

Appendix 5 Identification and Assessment of Building Land and Methodology/ Note on Green Belt Status and the Green Belt Review 2016/ Note on Housing Density

Identification and assessment of land which may be suitable for allocation by the Neighbourhood Plan

Methodology

Ten parcels of land were identified by the group as having possibilities for housing development. These were assessed according to eight criteria. All areas of land adjacent to the footprint of the village were looked at initially. It was not seen as the business of the Plan to extend areas of housing not linked to the village because of the statement in Objective 2. All of the included areas of land have been either offered up for development at an earlier date and included in the Lancaster District SHLAA 2015, brought to the attention of the Parish Council by their owners or agents, or sought after by the Parish Council for information as to their availability. Information about this was received about all parcels.

Landowners were traced, if they had not already identified themselves, using local knowledge and the Land Registry. Landowners were sent a form to return to the Group outlining the availability of the parcels, whether they favoured development, whether they had taken any steps towards development and whether they considered there were any constraints, legal or physical on the use of the land. Returned forms are included in the assessments.

Assessment Criteria

- Availability. Evidence that a parcel had been in the past or could be now available for sale for building purposes.
- Active involvement in the planning process. Evidence that the landowner was actively seeking to undertake development in the timescale of the life of the Neighbourhood Plan, either in person or through an agent.
- Achievability. This relied on the landowner's judgement of any constraints on building. Where the landowner was employing an agent, this increased confidence in the viability of the site, as it implied financial investment in the outcome.
- Vehicular access to the site.

- The relationship of the land to the existing village footprint. The Parish Council did not envisage a development that was not linked to the existing settlement or compromised its compact shape.
- Land subject to flooding. One parcel was particularly weak on this aspect but its viability was dependent on a judgement by the developer as to whether this constraint could be overcome within budget.
- Loss to the community or landscape or loss of views. Hilltop sites, which dominated a setting, sites of locally recognised scenic, recreational or environmental amenity and sites which may have blighted or obscured one or more distant or important views would be judged on this.
- Green Belt status

As mentioned in the rationale for Policy 2 the village is surrounded by Green Belt land, which makes the allocation of land for building difficult, but it was decided to allocate land at present within the Green Belt if this proved necessary. The Neighbourhood Plan would then use its powers under the NPPF 2019 to change the Green Belt boundary.

The Plan defines the circumstances under which it is given a target number of dwellings to develop, and, after thorough research, has concluded that there is nowhere outside of the Green Belt and adjacent to the village footprint that land is available or achievable, as 'exceptional circumstances'.

Given the importance that the Plan attaches to the local Green Belt (see Rationale to Policy HE2), it considers that any change to the Green Belt boundary should not weaken the Green Belt, should be as minor as possible and should, of its nature, not detract from the integrity of the village.

The local Green Belt was last reviewed in 2016 and the descriptions of the role and importance of the parcels of Green Belt land around the Village are important for this Plan. The issues are discussed in the section on the Green Belt in this appendix.

Identification

Eleven parcels of land were identified as being possible contenders for housing development. Plot 10, a smaller area of land near the Shore Cafe, Hest Bank was later assessed as being too small to be allocable and was removed from the list.

Parcels are mostly within a classified parcel referred to in the 2016 Green Belt Review, have a LPSA Reference from the 2018 SHELAA and a map number given by this Neighbourhood Plan. www.lancaster.gov.uk/assets/attach/4414/01_SHELAA_Report_2018.pdf

Description	Map Number	Relevant Green Belt Parcel	LPSA Reference	Area	Owner	Status
Land West of Sea View Drive	1	SWH03	167	2.00ha	Mr Richard Hoggarth	Available
Land West of Shady Lane	2	Not in Green Belt	589	0.32ha	RC Church, Carnforth	Not available during the life of the Neighbourhood Plan
Land West of Road	3	SWH14	592	3.12ha	Richard Law and Michael Law	Michael Law confirmed in phone call from Spain that land is available, but he has no immediate plans.
Land West of Hest Bank Lane	4	SWH12	689	1.95ha	Mr Richard Gillibrand	Willing to sell for housing but no agent. Mentions flooding as possible problem. A later letter states that the flooding problem has been solved.
Land East of Hanging Green Lane	5	Not in Green Belt	165	1.02ha	Mr and Mrs Halhead	Available. Planning consent granted for two large houses.
Land North of Manor Lane	6	SWH25	704	10.22ha	Mr James Fish	Mr Fish has argued previously for development of this land. Site brochure received.
Land North of Manor Lane	7	SWH25	593	0.50ha	Mr David Cadman	Not for sale
Land on corner of Bottomdale Road and Main Road	8	SWH21	846	Approx 0.2ha	Mr James Fish	Not available until completion of any development at site 6.

Land South of Christadelphian Church, Main Road	9	SWH16	847	Approx. 0.25ha	Mr James Fish	Not available until completion of any development at site 6.
Land at VVV Leisure Club	11	MORE04	835	1.00ha	Householder at The Shore	The site would not receive planning permission from the City Council because of flood risks.

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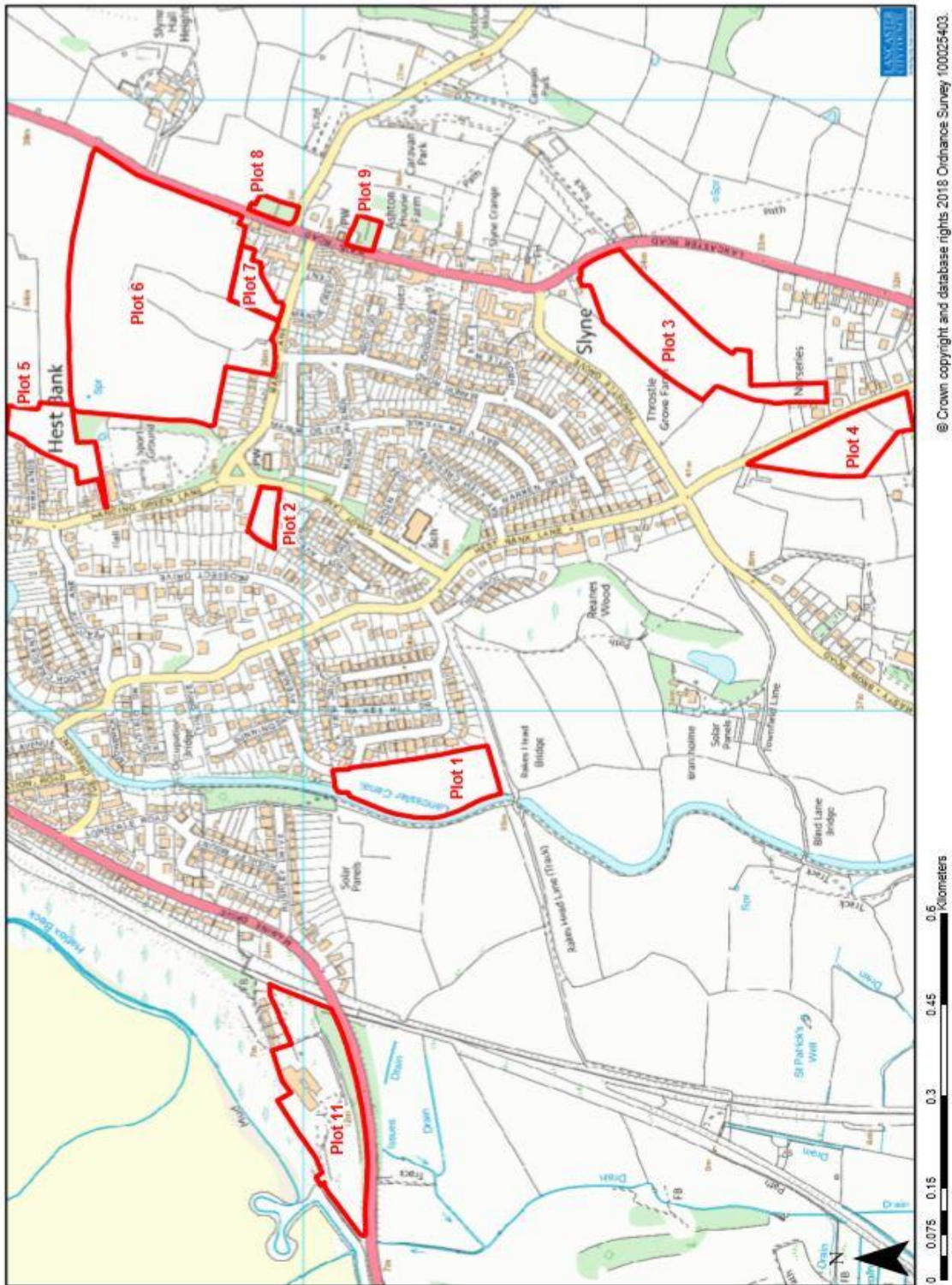


Figure 1 Locations of Identified Sites in Slyne with Hest

During the Stage 2 Consultation nine of the parcels were the focus of consultation with village residents at the Information Day held at the Memorial Hall. The tenth parcel had not at that time been put forward by the landowner. This is the area presently occupied by the VVV Fitness Centre at the shore. It was decided to include this parcel, because, although it is in the Green Belt, it is already a developed site. The results of the survey of landowners were compiled and assessed for their suitability to go forward to Land Allocation through the Neighbourhood Plan.

There are references to the community consultation within assessments. These have been used as evidence of community opinion within the Parish. Full details in the Consultation appendix.

Initial Assessment

The following conclusions were reached:

(Site numbers from Lancaster City Council SHELAA 2018 op cit)

1.Land West of Sea View Drive (LPSA167)

This area of land had come to our attention because it was identified by the 2015 SHLAA. No form was returned from the landowner, but we had an approach from the landowner's agent to say that a builder had been identified and plans were progressing to build approximately 30 bungalows on the site. The site has at least one access point, is generally level, slightly sloping down towards the Lancaster Canal and well defined and contained by the canal, an unmetalled lane and existing buildings. It is agricultural land on a Green Belt site.



