



Bailrigg Garden Village
LANCASTER

**BAILRIGG GARDEN VILLAGE AREA ACTION PLAN
ISSUES AND OPTIONS PAPER
LANCASTER CITY COUNCIL, MAY 2018**

Bailrigg Garden Village and South Lancaster Growth

Spatial Framework for Development

The Bailrigg Garden Village Area Action Plan

Issues and Options Paper

Lancaster City Council, May 2018

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Foreword

CONTACT US

Visit: <https://www.lancaster.gov.uk/bgv>

Email: bgv@lancaster.gov.uk

Write: *Bailrigg Garden Village AAP, Regeneration and Planning Service, Lancaster City Council, Town Hall, PO Box 4, Dalton Square, Lancaster LA1 1QR*

Respond: *Please respond to this Issues and Options Consultation by **Wednesday 11 July 2018**. An electronic response form is available on our website.*

This Issues and Options Paper marks the start of the process to prepare an Area Action Plan for growth and development in South Lancaster - led by Lancaster City Council. This document is to inform the first main stage in engagement towards the Bailrigg Garden Village Area Action Plan (AAP).

The AAP is about making good places for people, for living and working; places that will stand the test of time. It will set the spatial framework for growth and high quality sustainable development. It will set parameters for, and direct and guide, the development sought for South Lancaster and the Garden Village for how this can best be achieved and delivered. The AAP should assure and give clarity to much more detailed work going forward including by developers to masterplan and design appropriate development.

Through this document and the supporting drop-in events, the council invites views and comments on a range of considerations, issues and draft spatial options for the AAP. This document is informed by much evidence and early engagement work although there is much still to do. Evidence and supporting information to date is referenced and is otherwise available on the council's website. Please do read, join us at one of the drop-in events, and make comments, using the responses form if you wish. **Thank you.**

Regeneration Team Regeneration and Planning Service

DATE	TIME	LOCATION
Wednesday 6 June	3pm – 7pm	Lancaster House Hotel
Saturday 9 June	10am – 1pm	Ellel Village Hall
Tuesday 12 June	11:30am – 2pm	The Storey
Thursday 14 June	2pm – 6pm	Rowley Court
Monday 18 June	11:30am – 2pm	The Storey
Thursday 21 June	2pm – 5pm	Ellel Village Hall
Wednesday 27 June	9:30am – 14:30pm	Lancaster House Hotel

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This document tries to present what are a range of inter-related and iterative issues and considerations for the Garden Village into a linear format. You may wish to read the document as one, or alternatively, you may wish to focus on particular aspects as identified below. Further, you may wish to simply focus on our emerging conclusions and you will find these from Spatial Options onwards. We invite comments throughout.

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Core Spatial Objectives

*Spatial Policies and Land
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Garden Village Concepts

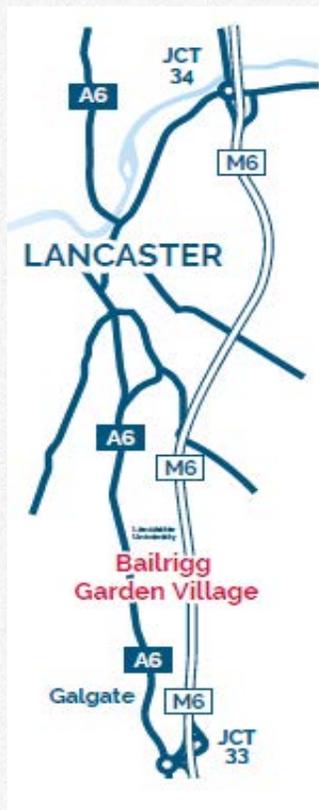
*Lancaster University Growth and
Ambitions*

Growth of Lancaster

Change is a constant. Lancaster has grown outward over time and growth at South Lancaster should be viewed in this context.



Housing and jobs - sustainable growth at South Lancaster



The city council proposes South Lancaster as a focus for growth. Towards this it has won Garden Village status from the Government for a new settlement, the Bailrigg Garden Village, to be brought forward alongside an expanding Lancaster University.

The council is ambitious for growth in South Lancaster, for new homes, businesses and jobs in a true green setting and in a location with all the potentials associated with having a top 10 UK University, ready access to the national road network and a historic city close by.

This Issues and Options Consultation is an informal stage to prepare the plan for growth and the Bailrigg Garden Village. It considers issues and draft options and invites comments, suggestions and any alternatives.

We recognise that a growth agenda in South Lancaster may seem incongruous, even inappropriate, given current travel conditions and air quality issues but sustainable growth, what it involves and what it should bring, are the means to tackle even resolve many of these problems.

In South Lancaster, we have a real opportunity. The council has decided to grasp this and, with the support of Lancashire County Council, Lancaster University and other partners, will strive to achieve growth in the right way.

This means respecting natural and built assets, existing development and communities and fitting development to these in ways that are sensitive. It means making places for people not just for now but for years to come, with the right infrastructure, facilities and services.

South Lancaster

Scotforth St Pauls Primary School

Booths supermarket

M6

Whinney Carr

Blea Tarn Reservoir

Burrow Heights

Lancaster University Sport Centre

Lancaster University

Park Coppice

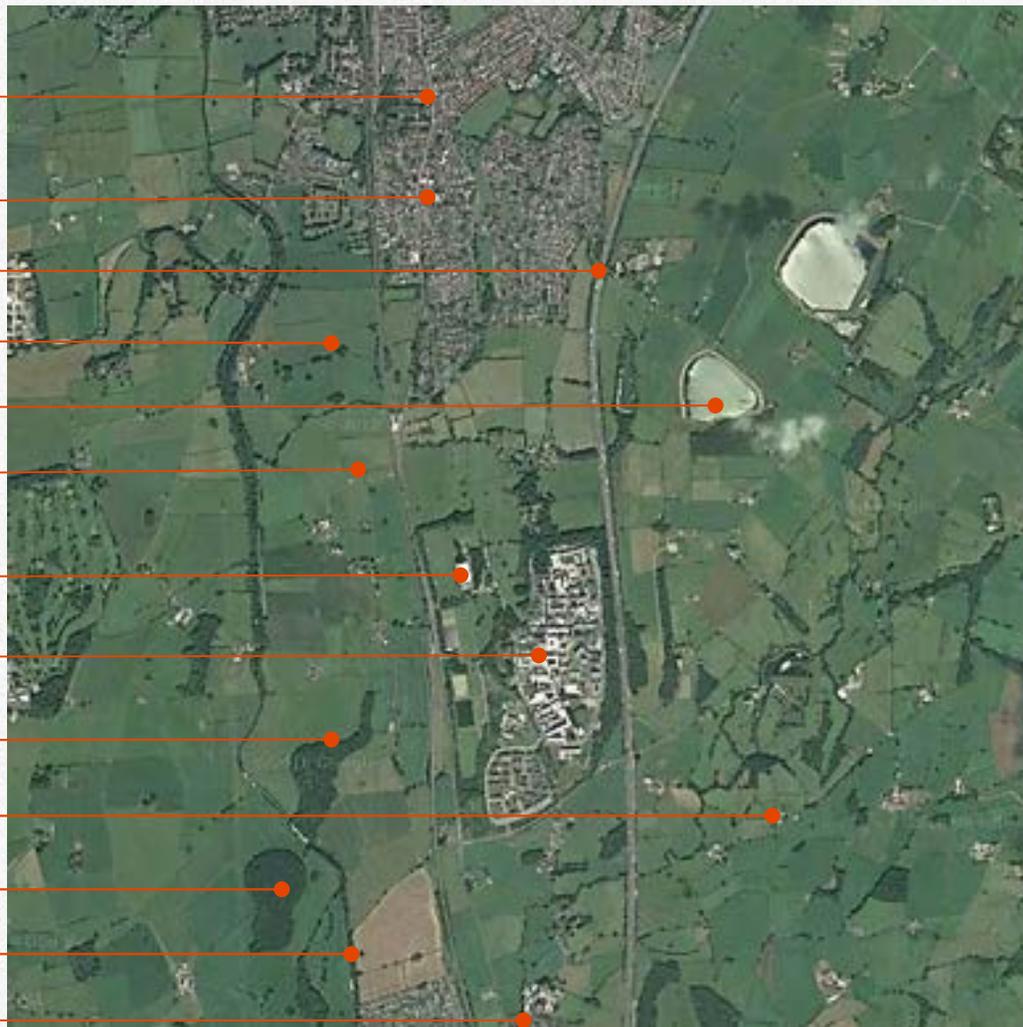
Forest Hills

Old Park Wood

Lancaster Canal

Galgate

M6 Junction 33



Strategic growth agenda for Lancaster

A Garden Village that is a sought after place to live in will help drive ambitions for business and jobs growth in South Lancaster and beyond.

