



Carnforth Baseline Assessment

Third Draft

August 2019



TROY PLANNING + DESIGN

www.troyplanning.com

Office: 0161 399 0154

Address: 1 St Peter's Square, Manchester, M2 3AE

COPYRIGHT: The concepts and information contained in this document are the property of Troy Planning + Design (Troy Hayes Planning Limited). Use or copying of this document in whole or in part without the written permission of Troy Planning + Design constitutes an infringement of copyright.

LIMITATION: This report has been prepared on behalf of and for the exclusive use of Troy Planning + Design's Client, and is subject to and issued in connection with the provisions of the agreement between Troy Planning + Design and its Client. Troy Planning + Design accepts no liability or responsibility whatsoever for or in respect of any use of or reliance upon this report by any third party.

Contents

1. Key Facts and Figures	5
1.1 Local Plan Status	6
1.2 Emerging Local Plan	7
2. Open Space, Services and Facilities	9
3. Biodiversity and Green Infrastructure	10
4. Mineral and Waste Allocations	11
5. Population	12
6. Education Qualifications	14
7. Health	16
7.1 General	16
7.2 Deprivation Indices	17
7.3 Crime	18
8. Economy	19
8.1 Car Showroom Application	21
9. Transport	22
9.1 Access to Private and Public Transport	22
9.2 Travel to Work	23
9.3 Air Quality Management Area	24
10. Tourism	26
10.1 Carnforth Rail Station	26
10.2 Caravan and Leisure Parks	26
11. Housing	27
11.1 Housing Mix (Detached, semi-detached, flats, etc.)	27
11.2 Housing Affordability	27
11.3 Housing Tenure	28
11.4 Self and Custom Build	29
11.5 Scotland Road Development	29
12. Heritage	30
12.1 Carnforth Historic Development	30
12.2 Designated Heritage Assets	30
12.3 Non-Designated Heritage Assets	36
13. Conclusions	37

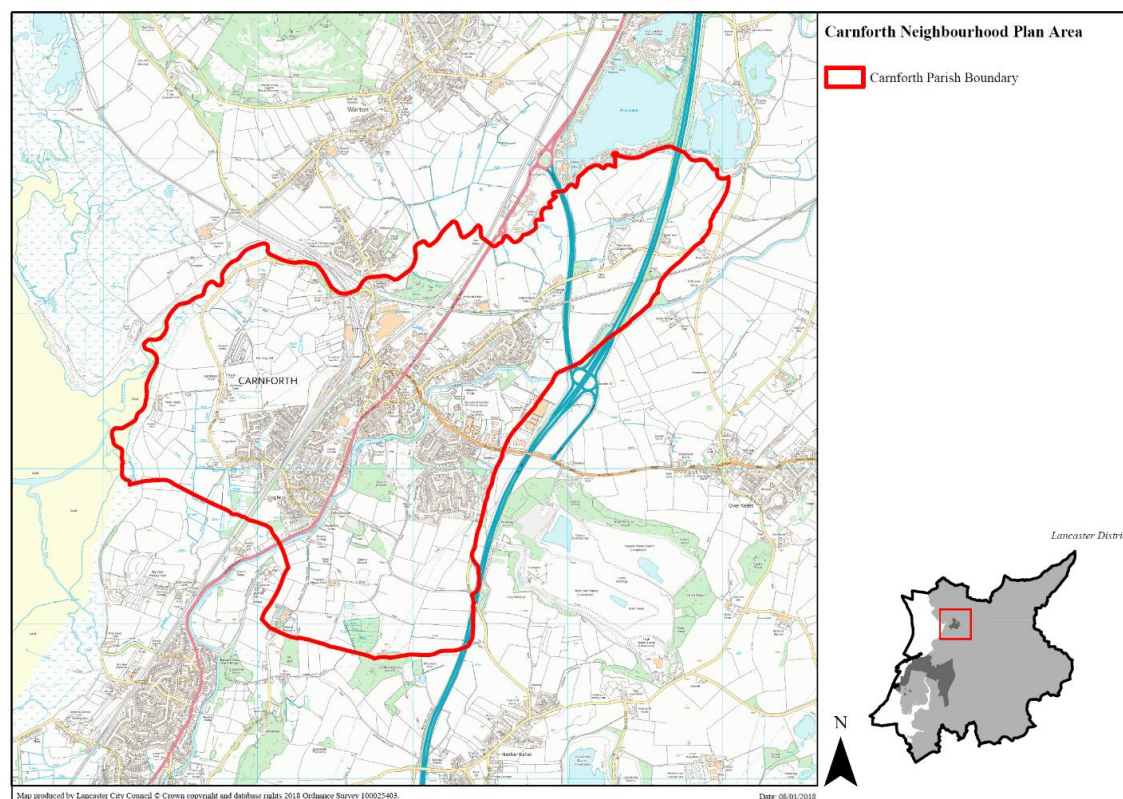
14. References	38
Appendix 1 – Historic England Heritage at Risk Register Entry for Carnforth Engine Running Shed	39
Appendix 2 – Existing Local Plan Policies	40
Appendix 3 – Bus Frequencies	42

1. Key Facts and Figures

Carnforth Parish is in the district of Lancaster in the Northwest of England. It is 9.24km to the north of Lancaster and bordered roughly by local country roads to the south, the M6 to the east, the River Keer to the north, and Morecambe Bay to the west. Most of the built form in the designated neighbourhood area is concentrated along the A6, which runs parallel to the M6, east of the site, though other less connected housing developments are located to the South West off Crag Bank Road, to the north east off North Road, and to the South East off Kellet Road. It is noted that part of the Kellet Road industrial estate is within the Carnforth Neighbourhood Plan area.

The rail corridor and Lancaster canal act as constraints to Carnforth's development by preventing linkages from the main corridor to these less connected housing developments, as well as preventing general connectivity within the area. The canal is crossed over only once by a single-track road bridge, while the rail corridor splits the neighbourhood area east and west.

Despite the impact of the rail corridor, Carnforth railway station and town centre acts as a hub for the area, with retail offerings, public space, and other amenities available within a five-minute walk from the station. The railway station offers services to Barrow in Furness, Carlisle and the Cumbrian Coast to the north and west., Lancaster and Greater Manchester to the south, and Leeds and West Yorkshire in the East.



Carnforth Neighbourhood Plan Area – Map produced by Lancaster City Council © Crown Copyright and database right 2018 Ordnance Survey 100025403

1.1 Local Plan Status

Carnforth falls under the jurisdiction of the Lancaster District Local Plan (initially adopted in 2004), though many of the policies in this document have been superseded by more recently adopted development plan documents. Lancaster City Council's Core Strategy was adopted in July 2008, superseding many of the policies in the Lancaster District Local Plan 2004. The Lancaster City Council Core Strategy establishes policies relating to affordable housing, business and industrial development outside employment areas, Carnforth Town Centre, traffic management, development within the Green Belt Land and controlling the use of land in the open countryside and rural areas.

Lancaster City Council adopted the Development Management Development Plan Document (DPD) in December 2014. This sets out a series of non-strategic planning policies which are used to determine planning applications, as well as policies relating to economic, environmental and social matters. This document now forms a key part of the Local Plan for Lancaster District 2011 – 2031.

Lancaster's Local Plan for Lancaster District 2011 – 2031 is currently being updated. Drafts of the new Part One: Strategic Policies and Land Allocation Development Plan Document (DPD) and Part Two: review of the Development Management DPD were submitted to the Secretary of State for independent examination on 15 May 2018. A provisional date of 9 April 2019 has been set for the start of examination hearings for the emerging Local Plan.

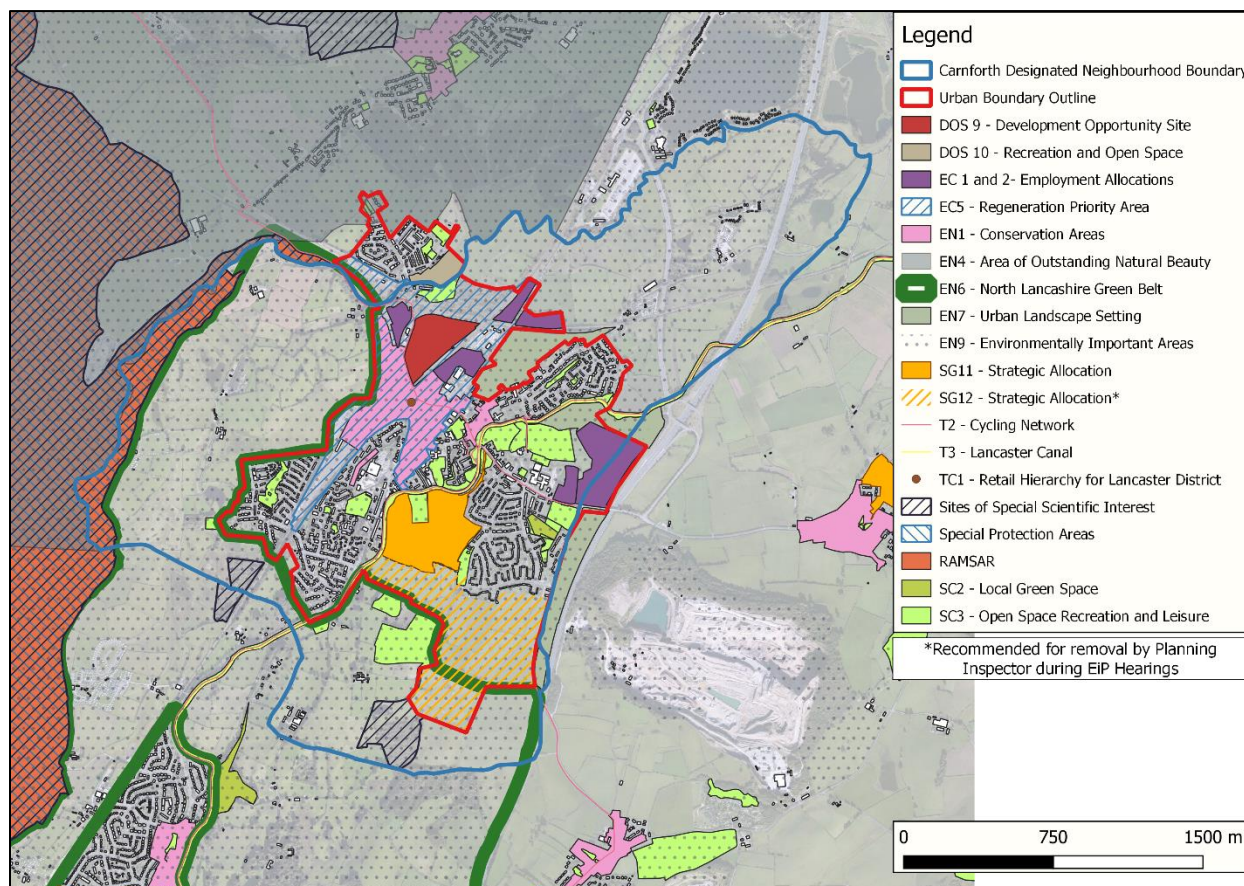
Upon the adoption of the Strategic Policies and Land Allocations DPD and the Review of the Development Management DPD the City Council will withdraw the 2008 Core Strategy, the remaining Saved Spatial Policies in the Lancaster District Council Local Plan (2004) and the First Edition of the Development Management Policies DPD (2014). From that point planning decisions will rely on the new Local Plan for Lancaster District 2011 – 2031. Appendix 2 reflects existing Local Plan policy that must be taken into account for the purposes of ensuring the basic conditions for preparation of the Neighbourhood Plan are met (particularly with regard to bring in general conformity with strategic policies in the development plan) until adoption of the new Local Plan.

