BAILRIGG GARDEN VILLAGE

POSITION STATEMENT

JANUARY 2017
1. INTRODUCTION

DESCRIPTION OF THE SITE

1.1 The land at Bailrigg Garden Village comprises a significant area of land in South Lancaster which is made up of predominantly undulating pastoral farmland used for grazing of sheep and cows. The land includes a number of pockets of woodland and copse. The allocation of Bailrigg Garden Village includes a number of elements of development which include the following:

<table>
<thead>
<tr>
<th>Land Description</th>
<th>Hectares</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land at Whinney Carr</td>
<td>159.58</td>
</tr>
<tr>
<td>Land at Burrow Heights</td>
<td></td>
</tr>
<tr>
<td>Land North of Bailrigg Lane</td>
<td></td>
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<tr>
<td>Lancaster University Innovation Park</td>
<td>10.81</td>
</tr>
<tr>
<td>Lancaster University Campus</td>
<td>43.66</td>
</tr>
<tr>
<td>Forest Hills Recreation and Conference Centre</td>
<td>6.10</td>
</tr>
</tbody>
</table>

1.2 The allocation of Bailrigg Garden Village has no definitive boundaries, however the developable areas identified within it are defined in the draft Strategic Policies and Land Allocations DPD and lie to the west of the M6 (other than the Forest Hills Centre), south of the urban edge of Lancaster, north of the urban edge of Galgate and east of the Lancaster Canal.

1.3 The land contained within this allocation is generally undulating in character, rising to the east with a number of valleys and high ridge points stretching in a north-south direction. There are a number of scattered residential and agricultural properties and buildings within the allocation.

GARDEN VILLAGE STATUS AND APPLICATION

1.4 The City Council submitted a bid for Garden Village Status for the Bailrigg area to the Homes and Communities Agency (HCA) in the summer of 2016. The application would permit, if allocated in the Local Plan, a particular emphasis to be given to the creation of a sustainable and self-contained growth which promotes both residential and economic development.

1.5 In January 2017, the Government announced that Bailrigg was to become one of the 14 Garden Villages to be prepared across the country. It is important to note that whilst the application for Garden Village status has been accepted, this does not guarantee that development will take place in this location. Any allocations for development in this area must still pass through the local plan and be scrutinised as Public Examination. The application for garden village status does however give the opportunity for greater resources to be used to explore potential masterplanning and delivery of this area.

RELATIONSHIP WITH SURROUNDING USES

1.6 To the west, beyond the Lancaster Canal are areas of open countryside which stretch down to the shores of Morecambe Bay. The use of the land in this area is for agricultural purposes.

1.7 To the east is the M6, a main arterial route through the region providing links into Scotland and south towards Manchester and Birmingham. The campus of Lancaster University is also located in

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the eastern areas of the Bailrigg Garden Village which is a significant economic asset to the district in terms of opportunities for higher education and job growth.

1.8 To the north are urban areas of Lancaster, including the residential areas of Scotforth, Hala and Bowerham. To the south is the settlement of Galgate which is defined as a sustainable settlement within the Local Plan.

LAND OWNERSHIPS

1.9 There are a wide number of landowners with the Bailrigg Garden Village area, which include commercial land owners, farm owners and other organisations such as the University. The understanding of land ownership patterns in this area are well known by the Council via Land Registry searches and the availability of land with the allocation is also well explored.

1.10 Whilst there are a range of ownerships within the Bailrigg Garden Village area, it is imperative that land owners understand that the only way for growth to come forward in this area will be by working together towards addressing cumulative issues to ensure that sustainable growth can be achieved. The Council will not support piecemeal development in this area which does not take account of the need for wider development growth in this area and prejudices opportunities for cumulative issues (particularly relating to infrastructure) to be addressed.

1.11 In order for a clear understanding over how development should come forward in this area the Council will be seeking to prepare a detailed and comprehensive masterplan for the Bailrigg Garden Village, making use of the resources allocated to them through the successful Garden Village bid as described in paragraph 1.5. This masterplan will address a range of issues, including layout, design, phasing and delivery and will be prepared in conjunction with a range of stakeholders, including local communities and the development industry.

1.12 The preparation of this position statement provides a commentary on the progress to date and highlighting a range of key issues which should be addressed in the forthcoming Masterplan. This document will be used to inform the preparation of the Masterplan which will take place during the course of 2017 ready for the publication and submission stages of the Local Plan.

2. DEVELOPMENT PROPOSAL

PROPOSED ALLOCATION

2.1 The allocation for development at Bailrigg Garden Village comprises a range of elements which include:

- Residential development including the delivery of approximately 3,500 new homes on land to the north of Bailrigg Lane, land at Whinney Carr and land to the south towards Burrow Heights.
- Economic development including the delivery of Lancaster University Innovation Park and further employment growth on land to the South of the Garden Village which will provide the opportunity to for significant job growth.
- A range of open spaces which will run through the wider area and define this area as a Garden Village, these open spaces will perform a range of functions including amenity space, recreation space and spaces for biodiversity enhancement and improvement.
A range of infrastructure which will be necessary to create a genuinely sustainable garden village extension to the south of Lancaster. Such infrastructure will include improvements to road and public transport infrastructure, education provision, the creation of a new service centre and upgrades to utility provision.

2.2 It is important to note that development in this area, for any uses, must consider how they can include the Garden Village concepts which are set out in Policy SG1 of the emerging Local Plan (the draft Strategic Policies and Land Allocations DPD). The key concepts which all development in this area will need to consider will be the following:

- The creation of a new development which is of a high-quality which promote sustainable and attractive places to live and seek to involve local communities in their planning and development.
- Ensure that the necessary infrastructure to deliver sustainable development is delivered in a timely and appropriate manner.
- The provision of sufficient areas of high-quality open spaces to provide a distinct sense of place and separation areas between areas of new development.
- Provide an appropriate range of housing opportunities in terms of tenure and size. This should include a strong element of affordable housing including the provision of high quality starter homes.
- Offer opportunities for a wide range of construction opportunities, offering opportunities for national housebuilders to work alongside local construction firms. Proposals should also include opportunities for the provision of self-build and custom build properties.
- Opportunities for innovative design, which should include the promotion of ideas such as district heating systems and the inclusion of opportunities for sustainable transport – such as the provision of charging points for electric vehicles.