It should add to the University's attraction as a place for high quality research, teaching and learning and the University should be part of what makes the Garden Village successful.

In turn, the Garden Village and what it offers should support University success in business incubation and spin out. The Health Innovation Campus (phase 1 pictured) is a vital element in this.

<http://www.lancashirelep.co.uk/about-us/what-we-do/lancashire-strategic-economic-plan.aspx>



The 'Lancashire Strategic Economic Plan 2015-2025: A Growth Deal for the *Arc of Prosperity*', March 2014, states that if Lancashire is to maximise its economic potential it needs to fully exploit its key innovation, skills, sector base and transport assets.

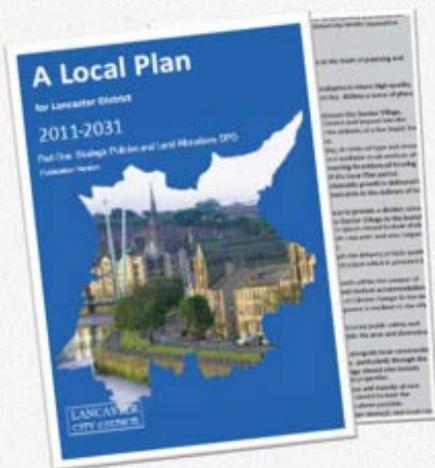
Within this ambition it identifies the importance of Lancaster as 'a major location for economic and housing growth, underpinned by its world-class research intensive university, renewed city centre and the prospect of further growth as an

energy centre and port serving Lancashire and the wider region'.

The Lancashire Enterprise Partnership (LEP) is driving forward this overarching approach through key initiatives to underpin the county's Growth Deal with Government. This includes investing £17m in Lancaster University via the new £41m Health Innovation Campus and identifying £16.25m to support housing infrastructure delivery in South Lancaster.

Image Source: Health Innovation Campus www.lancaster.ac.uk/health-innovation/

Local Planning Policy Growth Context



<http://www.lancaster.gov.uk/planning/planning-policy/land-allocations-dpd>

The council sets the growth agenda for South Lancaster and objectives for the Garden Village in its Local Plan. The Publication Draft Strategic Policies and Land Allocations Document (May 2018) identifies a Broad Location for Growth and the core principles for delivering growth at Lancaster South and the Garden Village in Policy SG1.

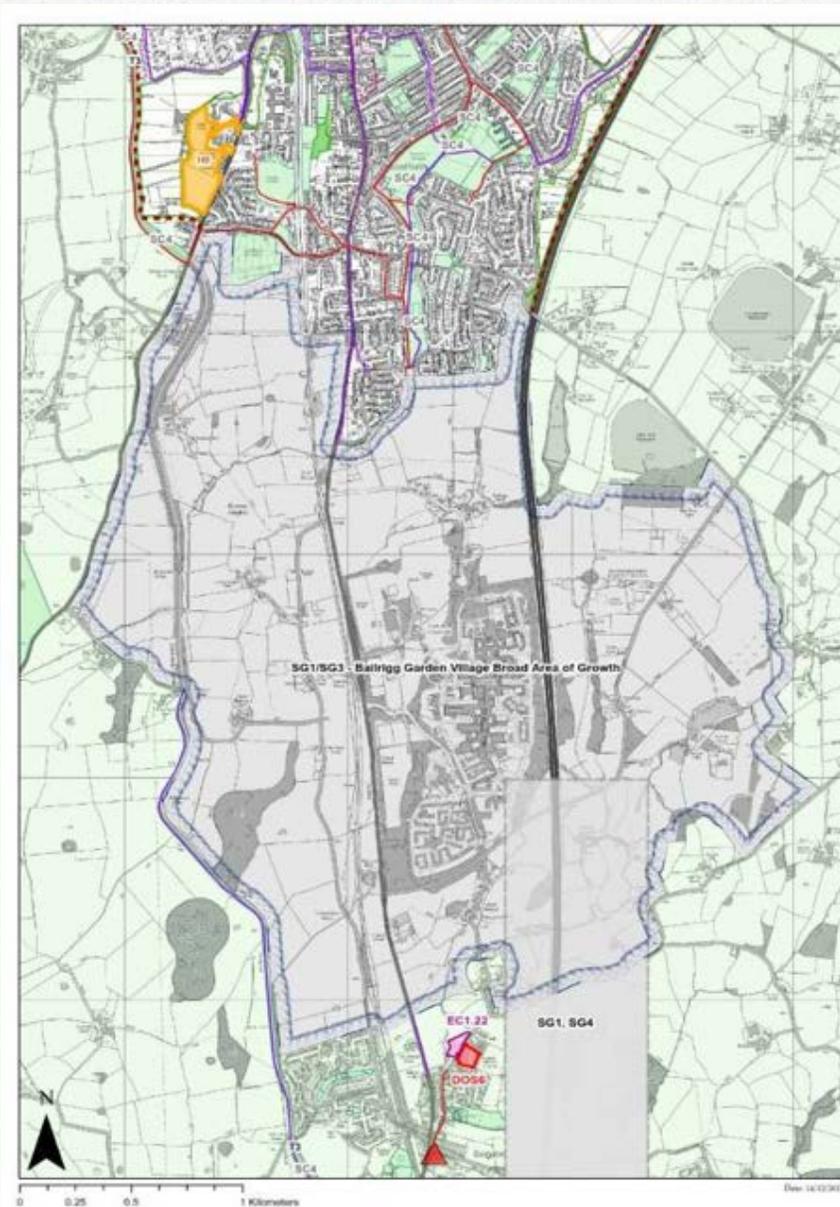
Policies SG2 and SG3 support this agenda by identifying for future phases of the Health Innovation Campus and the infrastructure to support growth delivery in South Lancaster.

Independent public examination into the Publication Draft Strategic Policies and Land Allocations document will decide if the Garden Village can happen. Examination is expected to take place in Autumn 2018.

These policies target some 3,500 homes for the Garden Village with 1,655 delivered by 2031 (Lancaster Local Plan period) and, some 2,000 new jobs across the area. The policies establish the overarching core principles for the Garden Village.

What these policies do not do is determine the shape of the Garden Village. The Council will do this through an Area Action Plan.

Broad Location for Growth in South Lancaster to 2031



Core Spatial Objectives for the Garden Village

If it is determined that the Garden Village can happen, the details will be shaped through an Area Action Plan.

Area Action Plans (AAPs) are a type of development plan document that provide a planning framework for a specific area of opportunity, change or conservation.

AAPs give a specific geographic focus for policy and the actions required by many partners to deliver beneficial change.

Further information about the planning process can be found in the 'Planning the Garden Village' chapter.

If the mandate for growth is established as discussed, how growth is framed for and within the Garden Village is for the Area Action Plan. We propose:

Core Spatial Objectives

- A Garden Village with a distinct sense of place
- Clear separation between the Garden Village and existing settlements
- Network of green corridors
- High quality open space
- Local landscape and heritage assets conserved
- Good local accessibility by walking and cycling
- Ready access by sustainable transport (buses and cycling) to/from the city centre
- Wide range of jobs within a ready travel distance
- Scope for campus growth
- Resilience to climate change
- Effective drainage and flood risk to communities downstream mitigated
- No harm to designated wildlife sites
- Net biodiversity gains
- Facilities and services to meet needs in a strong local centre
- Village centre complementary to the public offer on campus
- Sociable neighbourhoods
- Housing to meet needs
- Low carbon development
- Good digital connectivity

These draw variously from –

- The key principles for development set in the Publication Draft Policy SG1 (see page 13)
- The draft local vision for the Garden Village (pg. 14-15)
- The Government prospectus for garden villages (pg. 16)
- The Town and Country Planning Association's advised key principles for planning a Garden Village (pg. 17)
- Lancaster University Masterplan 2017-2027 (pg. 18-19).

Spatial Policies and Land Allocations

(Publication Draft, Feb. 2018)

Policy SG1 - The Local Plan Policies Map has identified a Broad Area of Growth under Policy SG1 which establishes the key principles for development. Representations were invited on this document from 9 February and closed on 6 April 2018.