The designated neighbourhood area for the Carnforth Neighbourhood Plan falls outside the boundaries of the Arnside and Silverdale Area of Outstanding Natural Beauty, but the policies of the Neighbourhood Plan should still have regard to the potential impact on this protected landscape and its setting. Lancaster City Council has worked together with South Lakeland District Council to prepare the Arnside and Silverdale AONB DPD, which was adopted as part of the Lancaster City Local Plan on 13 March 2019. Where potential impacts exist, regard should be had to the policies of that DPD to ensure that development reflects the AONB designation.

A Neighbourhood Plan should support the strategic development needs and generally conform to the policies set out in the Local Plan of which they are a part. To this end, this baseline lists policies of the emerging local plan that affect the Carnforth Designated Neighbourhood Area, below.

1.2 Emerging Local Plan

The emerging policies map for the emerging Lancaster local plan, above, reflects the policies that were submitted for inspection on 15th May 2018. Emerging policy areas, while having potential to change, provide a greater understanding of constraints and strategic policies that will affect the Neighbourhood Plan in terms of ensuring general conformity and indicating areas potentially suitable for development.



Carnforth Emerging Local Plan Allocations - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

The North Lancashire Green Belt, designated under policy EN6, surrounds the area to the south-west. A section of Green Belt that falls within the Carnforth Urban Boundary is identified for housing development under emerging policies H1, H2, and H3 (more detail for the proposed land use in this area is provided in the policies for Strategic Allocations SG11 and SG12).

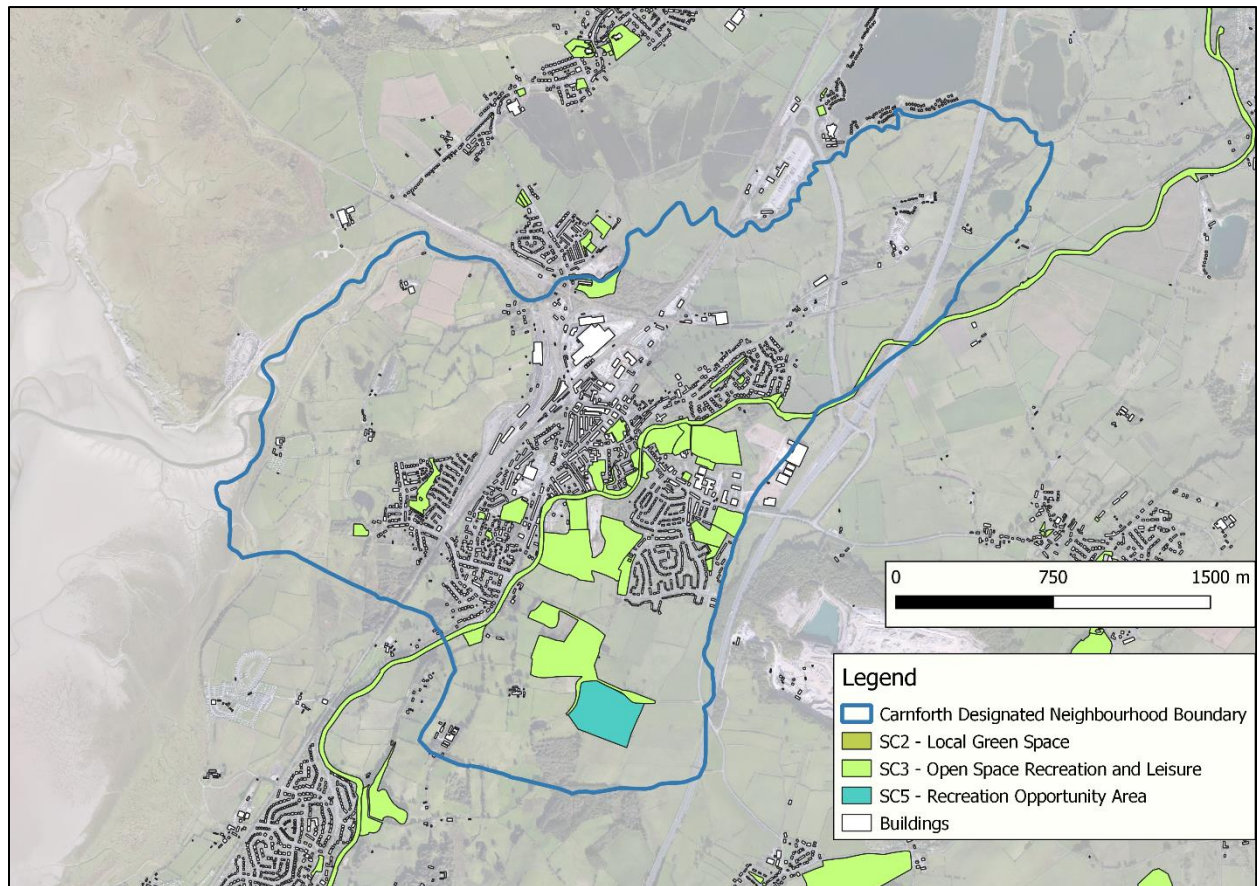
Following the EIP Hearings on the emerging Lancaster Local Plan in May 2019, strategic policy SG12 was recommended to be removed by the Planning Inspector, as an area containing minerals of local and national importance could be sterilised future by non-mineral development. The Council have agreed to remove this in policy principle; however, the Council are planning to undergo consultation of these modifications between August – October 2019.

Almost the entirety of the designated neighbourhood area falls under policy EN9 (Environmentally Important Areas), and forms part of an identified Nature Improvement Area. The area of Morecambe Bay extending into most of the land within the designated neighbourhood area forms part of sites designated

at a European level as Special Protection Areas (SPA), Special Conservation Areas (SAC) and RAMSAR sites due to their environmental importance. Policy area EN4 – Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) – overlaps with these designations. The boundary of the AONB follows the designated neighbourhood area at coastline and extends westwards to incorporate the marine environment within Morecambe Bay.

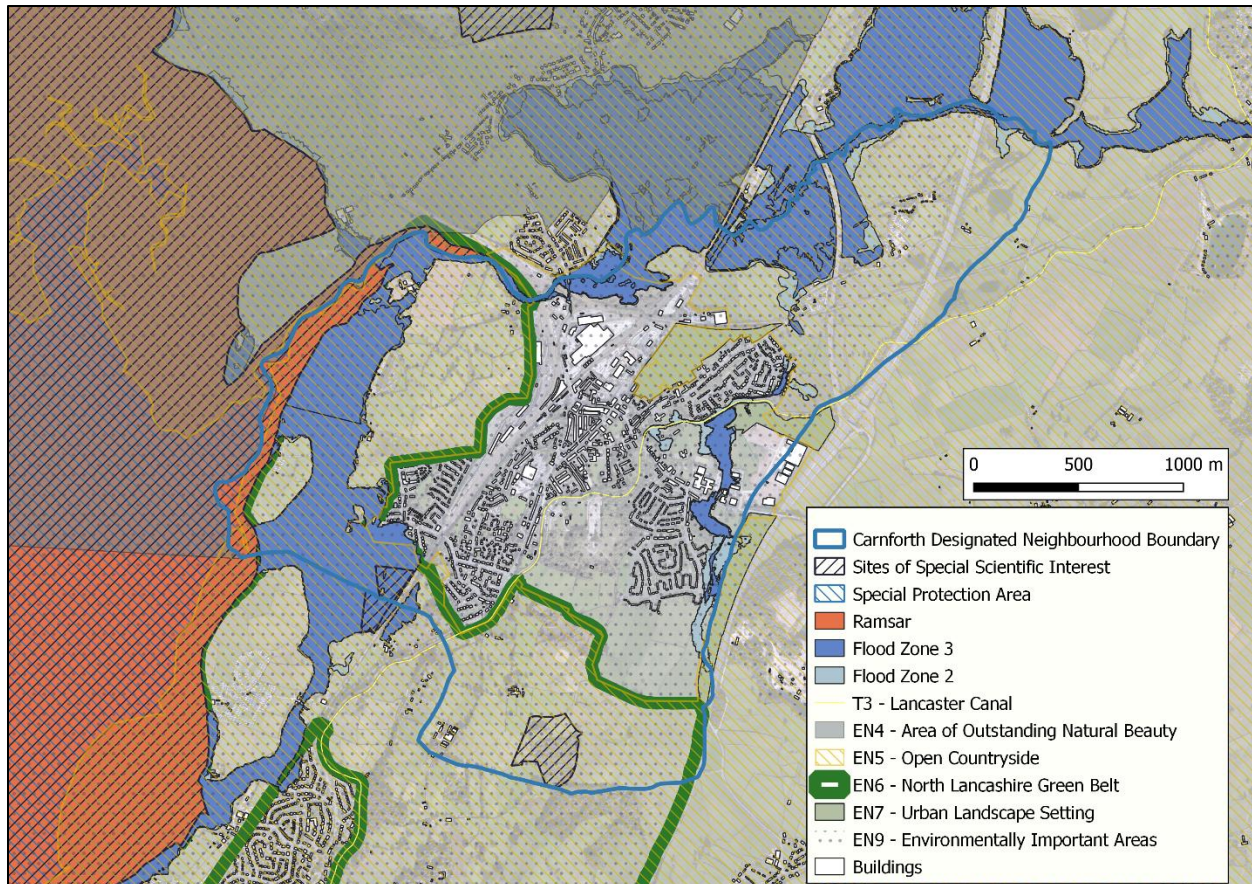
2. Open Space, Services and Facilities

Within Carnforth's Designated Neighbourhood Area, there is 45.45 HA land designated as open space, spread across 32 sites as part of Local Plan Policy E29 – Urban Green Spaces. One site in the plan area is allocated for Open Space and Recreation Provision, in line with allocated Housing Developments as detailed in the previous local plan. Most open/recreation/leisure space is located along the Lancaster Canal. Although there is little by the way of open space in Carnforth town centre, or near the railway station, proximity to the Canal and the open space associated with could provide an opportunity for promoting enhanced links between the two.