Figure 2 Plot 1 Land West of Sea View Drive LPSA167

A meeting was subsequently held, between the potential builder, Eric Wright, and representatives of the Parish Council at which current plans were explained. The builders were questioned about potential access, flooding issues, housing density, design and materials and their plans for 'affordable housing'. There was little detail on the latter, although subsequent correspondence showed willingness on their part to provide such housing.

Conclusion This site is available and is being seriously proposed by the owners/developer at their expense for the development of housing which would meet some needs of the Parish. It should be identified as land possible to allocate for development.

2. Land West Of 27 Shady Lane (LPSA589)

This land has the advantage of being inside the village and so not extending it, and it was particularly identified by local residents as one of the few possible non Green Belt sites.

A visible inspection shows the land as being at the bottom of a bank below Shady Lane. It can be damp at the surface and has a drainage channel to the south side. It is fairly level and slopes gently to the west. It has good access from Shady Lane and is in a central position within the village.

The parcel was known locally to belong to the Roman Catholic Church. The Lancaster RC Diocese dealt with the processing of the form by the RC Church at Carnforth, who are the actual owners. Their reply stated that the land was not currently available.

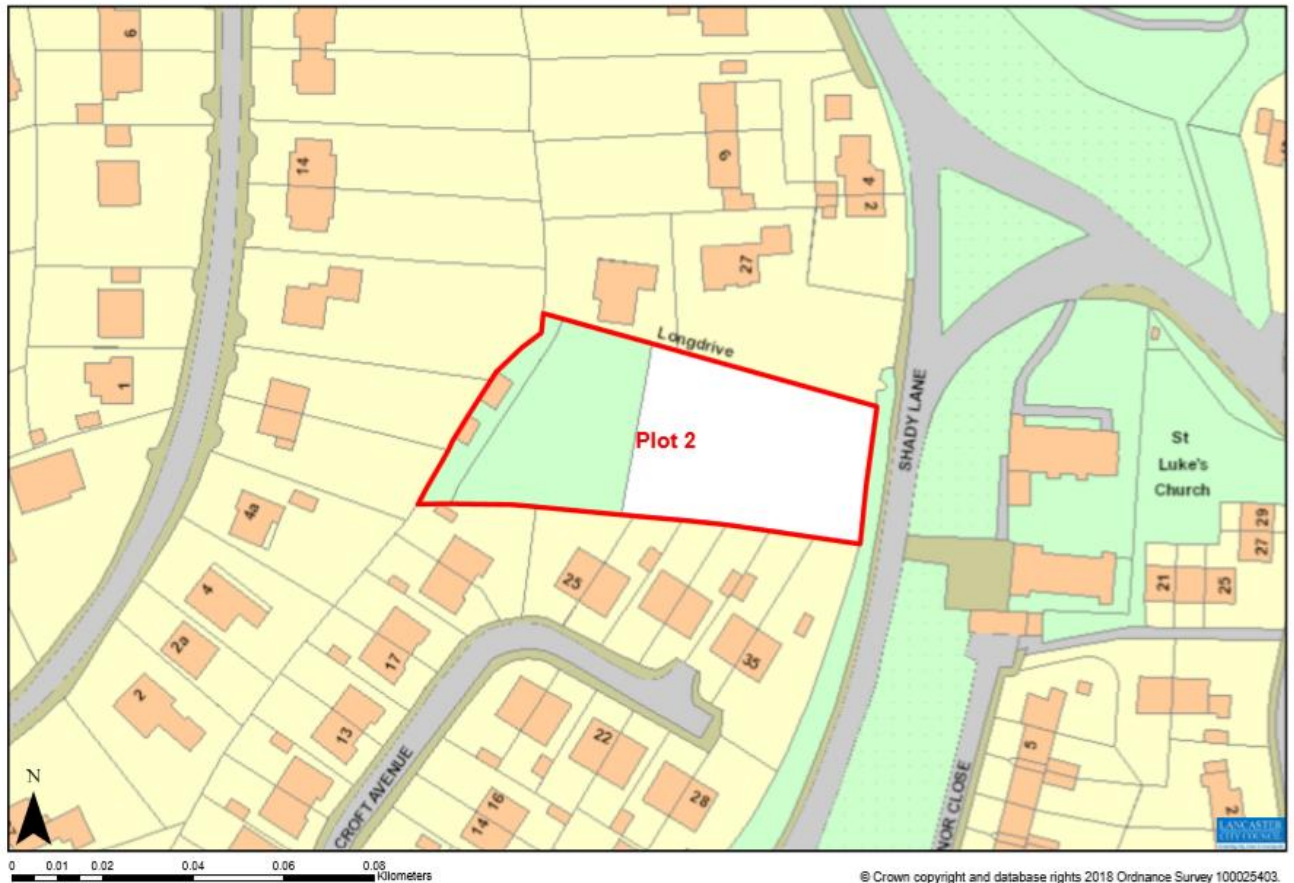


Figure 3 Plot 2 Land West of Shady Lane LPSA589

Slyne with Hest Neighbourhood Plan - Site Ownership and Availability Form		
1. Personal Details		Site ref:
Telephone no.		2
Email address		
2. Ownership		
A.	Are you the owner of the land marked on the map attached? If 'No', please indicate, sign the form and return.	Yes No
B.	Are changes necessary to the site boundary? If yes, please mark the changes clearly on the map attached.	Yes No
C.	Do you have an agent acting on your behalf? If yes, please provide details below.	Yes No
D.	Is the site for sale?	Yes No
3. Availability		
E.	Is the site available for development?	Yes No
F.	Do you support the development of the site? If yes, briefly outline the type of development below e.g. Housing, employment or retail.	Yes No
	NOT CURRENTLY.	
4. Achievability/Viability		
G.	To the best of your knowledge, are you aware of any issues affecting the achievability/viability of the site? E.g. Ransom strips, infrastructure, contamination. If yes, please provide details below.	Yes No
Thank you for taking the time to provide this information. Our return address is: Slyne with Hest Neighbourhood Plan, 14 Ascot Gardens, Slyne, Lancaster LA2 6JZ		
Signature	A [redacted] ON BEHALF OF LRCDT.	
Date	10/1/18	

Conclusion This parcel is not currently available for development.

Note: The wording of the form suggested that the plot may possibly be available during the lifetime of the Plan. If it did become available the Neighbourhood Plan would favour allocating it for building, particularly for the building of social housing, which is currently scarce within the Parish.

The most interesting aspect of this land is that it is not in Green Belt. There were a few comments in the Stage 2 Consultation referring to the loss of an open site within the village, but generally, no opposition to its use.

3.Land West of Road (LPSA592)

A Land Registry search confirmed that this land belongs to the Law family, but no reply was forthcoming. An email was subsequently received from Michael Law, inviting the Parish Council to contact him at his home in Spain. In a phone call, Mr Law said that the land was available and that housing development was a possibility, but that he had no immediate plans.



Figure 4 Plot 3 Land West of Road LPSA592

This area of land had come to our attention because it was identified by the 2015 SHLAA. It joins at the North end to the footprint of the village, but its elongated shape has other fields either side of it, not identified in this Plan. This is a Green Belt site and it was felt that the integrity of the Green Belt at this point would be severely weakened by any development here, leading to further ‘ribbon development’ along the A6 road that the Plan’s Objective 2 seeks to avoid.

This plot is also identified as a ‘significant view’ of open countryside from the Conservation Area. (Slyne Conservation Area Appraisal 2009 <https://www.lancaster.gov.uk/assets/attach/340/Slyne-CAA-Final-Dec09.pdf>)

The City Council SHELAA 2018 flags up this site in red because areas are subject to flood risk. This is shown on the flood mapping detailed in Policy NE1.

The Stage 2 Consultation revealed fourteen references to flooding in this field. Two comments opposed building at all here and there were no comments in favour.

Conclusion: The development of this site would weaken the Green Belt severely here and damage the integrity of the village in the longer term. This parcel should not be supported for development.

4. Land West of Hest Bank Lane (LPSA689)

This area of land had come to our attention because it was identified by the 2015 SHLAA.



Our Land Availability Form was filled in and returned by the representative of the beneficiaries of the trust that now owns the land. Local information told us that the previous owner had recently died and that there was not a simple line of inheritance. The form stated that there was a problem with flooding on the site. A later letter from one of the beneficiaries of the trust said that the flooding problem had been solved.

Slyne with Hest Neighbourhood Plan - Site Ownership and Availability Form	
1. Personal Details	
Telephone no.	Site ref: 4
Email address	(SHCAA:700)
2. Ownership	
A.	Are you the owner of the land marked on the map attached? If 'No', please indicate, sign the form and return.
	Yes <u>As Trustee</u>
	No
B.	Are changes necessary to the site boundary? If yes, please mark the changes clearly on the map attached.
	Yes _____
	No
C.	Do you have an agent acting on your behalf? If yes, please provide details below.
	Yes _____
	No
D.	Is the site for sale?
	Yes
	No _____
3. Availability	
E.	Is the site available for development?
	Yes
	No _____
F.	Do you support the development of the site? If yes, briefly outline the type of development below e.g. Housing, employment or retail.
	Yes
	No _____
	Housing
4. Achievability/Viability	
G.	To the best of your knowledge, are you aware of any issues affecting the achievability/viability of the site? E.g. Ransom strips, infrastructure, contamination. If yes, please provide details below.
	Yes
	No _____
	Potential? Flooding
Thank you for taking the time to provide this information. Our return address is: Slyne with Hest Neighbourhood Plan, 14 Ascot Gardens, Slyne, Lancaster LA2 6JZ	
Signature <u>[Signature]</u>	
Date <u>12/1/2018</u>	

The land is virtually flat and used for pasture. As part of the ground works for the construction of the Bay Gateway road, a sump was installed in this field connected to a drain which follows the A6 South and eventually empties into the Lune. Previous to this, the field was in flood every winter and is thought locally to receive water from the occasional stream which flows from the north (see Figure 6).