The Council has identified a broad location for growth for Bailrigg Garden Village on the Local Plan Policies Maps. This will be a major mixed-use development which focuses on the delivery of at least 3,500 new houses, a number of opportunities for employment and economic growth opportunities including the delivery of Lancaster University Health Innovation Campus.

Key Principles of the Garden Village

The Council has defined a range of principles which will be at the heart of planning and development for the Garden Village, these include:

- Involving local communities in the creation of new development where high-quality urban design promotes sustainable, attractive places to live, defines a sense of place and creates a sense of community for its new residents.
- Seeking a modal shift in local transport movements between the Garden Village, including Lancaster University Campus, Lancaster City Centre and beyond into the employment areas of Morecambe / Heysham through the delivery of a Bus Rapid Transit System and Cycling and Walking Superhighway network.
- Delivering a wide range of market and affordable housing, in terms of type and tenure to ensure that opportunities to live in the Garden Village are available to all sections of the community and contribute significantly to the district meeting its evidenced housing needs particularly in the medium to long term phases of the Local Plan period.
- Ensuring that the necessary infrastructure to deliver sustainable growth is delivered in the right place, at the right time, to address strategic constraints to the delivery of future development.
- The creation of sufficient areas of high quality open spaces to provide a distinct sense of place and deliver a network of green corridors across the Garden Village to the benefit of the local environment and residents. The delivery of such spaces should include distinct areas of separation between the Garden Village and South Lancaster and also Galgate and investigate the opportunities for a new country park.
- The creation of healthy and cohesive communities through the delivery of high quality development and the correct levels of services and infrastructure which is provided in safe and accessible locations.
- The sympathetic masterplanning of new facilities and growth within the campus of Lancaster University for a range of educational facilities and student accommodation.
- Taking proper account of the need to reduce the impacts of Climate Change in the design of new development. This should assure that new development is resilient to the effects of Climate Change.
- Managing water and run-off to safeguard development, assuring public safety and amenity and take active measures to reduce flood risk within the area and downstream for both existing and new residents and businesses.
- Offering opportunities for national housebuilders to work alongside local construction firms and encourage training opportunities for local people, particularly through the construction phases of the Garden Village. The Garden Village should also include opportunity for the provision of self-build and custom-build properties.
- To assure innovative urban design both in terms of the layout and density of new development and the specific design of new buildings. This should include the application of new technologies for buildings and transport where possible.
- Addressing longstanding constraints and capacity issues in the strategic and local road network through the improvements to traffic management and physical interventions to

increase capacity. This will involve the re-configuration of Junction 33 of the M6 to allow direct motorway access into the Garden Village and remove motorway traffic from Galgate which is currently designated as an Air Quality Management Area (AQMA).

To support the delivery of the Garden Village, there will be a requirement for a wide range of both locally important and strategically important infrastructure, including new highways, public transport network, education provision, new local centre(s), open spaces and green network. These are set out in Policy SG3 and will be addressed in more detail in the future Spatial Development Framework, which will form a Development Plan Document (DPD) for the Bailrigg Garden Village.

Future proposals will need to demonstrate that no European designated site would be adversely affected by development either alone or in combination with other proposals, as per the requirements of Policy EN9 of this DPD. In view of the potential for likely significant effects as a result of this allocation the requirements of appendix D must be delivered as part of any future proposal.

To enable a comprehensive and co-ordinated approach to new development and strategic growth, piecemeal or unplanned development proposal within the area which are likely to prejudice its delivery (including the infrastructure required for the area) will not be permitted beyond that which has already secured planning permission and proposals which are sited within the developed footprint of Lancaster University Campus.

Mechanism for Delivery of the Garden Village

The Council will prepare and implement a specific Development Plan Document (DPD) for this area of growth, entitled the 'Bailrigg Garden Village Area Action Plan DPD'. As a result development in this area will be delivered in accordance with this Area Action Plan and the Council will not support piecemeal development of this area (beyond existing planning commitments) in advance of the preparation of this DPD.

The recommendations of the Local Plan (Part One) Sustainability Appraisal should be taken into account when preparing this document.

The purpose of the forthcoming DPD will be as follows:

1. To provide more detail on how the development principles set in this policy will be delivered;
2. To set out a Spatial Development Framework as a basis for further masterplanning and to help guide the preparation of future planning applications;
3. To provide a Spatial Development Framework against which future development proposals and planning applications will be assessed; and
4. To enable and support the co-ordination and timely delivery of the infrastructure necessary to facilitate growth in this location.

The potential for the future re-configuration of Junction 33 of the M6 and highway network improvements in South Lancaster will be an integral part of this forthcoming DPD.

To ensure the timely delivery of the Bailrigg Garden Village, work on the Spatial Development Framework and the wider DPD has already commenced and is anticipated to be ready for adoption within the first five years of the plan (i.e. before 2024). Failure to achieve this may result in the need for an early review of the Local Plan to ensure that housing delivery rates are maintained to meet development needs.

Draft Local Vision for the Garden Village

Bailrigg Narrative

creating the garden university

Bailrigg will be a Garden Village for Lancaster and Lancaster University, having a unifying and transformational role for each. This new place will be an exemplar because it is part of the significant, historical and progressive city of Lancaster whilst also being an integral element of the world-renowned Lancaster University (Times 'University of the Year'). Bailrigg also sits within a brilliantly connected yet beautifully green environment encompassing Morecambe Bay, Forest of Bowland, Lake District and Yorkshire Dales; it will truly be a special place to live and work.

The Garden Village will greatly benefit from having two centres; the city centre of Lancaster and the campus centre of Lancaster University. Bailrigg will grow and add value to each entity and there will be a seamless relationship between them; public transport ensuring that this is 'one place' with shared assets that everyone can use and enjoy. There will be no need to duplicate facilities and services as, for example, people in the Garden Village can get involved with, and be an audience for, arts and culture in the city centre and the university thus improving the viability of each offer without developing additional provision.

The Bailrigg Garden Village will put Lancaster and Lancashire 'on the map' by being a development in such a unique location, with an already amazing set of assets and a quality aspiration that will enhance the brand equity of both Lancaster and the University. There is a clear ambition that the design quality and built environment will reflect the status and reputation of the city and university and that the public realm and open space will also reflect the stunning wider environment. The Garden Village will be a natural extension and expression of the place it sits within, providing a proposition that is complementary to city and university whilst being a vital economic catalyst for the Lancaster City Region.

The attractiveness of Bailrigg will come from the quality of life it offers and the quality of place it is complementary to, ensuring it is somewhere to grow your life and importantly a place for everyone of all ages and backgrounds. However this is also a place of work, and utilising the research and development power of the university it will build on the growing digital sector in the Lancaster area to provide a shared and stimulating workspace environment to accelerate and highlight this future critical element of the wider economy.

The Garden Village will be integral to the Lancaster and University communities and in enhancing the overall 'one Lancaster' proposition it will bring benefits for all; improved infrastructure, job opportunities, business start-up opportunities, better connectivity of people to assets, sustainable transport and the opportunity for growth that helps everyone. Bailrigg will break down barriers and transcend boundaries as the garden university.

digital showcase

Lancaster has always been a pioneering place and recent years have seen the emergence of a vibrant digital economy in the city centre. This is an important innovation for the City Region but for the sector to really push on it needs the impetus, shared space, collaboration and research links offered by the university at Bailrigg. The Garden Village will provide the 'digital dynamic' for entrepreneurship and enterprise to prosper and amazing connected opportunities such as digi health linked to the new Health Innovation Campus.

Led by independent facilitators, the council has engaged with a number of partner organisations to inform a draft vision for the Garden Village. Representatives included for Highways England, Homes England, Lancashire County Council, Lancaster District Chamber of Commerce and Lancaster University.

This is in the form of a draft narrative and we invite your comments on this.

energising the eco-environment

The Bailrigg Garden Village will set the highest standards of sustainable living in its built environment, reflecting the quality of its surrounding urban and natural environment. There will be a focus on using renewable energy, creating green links to the city centre, minimising car use and providing bus rapid transport links and a cycle superhighway that deliver an environmentally focussed and seamlessly linked 'one place'. Bailrigg will make full use of the research acumen of the university to ensure that technology is enhancing eco-liveability in every way.

healthy green lifestyles

This will be a Garden Village that has green and active influences at its heart. Bailrigg will provide a modern, aspirational and healthy environment where you can grow your life at whatever stage of life you are at. There will be space to play; safe opportunities to walk, cycle and run with the sports facilities of the university available on site. Green and open spaces will reflect the wider environment of the Bay, Forest of Bowland and Lake District along with activities such as community allotments. With the Health Innovation Campus next door Bailrigg has the opportunity to be a test bed and exemplar of healthy living.