3. Biodiversity and Green Infrastructure

Carnforth is surrounded by many areas of significant biodiversity and green infrastructure. To the south west is the North Lancashire Green Belt. The Green Belt contains sites of Special Scientific Interest, as well as nationally identified “environmentally important areas.” The Carnforth coast, which abuts the west of the designated neighbourhood area, is a designated RAMSAR site and an Area of Outstanding Natural Beauty. If any development is proposed here, it may need to consider the impacts on the Arnside and Silverdale AONB to the North and the designated areas of Urban Landscape Setting (EN7) around the edge of the urban area.

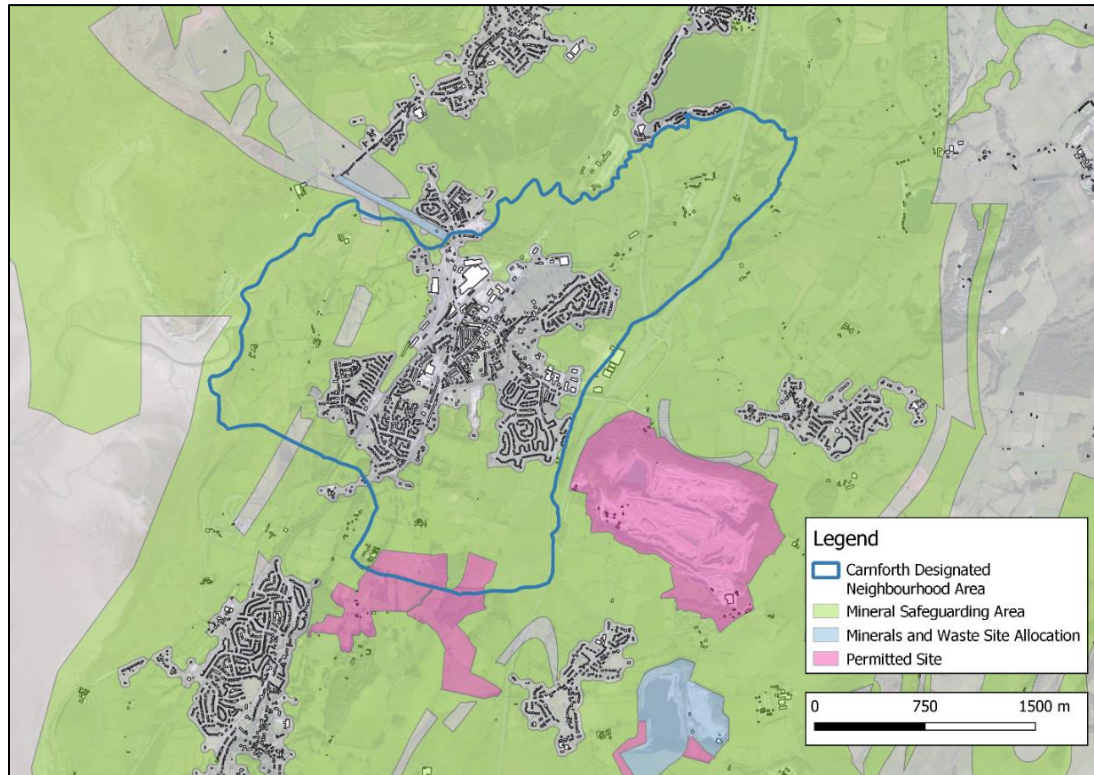


Map of Biodiversity and Green Infrastructure in Carnforth - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

Land to the north of Carnforth, towards the railway station, falls partly within Flood Zones 2 and 3. Given the at-risk heritage assets around this location (detailed in the heritage section herein), and the existing green infrastructure, these findings suggests one measure of the Neighbourhood Plan may be to seek enhanced measures to incorporate Sustainable Drainage Systems (SuDS) as a component of development proposals. Alternatively, this may further provide an opportunity to support any strategic policies to accelerate retention of at-risk heritage assets within the Conservation Area.

4. Mineral and Waste Allocations

Carnforth has three Regionally important limestone quarries in its vicinity (Back Lane Quarry, Leapers Wood Quarry, and Dunald Mill Quarry) as allocated in the currently adopted *Joint Lancashire Minerals and Waste Local Plan* (2013). As shown in the map of allocations from this plan, shown below, one of the permitted sites falls within the Carnforth Designated Neighbourhood Area.



Carnforth Mineral and Waste Allocations - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

As detailed in policy DM2 of the *Joint Lancashire Minerals and Waste Local Plan*, (2013) Mineral Safeguarding areas are those where planning permission will not be supported for any form of development that is incompatible by reason of scale, proximity and permanence with working the minerals unless certain conditions are met, one of which being there is an overarching need for the incompatible development that outweighs the need to avoid the sterilisation of the mineral resources.

Minerals and Waste Site Allocations are sites where development for minerals will be supported where it can be demonstrated to the mineral and waste management authority that all material, social, economic or environmental impacts that would cause demonstrable harm can be eliminated or reduced to acceptable levels.

Permitted sites are those where permission has been granted for the development for minerals.

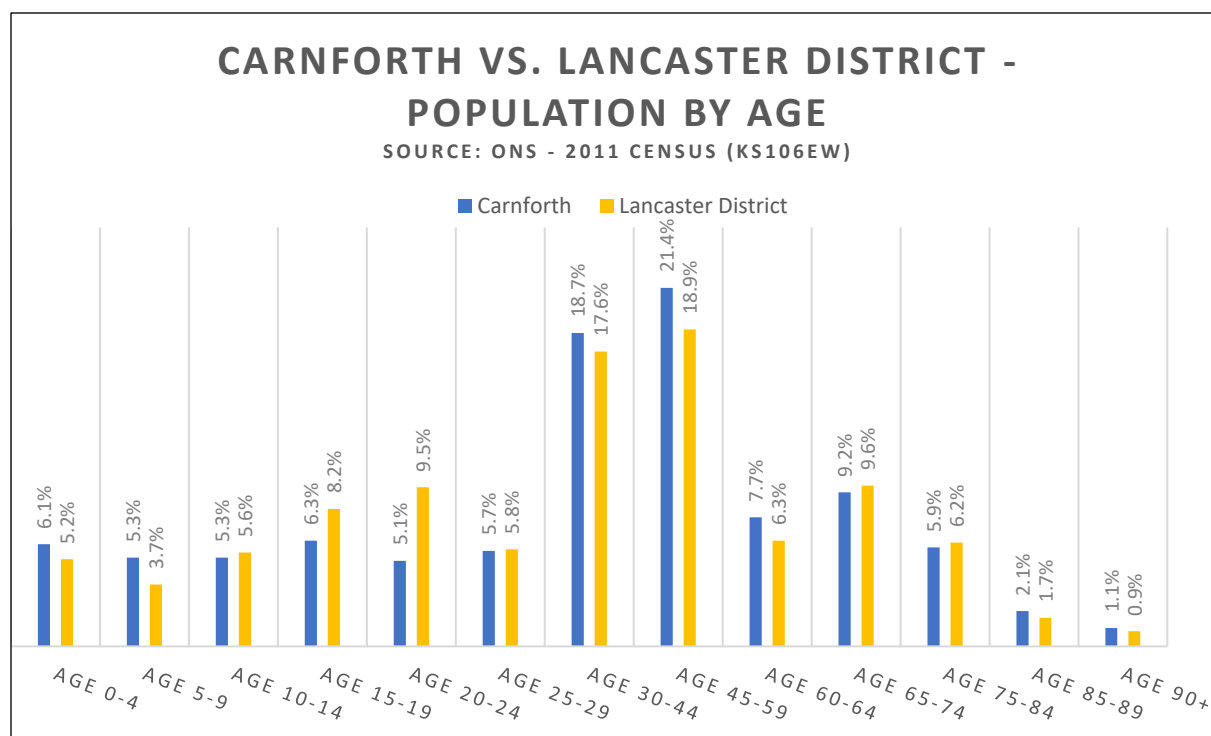
As the NPPF paragraph 204 requires the safeguarding of mineral reserves, resources and mineral infrastructure, Carnforth's neighbourhood plan must have regard to this guidance, in balancing the needs of the environment and its populace with the needs of mineral extraction.

5. Population

Carnforth has a slightly older population than Lancaster District as a whole, with a mean age of 42.5, as opposed to 40.2. The largest age brackets in terms of population breakdown within Carnforth are 30-44, and 45-59. Collectively, these two brackets make up 40.1% of the population of Carnforth. In comparison, those aged 29 and under make up 33.8% of the population.

