov 2016 – Jan 2017.	To identify sites which will deliver new housing and employment development and set out policies to guide the approach to design and development in the Arnside and Silverdale AONB.	The whole AONB including that part which is in South Lakeland District.	Nov 2016	May 2017	July 2017	March 2018
<b>Gypsy and Traveller Accommodation</b>	Evidence base update	To address the accommodation needs of the gypsy and traveller community through the provision of both transit and permanent pitches.	All of the district with exception of complementary policies in the MAAP and AONB DPDs.	Either through (a) Preparation of a draft DPD which will be published alongside the Strategic Policies & Land Allocations DPD or (b)	tbd	tbd	tbd



**Table 1** – Progress Summary for Emerging Documents

DPD	Current Status	Summary of Content	Geographic Extent	Consultation on Draft DPD	Expected Date of Formal Publication	Expected Date for Submission to Secretary of State	Expected Date of Adoption by Full Council
				incorporated within Strategic Policies & Land Allocations and DM Policies DPDs			
<b>Community Infrastructure Levy (CIL) Charging Schedule DPD</b>	Being explored	A new charge on development which will be used to support critical infrastructure to deliver the Local Plan.	All of the district with exception of complementary policies in the MAAP and AONB DPDs.	Draft Charging Schedule to be consulted upon August 2017	Sept 2017	Nov 2017	Sept 2018

<b>Employment and Skills Plans SPD</b>	SPD endorsed by members.	Provide planning guidance in relation to the preparation of employment and skills plans within new development	All of the district with exception of complementary policies in the MAAP and AONB DPDs.	Council seeking academy status to then adopt fully SPD	N/A	N/A	December 2016
<b>Provision of Electric Vehicle Charging New Developments</b>	Being explored	To provide information and advice to encourage the greater role of electric charging points in new development proposals.	All of the district with exception of complementary policies in the MAAP and AONB DPDs.	In preparation	tbd	tbd	tbd
<b>Affordable Housing Practice Note</b>	Being explored	To provide information and advice to secure increased affordable housing delivery in the district.	All of the district with exception of complementary policies in the MAAP and AONB DPDs.	In preparation	tbd	tbd	tbd
<b>Low Emissions and Air Quality</b>	Being explored	To provide guidance and encourage developers to improve air quality and lower transport emissions.	All of the district with exception of complementary policies in the MAAP and AONB DPDs.	In preparation	tbd	tbd	tbd

5.6 In addition to the above documents a number of parish and town councils within the district are exploring the preparation of Neighbourhood Plans. Neighbourhood Plans give town and parish councils or newly formed neighbourhood forms the opportunity to prepare, with the community they represent, a planning document for their area setting out the future of where they live and providing them with greater ownership of the plans and policies that affect them.

5.7 Neighbourhood Plan Area designations have been approved for the following areas:

- Wray with Botton,
- Caton with Littledale,
- Cockerham,
- Halton with Aughton,
- Slyne with Hest, and
- Morecambe

**Duty to Cooperate**

5.8 In accordance with paragraph 178 of the NPPF public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities. The government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.

5.9 The 2012 Town and Country Planning (Local Planning (England) Regulations requires local planning authorities to give details of what action they have taken within the reported monitoring year to cooperate with another local planning authority, county council or a body prescribed under section 33A of the Act and report this within their Annual Monitoring Reports.

5.10 Details of key meetings with duty to co-operate partners for the reported monitoring year 2016-2017 is reported below.

<b>Reports to elected members</b>					
Reports to the Councils Planning Policy Cabinet Liaison Group	16.02.2016	23.08.2016	28.10.2016		
Reports to Full Council	03.02.2016	14.12.2016			
Member Briefings	27.09.2016	10.11.2016	17.11.2016		

<b>Duty to Co-operate Meetings – Neighbourhood Authorities</b>					
Wyre					
South Lakeland					
Craven					
Ribble Valley	15.03.2017				
Preston					
Barrow	12.01.2017				

<b>Duty to Co-operate Meetings – Neighbourhood Authorities</b>					
Cumbria					
Yorkshire Dales National Park					
Lancashire Local Economic Partnership					
Lancashire – Highways	03.05.2016	09.05.2016	09.08.2016		
Lancashire – Education	25.10.2016				
Lancashire – Public Health					
Lancashire – Lead Flood Authority					
Lancashire – Waste and Minerals	20.10.2016				
Marine Management Organisation	20.04.2016	28.02.2017			

<b>Duty to Co-operate Meetings – Statutory Bodies</b>					
Natural England					
Historic England					
Environment Agency	22.10.2016	13.01.2017			