2.3 The emerging Local Plan (the Strategic Policies and Land Allocations DPD) has allocated this area as the location for a new garden village which will deliver in the region of 3,500 new homes over the course of the plan period and beyond into the next plan period. The proposal will also include a range of other associated infrastructure which will be necessary to deliver a Garden Village in this location.

Policy SG1: Bailrigg Garden Village

The Council has identified proposed growth in South Lancaster as Bailrigg Garden Village which includes significant opportunities for residential and employment growth.

Proposals in South Lancaster will be expected to address the following concepts of Garden Village development, which have been defined by the Council, these concepts include:

- The creation of new development which is of a high-quality design which promote sustainable and attractive places to live and seek to involve local communities in their planning and development.
- Ensure that the necessary infrastructure to deliver sustainable development is delivered in a timely and appropriate manner.
- The provision of sufficient areas of high quality open spaces to provide a distinct sense of place and separation areas between areas of new development.
• Provide an appropriate range of housing opportunities in terms of tenure and size. This should include a strong element of affordable housing including the provision of high quality starter homes.

• Offer opportunities for a wide range of construction opportunities, offering opportunities for national housebuilders to work alongside local construction firms. Proposals should also include opportunity for the provision of self-build and custom build properties should a need be demonstrated.

• Opportunities for innovative design, this should include the promotion of ideas such as district heating system and the inclusion of opportunities for sustainable transport – such as the provision of charging points for electric vehicles.

The Council expect that once fully developed, Bailrigg Garden Village will accommodate approximately 3,500 dwellings and a number of opportunities for employment and economic growth, including the development of Lancaster University Innovation Park, Forest Hills Conference and Recreational Centre and a high quality employment park to the south of the Garden Village.

The Council will be preparing a Masterplan which sets out in more detail how development of the Garden Village will be achieved. The Council will expect that future proposals for the site should be prepared in the context of this Masterplan and taken forward through a comprehensive plan for the whole site which addresses the issues of phasing, delivering the necessary infrastructure and any other matters set out within the Masterplan.

In preparing the masterplan and future planning application for the Bailrigg Garden Village, proposals will be expected to fully address the following issues:

I. The managed and phased release of development within the Garden Village area, particularly in relation to the residential elements of the Garden Village;

II. The delivery of necessary infrastructure to make development acceptable in planning terms and fully address the requirements of Policy SG4 of this DPD; and

III. The delivery of 40% of all residential units provided to be defined as ‘affordable’ which include the delivery of a full range of affordable products, including starter homes.

Design Considerations

IV. The submission of a detailed design statement, recognising the prominent and sensitive location of this area as a key southern gateway to the town which is in close proximity to Key Urban Landscape and the Forest of Bowland AONB. Design and landscaping should be sympathetic to the locality and create a strong sense of place, providing a well-designed and high quality environment for its residents and workers; and

V. Where possible to do so, development should seek to adopt sustainable construction and design methods aimed at minimising energy use, reducing emissions and maximising energy efficiency, this should include investigating opportunities to deliver district heating systems.

Environmental Considerations

VI. The submission of a suitable and appropriate landscaping plan which should seek to retain natural features including making the best use of the topography of the area, particularly the retention of important trees and the creation of landscape buffers to enhance the wider amenity of the area;
VII. The protection in perpetuity of the allocated Key Urban Landscape which retains and reinforces the existing landscape structure of the site, protecting existing landscape structure in the area;

VIII. The provision of sensitive landscape buffers to be provided around Bailrigg Village to help enhance the setting of the village and the potential impact of new development;

IX. Proposals will be required to demonstrate how they will contribute to the delivery of a green network corridor, with opportunities for enhancing biodiversity, recreation and leisure uses;

X. No net loss in the value of the Biological Heritage Sites (BHS) at Lancaster Canal, Burrow Beck and Park Coppice with evidence of how these sites will be protected and enhanced with new planting and habitat creation. The Council will expect development proposals to deliver positive benefits to biodiversity through the creation of habitat within the site;

XI. Adoption of the principle of ‘no net loss’ in the value of the historic environment of the sites with evidence of how impacts on both designated and non-designated heritage assets can be managed or mitigated; and

XII. Proposals should fully and satisfactorily address amenity issues, including air and noise impacts, which arise from the proximity of the West Coast Mainline, M6 Motorway and A6, which either adjoin or run through the site.

**Transport Considerations**

XIII. The creation of good permeability with the existing settlement areas of Lancaster. Identifying how, through both design and access arrangements, future development of the site will enhance linkages and integrate well with the surrounding areas. This includes improving public transport, cycling and pedestrian linkages with the existing residential areas of Scotforth and Hala, Lancaster City Centre, Lancaster University Campus and Lancaster University Innovation Park;

XIV. Ensure that there are no severe impacts on the local road network in terms of highway capacity and highway safety, phasing of the Garden Village should take account of the necessary and required highway improvements, including the reconfiguration of Junction 33 and the crossings of the West Coast Mainline.

**Infrastructure Considerations**

XV. The creation of a new commercial / community / retail centre on the land at Lawson’s Bridge which meets the basic local needs of residents in the South Lancaster;

XVI. Appropriate safeguarding to the satisfaction of National Grid from the overhead power lines which runs across the site; and

XVII. The submission of a comprehensive drainage plan which identifies, through the design, construction and occupation phases, how proposals will mitigate against the flood risk which exists within South Lancaster, in particular the flood risks associated with both Burrow Beck and Ou Beck. Proposals should make use of the SuDS hierarchy which is set out in Policy DM31 of the Development Management DPD. Any masterplan should be accompanied by a detailed Flood Risk Assessment which addresses the issues of flooding both directly and indirectly on site and is acceptable to all relevant flood risk authorities.