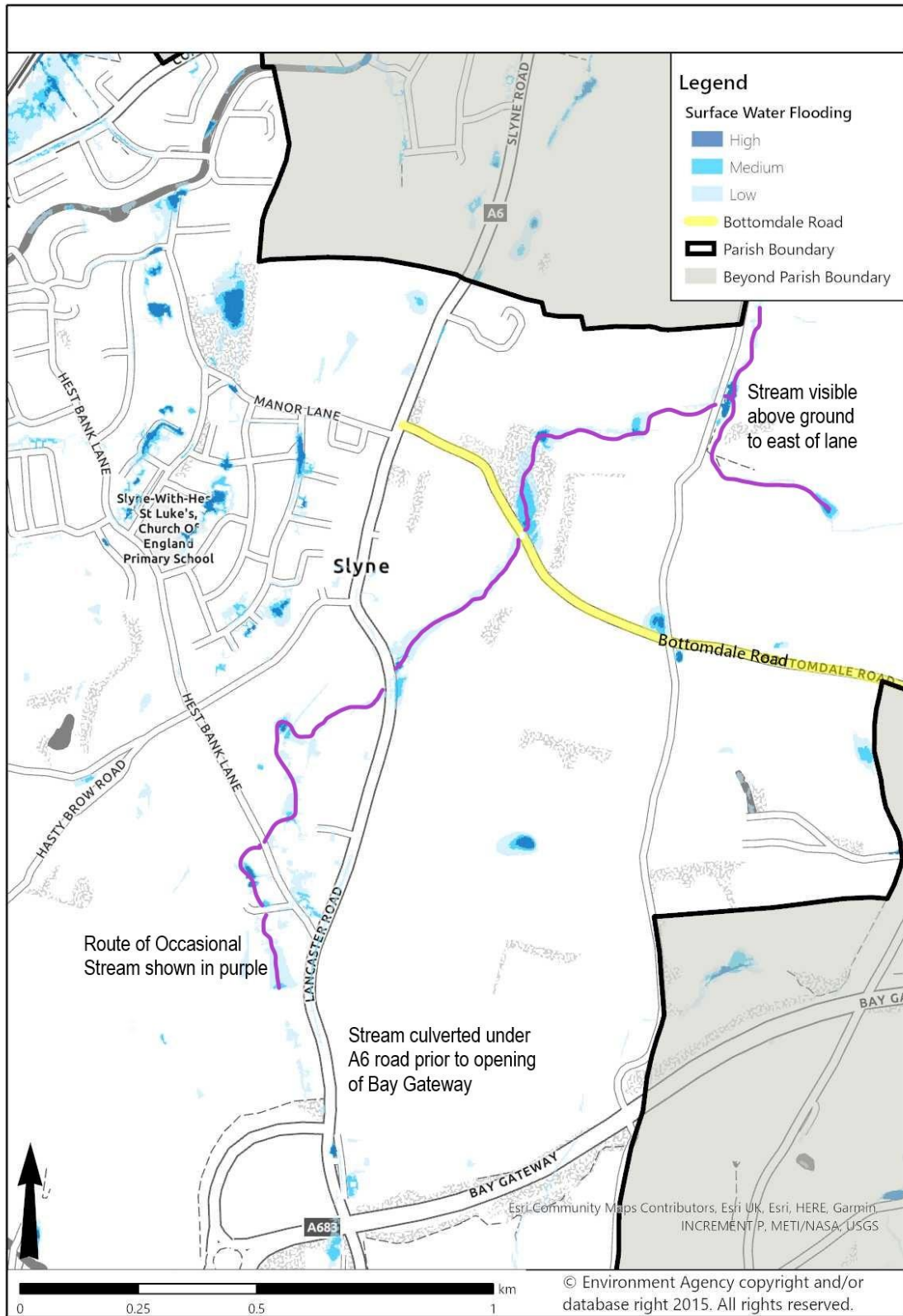


Figure 6 Map showing route of occasional stream.

A letter from one of the trustees states that this problem has been solved, but local residents disagree. There were ten comments on flooding at this site at the Stage 2 Consultation.

Other than comments about flooding, there were no objections to or support for building development here from residents.

The location of this parcel was problematic in that it does not connect directly to the village footprint, although it is adjacent to housing near to the village. This land is within the Green Belt.

The Trust that owns the land have no agent and do not appear to be thinking seriously, in a coordinated manner, about developing the land as yet, although they say that it is available.

It was considered that the use of this piece of land would conflict with the Objective 2, in that it would increase the size of an already existing area of housing and help create either an extra settlement within the Parish or assist the gradual creep of Southward development towards the Northern boundary of Lancaster. If this plot was removed from the Green Belt, the case for retaining the fields North of Hest Bank Lane within the Green Belt would be irreparably weakened. The NP wishes to avoid this.

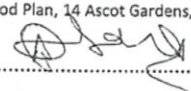
Conclusion: This land should not be identified for allocation by the Neighbourhood Plan.

5. Land East of Hanging Green Lane (LPSA165)



Figure 7 Plot 5 Land East of Hanging Green Lane LPSA165

This land was included because it was put forward for the 2015 SHAA https://issuu.com/lancasterplanningpolicy/docs/shlaa_mapbook_v1.2_15jan2016_opt and, during the time of writing of the Plan, permission had been sought and granted for the building of two houses on this site.

Slyne with Hest Neighbourhood Plan - Site Ownership and Availability Form		
1. Personal Details		Site ref:
Telephone no.	[REDACTED]	5
Email address	[REDACTED]	
2. Ownership		
A.	Are you the owner of the land marked on the map attached? If 'No', please indicate, sign the form and return.	<input checked="" type="radio"/> Yes <input type="radio"/> No
B.	Are changes necessary to the site boundary? If yes, please mark the changes clearly on the map attached.	<input type="radio"/> Yes <input checked="" type="radio"/> No
C.	Do you have an agent acting on your behalf? If yes, please provide details below.	<input checked="" type="radio"/> Yes <input type="radio"/> No
	DAFFODIL HOMES LTD / AD GOTT	
D.	Is the site for sale?	<input type="radio"/> Yes <input checked="" type="radio"/> No
3. Availability		
E.	Is the site available for development?	<input checked="" type="radio"/> Yes <input type="radio"/> No
F.	Do you support the development of the site? If yes, briefly outline the type of development below e.g. Housing, employment or retail.	<input checked="" type="radio"/> Yes <input type="radio"/> No
	HOUSING	
4. Achievability/Viability		
G.	To the best of your knowledge, are you aware of any issues affecting the achievability/viability of the site? E.g. Ransom strips, infrastructure, contamination. If yes, please provide details below.	<input type="radio"/> Yes <input checked="" type="radio"/> No
<p>Thank you for taking the time to provide this information. Our return address is: Slyne with Hest Neighbourhood Plan, 14 Ascot Gardens, Slyne, Lancaster LA2 6JZ</p> <p>Signature </p> <p>Date 7/11/17</p>		

Two large dwellings on this site will not fulfil any of the needs that the Plan has outlined for housing.

Conclusion: Should the planned development on this site not take place, the Neighbourhood Plan would support the building of dwellings of one or two storeys and with three bedrooms or less, provided that the necessary ground work can be done to cope with extra water run-off and drainage. The exact number would be a decision for the developer, in the knowledge that the Planning Committee would have to be satisfied over housing density and the limited access to the site from Hanging Green Lane.

6.Land North of Manor Lane (LPSA704)

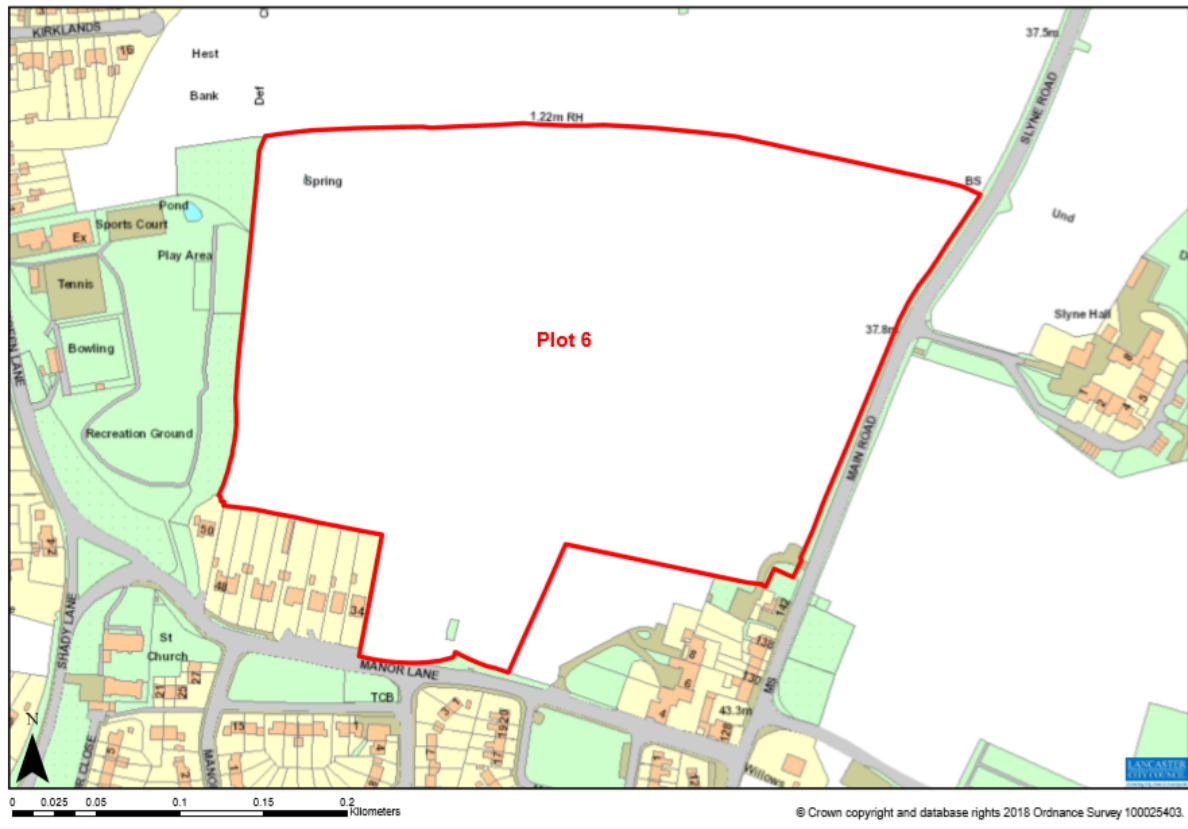


Figure 8 Plot 6 Land North of Manor Lane LPSA704

This parcel of land was brought forward for the 2015 SHLAA (https://issuu.com/lancasterplanningpolicy/docs/shlaa_mapbook_v1.2_15jan2016_opt). The owner had correspondence with the Steering Group regarding some other possible areas of land near the village and was keen to point out that this parcel would deliver the maximum amount of housing for the area. His agent duly returned the availability form, reporting that there were no ownership or deliverability issues with the site. A brochure from Storey Homes accompanied the form, providing a comprehensive summary of the developer's assessment. The owner foresees the construction of between 190 and 220 houses on the site. There is planned mitigation of disruption to views from various points, and to any ecological loss. The effects of urban encroachment would be minimised by creative planting of trees and shrubs,

particularly on the A6. Access would be from two points, one on Manor Lane near Manor Road and one onto the A6 from a mid-point of the site.