<b>Duty to Co-operate – Infrastructure Providers</b>					
United Utilities	11.11.2016	11.11.2016	01.03.2017		
Highways England					
Canal and River Trust					

<b>Developer Meetings – Strategic Sites</b>					
Bailrigg Garden Village	13.04.2016	23.09.2016	15.11.2016		
East Lancaster Strategic Site	21.09.2016	02.11.2016	27.01.2017	27.03.2017	
North Lancaster Strategic Site	27.07.2016	14.03.2017			
South Carnforth	13.04.2016	23.09.2016			

<b>Sustainability Appraisal</b>					
Meeting with SA consultants					
SA workshops					

<b>Neighbourhood Planning</b>					
General					
Wray with Botton Neighbourhood Plan	29.06.2016	15.02.2017			
Morecambe Neighbourhood Plan					
Halton with Aughton Neighbourhood Plan					
Slyne with Hest Neighbourhood Plan	26.10.2016	17.01.2017			
Caton with Littledale Neighbourhood Plan					
Cockerham Neighbourhood Plan					

<b>Developer Forums</b>					
	27.09.2016				

<b>Developer Plans Officers Group</b>					
	11.04.2016	04.07.2016	03.10.2016	23.01.2017	

5.11 A summary of the key issues and outcomes arising from the duty to co-operate discussions with principal authorities are summarised below in table 2.



**Table 2** - Summary of key issues and outcomes arising from the Duty to Co-operate discussions with Principal Authorities

COUNCIL	SHARED ISSUE IDENTIFIED	OUTCOMES OR RESOLUTIONS	HOW REFLECTED IN THE PLAN?
WYRE	<ul style="list-style-type: none"> <li>• OAN Methodology and Calculation (HMA Overlap)</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information (both Lancaster and Wyre use Turleys consultants). Requests by both Council's to meet some of each other's OAN: both declined in the context of local constraints.</li> </ul>	<ul style="list-style-type: none"> <li>• None directly, but common approaches noted. Statement of Common Ground under consideration in relation to this matter (subject to emerging guidance from Government).</li> </ul>
	<ul style="list-style-type: none"> <li>• Dolphinholme Conservation Area Character Appraisal</li> </ul>	<ul style="list-style-type: none"> <li>• Information shared with Wyre.</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
	<ul style="list-style-type: none"> <li>• Highways and Transport Planning for South Lancaster / North Wyre via Junction 33 Reconfiguration</li> </ul>	<ul style="list-style-type: none"> <li>• Joint work with Lancashire County Council in the reconfiguration options for Junction 33.</li> </ul>	<ul style="list-style-type: none"> <li>• Local Plan Policy identifying Bailrigg Garden Village and reconfiguration of Junction 33.</li> </ul>
	<ul style="list-style-type: none"> <li>• Employment and Economic Growth Strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information (Wyre use Lichfields) and common issues agreed including a pro-growth agenda, for example the servicing of off-shore windfarms in Morecambe Bay.</li> </ul>	<ul style="list-style-type: none"> <li>• None. No conflicts between the two district's employment strategies.</li> </ul>
SOUTH LAKELAND	<ul style="list-style-type: none"> <li>• OAN Methodology and Calculation (HMA Overlap).</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information (SLDC use Arc4 Consultants).</li> </ul>	<ul style="list-style-type: none"> <li>• Informed the need for the Council to review its Green Belt and propose the release of land for development in South Carnforth.</li> </ul>
	<ul style="list-style-type: none"> <li>• Employment and Economic Growth Strategies.</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information.</li> </ul>	<ul style="list-style-type: none"> <li>• None. No conflicts between the two districts employment strategies. Further collaborative working understanding opportunities for economic growth in the Morecambe Bay Area (study prepared by BE Group).</li> </ul>
	<ul style="list-style-type: none"> <li>• Opportunity for common approach to planning within the protected landscape of the Arnside &amp; Silverdale AONB.</li> </ul>	<ul style="list-style-type: none"> <li>• Resolution to prepare a joint AONB DPD beginning with a Memorandum. DPD</li> </ul>	<ul style="list-style-type: none"> <li>• Full co-operation on the preparation of a joint AONB DPD.</li> </ul>

**Table 2** - Summary of key issues and outcomes arising from the Duty to Co-operate discussions with Principal Authorities