Any proposal which is submitted for this area will be expected to take fully into account the content of the Development Brief and all other relevant policies within the local development plan. Particular attention should be given to the content of Policy SG4 of this DPD.
2.4 There are also a number of other draft policies which will have site specific relevance with the Bailrigg Garden Village area, these draft policies can be found in draft Strategic Policies and Land Allocations DPD and include:

- Policy SG2 – Lancaster University Innovation Park
- Policy SG3 – Lancaster University Campus
- Policy SG4 – Infrastructure Requirement & Delivery for Growth in South Lancaster
- Policy DOS6 – Forest Hills Recreation and Conference Centre

2.5 Whilst these allocations represents the main core areas of the Bailrigg Garden Village, there are other allocation sites, particularly those residential allocations on Ashton Road and at the Royal Albert which should also seek to incorporate the Garden Village concepts as described in Policy SG1. This should also seeking to extend green networks and corridors into the Garden Village area.

**HOUSING REQUIREMENT**

2.6 The Council have identified the Bailrigg Garden Village for significant housing delivery throughout the plan period. This should include a range of housing opportunities in terms of scale, tenure and affordability. Further information will be provided in due course over the types of housing which will be encouraged within the Bailrigg Garden Village area. These requirements this will be influenced significantly by the outcomes of the Governments Planning and Housing Bill – particularly mechanisms in the delivery of starter homes and affordable housing.

3. **TOPOGRAPHY AND LANDSCAPE**

**LANDSCAPE DESCRIPTION**

3.1 The Council have undertaken a series of landscape assessments, undertaken by Arcadis consultants in March 2016, which provides a description of landscape character and a conclusion to the impacts on the landscape from potential future development.

3.2 Assessment work suggests that land in this area is characterised by open rolling pasture farmland which is separated into fields by mature hedgerows interspersed with occasional woodland and trees. A number of small ponds and farms are present within this undulating area which is bounded by road infrastructure to the east, the residential edge of Lancaster to the north and Lancaster Canal to the west. Views are interrupted by the presence of a number of pylons running east-west in the skyline.

3.3 Further south the land consists of a linear ridgeline running south from Lancaster, falling away either side towards the Lancaster Canal to the west and north-west towards the rail line. The ridge offers views out east towards the Forest of Bowland AONB and west towards the coast with visibility reducing towards the edges due to the topography and vegetation.

3.4 The assessment work concludes that the development of this area would have a significant adverse impact on both the local and surrounding landscape due to the local topography and visibility. The topography of this site would likely present any development as a distinct change in views from the Forest of Bowland AONB out to the west towards the coast.

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3.5 It is important to note that clearly the development of any greenfield site will have an impact on the character of the landscape, with the greater the scale of development proposed the greater the scale of impact. The delivery of development at Bailrigg Garden Village will not be able to remove the impact completely (which would be impossible to achieve) but should seek to reduce the level of impact on its surroundings through the sensitive layout and design of development, the use of green space networks to break up development and making best use of the local topography to reduce impact.

**LANDSCAPE DESIGNATIONS**

3.6 There are landscape designation within the Bailrigg Garden Village area which must be considered as part of any future masterplan. In particular the designation of Key Urban Landscape on land directly adjacent to the M6 to the east of Bailrigg. This area has been designated due to the importance of defining the character of Lancaster. Due to its landscape value, and the potential amenity benefits from keeping land immediately adjacent to the motorway free from development, these are areas should be included within the wider green space networks which will stretch across the Garden Village.

3.7 The use of greenfield land to meet development needs will have a landscape impact as it introduces development into new areas which have previously been undeveloped. It is therefore vital that new development seeks to mitigate that impact through sensitive layout and design to reduce both the local impacts and the impacts on the surrounding landscape. The need for high quality is amplified further due to the Garden Village status.

3.8 Growth at Bailrigg Garden Village will be significant in scale, and therefore the impacts on the wider landscape will be of a key consideration in terms of the design and layout of development. Given the allocation is within 2-3 miles of the Forest of Bowland Area of Outstanding Natural Beauty (AONB) then it will be important to ensure that visual impacts of the setting of the AONB, with both views into and out of, are given significant consideration through the design and planning phases. A similar approach will also be taken from impacts arising from Morecambe Bay.

3.9 It is important that at the southern extremities of the Garden Village includes an area of separation which is maintained to create a clear green gap between the settlement of Galgate in the south and the new development within the Garden Village. Proposals for development in this area of separation will not be supported other than the delivery of the new access road into the Garden Village from the reconfigured Junction 33 (see Section 7 of this document).

3.10 The Lancaster Canal forms a key corridor through the Bailrigg Garden Village and is an important wildlife corridor and cycling / walking route. Development proposals will be expected to provide positive interaction with the canal and ensure that these important characteristics are maintained and enhanced. The Lancaster Canal is recognised to be a key landscape feature within the Bailrigg Garden Village.

3.11 The masterplanning work which will take place during 2017 will ensure that the landscape evidence which has already been collected will be updated and expanded where needed to ensure there is a full understanding of landscape value and impacts.
4. **ECOLOGY AND HABITATS**

**ECOLOGY AND HABITAT SUMMARY**

4.1 The Council have commissioned a series of ecological assessments, undertaken by the Greater Manchester Ecology Unit in February 2016, which provides an assessment of ecological value across the South Lancaster area and a range of conclusions.

4.2 The assessment highlights the range of ecological designations either within the site or within the surrounding area (these are described in more detail further on in this section). Further information on this matter can found on the Council website\(^4\).

4.3 The assessment highlights that there are a number of ecological constraints need to be overcome as new development is brought forward in this area. Careful consideration will be required to understand the effects of new development on designated environmental areas through the Sustainability Appraisal and Habitats Regulation Assessment processes\(^5\).

4.4 The assessment also suggests that natural features within the site, such as woodland, hedgerows and ponds should be surveyed further and protected for their value. There are opportunities for the site to support protected species such as otters, bats, water vole, badger and breeding birds. This will require additional surveying work to be undertaken during the course of 2017 to assess this situation further with a requirement on new development to protect and incorporate natural features into the wider masterplanning of the Garden Village.