This contrasts with Lancaster District, of which 35.9% of its population is 30-59, and 38% of its population is 29 years or younger. While there is a greater percentage of children nine and under in Carnforth than in Lancaster District, the number of young adults, 20-24, is significantly lower in Carnforth. This could indicate that young adults are leaving Carnforth for different parts of Lancaster, driven by more affordable or adequate forms of housing, jobs, education, or cultural offerings. Alternatively, as Lancaster is a relatively small district and Lancaster City has two big universities (The University of Lancaster and The University of Cumbria in Lancaster), these figures could potentially be skewed, showing larger figures for 15-24 age groups because of students locating in Lancaster from across the North-West, rather than those that grew up in the district.

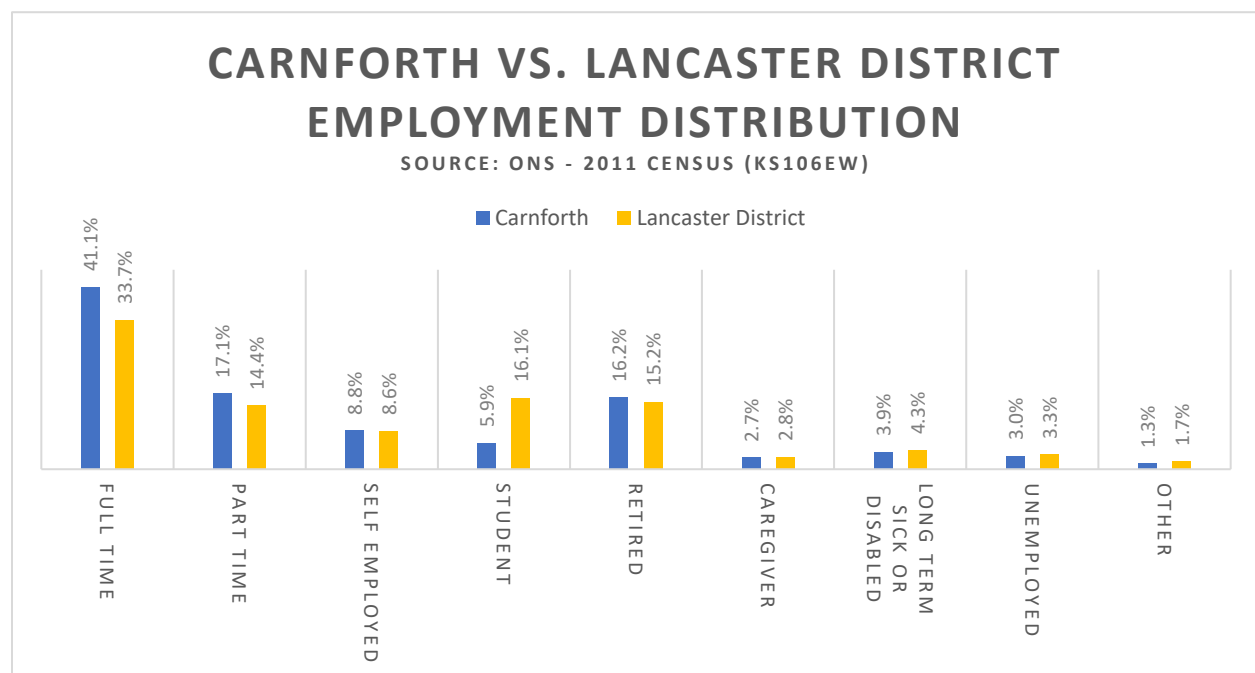
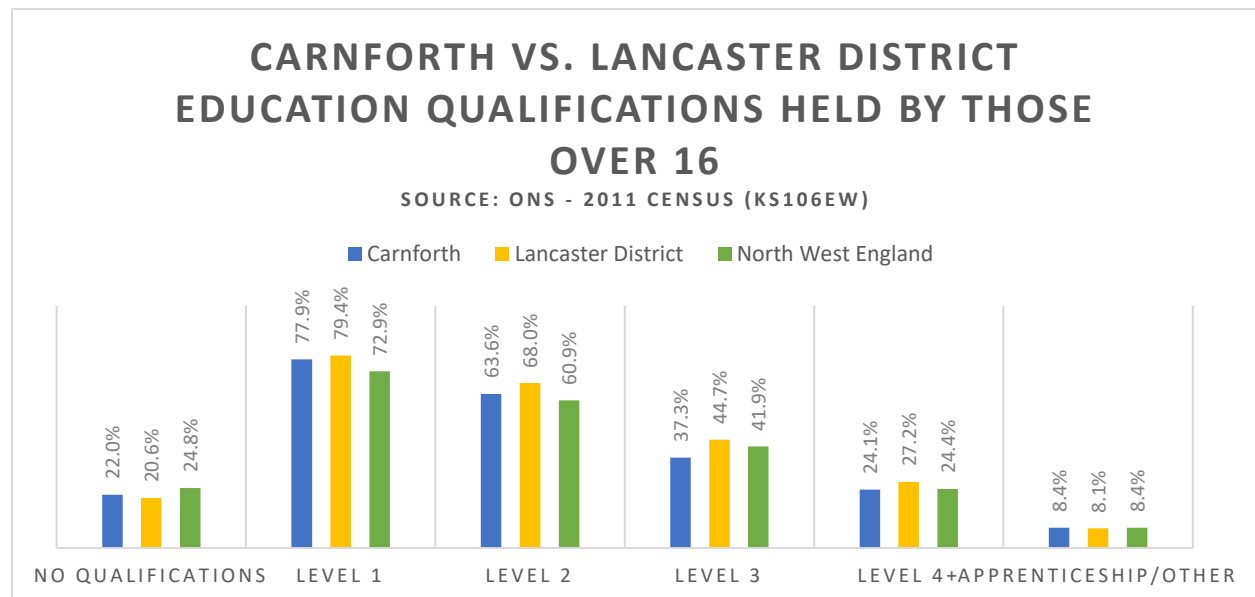
Regardless of the reason for this skew, while there is not a largely disproportionate aging population in Carnforth, a significant increase in youth population, or growing families, will be necessary to prevent an eventual population decline. It should be noted that the supporting evidence base for the emerging Strategic Policies and Land Allocations DPD also recognises that population projections for the district suggest that there will be growth in the population through the plan period, particularly in the older population. Consequently, achieving the economic potential of the area requires intervention to address the challenges of an ageing workforce and poor graduate retention. This forms part of the rationale for the strategic allocations proposed, although there is opportunity locally to better understand and meet other specific or additional housing needs.



One focus of the Carnforth Neighbourhood Plan could thus be the development of infrastructure, affordable housing, and cultural offerings that encourage today's youth to stay in Carnforth once they are grown up. Another focus could be on maintaining good/sustainable access to jobs for the existing working age population and putting support in place so residents can comfortably age 'in place' within Carnforth.

6. Education Qualifications

Qualification levels represent different schooling benchmarks. Level 1 is first certificate received after primary school, level 2 is GCSE, level 3 is A levels, diplomas or advanced apprenticeships, and level 4+ is certificates of higher education and beyond¹. Residents of Carnforth have, on average, a similar education qualification level to those in North West England. Higher education qualifications in the city of Lancaster itself are likely due to the presence of Lancaster University, and higher levels of graduates living as residents in Lancaster District as they study and following graduation.

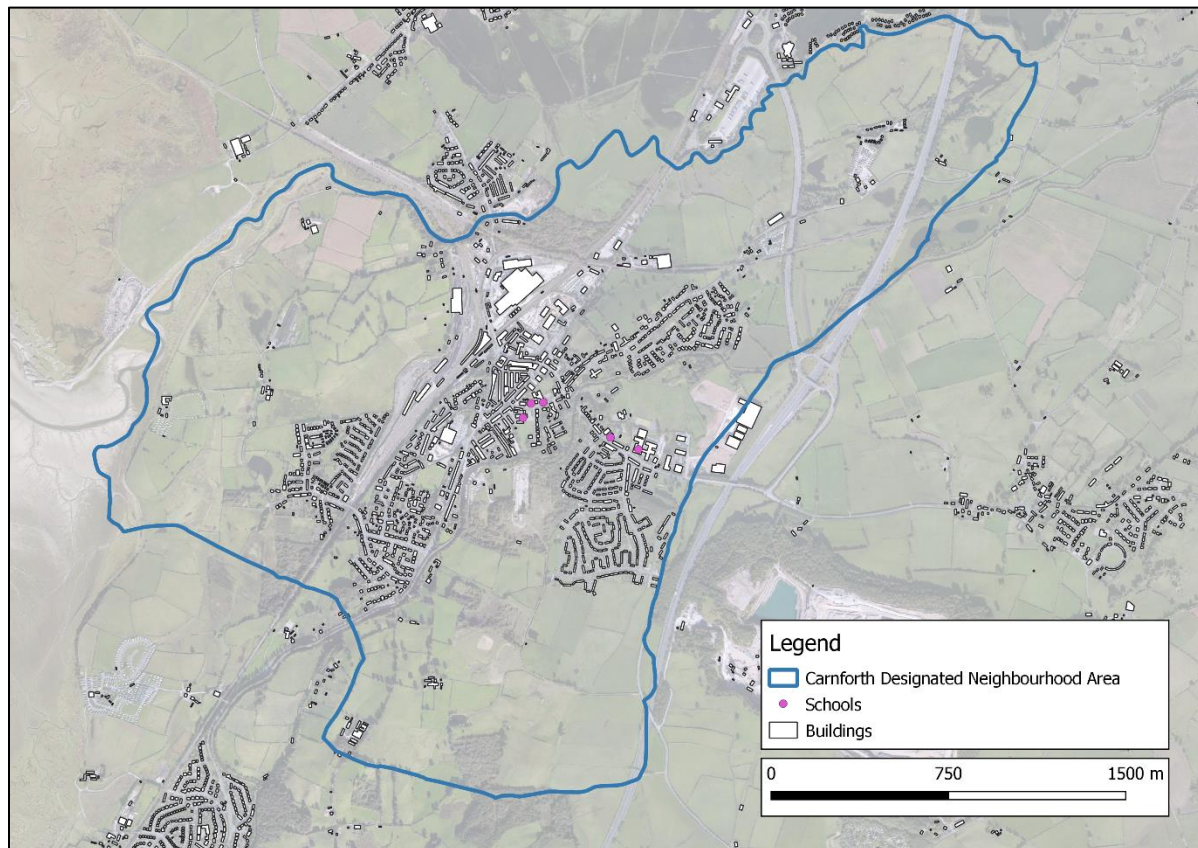


¹ For further information on education qualification levels, please visit <https://www.gov.uk/what-different-qualification-levels-mean/list-of-qualification-levels> (Accessed 12 March 2019).