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Slyne with Hest Neighbourhood Plan - Site Ownership and Availability Form	
1. Personal Details	
Telephone no.	Site ref: 6
Email address	
2. Ownership	
A. Are you the owner of the land marked on the map attached? If 'No', please indicate, sign the form and return.	Yes <input checked="" type="checkbox"/> <i>care of Stagy House</i> No <input type="checkbox"/>
B. Are changes necessary to the site boundary? If yes, please mark the changes clearly on the map attached.	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
C. Do you have an agent acting on your behalf? If yes, please provide details below.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
D. Is the site for sale?	
Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	
3. Availability	
E. Is the site available for development?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
F. Do you support the development of the site? If yes, briefly outline the type of development below e.g. Housing, employment or retail.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Residential use with the capacity to deliver up to 220 dwellings	
4. Achievability/Viability	
G. To the best of your knowledge, are you aware of any issues affecting the achievability/viability of the site? E.g. Ransom strips, infrastructure, contamination. If yes, please provide details below.	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
The site is suitable, available and deliverable for residential use. Please see the accompanying Vision Document.	
Thank you for taking the time to provide this information. Our return address is: Slyne with Hest Neighbourhood Plan, 14 Ascot Gardens, Slyne, Lancaster LA2 6JZ	
Signature <i>[Signature]</i>	
Date 14/12/2017	

This parcel contains two fields of pasture land between Manor Lane and the Parish boundary to the North. Further fields to The North within the Bolton-le-Sands boundary contain an area slightly larger than this one, bounded by the housing to the North. The land has a slightly rolling nature and in the West there is a slope that the developers consider too steep for building, but which they would make a publicly accessible space.

This is a green field site and is within the Green Belt.

This plot is also contains a 'significant view' of open countryside from the Conservation Area. (Conservation Area Document, December 2009) <https://www.lancaster.gov.uk/assets/attach/340/Slyne-CAA-Final-Dec09.pdf>

It has been the subject of some controversy. There has been a very negative response from the local community over any suggestion of development here.

This was reflected in our Stage 2 Consultation. There were no favourable comments, thirteen comments against and thirty objections to the use of the site. This was the largest response to any of the sites put forward.

Despite the controversial nature of the use of this site, this is a well researched set of proposals, which would fulfil some housing needs, including the need for 'affordable housing' and provide some outdoor amenity for all local residents.

Conclusion This site is available and is being seriously proposed by the owner/developer at their expense for the development of housing which would meet some needs of the Parish. It should be identified as land possible to allocate for development.

7.Land North of Manor Lane (LPSA593)

This land appeared in the 2015 SHLAA (op cit), but, when approached, the owner was under the impression that developers wanted to build on his very large front lawn. There may have been some misunderstanding because this land is adjacent to the previous parcel. The owner returned his form and told us that the land was not to be built upon under any circumstances.

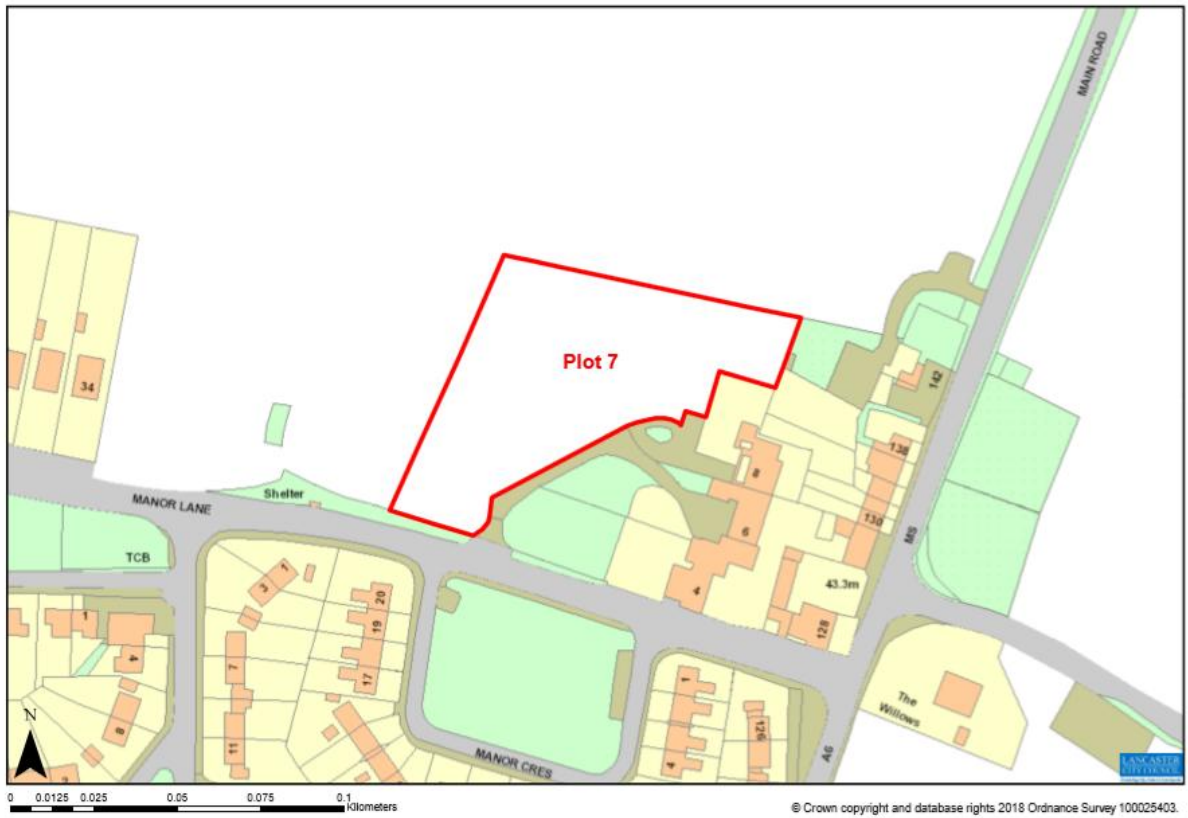


Figure 9 Plot 7 Land North of Manor Lane LPSA593

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Slyne with Hest Neighbourhood Plan - Site Ownership and Availability Form	
1. Personal Details	
Telephone no.	Site ref: 87
Email address	ca.uk
2. Ownership	
A.	Are you the owner of the land marked on the map attached? If 'No', please indicate, sign the form and return.
	Yes <input checked="" type="checkbox"/>
	No <input type="checkbox"/>
B.	Are changes necessary to the site boundary? If yes, please mark the changes clearly on the map attached.
	Yes <input type="checkbox"/>
	No <input checked="" type="checkbox"/>
C.	Do you have an agent acting on your behalf? If yes, please provide details below.
	Yes <input type="checkbox"/>
	No <input checked="" type="checkbox"/>
D.	Is the site for sale?
	Yes <input type="checkbox"/>
	No <input checked="" type="checkbox"/>
3. Availability	
E.	Is the site available for development?
	Yes <input type="checkbox"/>
	No <input checked="" type="checkbox"/>
F.	Do you support the development of the site? If yes, briefly outline the type of development below e.g. Housing, employment or retail.
	Yes <input type="checkbox"/>
	No <input checked="" type="checkbox"/>
4. Achievability/Viability	
G.	To the best of your knowledge, are you aware of any issues affecting the achievability/viability of the site? E.g. Ransom strips, infrastructure, contamination. If yes, please provide details below.
	Yes <input type="checkbox"/>
	No <input checked="" type="checkbox"/>
Thank you for taking the time to provide this information. Our return address is: Slyne with Hest Neighbourhood Plan, 14 Ascot Gardens, Slyne, Lancaster LA2 6JZ	
Signature	<i>[Signature]</i>
Date	22/11/17

Conclusion: This parcel is not available.

8. Land on Corner of Bottomdale Road and Main Road (LPSA846)

This area of land is now covered in trees but could be defined as 'brownfield' as it has the remains of stone-built houses on it and probably some small industrial premises. Archaeological work would be required to establish its full history.

It is in Green Belt and in the Conservation Area of the village. The fact that it used to be part of the built environment of the village does counteract to some extent the logic of it being in Green Belt. Its location could also be argued to be within the footprint of the village.

The landowner also owns Plot 9 and Plot 6.