**Biodiversity Designations**

4.5 The area of Bailrigg Garden Village includes a range of environmental designations which seek to protect land for their value of species and habitat. This includes the Lancaster Canal Biological Heritage Site (BHS) and Crane Wood BHS, which is to the south of the Garden Village proposal. As per national and local planning policy, the Council will expect that any future proposals to protect these areas from development where it is inappropriate and/or harmful to the purposes of these designations.

4.6 With regard to Lancaster Canal BHS, the Council will expect that the route of the Lancaster Canal in this area is maintained and enhanced to deliver the following outcomes:

- Improvements to the cycling and walking network along the canal to improve accessibility between Bailrigg Garden Village and Galgate, South Lancaster and Lancaster City Centre.
- Improvements to the canal to enhance its environmental value as an important green corridor through the south of the district.

4.7 With regard to Crane Wood BHS, whilst not within a potential development area of the Bailrigg Garden Village, it is expected to be included within any future masterplan to ensure that the environmental value of the wood is protected.


4.8 There are many distinct natural features within the Garden Village area including woodland, copse, ponds and hedgerows. These are features which not only can help provide local character but also provide important habitats for many native species of plants and animals. It is important that the future masterplan and development proposals seek to retain as many natural features as possible and incorporate them into wider development proposals for the Garden Village.

4.9 The Council will continue to investigate issues surrounding the functionally linked value of this land in terms of its relationship/ habitat for bird species connected to Morecambe Bay. Whilst it is clear that due to the proximity of this allocation to Morecambe Bay that there are potential links these issues continue to be explored with the outcomes of this work informing future masterplans and proposals.

4.10 A key element of the Garden Village concept is the inclusion of green spaces to provide a Garden Village feel to any development in this area. Therefore the creation of a range of green corridors and networks which run through the Garden Village and extend and connect to other areas of green space beyond the Garden Village will be a highly important element of any future masterplan.

4.11 This draft document does not seek to identify the specific location or nature of these green corridors, however the masterplanning which will take place through 2017 will seek to provide more detail on this matter.

4.12 A further key element will be the delivery of new development which seeks to incorporate environmental design techniques, particularly where such techniques can encourage and increase biodiversity within the local area. These are considered be important elements to all development due to continuing decline in local species and understood environmental challenges over the plan period. New development will be required to consider the following design features:

- The creation of artificial nesting sites, for example the creation of nesting bricks built into the cavity walls of new structures and the installation of swift boxes and bat boxes.
- Investigating the role of green roofs on some properties, particularly commercial buildings which have particularly large roof areas which can deliver both biodiversity benefits along with improvements to energy efficiency.

5. FLOOD RISK AND DRAINAGE

FLOOD RISK

5.1 Based on the Environment Agency Flood Mapping⁶ there are some flood risks within the Bailrigg Garden Village which will be required to be addressed through the masterplan and future development proposals. Burrow Beck, which runs from the Scotforth / Bowerham area of Lancaster in a south westerly direction through Bailrigg Garden Village has been identified to be at risk from flooding at times of extreme rainfall.

5.2 Future masterplans and development proposals will be expected to assess the future flood risks associated to Burrow Beck and any potential risks which arise further to the east from Ou Beck. Such assessment should look at direct impacts to the new development within Bailrigg Garden Village and in-direct impacts to land downstream from the allocation. Proposals should include mitigation

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measures and defence protection where necessary. The layout of Bailrigg Garden Village should reflect issues of flood risk, ensuring that the areas which are adjacent to Burrow Beck are left open and free from development and form part of the wider green space network which runs through the Garden Village.

5.3 To further address matters of flood risk the Council will be preparing an update to their Strategic Flood Risk Assessment (SFRA) which will seek to update understanding of known flood risks and set out opportunities to further mitigate risks. This will be done on a district-wide basis and the outcomes will be incorporated into this document where relevant to do so.

DRAINAGE

5.4 Future masterplans and development proposals within the Bailrigg Garden Village will expect to clearly deal with surface water run-off through the effective use of Sustainable Urban Drainage Systems (SuDS). Any future proposals for this area should make use of the SuDS hierarchy which is outlined in more detail within the Review of the Development Management DPD via Policy DM31. This should include the use of balancing / storage ponds, the creation of permeable surfaces where possible in order to manage and reduce the rate of run-off into the surrounding catchment.

5.5 The creation of areas of wetland and ponds will ensure that surface water run-off can be managed in times of extreme rainfall and be released into the wider watercourse in a timely and appropriate manner. Not only does the use of SuDS provide sustainable solutions to drainage and flood risk, these systems also assist in providing valuable habitat for a range of species of plants and animals.

6. LOCAL AMENITY ISSUES

LOCAL AMENITY

6.1 The Bailrigg Garden Village is located on the southern edges of Lancaster and due to the scale of development which is proposed in this area and the infrastructure requirements which are necessary the potential for amenity impacts could be considered to be relatively high unless such impacts are managed appropriately.

6.2 Significant amenity issues exist in relation to the provision of infrastructure, for example addressing highway capacity issues, ensuring sufficient school places at both primary and secondary levels and expansions to utility provision - these issues are addressed via separate sections within this document.

6.3 There are a number of pieces of key transport infrastructure which either run through the site or adjoin the site, these include the M6 motorway and the West Coast Mainline. These are strategically important routes through the region and cannot be disrupted through the creation of new development in this area.

6.4 Equally, these are sources of both noise, light and air pollution which will need to be carefully managed and mitigated against – particularly in relation to the impact that such features will have on the occupants of new residential properties within Bailrigg Garden Village. Key to managing such amenity issues will be from the careful layout and design of new development and ensuring that

7 http://www.lancaster.gov.uk/planning/planning-policy/environmental-studies
8 http://www.lancaster.gov.uk/planning/planning-policy
significant green buffers are created between the M6, the West Coast Mainline and any sensitive uses, particularly residential uses.