This trend is confirmed by a 10.2% difference between students in Carnforth and Lancaster District. This may be due to the lack of post-secondary institutions in Carnforth. As shown in the map to the right, there are 5 schools in Carnforth – 1 preschool, 3 primary schools, and one secondary school. The nearest university, Lancaster University, is in Bailrigg, 13.1km away from Carnforth.

Lancaster University is located in a satellite campus away from Lancaster City Centre and is therefore not accessible by frequent public transit (rail or bus) from Carnforth. As students are less likely to own cars due to lack of income and lifestyle, it is reasonable to assume many Lancaster University students who originate from Carnforth do not live in Carnforth while completing their studies.

Demand for additional housing within Carnforth will likely require the need for additional education facilities.

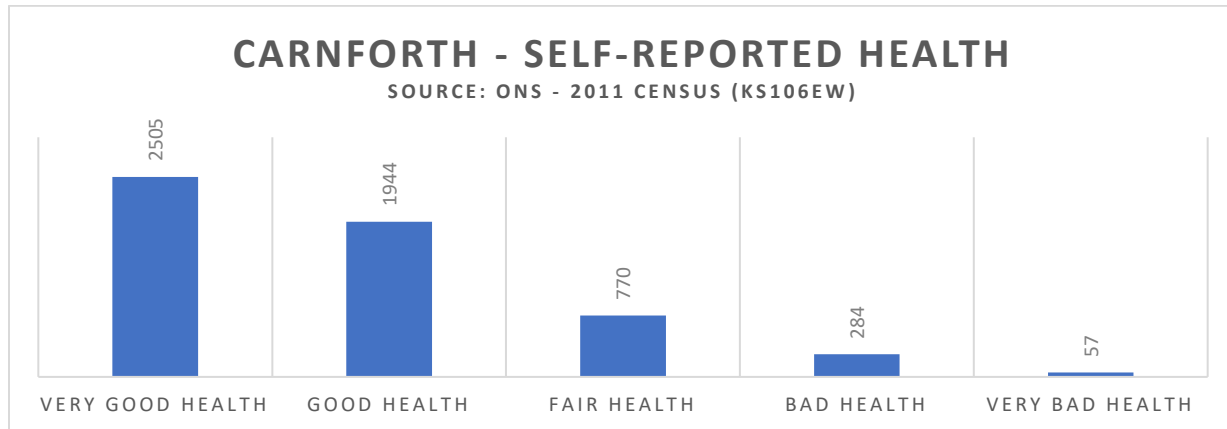


Carnforth Schools - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

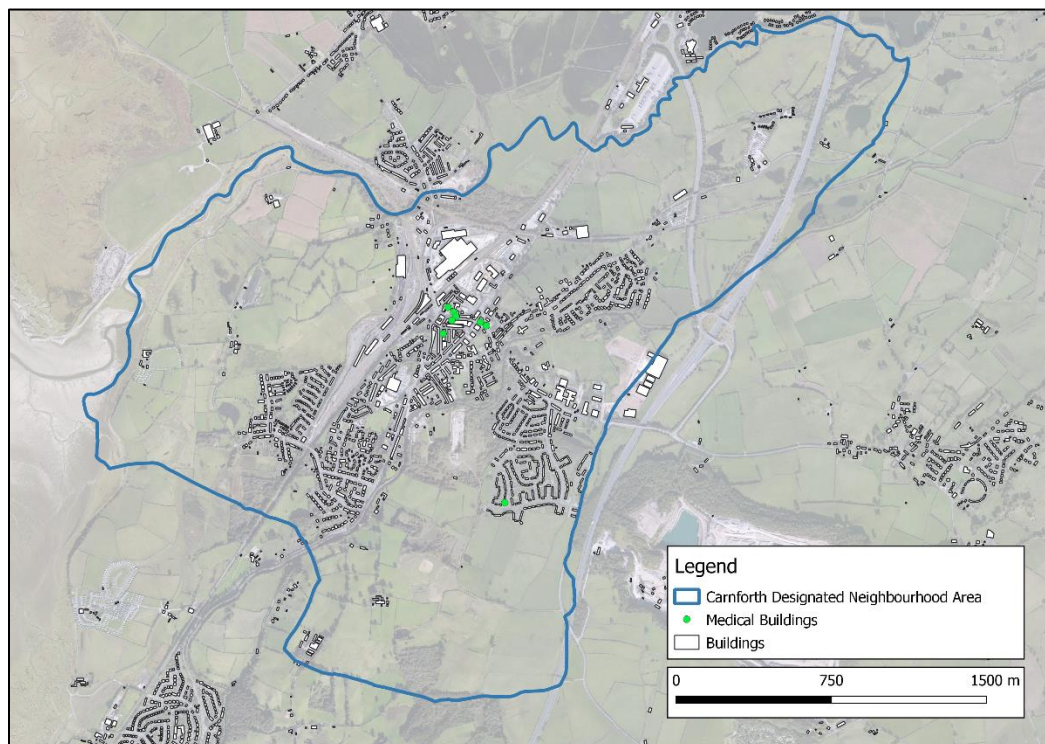
7. Health

7.1 General

Over 80% of Carnforth residents rate themselves in “good” or “very good” health, while only 6.1% rate themselves in “bad” or “very bad” health.



It is noted that a section of housing development off Kellet Road has a higher proportion of those who identify as in “bad” health than the Carnforth average, however the majority of this populace still identifies as being in “good” or “very good” health”. The census data does not include reasons why those who ranked their health as “bad” or “very bad” did so - therefore no definitive conclusions can be drawn on the reason for this discrepancy.



Carnforth Medical Buildings - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

As shown in the map above, Carnforth has a good provision of primary health care services, with several doctors' surgeries, dentists, and pharmacies, all within walking distance from Carnforth railway station. The south-eastern portion of Carnforth has less access to primary healthcare facilities than other locations in Carnforth. The nearest hospital is The BMI Lancaster Hospital, located 9.5km from Carnforth, which is on average 26 minutes by car.

Demand for additional housing within Carnforth will likely facilitate the need for additional medical facilities.

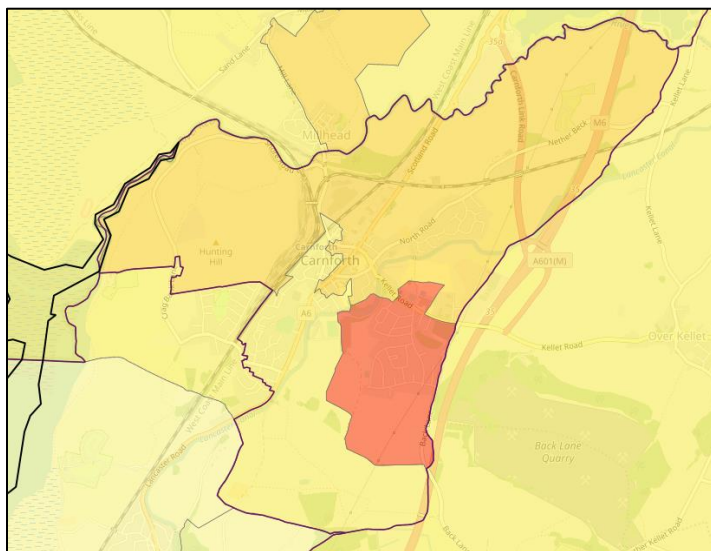
7.2 Deprivation Indices

This section of analysis relies on data from LSOAs (Lower-layer Super Output Areas), which are small areas designed to be of a similar population size, with an average of approximately 1,500 residents or 650 households.

Deprivation Indices quantify whether an area in England is deprived, in broad socio-economic terms. The Ministry for Housing, Communities and Local Government (MHCLG) specifically lists the following as measures of deprivation:

- Income Deprivation
- Employment Deprivation
- Education, Skills, and Training Deprivation
- Health Deprivation and Disability
- Crime
- Barriers to Housing and Services
- Living Environment Deprivation

The overlap of multiple conditions in certain areas suggest structural issues that land use planning can help rectify through social or design policies.