COUNCIL	SHARED ISSUE IDENTIFIED	OUTCOMES OR RESOLUTIONS	HOW REFLECTED IN THE PLAN?
RIBBLE VALLEY	<ul style="list-style-type: none"> <li>• OAN Methodology and Calculation (HMA Overlap).</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information (RVBC use Lichfields).</li> </ul>	<ul style="list-style-type: none"> <li>• None. Common boundary is very sparsely populated and commuting links are weak.</li> </ul>
	<ul style="list-style-type: none"> <li>• Opportunity for common approach to planning within the Forest of Bowland AONB.</li> </ul>	<ul style="list-style-type: none"> <li>• Officer discussions: shared policy wording based on experience in preparing the Arnside &amp; Silverdale AONB.</li> </ul>	<ul style="list-style-type: none"> <li>• Modification of several Development Management Policies, consistent with the Arnside &amp; Silverdale AONB DPD.</li> </ul>
CRAVEN	<ul style="list-style-type: none"> <li>• OAN Methodology and Calculation (HMA Overlap).</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information (Craven use Edge Analytics). Advised Craven of the risks in not applying their OAN in their Local Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Craven modified its approach in their Draft Local Plan.</li> </ul>
	<ul style="list-style-type: none"> <li>• Draft housing allocation in and around Bentham.</li> </ul>	<ul style="list-style-type: none"> <li>• Acknowledge the relevance to the local housing market in nearby villages.</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
	<ul style="list-style-type: none"> <li>• Planning alongside the Yorkshire Dales National Park.</li> </ul>	<ul style="list-style-type: none"> <li>• Shared experience in advance of boundary changes in August 2016 when part of this district came under the Yorkshire Dales National Park.</li> </ul>	<ul style="list-style-type: none"> <li>• Yorkshire Dales National Park area removed from the Lancaster District Local Plan.</li> </ul>
	<ul style="list-style-type: none"> <li>• Opportunity for common approach to planning within the Forest of Bowland AONB.</li> </ul>	<ul style="list-style-type: none"> <li>• Officer discussions: shared policy wording based on experience in preparing the Arnside &amp; Silverdale AONB DPD.</li> </ul>	<ul style="list-style-type: none"> <li>• Modification of several Development Management Policies, consistent with the Arnside &amp; Silverdale AONB DPD.</li> </ul>
LANCASHIRE	<ul style="list-style-type: none"> <li>• Duty to Co-operate Memorandum of Understanding between Lancashire County Council and Lancaster City Council signed in March 2016.</li> </ul>	<ul style="list-style-type: none"> <li>• Memorandum covers sustainable transport; economic growth; education; public health; heritage asset protection; natural heritage protection. Signed by senior elected members.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides a structure for liaison and joint working with Lancashire County Council in order to shape the preparation of the Local Plan.</li> </ul>
	<ul style="list-style-type: none"> <li>• Understanding the requirements for education provision through the plan period.</li> </ul>	<ul style="list-style-type: none"> <li>• Regular meetings to understand new education provision and plan how it relates to housing and infrastructure provision.</li> </ul>	<ul style="list-style-type: none"> <li>• Informed policy wording and future education requirements in light of the development growth. Provision of information over infrastructure costs.</li> </ul>
	<ul style="list-style-type: none"> <li>• Understanding the impacts on highways and transportation for the district, including the</li> </ul>	<ul style="list-style-type: none"> <li>• Extensive collaboration on preparation of the Local Plan and the preparation of the</li> </ul>	<ul style="list-style-type: none"> <li>• Alignment of the Local Plan and the Transport and Highways Masterplan.</li> </ul>

**Table 2** - Summary of key issues and outcomes arising from the Duty to Co-operate discussions with Principal Authorities