6.5 The development of the Bailrigg Garden Village, with the significant residential and economic growth which is associated with it, will take a number of years to deliver. It is therefore highly important that during the construction phases that the amenity of new residents and existing residents are protected. It is therefore expectation that issues such as operational times on site, noise levels, access to the allocation and other impacts of construction are carefully controlled through planning condition.

**AREA OF SEPARATION**

6.6 The development of Bailrigg Garden Village will result in a significant reduction of the open gap between the urban areas of Lancaster and Galgate. The Council is therefore keen to ensure that an appropriate area of land remains free from built development to ensure that a clear separation of settlements is maintained. As a result the Council have allocated an area of land maintain such a separation to ensure that Galgate remains clearly separated from Bailrigg Garden Village to the north.

6.7 It is important to note that whilst this area of separation will be kept free from general development uses, it occupies an important area of land which is critical to ensure access to the Garden Village from the M6 motorway and the reconfigured Junction 33. As a result the creation of a new access road through the area of separation will be supported by the Council.

7. **INFRASTRUCTURE – HIGHWAYS AND TRANSPORT**

7.1 It is already recognised and understood that significant highway capacity issues exist on the A6 corridor between Lancaster City Centre and Junction 33 of the M6, with particular pinch points existing and the Pointer Roundabout, Hala Junction and Galgate. It is important to understand that in order to unlock the growth potential in South Lancaster it will require significant investment to achieve strategic improvements to the highway network. Without such investment in infrastructure growth to the scale suggested in the emerging Local Plan cannot be sustainably achieved.

7.2 There are a range of transport measures which have been described in Lancashire County Council’s Highways and Transport Masterplan\(^9\) (and summarised in this document) which are necessary to facilitate sustainable growth. The delivery of these schemes will be achieved through funding from the Lancashire Economic Partnership (LEP) and via investment from developers.

7.3 It is important to note that this investment will be to address cumulative issues and through should be funded via a partnership approach between separate landowners and developers. The Council will not support piecemeal development which ignores and fails to address the cumulative issues which face the delivery of the Bailrigg Garden Village.

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**RE-CONFIGURATION OF M6 JUNCTION 33**

7.4 A strategic solution is required if there is ever to be an improvement to highway capacity on the A6 corridor to the South of Lancaster. Whilst it is expected that the opening of the Bay Gateway will assist in reducing traffic flow, it is still expected that the route will continue to suffer from congestion, particularly at peak times.

7.5 Without significant improvements the existing problems seen on the corridor will only be exacerbated further as a result of growth at Bailrigg Garden Village. As a result it is incumbent that the local plan, along with the Lancaster District Highways and Transport Masterplan\(^\text{10}\), set out how capacity issues will be resolved in this area.

7.6 A key element of this will be the re-configuration of Junction 33 of the M6 which will seek to split the junction into two separate locations. Whilst the southern slip roads will remain in roughly the same location, the northern slip roads will be moved north towards the university campus and Hazelrigg Lane, where new northbound slip roads will be created. A link road will be created between the two sets of slip roads, creating a new bypass of Galgate for traffic travelling to and from the motorway, and Hazelrigg Lane will be upgraded to provide a new arterial route into South Lancaster through Bailrigg Garden Village, supplementing the existing route along the A6 corridor.

7.7 The newly re-configured junction will seek to maintain strong access into Wyre to the South, direct access into South Lancaster whilst significantly reducing traffic flow through Galgate to local access only. The new junction will also allow the motorway infrastructure in this area to be upgraded to more appropriate standards, particularly seeking to lengthen the slip roads to a safe and appropriate standard.

7.8 This is a significant upgrade of local highway infrastructure with the overall costs for delivery projected to be in the region of £50 million. It is expected that such improvements will be funded primarily through the Lancashire Economic Partnership via a Growth Deal bid\(^\text{11}\). However, there will be a requirement on all developers within the Bailrigg Garden Village to assist with the funding. The mechanisms for funding will be set out in more detail in future masterplans and proposals.

**ACCESS INTO BAILRIGG VILLAGE FROM THE WIDER HIGHWAY NETWORK**

7.9 There will need to be a number of access points into Bailrigg Garden Village to ensure a suitable and appropriate flow of traffic both into and around the allocation. The following areas have been recognised as key gateway locations into the Garden Village:

- **Southern Gateway:** Access to be provided from the newly reconfigured Junction 33, along Hazelrigg Lane, making a crossing of the West Coast Mainline and through the identified area of separation into the southern end of Bailrigg Garden Village.
- **North-Western Gateway:** Access to be provided onto Ashton Road via land adjacent to Scotforth Cemetery into the area at Whinney Carr.
- **Northern Gateway:** This will comprise two access points onto the A6, the first access point crossing land at Lawson’s Bridge, over the West Coast Mainline and into the area at Whinney


\(^{11}\) [http://www.lancashirelep.co.uk/lep-priorities/growth-deal.aspx](http://www.lancashirelep.co.uk/lep-priorities/growth-deal.aspx)
Carr. The second access point to the east through Lancaster University Innovation Park into the land north of Bailrigg Lane.

- North-Eastern Gateway: Access to be provided onto Blea Tarn Road via land adjacent to Ouse Beck into land north of Bailrigg Lane.

7.10 These access points are illustratively highlighted on the Local Plan Policies Map and further work is required in terms the overall design and layout of such junctions, for example to whether they need to be signalised junctions, a roundabout or more normalised T-junction arrangement. The Council will continue to work with Lancashire County Council and stakeholder to investigate such requirements which will inform the future masterplans and proposals. It is important to note that preliminary discussions have already taken place and there are no in principle issues to the delivery of such access arrangements.

OTHER HIGHWAY INFRASTRUCTURE

7.11 Further highway improvement work will be necessary to address potential increases in traffic movements, although it is very important to note that the whole concept of a Garden Village is to encourage and promote sustainable forms of travel – particularly in the case of making local journeys into Lancaster City Centre.