"The Bailrigg Garden Village will put Lancaster and Lancashire 'on the map' by being a development in such a unique location, with an already amazing set of assets and a quality aspiration that will enhance the brand equity of both Lancaster and the University. There is a clear ambition that the design quality and built environment will reflect the status and reputation of the city and university and that the public realm and open space will also reflect the stunning wider environment. The Garden Village will be a natural extension and expression of the place it sits within, providing a proposition that is complementary to city and university whilst being a vital economic catalyst for the Lancaster City Region. "

Extract from the Bailrigg Garden Village draft vision narrative Jan 18

Government Prospectus for Garden Villages



The Council accepted the city council's bid for Garden Village status for Bailrigg in January 2017.

The Government makes clear through their 'Locally-led Garden Villages, Towns and Cities' Prospectus, (Department for Communities and Local Government, March 2016), that there is no single template for garden villages. It does however set some broad definitions for Garden Villages:

- New settlements to be between 1,500 and 10,000 new homes.
- Free-standing development
- Local authority led

The prospectus further establishes that Garden Villages should offer:

- *A clear and distinct sense of identity*
- *Innovative approaches and solutions*
- *Embedded garden city principles to raise the bar*
- *Attractive, well designed places with public support.*

We shall work with key partner Homes England (formerly the Homes and Communities Agency) and others to achieve this.

<https://www.gov.uk/government/publications/locally-led-garden-villages-towns-and-cities>

Garden Village Concepts

Ebenezer Howard published the book 'Tomorrow: a Peaceful Path to Real Reform' (1898) out of his concerns about social issues. This proposed the creation of new towns of limited size, planned in advance and surrounded by a belt of agricultural land. The publication resulted in the founding of the garden city movement. The Garden City concept was an effective response for a better quality of life in over crowded and dirty industrial towns.

Everything has changed since Ebenezer Howard's original Garden City Concept. We now live in the age of mass car ownership, ever changing technology, easier access to multiple sources of renewable and non renewable energy. The Town and Country Planning Association have therefore distilled Ebenezer Howard's original Garden City principles and articulated them for a 21st century context. Although the following issues are aimed at a city, they are still relevant for a 21st century garden village and be considered as the main key issues to consider when planning the Bailrigg Garden Village.

A Garden City is a holistically planned new settlement which enhances the natural environment and offers high-quality affordable housing and locally accessible work in beautiful, healthy and sociable communities. The Garden City principles are an indivisible and interlocking framework for their delivery, and include:

- Land value capture for the benefit of the community.
- Strong vision, leadership and community engagement.
- Community ownership of land and long-term stewardship of assets.
- Mixed-tenure homes and housing types that are genuinely affordable.
- A wide range of local jobs in the Garden City within easy commuting distance of homes.
- Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
- Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.
- Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

Town and Country Planning Association

<https://www.tcpa.org.uk/garden-city-principles>

Lancaster University Growth and Ambitions

Lancaster University Masterplan 2017- 2027

*It has an ambitious strategy
for 2020 as a top 10 UK
University and the world top
100*

*By 2025 it aims for some
17,000 enrolled students
and 4,000 staff working at
the Bailrigg campus.*

<http://www.lancaster.ac.uk/facilities/about/masterplan/>

Lancaster University is a key partner for the city council in advancing growth at South Lancaster to benefit the city and the District as a whole.

The University is about teaching, research and knowledge transfer to support businesses and communities.

The University has a vision for the campus and development to support its strategic vision and to provide the spaces for teaching, research and employment in an environment that allows for the best possible experiences for students, staff and the public.

The University Masterplan for the campus 2017-2027 details its vision and makes a series of proposals to further develop the campus and the University Estate. The University Masterplan -

- recognises that the green pastoral setting of the campus and its open spaces is fundamental to its appeal and that the balance of buildings

- Open spaces is delicate and requires careful planning.
- Identifies the importance of walking and cycling circulation around the campus and assuring good linkages including to sports facilities.
- Aims to maximise the University's cultural and recreation offers for the benefit of the wider community.

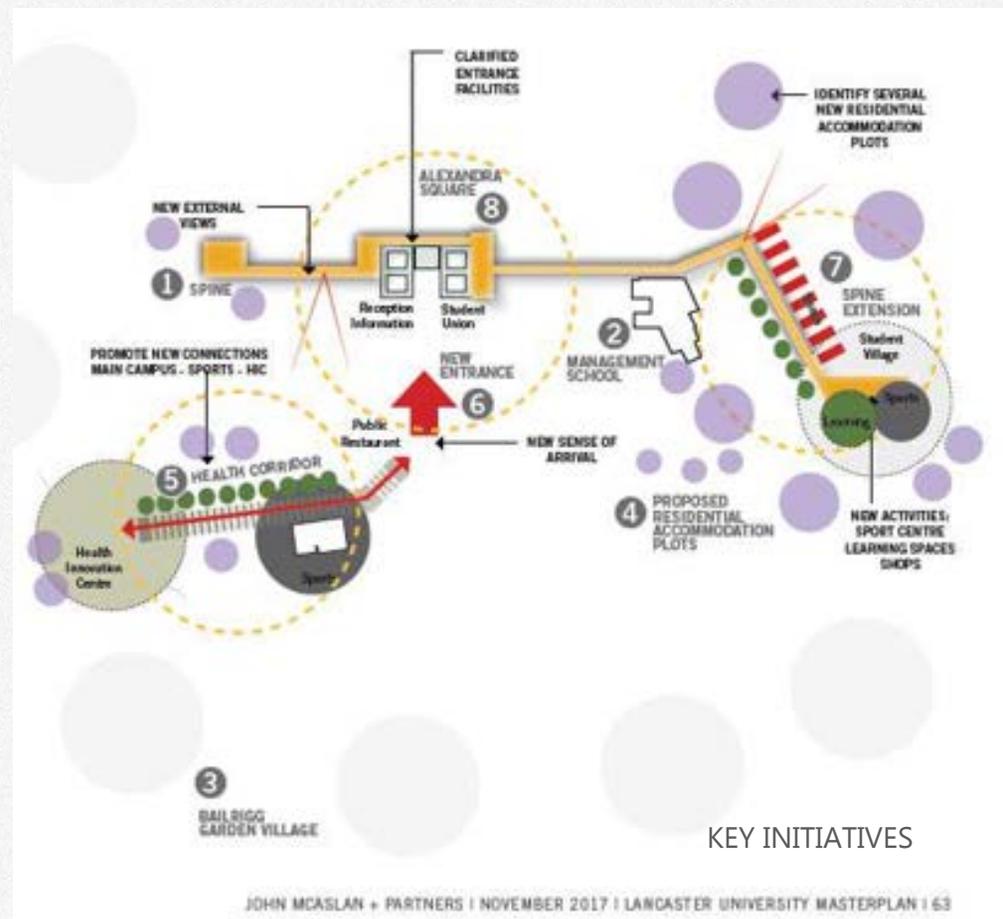
The Masterplan suggests future expansion on land plots outside of the confines of the existing campus - either adjacent or nearby – and acquired as part of its estate. These include –

- Development on plots east of the M6 and including at Forest Hills
- Northward extension of the identified Health Innovation Campus
- Development within the Bailrigg Garden Village

It is important to reserve sufficient scope for the reasonable growth of the University and campus development both in the plan period to 2031 and beyond.

Planning for growth at South Lancaster must therefore: Provide for university development to 2031 and beyond including at the Health Innovation Campus.

- Bring forward a Garden Village that reinforces the university as a place attractive to staff and students.
- Makes for a Garden Village that is complementary to the university campus in how the two elements of village and university come together to make a greater whole.



South Lancaster Objectives and Ambitions

- Q1** Do you agree with our proposed **Core Spatial Objectives (pg. 12)**? These are to shape how we plan the Garden Village and growth in South Lancaster.
- Q2** Do you agree with the draft vision for **Bailrigg Garden Village? (pg. 14-15)**.
- Q3** Do you have any further comments or suggestions to make on this section?

Planning the Garden Village

Area Action Plan Timeline

*Engagement and
Evidence to date*

Planning History

*Making the Village,
Infrastructure
Development and Funding*

*Spatial Framework for
Development*

Towards Spatial Options

*Spatial Framework –
preparing options*

Planning the Garden Village

The AAP will have Development Plan Document [DPD] status and so will be part of the Lancaster District Local Plan.