COUNCIL	SHARED ISSUE IDENTIFIED	OUTCOMES OR RESOLUTIONS	HOW REFLECTED IN THE PLAN?
	<p>provision of new infrastructure to deliver housing and economic growth.</p> <ul style="list-style-type: none"> <li>• Collaboration on county-wide strategic issues as part of the Combined Authority.</li> <li>• Understanding the public health implications arising from the Local Plan.</li> <li>• Understanding linkages between the Local Plan and the Waste and Minerals Local Plan (Lancashire CC are the Waste and Minerals Authority).</li> </ul>	<p>Lancaster District Transport and Highways Masterplan.</p> <ul style="list-style-type: none"> <li>• Meetings and engagement on the preparation of the Local Plan, Sustainability Appraisal and the preparation of a Health Impact Assessment</li> <li>• Common approach agreed to ensure that ensures a positive relationship between the Local Plan and W&amp;M Local Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Informed policy wording in relation to public health in the Local Plan. Informed the preparation of the Sustainability Appraisal process.</li> <li>• Alignment of the Local Plan and the Waste and Minerals Local Plan, for example the safeguarding of Mineral deposits in the Local Plan.</li> </ul>
<b>CUMBRIA</b>	<ul style="list-style-type: none"> <li>• Sub-regional NSIP projects requiring collaboration, including Walney Island Offshore Windfarm and North West Coast Connections project for electricity transmission.</li> <li>• Mapping of vertical infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Lancaster’s participation in the PPA arrangements with Cumbria County Council, Lancashire County Council and several other Cumbrian authorities.</li> <li>• Lancaster’s existing and proposed vertical infrastructure mapped on Cumbrian database.</li> </ul>	<ul style="list-style-type: none"> <li>• Land Allocations and Development Management policy changes in respect of approach to major energy projects.</li> <li>• Principal benefit is for development management, especially for new infrastructure applications close to the county boundary.</li> </ul>
<b>LANCASHIRE LOCAL ECONOMIC PARTNERSHIP</b>	<ul style="list-style-type: none"> <li>• Relationship between the LEP’s Strategic Economic Plan and Growth Deal Priorities and Lancaster’s Local Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Involvement in joint working on key infrastructure projects, for example Lancaster Canal Corridor, Bailrigg Garden Village, Heysham Gateway, Lancaster University Health Innovation Campus and M6 Junction 33 Reconfiguration.</li> </ul>	<ul style="list-style-type: none"> <li>• Joint working provides context to the preparation of the Local Plan and provides evidence over deliverability.</li> </ul>
<b>PRESTON</b>	<ul style="list-style-type: none"> <li>• OAN Methodology and Calculation.</li> </ul>	<ul style="list-style-type: none"> <li>• Shared information (Preston use GL Hearn).</li> </ul>	<ul style="list-style-type: none"> <li>• None. Preston is not within this district’s housing market area.</li> </ul>

**Table 2** - Summary of key issues and outcomes arising from the Duty to Co-operate discussions with Principal Authorities

COUNCIL	SHARED ISSUE IDENTIFIED	OUTCOMES OR RESOLUTIONS	HOW REFLECTED IN THE PLAN?
	<ul style="list-style-type: none"> <li>• Opportunity for common approach to planning within the Forest of Bowland AONB.</li> </ul>	<ul style="list-style-type: none"> <li>• Officer discussions: shared policy wording based on experience in preparing the Arnside &amp; Silverdale AONB DPD.</li> </ul>	<ul style="list-style-type: none"> <li>• Modification of several development management policies, consistent with the Arnside &amp; Silverdale AONB DPD.</li> </ul>
<b>BARROW</b>	<ul style="list-style-type: none"> <li>• OAN Methodology and Calculation</li> </ul>	<ul style="list-style-type: none"> <li>• Agreed no requirement for Barrow to meet with some of Lancaster’s housing requirements.</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
	<ul style="list-style-type: none"> <li>• North West Coast Connections Project, led by National Grid.</li> </ul>	<ul style="list-style-type: none"> <li>• Continued collaboration through the PPA group.</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>
<b>YORKSHIRE DALES NATIONAL PARK</b>	<ul style="list-style-type: none"> <li>• Boundary changes in August 2016, when parts of Lancaster District came under Yorkshire Dales National Park for planning purposes.</li> </ul>	<ul style="list-style-type: none"> <li>• Data and responsibilities have been transferred, but the City Council will continue to supply housing monitoring data for the Yorkshire Dales Planning Authority.</li> </ul>	<ul style="list-style-type: none"> <li>• The Yorkshire Dales National Park Area has been removed from the Local Plan and policy wording has been reviewed in relation to the setting of protected landscapes.</li> </ul>

## 6. Implementation: Outcome and Effects

### Natural and Built Environment

6.1 As in previous years areas of biodiversity importance are monitored by the council. Areas of biodiversity importance are defined as Sites of Special Scientific Interest (SSSI), Special Protection Areas (SPAs), Regionally Important Geological/Geomorphological Sites (RIGs), Ramsar sites, Biological Heritage Sites (BHS) and Areas of Outstanding Natural Beauty (AONB).

Designation	Area (ha)	No. of sites
SSSI	19,099	32
SPA	18,050	3
SAC	10,619	3
RIG	1,485	25
RAMSAR	10,461	2
BHS	6,180	286
AONB	30,638	2
Nature Improvement Area	13,575	1

6.2 In addition to these designation the district is also home to a network of local green spaces and corridors. Together these enable people and wildlife to move freely between areas, enhancing recreational opportunities and wildlife migration.