7.12 It is therefore important that whilst improvements to the local highway network are delivered between Bailrigg Garden Village and Lancaster City Centre that such improvements are matched by improvements to public transport, cycling and walking routes which are described elsewhere in this document.

7.13 In relation to other highway improvements, it is anticipated that further works will be undertaken on the A6 to assist traffic flow particularly in relation to Hala Junction and the Pointer Roundabout. Some of the improvements set out for these pinch points will be seeking to address existing capacity issues along with projected issues associated with new development. The Council will continue to work with Lancashire County Council to ensure that such improvements are achieved and reflected within future masterplans and proposals.

7.14 There will also be a need for improvements to Ashton Road between Ashford Road and the Pointer Roundabout which will involve with improve traffic management measures and seeking to improve highway safety. As with other works, the Council will continue to work with Lancashire County Council to ensure that such improvements are achieved and reflected within future masterplans and proposals.

TRAFFIC MOVEMENT THROUGH THE SITE

7.15 The scale of development at Bailrigg Garden Village will result in an important new network of roads being created in the South of Lancaster. How roads will be positioned within the allocation, and their role as either estate or arterial roads will be considered in greater detail as part of the masterplanning process.
8. INFRASTRUCTURE – PUBLIC TRANSPORT

8.1 There are a number of bus services which operate along the A6 Corridor, with a very strong and regular service connecting Lancaster University with Lancaster City Centre. These services also extend southwards towards Galgate and beyond with services to Garstang and Preston. There is also service provision towards Knott End which makes use of Ashton Road towards Thurnham and Cockerham.

8.2 Given the scale of growth which is anticipated for Bailrigg Garden Village, both as a place to live and work, then any future masterplan and development proposals for this area should ensure that opportunities to provide bus services into the site are fully explored with Lancashire County Council and bus operators (such as Stagecoach).

8.3 Following discussions with the County Council there is no likelihood that improving rail connections in South Lancaster is either viable or feasible and therefore improvements to the public transport network will be focussed on improvements to the bus networks only.

PUBLIC TRANSPORT – BUS RAPID TRANSIT SERVICE

8.4 A key element of the Lancaster District Highways and Transport Masterplan\(^\text{12}\), prepared by Lancashire County Council, was the creation of improved public transport services between the district’s key centres and places of work. This has led to the bus rapid transit service which will seek to provide a high quality, speedy and frequent bus services between South Lancaster (Bailrigg Garden Village and Lancaster University), Lancaster City Centre, Central Morecambe and South Heysham. The bus rapid transit system would also include linkages along the Caton Road Gateway to the new Park and Ride Facility at Junction 34.

8.5 Bailrigg Garden Village is one of the key southern anchors to this public transport service and will seek to provide residents and workers in the area with frequent services to other key areas of the district which can be seen as a viable and realistic alternative to using the private car to make small local journeys within the district. The rapid transit project is being led by Lancashire County Council but via the delivery of the Garden Village it will be expected that proposals seek to maximise the opportunities offered from the rapid transit project to ensure that services can appropriate access both residential and employment areas.

8.6 As this project progresses it will inform the preparation of any future masterplans for the Garden Village.

PUBLIC TRANSPORT – PARK AND RIDE (SOUTH)

8.7 As part of the southern hub of the rapid transit service, the County and City Council’s will explore the need and requirement for further park and ride facilities connected to accessing Lancaster University and Lancaster City Centre from the south. It is not yet known whether such a facility will be required however such a need will be investigated further and will inform future masterplans and proposals.

9. INFRASTRUCTURE - CYCLING AND WALKING NETWORKS

9.1 In allocating Bailrigg Garden Village, the Council is seeking significant improvements to the cycling and walking networks in the South of Lancaster in order to significantly boost the use of cycling and walking as a method of recreation, commuting and accessing key services. Such boosts will not just have benefits for the environment but also be people’s health and well-being. Proposals for the Bailrigg Garden Village should seek to support a growth in cycling and walking in line with Lancashire County Council’s Cycling and Walking Strategy\(^{13}\).

9.2 It is expected that any future masterplan will include a comprehensive network of footpaths and cycleways which run through the Garden Village which not only link other areas of the Garden Village but also provide linkages to the wider area. Linkages through the allocation could form part of a dedicated cycle routes which are clearly separated from the main vehicle routes or, alternatively dedicated cycle lanes on key routes through the Garden Village area. This should be explored further with both the local highways authority and cycle / footpath user groups.

9.3 A key linkage from Bailrigg Garden Village into the City Centre will be Lancaster Canal towpath. Improvements to the towpath to facilitate greater usage of this route for cycling and walking should be delivered as part of the creation of the Garden Village. However, other existing links between South Lancaster and Lancaster City Centre should be improved and enhanced where required to ensure improved usage by creating a safe, well-lit route into the city centre. Such improvements should allow for journeys to be made from Bailrigg Garden Village into the adjacent residential areas of Scotforth, Hala and Bowerham and vice versa.

9.4 Similar improvements should also be provided to the south, to enhance linkages between the Garden Village and Galgate via the Lancaster Canal towpath.

9.5 There are a number of existing cycle networks which run through the Bailrigg between South Lancaster and Lancaster University. These linkages should be maintained and where possible improved to ensure strong connections into the national cycle network.

9.6 A future masterplan should explore other linkages out of the Garden Village, this should include cycling and walking out into the open countryside. Linkages south along the Lancaster Canal and west towards Morecambe Bay should be explored in conjunction with all development proposals connected to the Garden Village.

9.7 The existing public right of way between Whinney Croft and Burrow Bridge should be retained within the Garden Village through the use of both improved pavements and off-street footpaths / tracks.

10. **INFRASTRUCTURE – EDUCATION AND HEALTH**

**EDUCATION PROVISION**

10.1 There are already a range of primary educational facilities within this area of South Lancaster. In terms of primary school provision there is Scotforth St Paul’s CoE Primary School, St Bernadette’s Catholic Primary School and Moorside Primary School (the latter two both in Bowerham).