Existing DPDs include the Development Management document which sets out a series of generic planning policies that are used by Development Management officers and Planning Committee to determine planning applications.

The Bailrigg Garden Village AAP will apply to the Broad Location for Growth (see pages 10-11). The AAP will shape the Garden Village and how it is delivered. It will allocate land for development and including for Lancaster University, it will allocate greenspace and protect land from development. It will include development management policy for the AAP area where it is considered some differential is required to policy for the wider district. See Lancaster Development Management DPD (adopted 2014, reviewed 2018).

Planning and delivering the village requires a big collective effort. The county council is very involved as are a range of partner organisations including Homes England and the Lancashire Enterprise Partnership.

The city council is engaging with landowners and developers as their role is vital. The AAP will set a mechanism for landowners and developers to work collaboratively and contribute to costs. Costs, funding and viability are key issues in this.

The council invites views and comments on a range of issues as part of this informal consultation. Draft spatial options suggest what land might be allocated for development, what should be allocated as greenspace and what should be protected from development.

Sustainability Appraisal (SA) will run parallel with and inform successive stages in plan making and will cover for the requirements of Strategic Environment Assessment (SEA) and closely related, Habitat Regulation Assessment (HRA). SA will effectively stress test the emerging proposals for how consistent and robust it is in terms of contributing to sustainable development. Further information on progress with SA is contained in Spatial Options.

Area Action Plan Timeline

We aim to consult in the autumn of 2018 on a Draft AAP. This will set out a preferred option for development and alternative options. The council will engage extensively with people, organisations and land interests leading up to and as part of this.

*The aim is to adopt the AAP as part of Local Plan policy by **Summer 2019**.*

The council will require that development and phasing fits to the spatial and delivery framework set by the AAP. This will target housing delivery from 2023 with some 150 units per year in the period from 2025 to 2031. Planning applications brought forward should fit to the AAP framework.



Engagement and Evidence to date



<http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

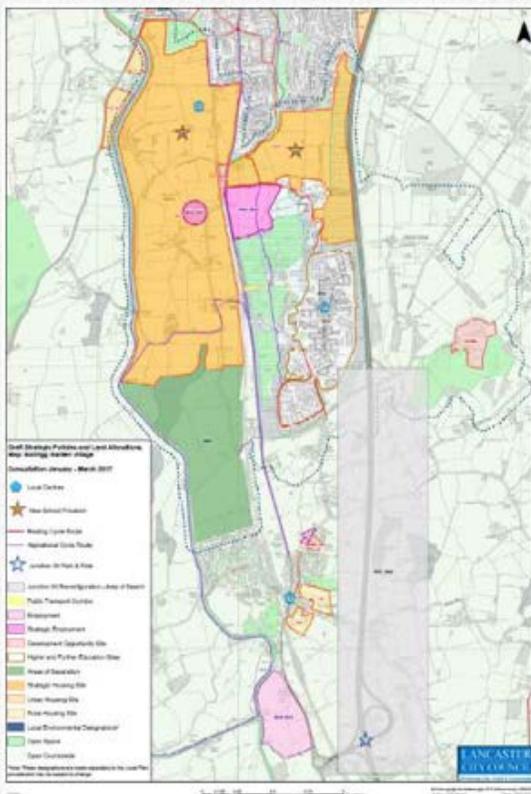
Engagement, consultation and evidence work to prepare the local plan informs this document. That specific to the proposed Bailrigg Garden Village from Spring 2017 to date includes -

- Stakeholder workshops and preliminary consultations Spring 2017
- Preliminary community engagement in the autumn of 2017 on aspirations for the Village
- Engagement with some of the key organisations from autumn 2017
- Partnership work to prepare a draft 'vision' for the Garden Village in the form of a narrative
- Preliminary discussions with land interests and developers
- Location specific evidence collected including for habitats and wildlife, heritage assets and drainage and flood risk.
- Sustainability Appraisal Scoping Report
- Bus Rapid Transit (BRT) study

There is more that we need to do to engage and consult and we will do so over the coming months. We will put much focus into meeting and connecting with landowners and developers. There are organisations we still need to meet and views we want to gain. We invite any organisations wanting to meet or otherwise input to contact us via the details provided in this document.

An evidence base is being prepared for the Lancaster District Local Plan, this is supplemented with more detailed site specific evidence relating to South Lancaster. A list of evidence base documents can be found at the back of this document with links to find them on the councils website. Please note the list of documents will continue to evolve over time.

Planning History



Local Plan: draft Strategic Policies and Land Allocations DPD and the revised draft Development Management DPD consultation 27 January 2017 to 24 March 2017 (preferred option)

There is much history to development planning in South Lancaster. The council has long pursued a balanced approach to;

- Protect key landscapes and countryside for the long term
- Facilitate the reasonable growth of Lancaster University, and
- Deliver housing via carefully planned extensions to the southern edge of Lancaster and within Galgate village.

The council proposed a major urban extension to Lancaster as recently as February 2017 in its then initial Draft Strategic Policies and Land Allocations Document. At this time also the council had just won a Garden Village status for development to create a high quality new settlement in South Lancaster as indicated in the Position Statement, Jan. 2017.

The council in December 2017 with its Publication Draft Strategic Policies and Land Allocations document recognized that achieving full ambitions for growth in South Lancaster and the Bailrigg Garden Village meant a change in planning away from a single, large urban extension approach. Accordingly, Policy SG1 identified a Broad Location for Growth within which appropriate development is to be brought forward. It set that the council will plan for this via an AAP. Since this time we have been working to gather evidence required to information the changed planning scope and what is required to bring forward and deliver sustainable development within the area.

Area Timeline



1999- Local Plan Examination - Delay in the inspectors recommendation due to uncertainties over M6 Link

2000 - Planning Application for Whinney Carr
2001 - Approved by the city council called in by the Secretary of State (SOS)

2002- Public Inquiry into Whinney Carr planning application. Inspector upholds decision to approve. decision called in by SOS

2003 - SOS Refuses Whinney Carr Application - decision based on housing distribution in the North West Region
2003 - Lancaster District Local Plan adopted by the council. Whinney Carr is shown as white land with no designation (Local Plan)

2006 - Preparation begins on the new Core Strategy under the new LDF. Approach of urban concentration (brown field sites) No growth proposed in South Lancaster

2007 - Publication of the core Strategy

2008 - Core Strategy Adopted
2009 - Outline planning permission granted for Lancaster Science Park

2010 - Applications submitted for two food stores at Lawsons bridge -Booths approved and CEP refused, CEP appeal the decision and request public inquiry

2010 - Scoping Consultation one new land allocations development Plan Document (DPD)

2011 CEP Public inquiry begins but is suspended due to lack of highways information

2012 - Renewal of outline permission for Lancaster Science Park
2012 - Second part of CEP public inquiry, PINS upholds the refusal of planning permission for CEP site

2012 - Consultation on the draft Preferred options documents - Land Allocations DPD

2013 - The current approach to address housing need (RSS evidence) will not be a robust method to proceed. A localised OAN will be necessary as per NPPF - Turley appointed to provide the council with an OAN via a housing requirement study

2014- Turley Economics Appointed for employment land review
2014- ONS publishes new household projections significantly alters future growth

2015 - Local Plan consultation on 'People Homes and Jobs Strategic growth options

2016- Council accepts objectively assessed (OAN) 675 dwelling per year

Summer 2016- Bailrigg Garden Village application lodged

Oct 2016 - Lancaster District Highways and Transport Masterplan adopted by Lancashire County Council

Dec 2016 - council approves the Draft Local Plan DPD's for consultation

Jan 2017 - Application for Bailrigg Garden village is approved by Government
Jan - March 2017 -

Consultation on the emerging Strategic policies and land allocations DPD for Lancaster District

Autumn 2017 - Bailrigg Garden Village preliminary engagement

Feb 2018 - Publication Stage Strategic policies and land allocations DPD for Lancaster District

May 2018 - Strategic policies and land allocations DPD for Lancaster District submitted to SoS for examination.

Making the Garden Village, Infrastructure Development and Funding

Most housing development and the neighbourhood fabric of the Garden Village will be for the private sector to deliver. The Garden Village can only happen if landowners, developers and builders get involved and pitch in to make it possible. Viability considerations are crucial in this. Ambitions for the Garden Village are rightly high and meeting these and funding infrastructure will cost.