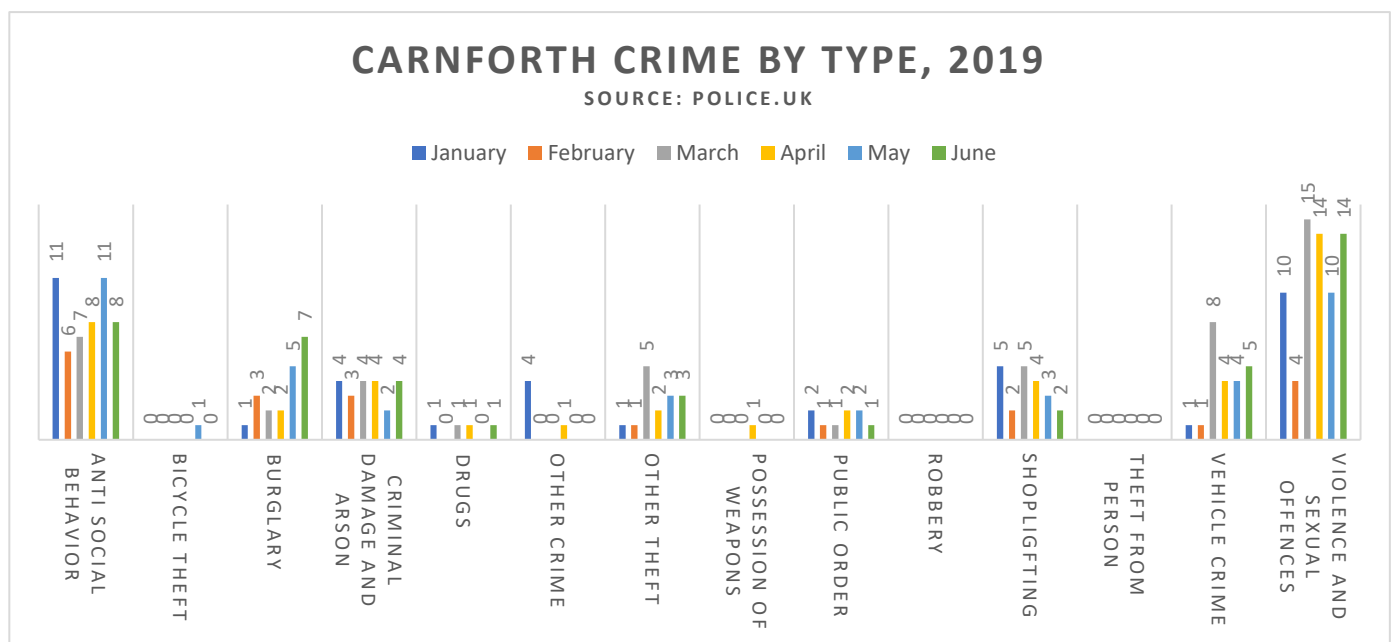
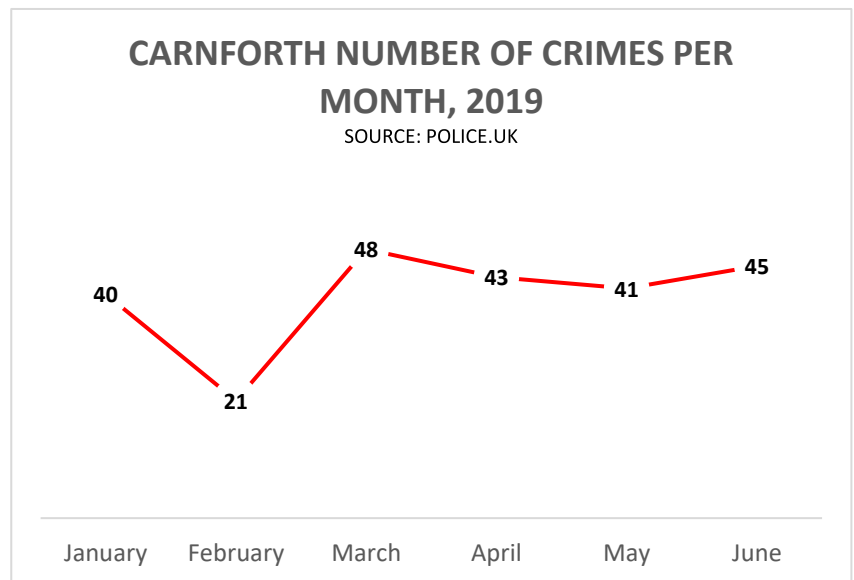
Carnforth Indices of Deprivation Map - Source: Indices of Deprivation 2015 Explorer. [OpenDataCommunities.org](https://opendatacommunities.org)

The above Indices of Deprivation (IMD) 2015 map indicates that the south-eastern subdivision in Carnforth is more deprived than its surrounding areas. However, it is acknowledged that compared to surrounding localities including Morecambe and parts of Lancaster, Carnforth's levels of deprivation are relatively low, falling mostly within the 2nd quartile of least deprived areas in the United Kingdom.

7.3 Crime

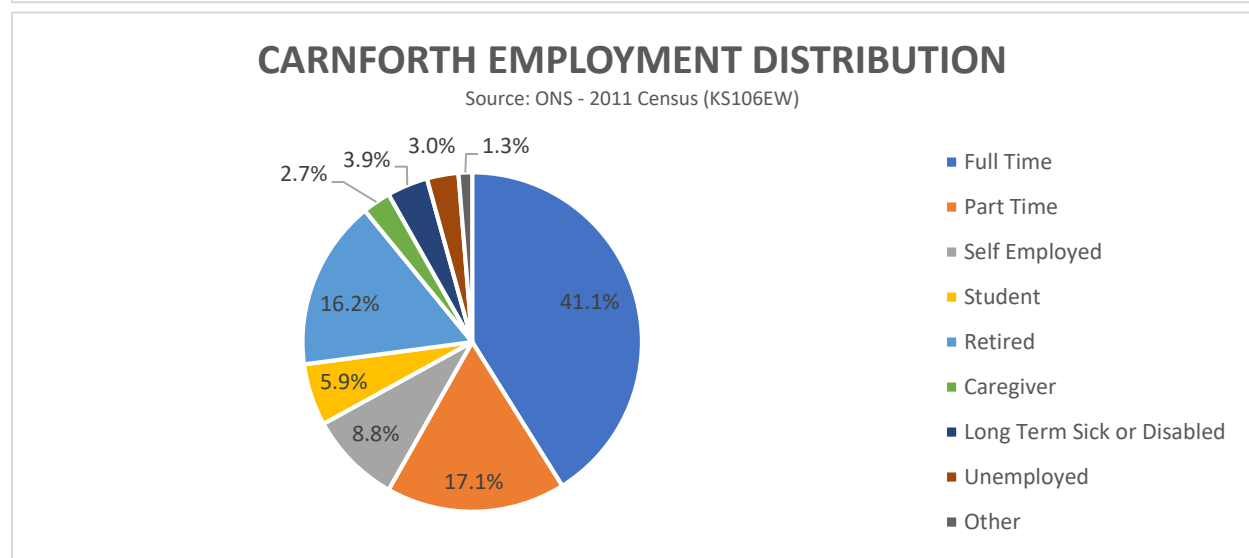
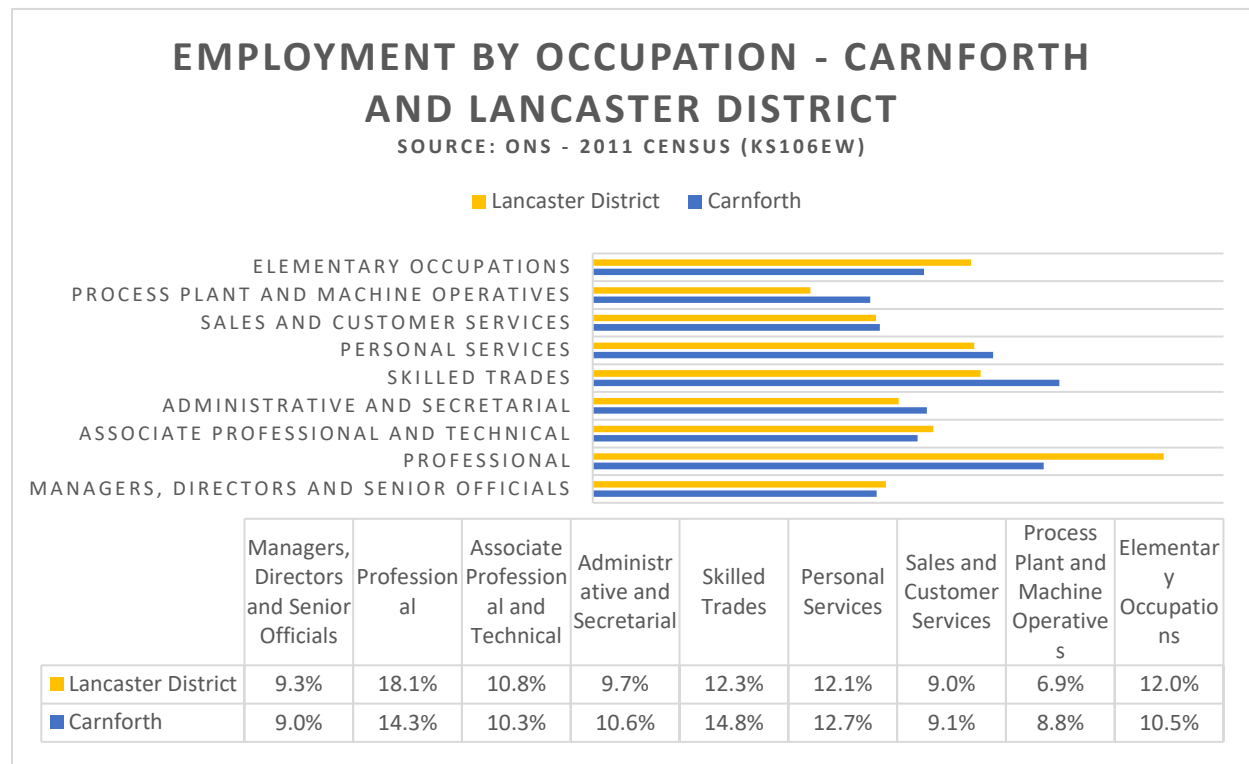
Forty-five instances of crime were reported in Carnforth in June 2019. Many crimes take place either within Carnforth Town Centre, or around the south-east subdivision off Kellet road and close to Carnforth High School.

The most reported crime in Carnforth is violence and sexual offences, followed by anti-social behaviour. One focus of the neighbourhood plan could be the design of well lit and well used public spaces, which correlate with lowered crime rates (Whyte, 1980).



8. Economy

Those in Carnforth are less likely than those in Lancaster District to work in professional occupations, and more likely to work in skilled trades. Those involved in skilled trades and professional occupations make up over 24% of the workforce in Carnforth. As seen from the transport section below, many Carnforth residents work in Lancaster.