Conclusion: See Plot 9



Figure 10 Plot Corner of Bottomdale Road and Main Road LPSA846

9. Land South of Christadelphian Church, Main Road (LPSA847)

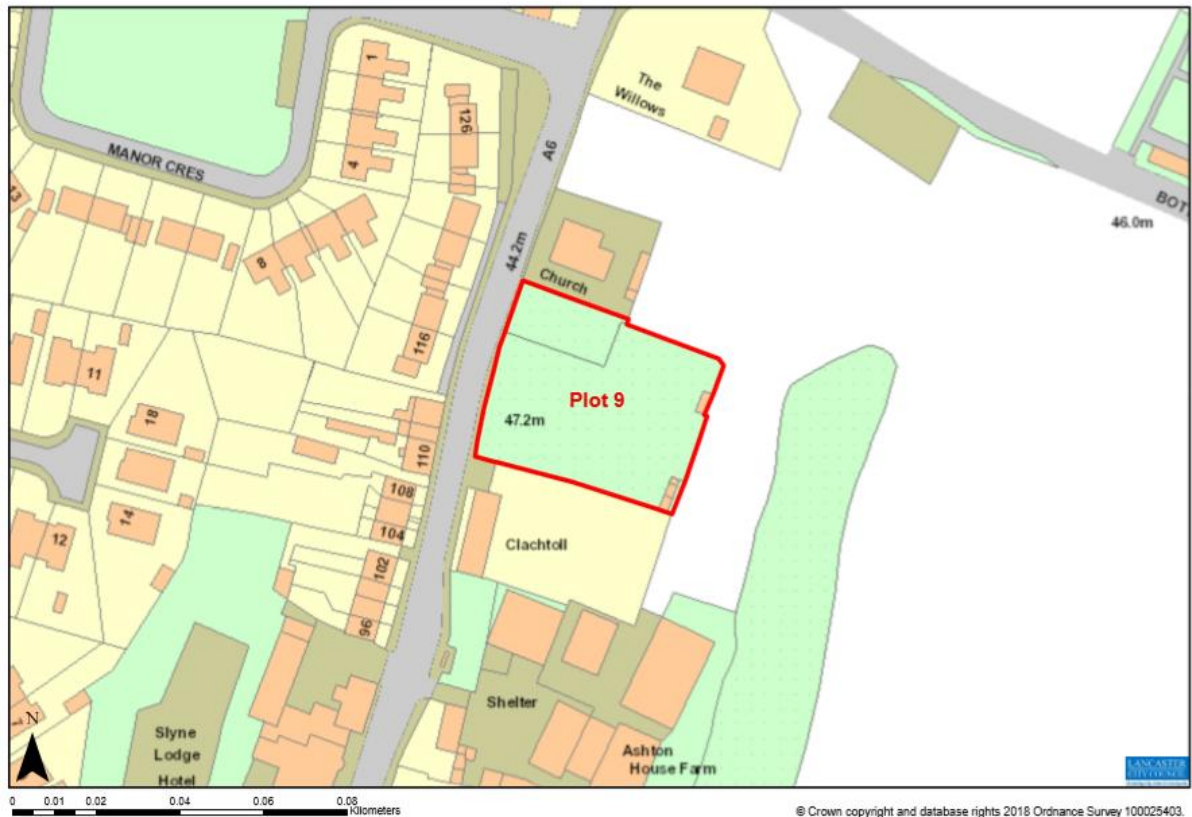


Figure 11 Plot Land South of Christadelphian Church, Main Road LPSA847

This area is covered in mature trees, none of them identified as being important individually from an environmental standpoint, although, as a whole they have some positive environmental impact on the view of the village seen from the A6 road. An old photograph identifies this land as the site of a public house probably before the turn of the last century. Like Plot 8, this site is in Green Belt and within the Conservation Area.

Plot 8 and Plot 9 both belong to the owner of Plot 6. He did not return the availability forms but informed the Parish Council in a telephone conversation that they were not currently available as they might prejudice sales of houses on the potential development at Plot 6.

Conclusion: These parcels of land are not available.

11. VVV Leisure Club LPSA835)



Figure 12 Plot 11 VVV Leisure Club LPSA835

The Parish Council was contacted by Bowcliffe, a property development consultancy based in Leeds. This led to a site meeting with two of their representatives at which their plan to develop the site, by demolishing the present fitness centre buildings and erecting approximately six larger houses facing the sea, was outlined. The main constraint here is inundation and storm damage from the sea. The developers consider that mitigation of this problem is feasible within the budget and are to commission an engineering report on the matter.

This development would not fulfil any of the needs of the Plan, but it would provide about six dwellings. The village residents were not given the chance to comment on this development because it was not brought forward until after the Stage 2 Consultation, but it was felt that the project offered few losses: it will not interfere with any views; it will have minimal access issues; it will not use any farm land. It will provide some gains: it will involve some measure of additional sea defence; it will look more attractive than the present buildings when viewed along the Shore; it is good use of a brown field site. The land is in Green Belt, but in this position it does not relate to the rest of the Green Belt. The major negative was the question of whether the project is feasible.

Subsequently, Lancaster City Planning Department assessed this area of land as being too great a flood risk for any use which would involve people sleeping there overnight.

Conclusion This parcel cannot be identified as land suitable for allocation through the Neighbourhood Plan.

As a result of the Identification process, two parcels, Plot 1, Land West of Sea View Drive and Plot 6, Land North of manor Lane were identified as being available, achievable, accessible and fitting the other criteria laid down by the Plan.

Assessment of two identified parcels

The two parcels were assessed on the following criteria:

1. Technical achievability of proposed development.

There may be constraints but is the development achievable at an economic cost overall?

2. Size and impact

How big is the parcel involved and what would be the positive or negative outcomes for the village community?

3. Green Belt Issues

In what way will necessary redrawing of the Green Belt affect the village community and how will it affect the status of the Green Belt which remains?

4. Views

What effect will the proposed development have on the village's highly prized views across open country to Morecambe Bay, the Lake District fells and the Pennines?

5. Opinions in the Parish

What have residents told the Neighbourhood Plan Steering Group about their views on development generally and about these potential developments in particular? What information has been received concerning Parish residents' views on these developments?

The first four criteria were addressed in a pro forma similar to that produced by Lancaster City Council to summarise facts and issues of a technical and planning nature.

The fifth criterion was addressed in our summary of Consultations and other information received about the views of residents of the Parish.

Assessment of Parcel LPSA 167

Slyne with Hest Neighbourhood Plan Land Assessment Form (February 2018)

	Land West of Sea View Drive	
NP Ref Plot 1	Description	
Green Belt Review Ref LPSA167	Agricultural field on green belt. Southern edge of Hest Bank bounded on west by Lancaster Canal	
Source of parcel	Mr Richard Hoggarth	
Grid reference	3469465956	
Area	1.92 hectares	
Potential no. of houses	30-35	
Existing use	Agricultural	
Flood zone	Flood Zone 1 LA2 6BZ	
Topography	Gentle slope down to the west	
Walking distance to:		
Bus Stop	0.18 miles	
Local shops	0.64 miles	
Pub	0.35 miles	
Village Hall	0.58 miles	

Deliverability:	Yes	No	
Water services			No known constraints
Sewage services			No known constraints
Electricity services			No known constraints
Telecomms			No known constraints
Access for residents			Through housing estate- Sea View Close
Access for building			Through housing estate- Sea View Close
Losses:	Yes	No	
Green belt			
Habitat			Possible loss of wildlife habitat in damp area in south west of site.
Agricultural land			Loss of pasture land
Recreational/Community			
Amenity views			Loss of views currently available only to some residents of Sea View Drive.
Heritage setting			
Merging of settlements			The relatively small size of this parcel of land, compared with other nearby parcels means there would be little difference in the amount of land between Morecambe and Slyne with Hest.
Positive features			
Green Belt	If this parcel of land was removed from Green Belt, the new Green Belt boundary, being the Lancaster Canal, would be much stronger.		
Respect for landscape	A development of low roofed dwellings of consistent roof height would complement the natural slope of the land down to the canal.		
Respect for built environment	A development of low roofed housing would complement the existing housing on Seaview Drive and lessen the impact on views over and through the site.		
Constraints	Loss of Green Belt and possible surface water in one corner of field.		

Summary: 1. The proposed development on this piece of land appears to be achievable.

2. It is 'proportional to the size of the village' in terms of Objective 2.

3. This development would result from loss of Green Belt, but would strengthen the boundaries of the new area of Green Belt and would not encourage further encroachment, or compromise the geographic independence of the village.

4. There will be some loss of views. These will be in the immediate area of the development, from nearby housing and from the canal side.

The City Council's SHLAA 2018 (op cit) assesses the landscape value of the site:

'The stretch of canal adjacent to the site is a popular mooring spot for canal barges with extensive views westward to towards the coast. The Council's landscape consultant suggests that development is not appropriate due to the site's contribution to the wider landscape character.'

This Plan emphasises the value of views in the Parish, but does not consider the view from East to West as having as much value as the many other views of Morecambe Bay across the Parish (See Policy NE2). There is no shortage of characterful landscape in the area, but this site is quite a weak example, as a short walk down to Rakes Head Bridge would confirm. Canal users will lose no sea views and the east bank of the canal will have views of pasture and back garden fencing replaced by a frontage of housing behind the natural cover of a wildlife corridor.

The City Council conclude their assessment:

The site is available and viable and well located in terms of the existing settlement . The main constraints relate to landscape and potential impacts on existing residents and canal users. Careful siting and design will be required and dwellings may be restricted to single storey.

Conclusions to assessment of LPSA 167

1. There are no obvious reasons why this development should not be possible from a technical standpoint. It is a green field site on a slight slope with some wet areas which can be ameliorated at the expense of the developer. It has clear boundaries and a road access point, adequate to the site, although builders will need to be considerate to the needs of residents of the Sea View Drive estate during the time of construction.

2. The area of land involved and the number of houses proposed would not mean a sudden influx of a large number of people new to the village and the increase in population would be in line with historically slow growth. There would be an increase in traffic flow, but not enough to cause major inconvenience on Sea View Drive or on Hest Bank Lane. There is good visibility in both directions for traffic turning at the junction of Sea View Drive and Hest Bank Lane. The speed limit here is 20mph.

3. The Neighbourhood Plan does not seek to reduce the area of Green Belt, but the present perceived need in the District for housing stock obliges the Parish to act

responsibly and offer some housing provision. This is a relatively small area of land. A redrawing of the Green Belt boundary by the Neighbourhood Plan around this field will set in place the Lancaster Canal and a historic lane as the new Green Belt boundary, which will be much stronger than the present one by the definitions of the Green Belt Review. There is no implication of settlement merger arising from the development of this field.

4. There will be views lost to the residents of the Sea View Drive estate and some other nearby housing. There will be a loss of 'rurality' alongside the canal, though mitigated by an ecological buffer zone necessary to canal side development. Views into the village will be largely unaffected because of the site's low-lying position on the edge of the village. Loss of views will be minimised by the fact that this will be a development with low roof-lines.

5. Possible loss of wildlife habitat in the south west corner of the field will be mitigated by the retention of a pond in the wet area of the field in conjunction with the wildlife buffer zone along the edge of the canal.