Expectations on developers will need to be balanced against potential returns but the Garden Village cannot be about run of the mill development.

Significant growth and development at South Lancaster including for the Garden Village depends on providing substantial new infrastructure including J33 reconfiguration and for sustainable local transport and principally BRT.

The council will structure development to Bus Rapid Transit to make a sustainable transport corridor between the city centre and South Lancaster. The city and county councils will lead on infrastructure planning and much delivery.

Much Government funding is required for the main transport infrastructure but the private sector will need to contribute to infrastructure costs too. The council will work with developers and landowners to agree a funding mechanism(s).

Further information about transport infrastructure is available in the 'Connecting People and Places' chapter and other essential village infrastructure in 'Homes and Neighbourhoods for all.'

Spatial Framework for Development



The starting point for planning development and growth is to prepare options for the spatial framework. In this we are guided by the proposed Core Spatial Objectives identified in page 12 and the preliminary engagement into the Garden Village in 2017.

The spatial framework needs to -

- propose development in the right places where it can prove sustainable and not where it would harm the environment or people today or in the future,
- ensure that the development we propose can make places that will function well for people in how they live, work and travel,
- provide for development that as far as possible meets needs and aspirations both in the present and future,

We think these direct towards three broad aims for -

- a 'Healthy Green Environment'
- 'Well Connected People and Places'
- 'Homes and Neighbourhoods for All'

We use these to structure the next three sections of this document which cover the spatial issues that we need to consider in planning development and that inform our initial spatial options.

Towards Spatial Options

In the final section of the document we draw our thinking together on these and present initial spatial options for the disposition of development and use of land.

Have we missed any? Should we have considered some issues differently?

Are our considerations reasonable? We invite comment on any aspect.

There are very many issues to consider in preparing spatial options. The diagram on page 31 attempts to describe how we have gone about this.

- Baseline Green - land that is the minimum we should reserve from development for the purposes of sustainable development to make a Healthy Green Environment.
- Landscape Choice - land that we might safeguard (in addition to the Baseline Green) for its landscape value because this will contribute further to sustainable development and a Healthy Green Environment.
- Separation Choice - closely related to the above, land that we might safeguard (in addition to the Baseline Green) because this would help make for visual separation between settlements and settlement coherence and / or conserve the green setting to existing settlements and so contribute to a Healthy Green Environment
- Sustainable Transport Locations – land that is or could be well served by sustainable transport towards making Well Connected People and Places.
- University Growth - consideration of University growth needs in the context of achieving Homes and Neighbourhoods for All.
- Local centres - consideration of issues and options towards making a strong village centre an essential component for Homes and Neighbourhoods for All.
- Housing Needs - factoring for the overarching need to plan for and deliver sufficient housing for the district to meet needs over time, creating Homes and Neighbourhoods for All.

The colour coding used in the diagram is employed on pages in the following three sections of this document to illustrate how issues fit to the above.

[We invite views and comments on the issues presented.](#)

Spatial Framework – preparing options

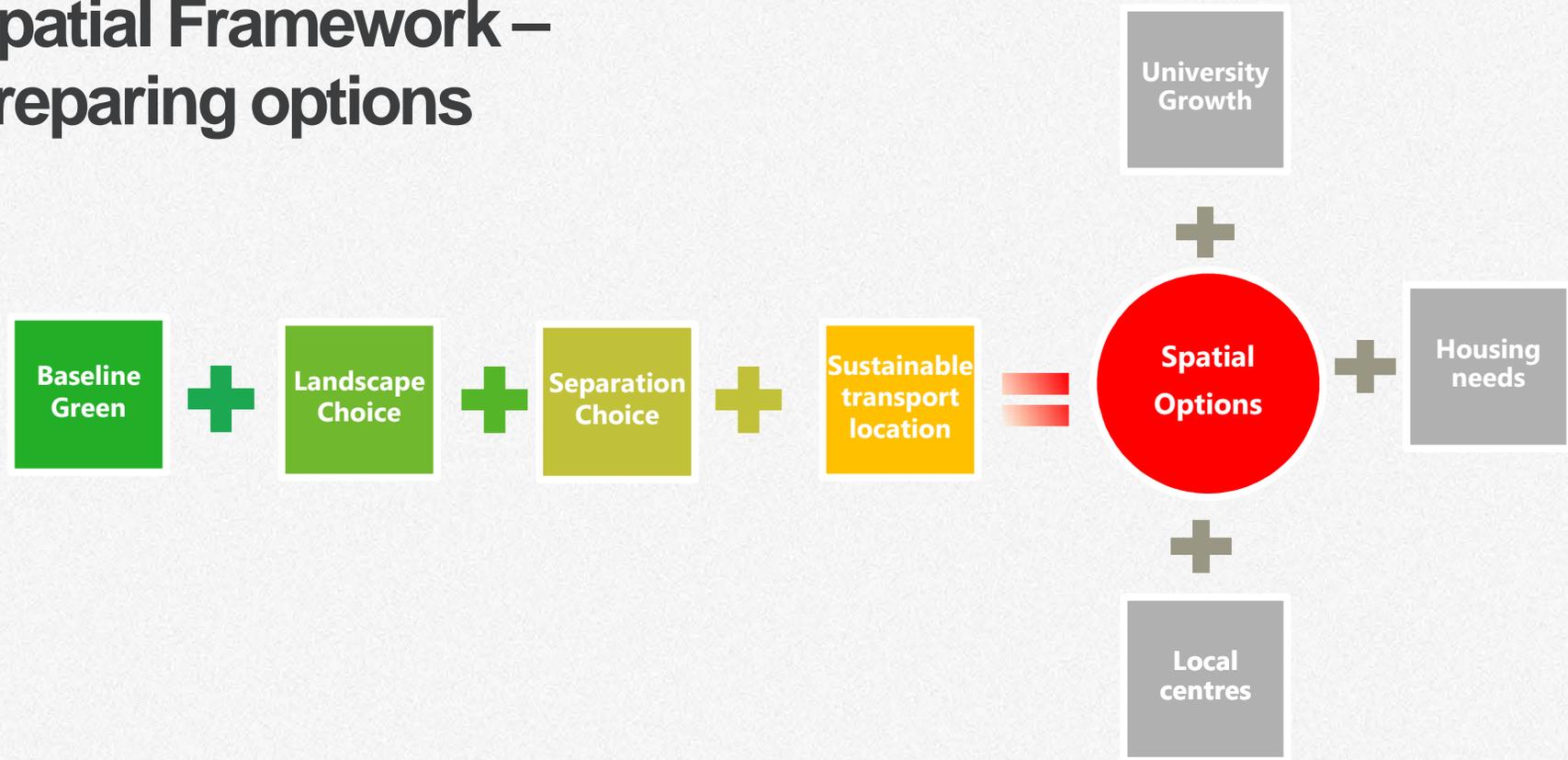


Figure XX Spatial Options Diagram



Planning the Garden Village

Q4 Do you have any comments or suggestions to make on this section?

Healthy Green Environment

Planning a blue / green spatial framework

Wildlife and Habitats

Heritage assets and archaeology

Managing Flood Risk

Drainage catchment and Flood risk

Flood Risk and Drainage Strategy

The most significant and valued landscape

Separation choice



A Healthy Green Environment

A green setting to development

Green space and greenery should thread through development and neighbourhoods.

To be true to the name, a green setting is fundamental to the Garden Village and to securing a high quality development. The University campus has achieved this well and this is something to emulate.

The Garden Village must offer the highest standards of sustainable living through its built environment and, in the opportunities this and the green setting offer, for healthy outdoor activity including sustainable travel by walking and cycling.

This approach will support people to enjoy as healthy and happy lives as possible with private vehicle travel and demands on conventional health services minimised.