6.3 Of the 19,099 ha of SSSI in the district in the district 99% have been assessed as being in a favourable or unfavourable recovering position. 3 of the 32 areas are noted to have been recorded as unfavourable declining, Crag Bank, Clear Beck Meadow and Heysham Moss.

6.4 The condition of the district's two AONBs is also monitored. As reported in previous years both AONBs benefit from up to date management plans, with plans for both areas adopted in 2014.



6.5 The council is working in partnership with South Lakeland District Council on a joint Development Plan Document for the Arnside and Silverdale AONB. This will provide detailed policies and allocations for this area of the district, including any site specific allocations. Progress on the preparation of this DPD is described in section 5 of this report.



Figure 6 - Silverdale

6.6 The amount of agricultural land across the district is also monitored. This reports no change from the previous monitoring period. The best and most versatile land is described as Grades 1, 2 and 3a.

**Table 3** – Agricultural Land Classification, June 2016

Agricultural Land	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5
Ha	0	625	21,331	15,495	16,512
%	0	1.1	37.7	27.4	29.2

Source: Department for Environment, Food and Rural Affairs (June 2016).

6.7 With a number of significant water courses in the district, including the Lune, the Keer and the Conder, large areas of the district remain at risk from flooding. Flooding remains one of the main issues facing the district with 15.49% of the district located in flood zone 3. Flood zone 3 is defined as areas at risk from 1 in 100 or greater probability of river flooding or a 1 in 200 or greater annual probability of flooding from the sea. 2,079 residential properties are located within this flood zone.

6.8 Current renewable electricity installations and generation in the district is reported below (table 4). This reports a total installed capacity as of December 2016 in the district for 35,713 MW. As reported in previous monitoring reports the majority of this capacity comes from wind and solar energy. Onshore wind generation was responsible for over 60,000 MWh of electricity generation in 2016. Not surprisingly the greatest generation came from offshore wind with this responsible for over 2,000,000 MWh of electricity generation in 2016.

6.9 Generation from solar energy is likely to increase in future years with a number of solar farms recently granted approval in the district. This includes developments at Arna Wood in Lancaster, Cinderbarrow near Yealand and Fanny House Farm at Heysham.

**Table 4** – Renewable electricity, 2016

	Number of installations	Installed capacity (MW)	Generation (MWh)
Photovoltaics	900,090	11,898.7	5,754
Onshore wind	9,243	10,923.5	61,183
Hydro	1,316	1,834.8	539
Anaerobic Digestion	526	420.3	6,122
Offshore wind	30	5,293.4	2,809,396
Wave/Tidal	14	13.5	
Sewage Gas	192	257.3	2,715
Landfill Gas	450	1,061.9	9,797
Municipal Solid Waste	53	1,016.8	
Animal Biomass	6	129.3	
Plant Biomass	224	2,850.1	
Cofiring	6	13.4	
<b>TOTAL</b>	<b>912,151</b>	<b>35,713</b>	<b>2,895,506</b>

Source: Department for Business, Energy and Industrial Strategy (28<sup>th</sup> September 2017)

6.10 The provision of sports facilities, green spaces and green networks are a central component of the delivery of sustainable communities. It is well documented that high quality recreation opportunities are essential to people’s quality of life and wellbeing. Lancaster district is fortunate to benefit from network of high quality open spaces. Data from the council’s ‘PPG17 Open Sport and Recreation Facilities Study’ (2010 Refresh) reveals that 86.5% of the urban population live within 720 metres of a natural or semi-natural green space and 80.6% of the urban population live within 480 metres of amenity green space.



Figure 7 – Happy Mount Park

6.11 The council is currently in the process of preparing a refreshed evidence base in relation to open space and recreational facilities, supplementing the original study undertaken in 2010.

6.12 As reported in the spatial portrait the rich diversity of the natural environment is complemented by a high quality built environment. This includes 1,335 listed buildings within the district and 36 conservation areas.

6.13 As of the 1<sup>st</sup> February 2017 5 listed buildings were included on the listed buildings at risk national register. These are Church of St John, North Road; Queen Victoria Memorial, Dalton Square; Former Chapel of St Mary in the grounds of Ellel Grange; Stables West of Over Hall, Ireby (now within the Yorkshire Dales National Park) and The Winter Gardens, Morecambe.

6.14 Carnforth conservation area was added to the Heritage at Risk Register as a conservation area at risk in 2016 due to the deteriorating condition of the former steam railway structures associated with a rare Motive Power Steam Depot. Historic England is now advising trusts and companies associated with railway structures to explore options for the area and to grow visitor numbers at the Railway Station Visitor Centre.