6. Opinions of Parish Residents

Our Stage 2 consultation asked for views of residents about this development. Comments were sorted as follows:

Favourable to use of site:	9
Unfavourable to use of site:	9
Objections to use of site	3

There were also some measured and detailed comments sent in by email unfavourable to or objecting to the use of this site, mostly on the grounds of traffic congestion and road safety, but also about loss of habitat and negative effects on local tourism.

A group of residents from the Sea View Drive area attended a meeting of the Neighbourhood Plan Steering Group, which normally advertised itself as an open meeting for the first half hour. They let the Steering Group know of their concerns regarding the potential nuisance caused by construction traffic and by increased traffic flow when new home owners move in.

Final Conclusion: The development of this site for building 30-35 bungalows is supported and its inclusion for allocation in the Neighbourhood Plan is recommended.

Assessment of Parcel LPSA704

Slyne with Hest Neighbourhood Plan Land Assessment Form (February 2018)

	Land North of Manor Lane	
NP Ref Plot 6	Description	
Green Belt Review Ref LPSA704	Agricultural field on green belt lying between villages of Slyne with Hest and Bolton le Sands bordering A6	
Source of parcel	SHLAA 2015	
Grid reference	3478 4661	
Area	10.22ha	
Potential no. of houses	220*	*Figure given by potential developer
Existing use	Agricultural	
Flood zone	Flood Zone 1 LA2 6BD No areas of 1:30 year surface water flood risk.	
Topography	Slightly rolling hill side	
Walking distance to:		
Bus Stop	0.14 miles	
Local shops	0.27 miles	
Pub	0.20 miles	

Village Hall	0.46 miles		
Deliverability:	Yes	No	
Water services			No known constraints
Sewage services			Implications of sewage provision for an extra 200 dwellings not quantified.
Electricity services			No known constraints
Telecoms			No known constraints
Access for residents	Possible problem		Awaiting Highways Dept consultation. Possible problems with traffic, from devpt site adjacent across Parish boundary, at A6 junction and offset crossroads on Manor Lane.
Access for building	As above		
Losses:	Yes	No	
Green belt	Yes		
Habitat			Not significant, but trees and hedgerows would need protection.
Agricultural land	Yes		
Recreational/ Community		No	
Amenity views	Yes		'Significant Views' (see Initial Assessment section) from Conservation Area,
Heritage setting			Land is adjacent to Conservation Area
Merging of settlements	Yes		
Positive features			
Green Belt	None		
Respect for landscape	Developers plan to create screen of trees and shrubs to North and East of site.		
Respect for built environment			

Constraints	Green Belt. Flooding occurs downhill from the site on the surface. Possible limited drain/sewer capacity. New junction onto A6 - increased traffic.
<p>Summary: 1. The proposed development on this piece of land appears to be achievable.</p> <p>2. It is not 'proportional to the size of the village' in terms of Objective 2. The Plan defines 10.22 hectares as too big an area and 220 houses as too large a number.</p> <p>3. This development would result from loss of Green Belt, which would weaken the boundaries of the new area of Green Belt, would encourage further encroachment of development and invite merging of the two villages of Slyne with Hest and Bolton le Sands, and compromise the geographic independence of the village.</p> <p>4. There will be some loss of views. These will be loss of countryside views along the A6 road and loss of or detriment to panoramic views from the higher parts of Manor Lane. The two adjoining villages would appear to be almost adjacent. (See detailed rationale following)</p>	

The City Council's assessment of the site does refer to the negative impact of possible development here on the integrity of the village, but considers that a small development of 20 houses, built at a later phase of development, away from the A6 road, would ameliorate the problem. The Neighbourhood Plan considers this an unrealistic solution, providing a precedent for further development on a much larger scale, which would have the knock-on effect of encouraging even larger developments in the adjacent land remaining between Slyne with Hest and Bolton le Sands.

This assessment, based on a figure of only 20 houses, does not seem to predict any major impact for road traffic access to the site, although it does go on to say that a larger building programme here would have much worse effects at the necessary junction or junctions and that landscape effects would be far more pronounced, especially alongside more development in the space immediately to the North.

The City Council report goes on to say: '*There are also likely to be impacts on local services, highways, etc if development is at a significant scale...*' This concurs with the view of the Neighbourhood Plan that a major development of 200 or more houses on this site would not be proportionate to the size of the village.

Opinions of Parish Residents

Our second consultation asked for views of residents about this development. Comments were sorted as follows:

Favourable to use of site:	0
Unfavourable to use of site:	13
Objections to use of site	30

This was the largest response received to any of the sites and clearly demonstrates antipathy from residents from all over the Parish, not to any particular development scheme on this site, but towards any development at all on this site.

There has previously been very strong local objection to any development of this land, with a petition of 1100 signatures declaring their opposition to such development having been presented to the City Council in 2016.

A second petition to the local MP followed which led to a question in Parliament, a statement from the Housing Minister supporting the Green Belt and Neighbourhood Planning.

Conclusions to assessment of LPSA704

1. There are no obvious reasons why this development should not be possible from a technical standpoint. It is a green field site on a undulating ground and has access points from Manor Lane, which, as part of a new 'off-set crossroads' junction may need thoughtful design, and from the A6, which needs assessing because of the amount of traffic on the road.

2. It is not 'proportional to the size of the village' in terms of Objective 2.

The area of land involved and the number of houses proposed would mean a sudden influx of a large number of people new to the village and the increase in population would exceed the historically slow growth rate necessary to maintain the character of the village.

As described in the Character Assessment, Slyne with Hest has a genuine 'village' atmosphere. Villages come in many sizes but their scale and speed of growth is a vital factor in retaining their village 'feel'. This is a genuine phenomenon, found in this village and every village with long, historic roots. Residents will attest to this. The settlement has grown slowly over the years, much more slowly than national population growth statistics would imply (Main document 2.19). The main driver has been natural generational turnover accompanied by the occupation of small numbers of new houses. New residents have quickly absorbed the village culture, a very familiar and 'conservative' one, which can be sampled by a visit to the monthly coffee morning at the Memorial Hall. This culture of familiarity and trust is one that villagers do not want to lose.

A large development would bring an equivalent number of new residents into the village at the same time and threaten its familiar character.

A large development, however thoughtfully designed, would increase traffic generally, and, if it had restricted vehicle access, would introduce traffic 'pinch points' in the village and, particularly, at entry onto the A6 road. In addition there would be extra demands on the two narrow hump-back bridges over the canal.

It would place strain on the resources of the local primary school and cause problems for local Primary Care services.

Whilst wanting to contribute to the increase in the housing stock, the Neighbourhood Plan must achieve a balance between increasing the size of the village and maintaining its social cohesion.

This development would tip that balance and, as referred to in Summary 3, would encourage further development, which would bring even more change to the local community.

3. The development of LPSA704 would take housing right up to the boundary of the Parish. Development of the land in Bolton le Sands Parish is not for this plan to comment upon other than to say that any development on either side of the boundary will encourage development on the other by narrowing and weakening the Green Belt in this area.

Green Belt was a post-war innovation which derived from a document called Circular 42/55. This invited local authorities to establish Green Belt three of whose five major aims were to:

- a) Check the further growth of a large built-up area;
- b) Prevent neighbouring towns from merging into one another; and
- c) Preserve the special character of a town.

One of the Objectives of this Plan is that the geographic independence of the village should not be compromised and these three aims provide the necessary protection.

The Green Belt Review 2016 specifically refers to the land on either side of this boundary as follows:

4.20 It is clear from the Green Belt Local Plan that the development through the 1960s and 1970s had resulted in the villages of Bolton-le-Sands, Hest Bank and Slyne merging into one almost uninterrupted area of buildings. In addition these villages had extended outwards into the surrounding farmland.

4.21 The Green Belt was designated in this area to ensure that continuing encroachment was curbed, particularly to ensure that strategic green gaps south of Slyne and north of Bolton-le-Sands remained open and free from development. The consequence of this occurring would have led to a continuous ribbon of development from Carnforth to Morecambe / Lancaster.

See para. 2.12 Green Belt Review Report 2016

<http://www.lancaster.gov.uk/assets/attach/1804/Green%20Belt%20Review%20Report%20-%20FINAL%202016.pdf>

In 1984, in Circular 14/84, the government stated:

'the essential characteristic of the Green Belt is their permanence, and their protection must be maintained as far as can be seen ahead.....Once the general extent of a Green Belt has been approved as part of the structure plan for an area it should only be altered in exceptional circumstances. If such an alteration is proposed the Secretary of State will wish to be satisfied that the authority has considered opportunities for development within the urban area contained by and beyond the Green Belt. Similarly, Green Belt boundaries defined in adopted local plans or earlier approved development plans should only be altered exceptionally'.
<https://www.gov.uk/guidance/national-planning-policy-framework/9-protecting-green-belt-land>

If there is to be any expansion at all of housing, to fulfil the needs of the village, we are aware that this has to be an exceptional case, carried out in awareness of the protective effect of the Green Belt, that it should be small and in areas particularly identified by the residents of the village.

The Neighbourhood Plan does favour a small redrawing of the Green Belt boundary in order to support the development of LPSA167, but considers this to be an exceptional case.

Rather, there is an exceptionally strong case at LPSA704 for the Green Belt to continue to provide the village with its protection until such a time as the residents of Slyne with Hest are willing to part with the traditional identity of their village.

4. Views. It is important to refer back to the first sentence of the Vision Statement. Panoramic views of Morecambe Bay and of the Lake District hill are considered by the residents to be a vital part of the quality of life here. Loss of views is a major issue.

There will be loss of 'a Significant View' from the Character Area (cited in Initial Assessment above).

There will be detriment to views from residents on the opposite side of the A6. The major views affected will be from the top of Manor Lane, but the loss of the fields presently covering this site will change the outlook onto the village for people passing on the A6 and will only be slightly ameliorated by tree planting, which, however well done, will not replicate the traditional agricultural views.

Final Conclusion The development of this site is not supported for the building project assessed or for any other building project.