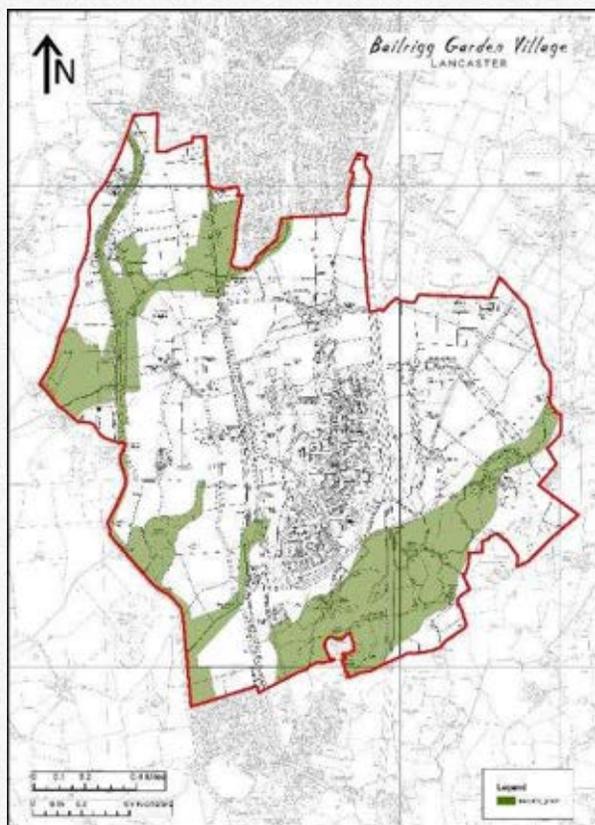
A carefully planned spatial framework for development can ensure that the Garden Village is set in a good green setting from the outset and one that will further improve as new tree and woodland elements mature over time - as did that at the University campus.

The green environment has vital drainage functions too. Development must fit to natural drainage systems as much as possible and, interventions to manage drainage must be properly integrated into the green environment.

Existing natural features and landforms, trees and woodland, hedgerows, streams and land retained in agricultural use should all contribute to the setting.



Planning a Healthy Green Environment



Proposed Baseline Green

The starting point to set the spatial framework for a Healthy Green Environment is to identify land that properly should be safeguarded from development because it is required for (any of) the following –

1. As wildlife habitat
2. To conserve and enhance heritage assets
3. For drainage and attenuation to mitigate flood risk

This is to identify what we term the '**Baseline Green**' land areas.

The next step is to identify land that reasonably should be protected from development to conserve the most significant and locally valued landscape elements. This involves subjective judgement concerning **Landscape Choice**.

The final step is to identify land areas that should reasonably be safeguarded from development to secure a meaningful perception of separation between the Garden Village and the existing urban edges of Lancaster and Galgate. This involves further subjective judgement relating to Landscape Choice but concerning **Separation Choice**.

Taken together, these areas make for the land that reasonably we should safeguard from development towards achieving a Healthy Green Environment. The spatial framework is though not the end of the story in planning for such. Masterplanning and detailed design must assure that greenspace and green elements are integral to the development of all parts of the Garden Village.



Wildlife and Habitats

We will take a precautionary approach to conserve wildlife and habitats.

Certain areas must be safeguarded and reserved as greenspace for the wildlife habitats. These afford or reasonably might readily afford given appropriate stewardship and management to secure these for the future. These include -

- The Lancaster Canal
- Park Coppice (ancient woodland and county Biological Heritage Site) and buffer
- Burrow Beck (county Biological Heritage Site)
- On campus woodland
- Woodlands east of the M6 and to the south of Hazelrigg Lane
- Areas with significant habitat potential including streams and streamsides and associated areas of wetland.

Significant areas east of the M6 may have moderate, or above, potential as estuarine habitats to support bird species associated with internationally designated wildlife sites nearby. This requires further consideration.

The spatial framework should connect and integrate habitats where possible to make green corridors for wildlife. Habitat value and wildlife is not though exclusive to any defined framework. Conserving and enhancing wildlife must be integral to the design of development, including to safeguard hedgerows, trees, ponds (where at all possible) and to optimise opportunities for wildlife as part of development.

Heritage Assets and Archaeology

There are a range of heritage assets both designated and undesignated. These include the major industrial heritage of the Lancaster Canal, farmhouses and individual dwellings.

The Lancaster Canal is by far the most substantial of these assets. A significant length of the Lancaster Canal runs broadly north-south and makes the western boundary to much of the plan area. The Canal is significant for its industrial heritage and with certain features e.g. Listed bridges. At Deep Cutting it makes an impressive engineering feature. The impounded water body of the Canal and the habitats on its side and embankments are a designated County Biological Heritage Site and the wildlife habitats this supports and offers makes for a corridor north into the city. The canal is also a significant landscape feature principally in the mature trees and woodland it supports along much of its length and that impact strongly in wide views across the locality.

Assets can be safeguarded through appropriate policy to direct that the assets are conserved and where possible enhanced and that important views of these are retained. This can be achieved variously by sensitive design including with the careful siting and massing of development, the use of buffer zones and landscaping. Risks of secondary effects on assets must be considered too, including via increased traffic movements, vibration, noise and lighting. Development should avoid secondary harm to assets or mitigate for this satisfactorily.

Archaeological interest is an important consideration and where significant can as appropriate variously demand full recording prior to development, the safeguarding of assets within development or, the safeguarding of assets from development. Preliminary desk top archaeological assessments are partially complete. These suggest

- a concentration of potentially significant early sites in the vicinity of Ashton Road that will require formal archaeological investigation and recording and
- likely significant sites at Whinney Carr and Burrow Heights where interest may vary from being of local to national significance and that should be investigated further. This interest is understood to include the line(s) of a Roman Road.

Further and more detailed investigations are required concerning these and to follow up as required on the conclusions of those desk top assessments not yet completed. These can be progressed in further work to prepare the AAP and as part of masterplanning.



Park Coppice

This ancient woodland is the largest area of woodland within the plan area and must be retained in its entirety. Park Coppice is one of several relatively small ancient woodlands in something of a swathe both north west and east of Galgate and all remnant of much more extensive natural woodlands all lost over centuries to clearance and grazing. Ancient woodlands are rich habitats because they are long standing and at least semi-natural. But where ancient woodland is quite small and isolated from complementary habitats the wildlife interest can be vulnerable and diminish over time.

Development should be planned to reinforce the spatial connection between Park Coppice, woodland by the Lancaster Canal and Old Park Wood to reinforce the woodland ecosystem. Development should relate well to the woodland and development that closes off the woodland or abuts abruptly including with rear gardens is to be avoided.

Bringing forward the Garden Village should secure appropriate management to conserve and enhance the woodland and its wildlife interest.



Managing Flood Risk

Concept Bailrigg flood risk and drainage strategy (JBA) March 2018

Geo – environmental and groundwater flooding desk study (JBA) Jan 2018

Culvert surveys (JBA) Oct 2017

<https://www.lancaster.gov.uk/planning/planning-policy/bailrigg-garden-village>

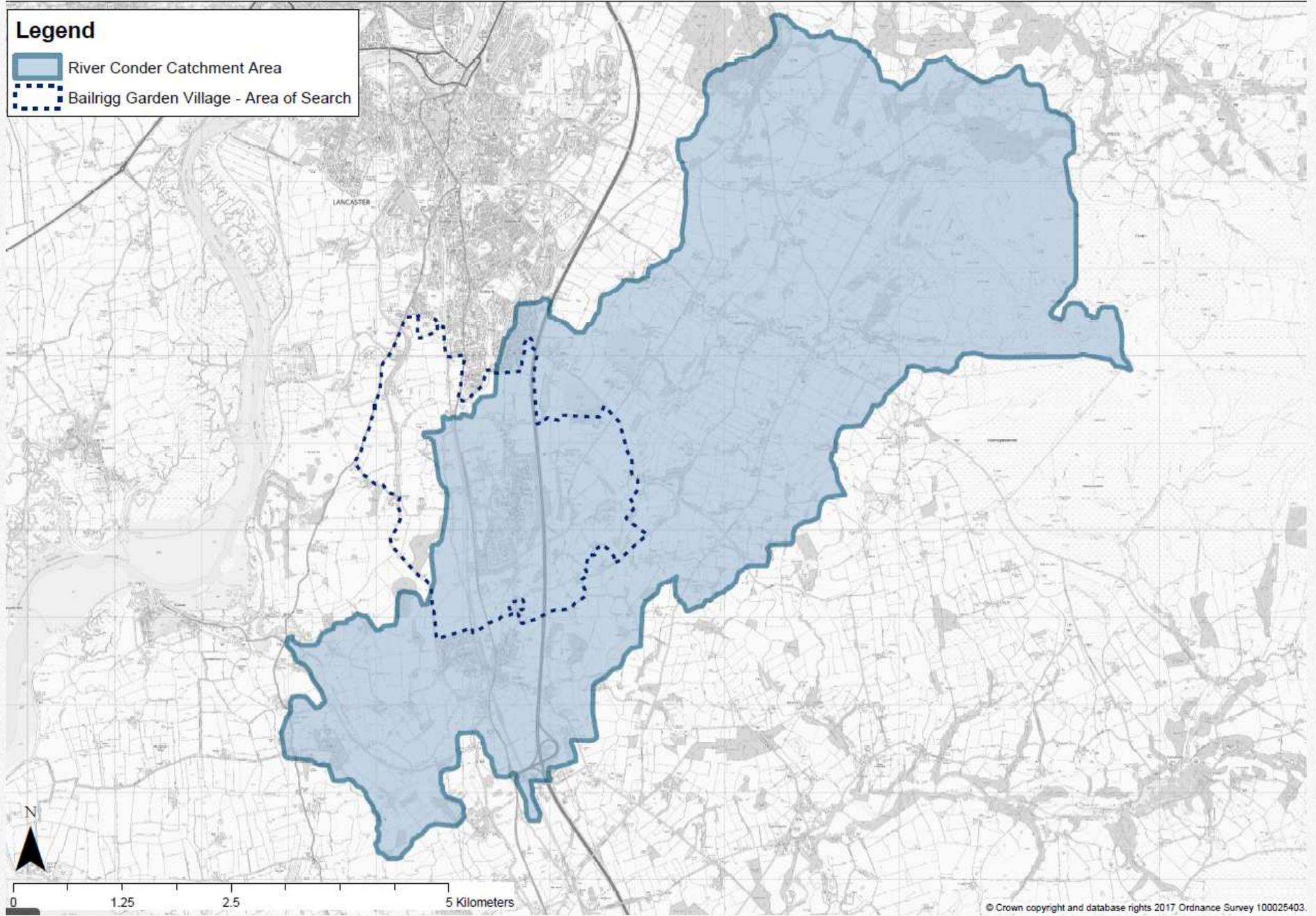
Managing water and drainage is a key concern for planning new development and a major issue for local communities impacted in recent times by serious flood events, including most recently in Galgate and other areas in November 2017.