## **Social**

6.15 As reported in previous AMR the 2011 census identified a population for the district of 137,823 people, placing the district as the fourth largest district in Lancashire with only Blackburn with Darwen, Blackpool and Preston recording larger populations. Whilst having a large population the districts large area and rural nature mean that the number of people per km<sup>2</sup> is low with only the rural district of Ribble Valley recording a lower population density.

6.16 The 2015 mid-year population estimate for the district released on the 23<sup>rd</sup> June 2016 estimated a population of 142,283.

6.17 The location of two universities in the district is clearly reflected in its age profile with an above average proportion of people recorded in the 15-24 age cohort. This is not reflective of the district as a whole with students tending to concentrate in a select number of wards, most notably in Lancaster South and Lancaster North sub-areas. The completion of several purpose built off-campus accommodation in the centre of Lancaster has increased the number of students living in the city centre.

6.18 Population growth across the district looks set to continue into the future with the 2014 population projections published in October 2015 projecting a 9% increase in the population between 2014 and 2039, increasing from 141,277 in 2014 to 154,455 in 2039. This is well above the 4.4% predicted growth projected for Lancashire over the same time period. The projected number of households in the authority is estimated to grow by 15.2% between 2014 and 2039.

6.19 As with the national average there is evidence of a general ageing of the population. The over 65 age group is expected to grow by 42% by 2039, accounting for 25% of the population by 2039. Growth at the other end of the age range is projected to be more modest with projections indicating just 8% growth in the under 20 age group.

6.20 As reported in the spatial portrait the number of dwellings within the district has continued to increase through this period and now stands at 62,060 dwellings as of the 31<sup>st</sup> March 2016, 55,590 of which were reported as owner occupied or private rented.

6.21 Housing completions have continued to improve over the 12 month monitoring period, exceeding the current Core Strategy housing requirement of 400 dwellings per annum and providing the greatest number of completions in over 10 years. 628 dwellings were reported as being completed between the 1<sup>st</sup> April 2016 and 31<sup>st</sup> March 2017 (table 5).

**Table 5** – Historic Housing Completions

<b>Financial Year</b>	<b>Core Strategy Housing Requirement</b>	<b>Dwelling Completions (of which are student and other residential institution units)</b>	<b>Actual over/under completions</b>
<b>2003/04</b>	400	556	156
<b>2004/05</b>	400	348	-52
<b>2005/06</b>	400	253	-147
<b>2006/07</b>	400	182	-218
<b>2007/08</b>	400	350	-50
<b>2008/09</b>	400	330	-70
<b>2009/10</b>	400	121	-279
<b>2010/11</b>	400	79	-321
<b>2011/12</b>	400	99	-301
<b>2012/13</b>	400	243 (68)	-157
<b>2013/14</b>	400	144 (3)	-256
<b>2014/15</b>	400	473 (48)	73
<b>2015/16</b>	400	483 (24)	83
<b>2016/17</b>	400	628	228
<b>Running Total</b>	<b>5,600</b>	<b>4,289</b>	<b>-1,311</b>

- 6.22 Whilst development levels have greatly improved over recent years it follows a number of years of poor delivery with the implementation of the council's policy of constraint through the early part of the last decade and more recently the 2008 recession resulting in low levels of completions through the start of the Core Strategy plan period. Thus on the basis of the adopted housing requirement the council starts the next monitoring period with a running deficit of 1,311 dwellings.
- 6.23 Housing completions against the emerging housing requirement of 675 dwellings and the 2011/12 -2031/32 plan period are also monitored. As in the Core Strategy scenario the council commence the next monitoring period in a position of undersupply from that required, with a running deficit of 1,980 dwellings reported.
- 6.24 Despite this deficit development levels indicate on-going improvements in the district housing market with completion levels continuing to increase over recent years. Improved delivery levels are anticipated to continue into future years with around 500 net new dwellings anticipated in the current financial year 2017/2018.
- 6.25 Throughout the monitoring period the council has continued to receive and approve planning applications for new housing with 877 new dwellings granted approval between the 1<sup>st</sup> April 2016 and the 31<sup>st</sup> March 2017. This includes new approvals for student housing.
- 6.26 Accounting for completed development and lapsed planning permissions, as of the 1<sup>st</sup> April 2017 the outstanding housing commitment for the district including student housing stood at 3,227 dwellings.

6.27 168 of the 628 dwellings completed over the reported monitoring period were for affordable housing. This includes affordable completions at Galgate, Wheatfield Street in Lancaster and Westgate and King Street in Morecambe.