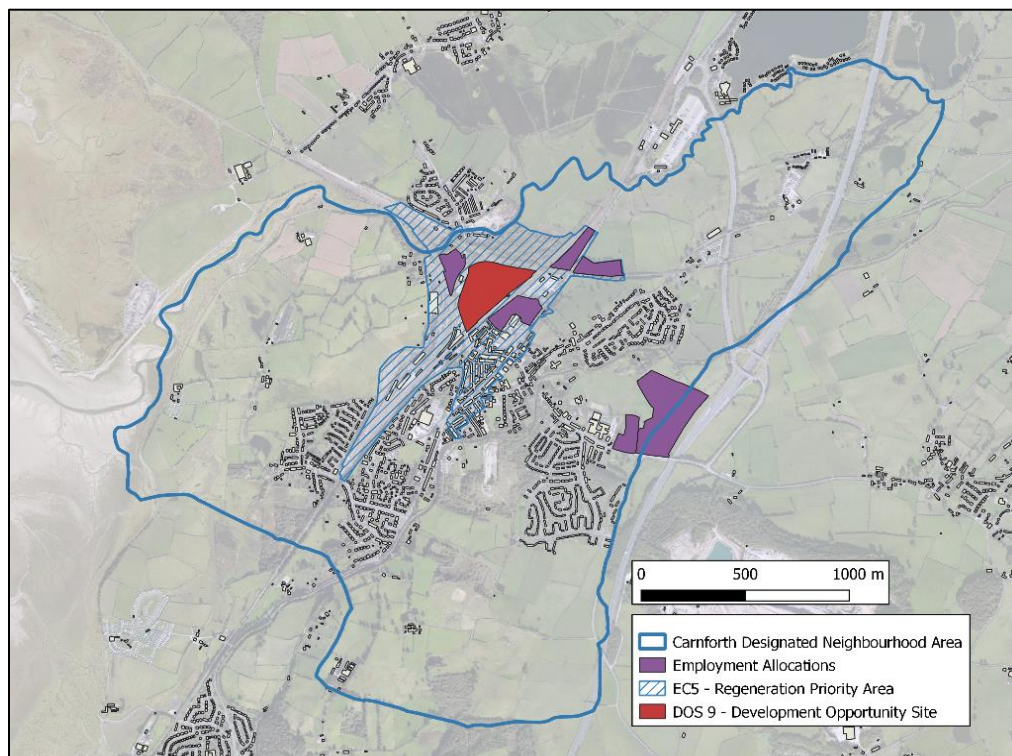
Carnforth has a healthy employment ratio, with an unemployment rate of only 3%. Many of those working full time or who identify as self-employed are assumed to work in skilled trades. The retirement rate sits

at 16.2%, but with an aging population, it can be expected that the number of retirees will increase as the economically active age-group shrinks. Assuming the demand for skilled trades stays constant, this could cause a labour shortage within Carnforth.

The Neighbourhood plan can help to address these issues by supporting the use of planning obligations for new employment to offer local apprenticeships and training programmes. In tandem, the Neighbourhood plan can encourage and provide for infrastructure and cultural offerings that encourage today's youth to stay in Carnforth once they are grown up, to foster a new local knowledge economy.

Several areas have been allocated for employment in the emerging Local Plan. These are important to sustain the existing portfolio of employment land and existing levels of employment provision, but equally to meet the needs of a changing economy. This could provide justification for the neighbourhood development plan to promote such allocation sites for new forms of enterprise in terms of encouraging diversification. The Neighbourhood Plan may also be able to supplement the approach in Policy EC5 of the emerging Local Plan, which promotes the west of the town (including the areas within and around the designated existing employment sites) as a Regeneration Opportunity Area.

The evidence base for the Neighbourhood plan could be developed further by direct engagement with local businesses and entrepreneurs to understand the needs of economic development and any constraints to growth. This could also include the needs of very small enterprises, sole traders, home-workers and those involved in the leisure and tourism sectors that may operate outside of the designated employment areas.



*Carnforth Employment Allocations, Development Opportunity Site, and Regeneration Priority Area -
Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps*

8.1 Car Showroom Application

An application for the erection of car showroom, maintenance workshop and preparation building, display area, and storage compound has been proposed east of Carnforth's designated neighbourhood area, on the eastern side of the A601 (planning application reference 17/01133/FUL). The application was approved on 8th May 2018.

The Carnforth and District Chamber of Trade supported the application² on the grounds that it will bring employment opportunities to the Carnforth area, and potentially bring spillover business to Carnforth town centre.

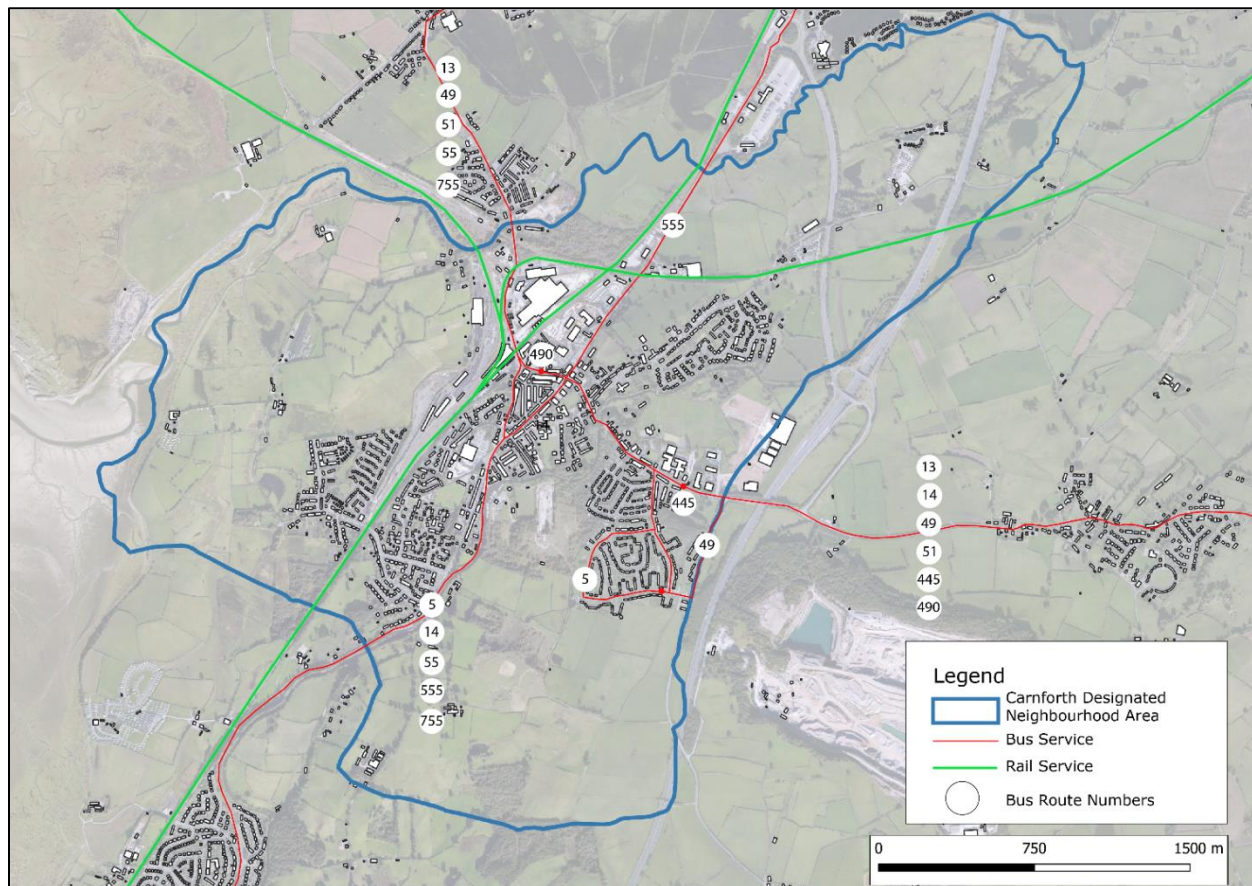
However, it is acknowledged that this development could lead to increased journeys by private motor vehicles to the local road network; leading to air quality concerns and increased travel time for Carnforth residents.

² For a letter of support from the Carnforth and District Chamber of Trade, please visit:
<https://planningdocs.lancaster.gov.uk/NorthgatePublicDocs/00914340.pdf>

9. Transport

9.1 Access to Private and Public Transport

Carnforth is serviced by 10 bus lines³, each with differing frequencies; generally, each line operates at least one bus per hour⁴. Carnforth rail station provides services to Lancaster every hour from 6:00 – 17:00, which provides further connections across the North West, the Midlands the South (including London) and Scotland. Further local rail connections are also possible from Carnforth Station to Morecambe and Heysham Port, with some regional services to Greater Manchester, West Yorkshire and Cumbria.



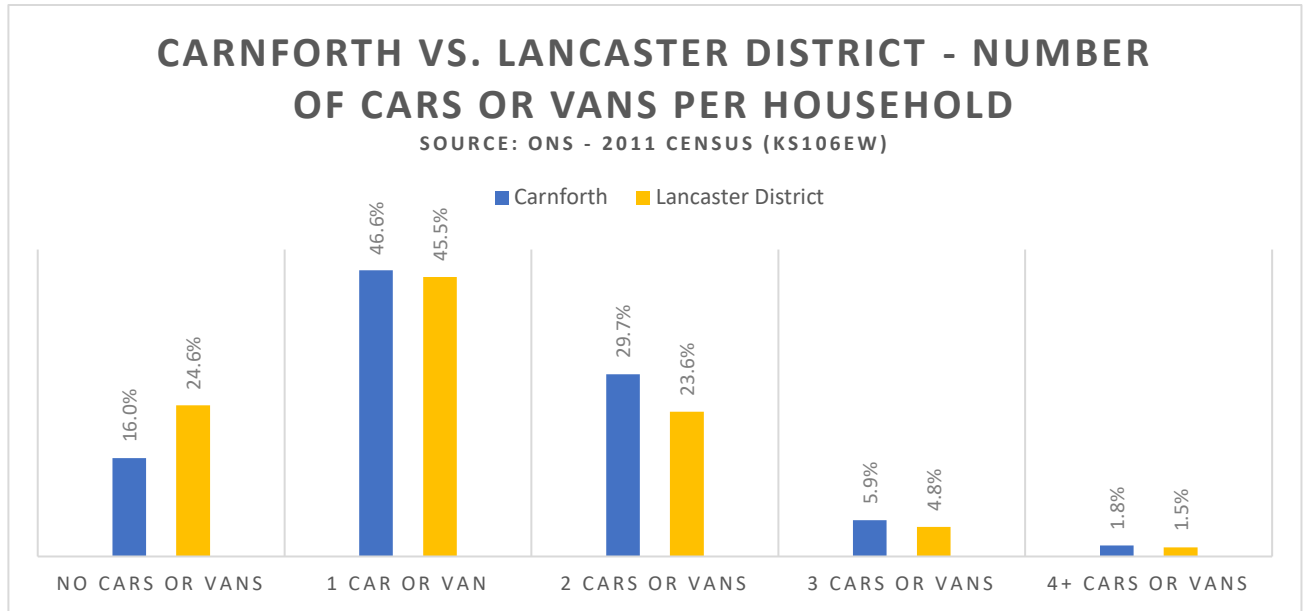
Carnforth Rail and Bus Routes - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

The Lancaster Canal, running north to south through the designated neighbourhood area, is bridged by a single-track road bridge. Along with the railway line, this has led to barriers to movement to different parts of the town – with the limited number of crossing points a vulnerability for movement across the neighbourhood Area.