Green Belt Status and the Green Belt Review 2016

The Green Belt Review 2016 document does not serve Objective 2 of the Neighbourhood Plan well. The Parish Council argue that the assessment of Plot 6 (SWH25 of the Review) is flawed, partly because of ill-fitting terms and partly because of difficult judgements of the five purposes, cited by the NPPF, of the Green Belt.

Concerning ribbon development, the Review states with regard to Purpose 1, that Plot 6, Land North of Manor Road (SWH25) *'does not have a role in checking the unrestricted sprawl from the large built up areas.'* There is an assumption here that sprawl from smaller built up areas, such as Bolton le Sands and Slyne with Hest is acceptable. The Local Plan envisages development from Lancaster reaching the Bay Gateway Road. The danger of urban sprawl, by any definition, is made clearer by the Local Plan.

On Purpose 2, Merging of settlements, the Review states that Plot 6 (SWH25) *'does not represent a strategic gap between settlements due to the significant level of development which has taken place to the west.'* It is true that there are six houses in Slyne with Hest which share a garden fence with neighbours in the next Parish. This does not represent a merger. On the contrary, it makes this piece of Green Belt all the more necessary to prevent a merger in the future. It is a questionable judgement to downgrade the contribution of this land to *'Moderate'*, when its development would lead the way to a complete conjunction of two settlements.

The overall assessment of Purpose 3 for this parcel makes no mention of development in Plot 6 (SWH25) becoming a precedent for development of the two plots to the North and encouraging further encroachment of building on the countryside to the East of the A6.

It is difficult to envisage a situation in which Plot 6 (SWH25) is fully developed with housing and there is not pressure to fill in the two remaining parcels, (SWH 23 and SWH 24) on the west side of the A6, these, of course being the responsibility of Bolton le Sands Parish Council.

It is the view of the Parish Council that SWH25 makes a Strong Contribution to the Green Belt and that this should be a factor to consider in any future planning proposals.

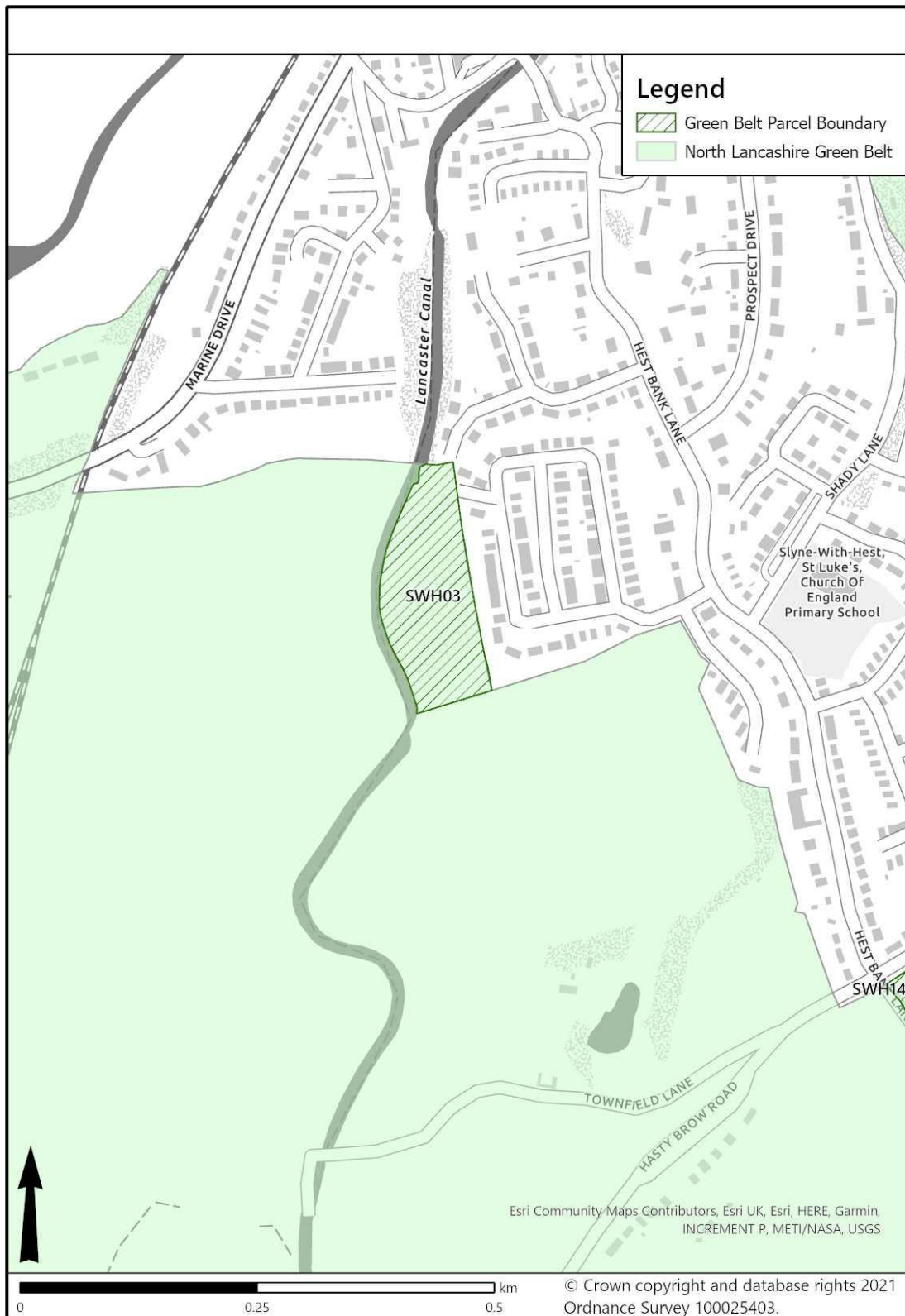


Figure 13 Land West of Sea View Drive Plot 1 SWH03

As regards the Strong Contribution that Plot 1 (SWH03 in the Green Belt Review), Land West of Sea View Drive provides to the Green Belt, it is worth looking at the Review's assessment in more detail. The assessment issues are presented as follows, but not answered in the document:

Does the parcel form an essential, largely essential or less essential gap between named settlements? What is the current gap between these settlements?

What would the gap between settlements be should this parcel be removed from the Green Belt? Would the removal of the gap result in the merging of two distinctly separate settlement areas?

The Neighbourhood Plan replies that all the Green Belt parcels to the South West of the village are needed to provide a gap between Morecambe and Slyne with Hest. But they vary greatly in size and the parcel that forms Plot 1 is one of the two smallest. The Green Belt Parcels Map of this area (Fig 14) answers the second and third questions posed, namely, that, although all Green Belt land is valuable, the removal of this field would make only a small difference to the size of the gap between the two settlements.

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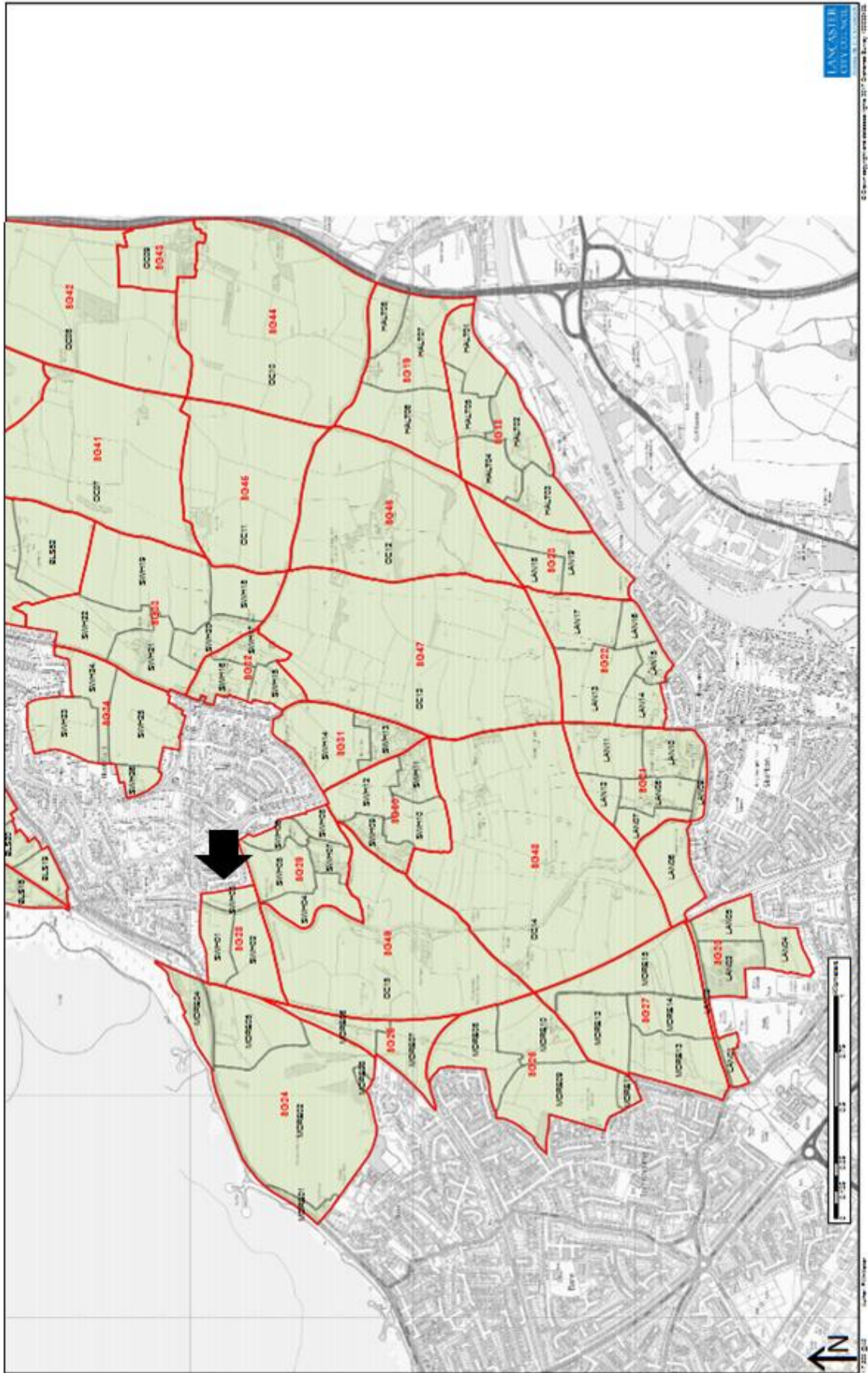


Figure 14 Plot 1 (SWH03) Arrow shows size relative to other Green Belt Parcels

The Neighbourhood Plan provides a reply to the next assessment about the strength of the Green Belt boundary.