Figure 8 – New housing development within the District

6.28 Just 28 affordable dwellings were granted approval between the 1<sup>st</sup> April 2016 and the 31<sup>st</sup> March 2017, 9% of the overall approvals (excluding student housing). This includes approvals across a number of the districts villages including developments at Bolton-le-Sands, Hornby, Cockerham and Whittington. The number of affordable dwellings approved has dropped considerable from those approved last year, 209 new affordable dwellings were approved in the 2015/2016 monitoring period.

6.29 Additional housing data is available within a separate monitoring report, the 2017 Housing Land Monitoring Report.

6.29 Additional housing data is available within a separate monitoring report, the 2017 Housing Land Monitoring Report.

### Economy

6.30 As is the case across the country the district relies heavily on employment in the service sector. In 2015 the sectors with the highest proportion of employee jobs were reported as being in the education sector (18.2%), health (18.2%), retail (10.9%), accommodation and food services (9.1%) and in business administration and support services (7.2%).

6.31 It is noted that Lancaster has a largely self-contained labour market, with nearly 83% of employed residents living and working in the area.

6.32 Throughout the monitoring period the Council has continued to monitor indications relating to the provision of B1, B2 and B8 employment land in the district. Over the 12 month period between 1<sup>st</sup> April 2016 to the 31<sup>st</sup> March 2017 an additional 2,900sqm of employment floor space has been completed within the district. The locational split of development across the district over the monitoring period is shown below.

**Table 6** – Employment land completions

Location	Amount Developed	Amount Lost	Percentage Developed
Lancaster	970sqm	340sqm	33%
Morecambe and Heysham	1,930sqm	248sqm	67%
Carnforth	0sqm	0sqm	0%
Rural	0sqm	0sqm	0%
Total	2,900sqm	588sqm	100%



- 6.33 All of the new employment land was completed on previously developed land.
- 6.34 Monitoring has revealed that the total loss of employment floorspace through the district is 588sqm with the greatest losses occurring in the main urban areas of Lancaster, Morecambe and Heysham. The most significant single loss has occurred in White Lund where the conversion of an industrial unit for ambulance storage and maintenance has resulted in the loss of 248sqm.
- 6.35 In terms of planning applications approved over the 2016 – 2017 period the Council can report that permissions have been granted which could, if implemented, generate up to 5,115sqm of employment floorspace within the district. The majority of permissions have been granted in the urban areas of Lancaster and Morecambe with a number of proposals in rural areas granted permission. The largest proposals include the potential for 1,855sqm of business space at Luneside East and new floorspace totalling 1,789sqm at Vickers Way, White Lund. To counter this, there have been a wide number of permissions granted which would result in the loss of employment spaces, particularly in town centre locations, which could total up to 8,043sqm. This overall figure is heavily influenced by the loss of St Leonards House in Lancaster which result in the loss of 5,856sqm of office space to student accommodation.
- 6.36 The Council have also continued to monitor retail completions and permissions over the last 12 months. This reports that over the monitoring period a number of applications have been approved for both convenience (food) and comparison (non-food) retailing. Two applications which are of significance include the approval for a new Co-op foodstore in Heysham, generating a further 650sqm of convenience retailing in this area and the change of use of the former Booths store in Torrisholme into a dental practice, which resulted in the loss of 566sqm of retail floorspace.
- 6.37 In total there has been the creation 1,017sqm of new retail floorspace in the district between 1<sup>st</sup> April 2016 and the 31<sup>st</sup> March 2017, the same time a number of completions have resulted in the loss of 843sqm of retail floorspace, this has mainly occurred in the suburban areas of Morecambe through the reduction in store size or a loss to other business uses.
- 6.38 Additional employment data is available within a separate monitoring report.

## **7. Key Issues and Opportunities**

- 7.1 Monitoring has revealed a number of issues which will need to be considered as part of future Development Plan preparation. These include:

### Population growth

- 7.2 Population projections continue to report a growing population for the district. The district is currently recorded as the fourth largest district in the county with the population expected to grow by 9% by 2039, increasing from 141,277 in 2014 to 154,455 in 2039. The projected number of households in the district is expected to grow by 15.2% between 2014 and 2039.
- 7.3 Meeting the needs of this growing population continues to be one of the key issues facing future planning policies. The Draft Local Plan consulted on between January and March 2017 sets out how the council propose to achieve this.
- 7.4 This was informed by the Lancaster Independent Housing Requirements Study published in

2015 by Turley Economics. This was prepared on the basis of 2012 population and householder projections and recommends an objectively assessed need figure of between 650 and 700 new dwellings per annum.