10.2 With regard to secondary school provision, there are limited opportunities to the south of the River Lune which includes Ripley St Thomas CoE Academy on Ashton Road. Lancaster Girls’ Grammar School and Lancaster Royal Grammar School are both located in the vicinity of Lancaster City Centre.

10.3 There has been significant expansion of the local primary schools in this area over recent years and it is the understanding of the Council that opportunities for further expansion in the future will be limited. Discussions have already taken place with the local education authority – Lancashire County Council – over the future needs for both primary and secondary school provision as part of the proposed Bailrigg Garden Village.

10.4 It is clear that from the scale of development proposed in this area that improvements to both primary and secondary education facilities will be required. Whilst the County Council will continue to explore opportunities to expand existing facilities to cater for increasing demands it is highly likely that Bailrigg Garden Village will have to identify and develop at least one new primary school facilities and identify and develop a new secondary school to address cumulative needs across Lancaster.

10.5 The delivery of a new secondary school will require fulfilling the Government requirements for the creation of new schools and its delivery by a sponsor organisation. The development of the school will be funded through a mixture of funding mechanisms and will require funding through developer contributions and/or Community Infrastructure Levy (if implemented) from all growth areas within the district.

10.6 Further discussions will take place with Lancashire County Council to understand whether the demands for school places will evolve further. Any changes arising from these discussions will be reflected in the future masterplanning and proposals.

**HEALTH PROVISION**

10.7 Facilities for healthcare are increasingly becoming more centralised with many of the GP surgeries being located in Lancaster City Centre, including Dalton Square Surgery and King Street Surgery. There are also a number of dental surgeries located in the city centre. Hospital provision is located at Lancaster Royal Infirmary to the south of the city centre.

10.8 The North Lancashire Clinical Commissioning Group (CCG) have prepared a ‘Better Care Together’ Strategy, published in February 2015\(^\text{14}\), which sets out the future for health care across the Morecambe Bay area. This is a key document to understanding how future heath care needs will be addressed.

\(^{14}\) [http://www.bettercaretogether.co.uk/planning.asp](http://www.bettercaretogether.co.uk/planning.asp)
10.9 It is important to note that whilst having a number of discussions with the North Lancashire Clinical Commissioning Group (CCG) over the potential locations for new development and the scale of development proposals, there have been no requests for new health infrastructure to be delivered as part of strategic growth options.

10.10 As a result, no requirements will be expected as part of this allocation towards improvements in healthcare provision in the locality. The Council will continue to liaise with the CCG over whether any health infrastructure should be delivered or funded via future growth. Any changes arising from these discussions will be reflected in future masterplanning and proposals.

11. INFRASTRUCTURE – PUBLIC OPEN SPACE

11.1 Given the concept of the Garden Village is to provide a greater role to open spaces and green spaces within new development, it is clear that development in this area will be expected to include a significant range of open spaces which provide differing roles and functions.

GREEN SPACES AND GREEN CORRIDORS

11.2 The creation of a series of green spaces and green corridors throughout the Garden Village will provide an opportunity to create a distinct sense of place and a high quality environment. The creation of a high quality environment will not only create the potential for environmental / biodiversity improvement it will also provide higher standards of development and improvements to people’s well-being with good access to green space.

11.3 The creation of green networks through the Garden Village area should be considered to be a key concept in the overall development of this area and should guide the location and positioning of development within the allocation. The location and role of green corridors will be a key element in the preparation of a masterplan for the site.

SPORTS AND RECREATION FACILITIES

11.4 The creation of the Garden Village will increase demand for sports and recreation facilities in the South Lancaster area, it will therefore be important to ensure that new facilities are created within the Garden Village development to meet future needs and demands for sports such as football, rugby, cricket and other sports.

11.5 The Council will be preparing a revised and updated Open Space Study through 2017 which will identify the future needs for sports and recreation facilities which will be used to inform the future masterplans and proposals.

ALLEOTMENTS

11.6 The Council will seek to promote the creation of new allotment facilities within the Garden Village which should be accessible to any residents of South Lancaster, this should seek to address the known demands for allotment provision in this area and seek to promote the sustainability benefits from growing food.

15 http://www.lancaster.gov.uk/planning/planning-policy/sport-and-recreation-studies
12. INFRASTRUCTURE – COMMERCIAL, COMMUNITY AND RETAILING

12.1 At the heart of Bailrigg Garden Village needs to be a commercial centre which provides for the local service needs of residents within the Garden Village and, where appropriate, the wider South Lancaster area. The creation of a centre which includes basic services will reduce the need for car travel, create employment and lead to more sustainable patterns of development.

SIZE AND ROLE OF THE CENTRE

12.2 The size and role of the centre in Bailrigg Garden Village will be of a secondary nature to Lancaster City Centre, the Council would not support the creation of a centre which seeks to compete against the main centres of the district, in particular Lancaster City Centre, and prejudice wider growth objectives for Lancaster City Centre, for instance the regeneration of the Lancaster Canal Corridor site.

12.3 At this stage the Council have not come to a conclusion over whether the proposed centre should seek to fulfil merely a local role to Bailrigg Garden Village, or a more district-wide role in catering for the basic needs of both the Garden Village and the existing residents in South Lancaster, particularly in terms of addressing convenience (food) retail needs. Further assessment work will take place through 2017 to inform this decision and this will be reflected in future masterplans and proposals.

LOCATION OF THE CENTRE

12.4 There are a number of potential locations for the centre of Bailrigg Garden Village which includes land to the east of the West Coast Mainline (Lawson’s Bridge) which is located alongside the potential location for a Booths store and is located between the two areas of residential elements the Garden Village. A further argument could be made for establishing a centre on the western side of the railway line where the majority of residential development will be located.

12.5 As with the size and role of the centre, it is expected that the precise location of the centre will be established through further evidence and masterplanning work during the course of 2017.