Do natural features or infrastructure provide a strong physical barrier or boundary which maintains the presence of a gap between settlements?

The present Green Belt boundary consists of the back garden fences of the houses on Seaview Drive, which the Review describes as weak. Not having an assessment for a 'weak' contribution, the Review is forced to classify the boundary as making a 'Moderate' contribution. This leads to the overall assessment of the parcel as making a 'Strong Contribution'.

With the removal of Plot 1, the boundary would be the Lancaster Canal, a much more permanent line to defend SWH01 and SWH02, the adjacent parcels in the Green Belt.

These are the issues that lead this Plan to question the conclusions of this particular assessment.

The NP did not have the opportunity to respond to the Green Belt Review because the City Council regarded it as a piece of evidence rather an item of planning policy and there was no consultation prior to its publication.

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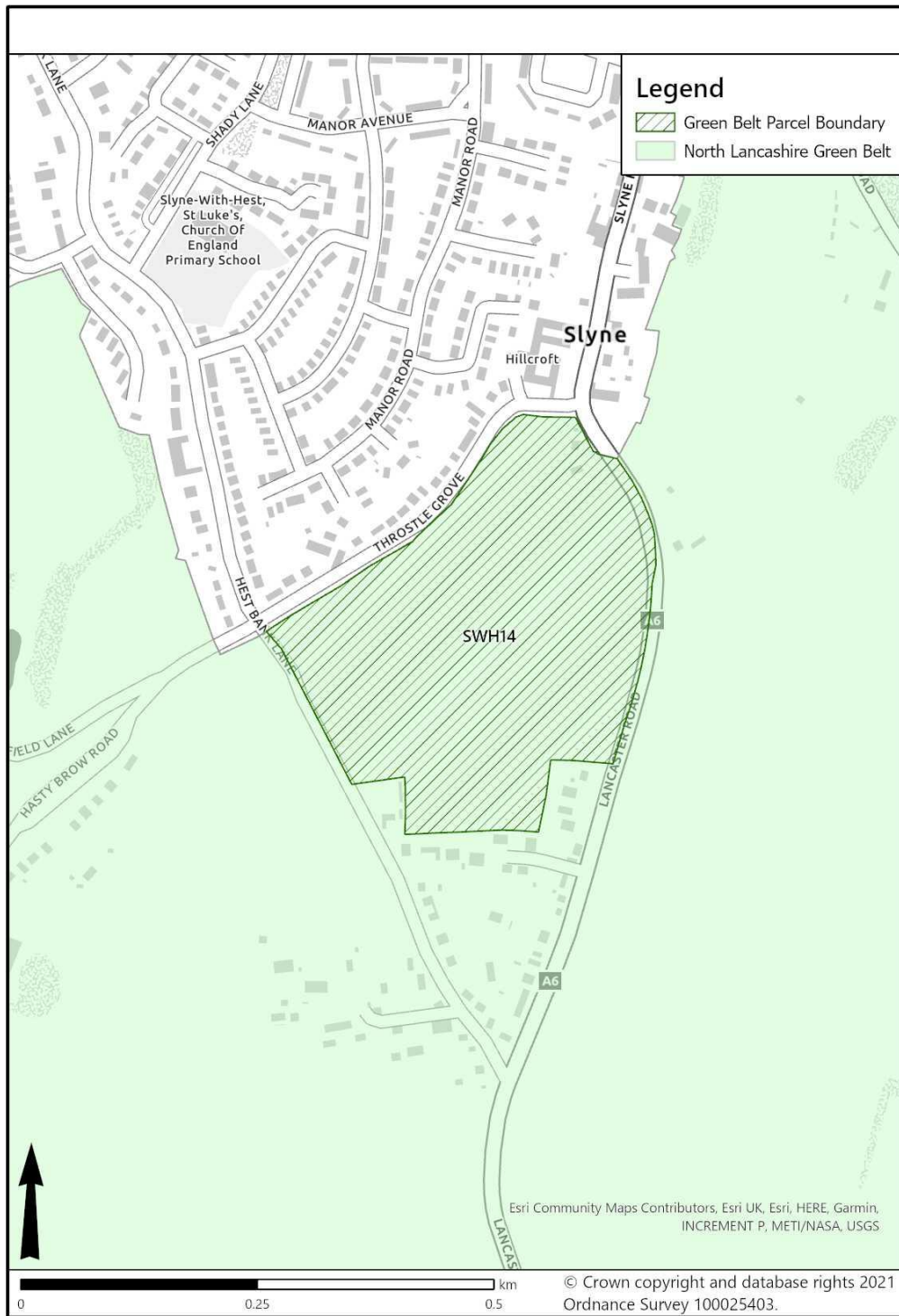


Figure 15 Plot 3 Land West of Road SWH14

The Neighbourhood Plan has similar doubts about Parcel SWH14, which contains Plot 3 Land West of Road (LPSA592). This was judged to have a Moderate Contribution. This is mainly because the parcel was given a 'Weak' judgement for Purpose 2 (prevention of towns merging). It is true that Lancaster is two miles away

from here, but removing this parcel from the Green Belt for housing development purposes would make the footprint of Slyne with Hest much bigger and significantly diminish the distance between the Village and the Bay Gateway Road, which, following the achievement of development recommended by the Lancaster Local Plan will be the effective boundary of North Lancaster. The Strategic Parcel in which this area was placed was similarly judged to have a 'Weak' contribution. It is the view of the Parish Council that this parcel is and will remain an essential part of the Green Belt.

Neighbourhood Planning exists to allow smaller localities a say in their local planning arrangements. A different perspective can emerge, when the Green Belt is looked at from the point of view of a village at the centre of it.

This Neighbourhood Plan has as its Objective 2, the 'Geographic Independence' of the village. In considering any possible future housing building, the Neighbourhood Plan has had to discount the possibility of development along a North-South axis and look at an alternative West-East axis. This is not an easy option. The terrain provides as many difficulties as the Green Belt. But the land allocation for housing fits this model.

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Note on Housing Density

There are some useful planning tools available from Local Authorities illustrating housing densities. The following, produced by Maidstone District, provide the reader with an idea of what the numbers would look like set out on a plot on the ground.



Figure 16 34 dwellings per hectare

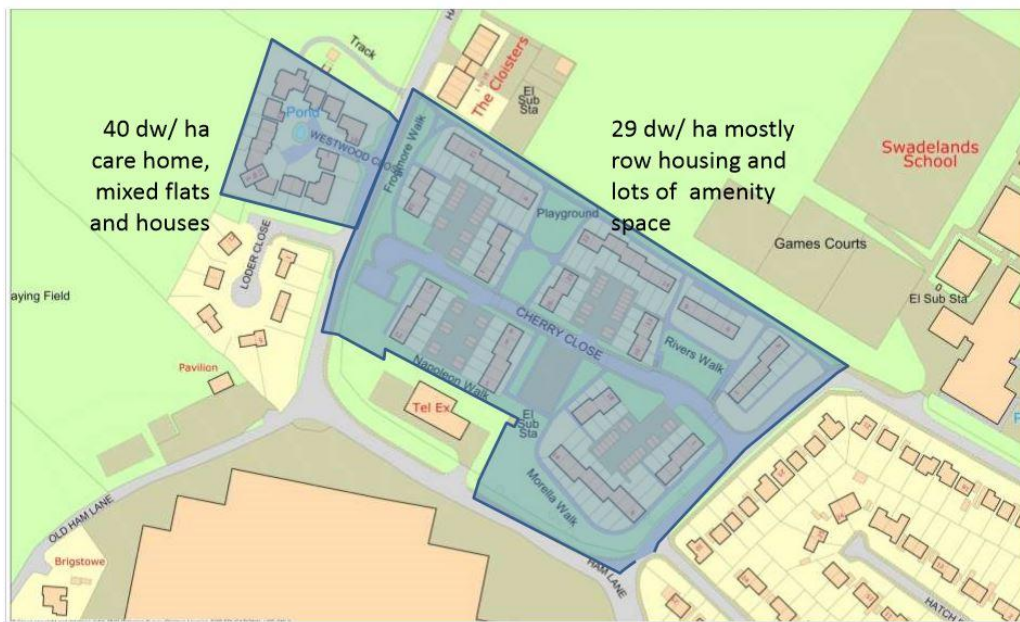


Figure 17 29 and 40 dwellings per hectare



Figure 18 25, 26 and 33 dwellings per hectare

It is probably more useful to estimate existing housing densities within the village for comparison with future building proposals. The following maps representing either one hectare, or four hectares, provide the opportunity for a simple audit.



Figure 19 Dwellings per hectare in Slyne with Hest (Based on a 4 hA area)



Figure 20 16 dwellings per hectare in Slyne with Hest (Based on a 4 hA area)



Figure 21 25 dwellings per hectare in Slyne with Hest (Based upon a 1 hA area)

Figure 21 shows us one of the more densely built areas of the village, which we would probably now regard as fairly generous in its use of land. The Plan recognizes the need for efficient use of land NPPF (February 2019 para 117) and recalls the fact that the coalition government decided in 2010, with regard to housing densities, to:

“put power back in the hands of local authorities and communities to take the decisions that are best for them, and decide for themselves the best locations and types of development in their areas.” (‘Previously developed land and density’ – Rt Hon Greg Clark MP – 9th June 2010)

<https://www.gov.uk/government/speeches/previously-developed-land-and-density>

Taking into account that this is a rural community rather than an urban setting, and the fact that definitions of density are not readily available to suit rural planning, the Plan finds it useful to define housing densities as follows, illustrated by the maps above:

Low	1-10 dwellings/hA
Medium	11-20 dwellings/hA
High	21-35 dwellings/hA

These are the terms referred to in Policy HE2 and Policy HE3.

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