7.5 On the basis of this recommendation the draft Plan looked to deliver 675 new dwellings per annum.

7.6 The implications of the new 2014 projections will need to be considered.

#### Ageing Population

7.7 As reported in this and previous monitoring reports the most significant growth in population is expected to be in the older population. Meeting the specific needs of this demographic and considering the implications of this growth on other areas of planning represent key challenges for the future.

#### Student Population

7.8 The district continues to be home to a large student population with this continuing to impact on the age profile for the district. Whilst this presents a number of benefits for the district in terms of economic activity and employment opportunities, it can create problems in terms of housing and service provision. This is especially relevant for a number of wards in the Lancaster sub-area where students are noted to be concentrated.

7.9 In recent years there has been a significant increase in the number of proposals for new student accommodation in the city centre. Over the longer term, these proposals may help to ease demand for traditional 'shared' accommodation amongst students and therefore increase the supply of low cost family housing, particularly in south Lancaster. The implications of this will need to be kept under review.

#### Housing Delivery

7.10 The ability to meet future housing need is extremely challenging. The district is protected by a number of important environmental designations including the protected landscapes of the Arnsdale and Silverdale AONB, the Forest of Bowland AONB and the protected habitats found in Morecambe Bay and along the Lune Valley. Further to these the location of the district on the coast and estuary of the River Lune mean that large areas of the district are at significant risk from either coastal or fluvial flooding. The district also includes large areas of Green Belt.

7.11 In addition to environmental designations the constrained nature of local infrastructure presents additional challenges, including highway and utility capacity.

7.12 All of these impact on the council's ability to identify deliverable and sustainable opportunities for growth sufficient to meet the growing needs of the population. The draft Local Plan sets out how the council propose to meet these needs identifying a number of significant growth opportunities across the district. The ability to deliver these opportunities remains a key challenge.

7.13 The council recognise that in delivering future supply they must ensure that all types of housing need in the district are addressed. This includes the delivery of affordable housing as well as housing to meet specific housing needs, including gypsy and traveller needs.

#### Flood risk

- 7.14 With a number of significant water courses in the district, including the Lune, the Keer and the Conder, large areas of the district remain at risk from flooding. The ability to meet future development needs whilst ensuring that existing and future residents are not exposed to unacceptable challenges remain a key challenge.
- 7.15 The council is currently in process of commissioning additional work on its Strategic Flood Risk Assessment (SFRA). This will take account of new flood mapping and will be used to inform preparation of the emerging Local Plan.

#### Employment

- 7.16 The emerging evidence base has indicated significant potential in the district for economic growth identifying a number of key economic assets and areas for growth. These include opportunities at the Canal Corridor, Heysham Gateway, Heysham Port and growth at the Innovation Park and Lancaster University.
- 7.17 The ability to secure these opportunities remains a key challenge for the Local Plan.

#### Environment

- 7.18 As reported the district benefits from a rich and diverse natural environment with large areas of the district designated for their environmental quality. The emerging Local Plan will need to ensure that this environmental capital is protected and where possible enhanced. The ability to do this while at the same time meeting development needs remains a key challenge for the district. The council's ongoing Habitat Regulation Assessment and Sustainability Appraisal will be key to achieving this.

#### Historic Environment

- 7.19 The natural environment is complemented by a rich historic environment. As the spatial portrait confirms the scale of designated heritage assets within the district is comparable to the major cities of Liverpool and Manchester. Protecting these assets and their setting remain a key focus for the Local Plan.

#### Transport

- 7.20 Residents continue to benefit from good levels of accessibility with good public transport links providing excellent connectivity both within the district and externally with the wider north-west. The recently opened Bay Gateway has further improved accessibility across the district.
- 7.21 Opportunities to further strengthen the transport network have been explored as part of the 'District of Lancaster Highways and Transport Masterplan' published in October 2016 by Lancashire County Council. Included within this is the vision for the proposed reconfiguration of the M6 junction 33 to support the significant growth potential of South Lancaster. The ability to deliver this and thus open up development opportunities in South Lancaster remain a key challenge.

### **8. Developing the Monitoring Framework**

- 8.1 A new monitoring framework is being prepared as part of the preparation of the new Local Plan. This will set out the process through which the council will look to monitor the implementation and delivery of the Local Plan establishing key indicators and targets.

8.2 The emerging monitoring framework will look to utilise existing monitoring practices within the council building on them and adding to them where necessary. Opportunities to further strengthen monitoring will be investigated through this process.