PROVISION WITHIN THE CENTRE

12.6 As previously stated, the Council expect that any centre to fulfil a more localised role in terms of providing basic service provision for new and existing residents in the South Lancaster area. This should include the provision of new floorspace to allow for types of use such as general stores, post office, pharmacy, hot food take-away, hairdressers, newsagent, florist etc. Opportunities should be provided to support local businesses to occupy units and floorspace within the new centre. Small scale office opportunities could also be delivered to permit uses such as solicitors, estate agents or financial consultants.

12.7 In terms of convenience retailing (i.e. the provision of foodstores), the district is well provided for with a range of convenience foodstores located around the district. However, it is recognised that the provision of foodstores to residents south of the River Lune is limited, with the Sainsbury’s store on Cable Street and Booths on Scotforth Road providing the only foodstore provision south of the river. This raises qualitative issues in relation to the coverage of foodstore provision within the district and leads to unsustainable travel patterns with the district, with many having to travel
through the city centre and across the river to access a good range and choice in terms of convenience stores.

12.8 Beyond commercial and retailing uses, the new centre should also explore the need for new community spaces to be created which can be explored through dialogue with local communities and other key stakeholders such as the City and County Councils.

12.9 To address these qualitative issues the Council will support the delivery of a new foodstore in the South Lancaster area as part of the wider growth of the Garden Village. Further investigation of the scale of foodstore to be provided and its potential location within the Garden Village will take place through 2017 and inform future masterplans and proposals.

13. **INFRASTRUCTURE – UTILITIES PROVISION**

**WATER SUPPLY**

13.1 Following discussions with United Utilities, there is a requirement for improvements to the water supply network in this area, this will be via expansions to existing pipework and the expansion of the water delivery network in the South Lancaster area.

13.2 The potential for such improvements have been identified via discussions with United Utilities, these discussions will continue to be ongoing and will inform the preparation of future masterplans and proposals. Any infrastructure improvements which are required to the water supply network will be funded directly through United Utilities via their own formal funding routes (Asset Management Plan – AMP funding).

**WASTE WATER TREATMENT**

13.3 Following discussions with United Utilities, there is a requirement for improvements to the waste water network in this area, this will be via expansions to the existing pipework and the expansion of the waste water treatment facilities in the South Lancaster area.

13.4 The potential for such improvements have been identified via discussions with United Utilities, these discussions will continue to be ongoing and will inform the preparation of future masterplans and proposals. Any infrastructure improvements which are required to the waste water treatment network will be funded directly through United Utilities via their own formal funding routes (Asset Management Plan – AMP funding).

**GAS AND ELECTRICITY**

13.5 The provision of gas and electricity to this area will have to be considered in more detail with the respective providers – National Grid (Gas) / Transco and Electricity Northwest. Whilst there is no evidence to suggest that access to existing networks cannot be achieved sufficient dialogue has not taken place to confirm such an assumption. Dialogue with these providers will take place during 2017 and will inform the preparation of the masterplanning for the Garden Village.

**NATIONAL GRID (ELECTRICITY)**

13.6 A number of electricity pylons run through the Garden Village area which transport electricity from Heysham Nuclear Power Station to the wider National Grid running along the M6 corridor. These are
key pieces of nationally important infrastructure and suitable and appropriate buffers will be provided via the use of green spaces and green corridors.

**DISTRICT HEATING**

13.7 A further concept of the Garden Village is the delivery of sustainable design techniques and the use of sustainable sources of energy creation. In particular the creation of district heating systems which draws on the existing use of this principle at Lancaster University. This can be a cost-effective and sustainable approach to delivering heating in the local area.

13.8 The role of district heating should be considered on all strategic growth sites in this local plan. However, there are areas which are some locations which may be more suitable and appropriate to achieve this with Bailrigg Garden Village being one of those locations. The existence of local systems which have the potential for expansion mean that new development in the Garden Village, both in terms of residential and commercial development, may be able to connect to such systems.

13.9 It is therefore expected that any future masterplan fully investigates the opportunities for district heating throughout the Garden Village area and that growth of the existing district heating systems are expanded to allow for both domestic and commercial use.

14. **FURTHER WORK AND INFORMATION REQUIRED**

14.1 This planning statement will be an important tool for the preparation of Masterplan for the Garden Village and subsequent planning permissions for development. The statement allows for the elaboration of points set out in Policy SG1 and other site-specific policies in the draft Strategic Policies and Land Allocations DPD.

14.2 The role of this position statement is to provide certainty. It provides certainty to the landowner and developer over the requirements that the new development will be expected to deliver. It provides certainty to other stakeholders (for example infrastructure providers) that key issues will be dealt with in a comprehensive and satisfactory manner. It also provides certainty to local residents over how development will be delivered and how the impacts of development will be addressed, whether these be potential impacts on local amenity or to local infrastructure provision.

14.3 It is important to note the draft nature of this document. This document seeks to address some of the issues and concerns of stakeholders and local people over how development will be delivered through the Bailrigg Garden Village. However, given the draft nature of the local plan the preparation of this position statement and future masterplanning will be iterative and will be informed by further engagement, dialogue and evidence gathering as the plan progresses.

14.4 During the course of 2017 the Council will continue to update evidence on flooding, highways, open space, ecology and local centre provision to shape and inform the future masterplanning work. Furthermore the Council will continue to engage with stakeholders and infrastructure providers to ensure the requirements for new and improved infrastructure is clearly set out.

14.5 With regard to Bailrigg Garden Village, the level of resource dedicated to preparing a masterplan will be significantly higher due to the input from the Homes and Communities Agency with increased funding towards the full masterplanning of the Garden Village.
14.6 To ensure that matters of infrastructure are comprehensively dealt with, the Council have begun the preparation of an Infrastructure Delivery Plan (IDP) which will set out the necessary, important and desirable infrastructure projects that should be delivered through the course of the plan period. The IDP sets out information on specific projects, the timescale for delivery, the delivery organisations and the potential sources of funding.

14.7 The IDP will continue to be refined before a final version will be published to accompany the final version of the local plan. The final version of the IDP will also include anticipate costs of the infrastructure projects identified (projected costs will be secured from the relevant infrastructure providers).