We recognise that we must do all we reasonably can to bring forward development in such a way that flood risk is managed as well as possible. We will take a very precautionary approach in planning for drainage and to mitigate flood risk. We will do this in what can be termed ‘blue/green’ planning, providing for effective drainage and measures to mitigate flood risk as an integral part of planning greenspace and the spatial framework. A key element is to identify that land we should not develop because it is not prudent to do so given the implications to drainage and flood risk.

The management of flood risk is otherwise the responsibility of the lead flood authorities. For the River Conder this is the Environment Agency and for Ou Beck and Burrow Beck it is the Lancashire County Council as Lead local Flood Authority. In addition to their continuing regulatory roles, their input to the plan is essential.

Legend

-  River Conder Catchment Area
-  Bailrigg Garden Village - Area of Search



Drainage Catchment and Flood Risk

Planning development and managing flood risk requires an understanding of river catchments. The greater part of the plan area lies within the catchment of the River Conder. Flood from the River Conder represents the greatest risks to Galgate. The AAP area covers only a very small proportion of the Conder catchment but there may be opportunities to reduce flood risk to Galgate as part of development.

The city and county councils and the Environment Agency will consider what measures might bring forward as part of development to slow and hold water coming down the Conder from the catchment up-river of Galgate.

Ou Beck drains a sub catchment of the Conder and risks some parts of Galgate. The Ou Beck sub-catchment is relatively small but there are considerable areas of low-lying land that could be utilised to store and hold back water and there may be opportunities to direct some run off to the Burrow Beck catchment instead.

The Burrow Beck catchment flows west to outfall into the River Lune. Catchment runoff from this area does not risk Galgate and development within this sub catchment would not impact on any other areas of known flood risk.

Whitley Beck poses some flood risk to Galgate but is outside of the plan area. The residential areas in Scotforth that flooded last year from Burrow Beck are upstream of the plan area.

Flood Risk and Drainage Strategy

[*Link to The Concept Drainage and Flood Risk Strategy*](#)

We have prepared a **Concept Drainage and Flood Risk Strategy** to inform the initial spatial options and will work up a full strategy for a preferred spatial option (draft plan).

The Environment Agency maps risk of flood from rivers. The Concept Strategy identifies these in combination with consideration of risks from alluvial and groundwater flooding.

Taking a reasonably precautionary approach we will safeguard from development all land in Flood Zones 2 and 3, plus land otherwise at risk of alluvial and groundwater flood.

In addition, the full strategy will provide -

- how multi-purpose and accessible greenspace should make 'blue green' corridors with wetland, attenuation basins, drainage ditches and watercourses enhanced for wildlife.
- On how to use water as an integral feature within the Garden Village.
- Information concerning robust sustainable urban drainage systems (SuDs) to reasonably mitigate flood risk and, as a minimum, that any development will result in no increase in surface water runoff and where appropriate seek the retrospective fit of SuDs.
- more detail about those land areas at significant risk of flood - including from surface water, groundwater and alluvial flood.
- how to achieve some net gains for communities downstream with development designed to help reduce and better manage flood risks to communities downstream.

Sustainable Urban Drainage (SuDs)



A key part of the Concept Flood Risk and Drainage Strategy is that development is to be designed to encourage infiltration into the ground and with engineering measures to manage exceedance flows and to slow and store run-off including with cascading basins.

Such SuDs measures are to restrain or attenuate the impact of exceptional rainfall events on rivers and streams and so mitigate flood risk.

Cascading storage basins should provide sufficient storage for the 1 in 100 plus climate change rainfall event scenario (*The Concept Drainage and Flood Risk Strategy, JBA 2018*). Additional capacity to accommodate exceedance volumes will be achieved by landscaping and making best use of available green space to contain exceedance flows.

Measures proposed for surface water attenuation will need to be tested using modelling and may be required in conjunction with other flood risk management techniques, including raised defences, culvert replacements, floodplain restoration and natural flood risk management techniques. Shallow SuDS features are likely to require substantive areas of land and this will need to be quantified.

Ensuring that sufficient land is reserved for such measures is a key component of the 'Baseline Green'.

The Most Significant and Valued Landscape

We think there is a need as a minimum to reserve the following areas from development because of their significant contribution to the local landscape. These are -

- certain prominent ridge tops and views including the greater part of the Burrow Heights drumlin and part of the Whinney Carr drumlin
- land adjacent Burrow Beck and Ou Becks.
- Lancaster Canal
- Park Coppice
- Land in the Conder Valley
- Extensive areas east of the M6

Burrow Heights

Burrow Heights has a substantial rounded profile and at 59 metres is the highest hill top within the plan area.

The Heights have an open extensive feel that makes for something of a place apart with its own sense of scale and place and gives tremendous views all around.

The quite special landscape qualities of Burrow Heights coupled with its likely archaeological interest warrant that it is reserved from development and kept open to make a core green space and both part of the setting and fabric of the Garden Village. It should be made available for as full public access, use and enjoyment as is possible befitting with needs to properly manage the land.





Land in the Conder Valley and east of the M6

Land in the Conder Valley and east of the M6 offers much landscape quality. Flood risk considerations preclude development in much of the Conder Valley. Much land otherwise east of the M6 is prominent when viewed from the east including from vantage points within the Forest of Bowland AONB.

The topography of land here is quite incised and heavy wooded. There may be some limited scope for development if carefully sited and of appropriate scale, massing and design.



Source: Google Street view

A Distinct Settlement - Separation Choice

The AAP will require that development is set in a generous setting of multi-purpose greenspaces that link through and extend beyond, including via the Lancaster Canal. It will set the purposes of this greenspace framework and outline design requirements.



Preliminary community engagement in the autumn of 2017 into the Garden Village elicited much consensus among local people that the Garden Village should be an identifiable new settlement quite separate in landscape terms to both Galgate and Lancaster.

In its Draft Strategic Policies and Land Allocations Document 2016 the council proposed a substantial area of Separation between Galgate and the large land allocation then proposed for South Lancaster. The council respects the strong community views on this matter and

sees a continuing need to achieve for separation to Galgate. It will plan growth and the Bailrigg Garden Village accordingly - if not necessarily with an express designation for separation alone.

There are many ways in which meaningful landscape separation between the Garden Village and the urban area of Lancaster might be achieved involving landscape choice and subjective judgement. Design and landscaping can be used to augment perceptions of separation. This is further discussed in Spatial Options.

Healthy green environment

Q5 Do you agree with our approach to planning a Healthy Green Environment (pg. 36)? We see the right approach to this as essential to create a sustainable and attractive Garden Village



Q6 Do you have any further comments or suggestions to make on this section?