Those living in Carnforth, on average, have a higher number of cars or vans per household than those in Lancaster District as a whole. This can likely be attributed to the large geographical distances that those in Carnforth travel for work, as mapped in the section below.

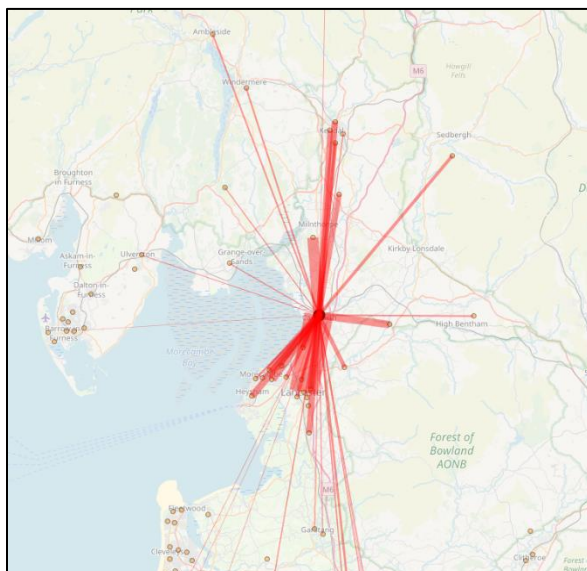
³ For more information, please visit: <https://www.traveline.info/> (Accessed 15 July, 2019).

⁴ Please see Appendix 3 for table of bus routes and frequencies.

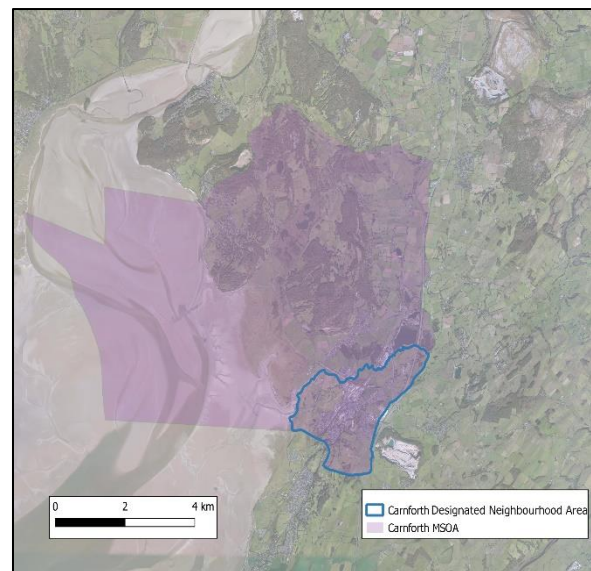


9.2 Travel to Work

This section of analysis relies on data from a Middle Layer Super Output Area (MSOA), which is larger than Carnforth's Designated Neighbourhood Area, as shown right. As a result, the data and analysis within this section cannot be directly attributed to Carnforth, though it can provide a generalised picture of travel behaviours within the Carnforth region. Carnforth has a broad array of work destinations, some as far as Penrith (north), High Bentham (east), Preston (south), and Barrow in Furness (west). Despite this geographic range, over 50% of the population commutes only within a 10km radius from Carnforth, including to Lancaster.



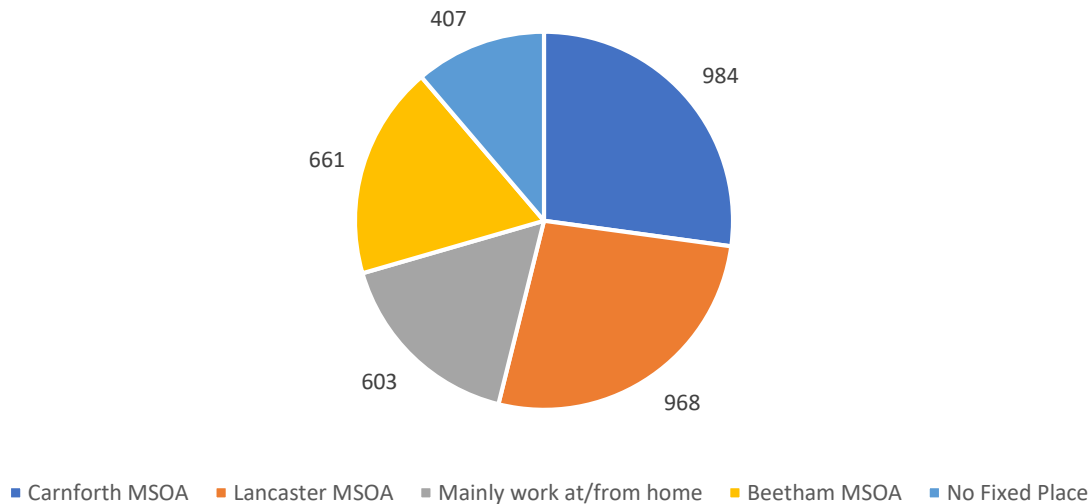
Carnforth Commute Patterns - Source: Datashine Commute



Carnforth Designated Neighbourhood Area and MSA – Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Google Maps

CARNFORTH MSOA TOP WORK DESTINATIONS, AGES 16-64

SOURCE: ONS - 2011 CENSUS (KS106EW)



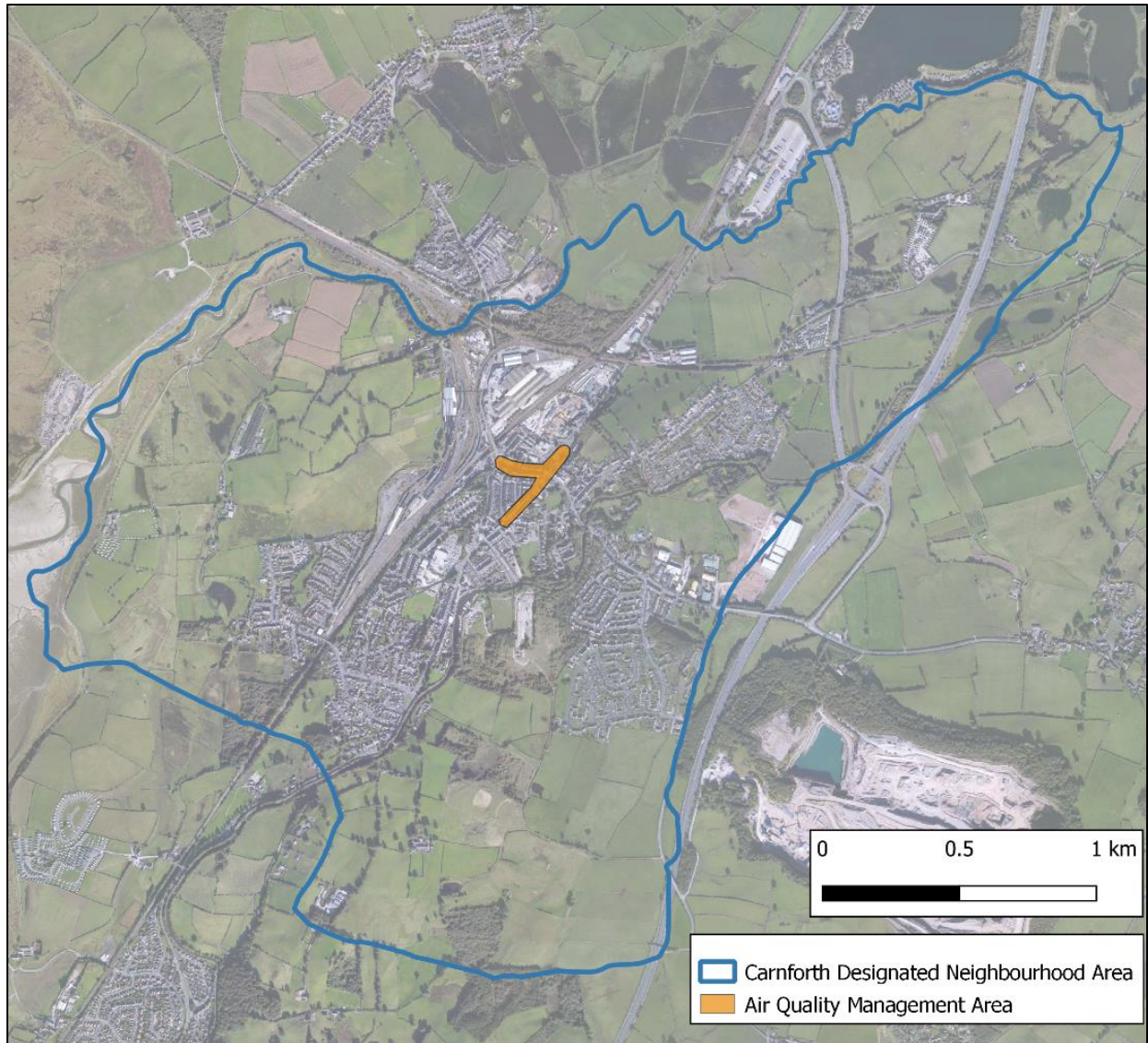
The above chart shows the top five work destinations of Carnforth residents aged 16-64, accounting for 81.4% of the population. A further 823 residents work in other parishes and counties across England. The results reveal that a large number of Carnforth residents also work in Carnforth's MSOA, either from home, or in local businesses. Together, these two work destinations account for 35.7% of Carnforth's workforce, thus showing the self-containment of Carnforth's economy. This is not as high as those who live and work in the Lancaster MSOA, which make up 41.9% of Lancaster's workforce – suggesting that Carnforth has room to expand its local economy through sustaining and enhancing the range of jobs available locally.

For those in Carnforth, driving is the most popular mode of transportation to work. Although there is not a corresponding passenger population, there is a high degree of single occupancy vehicle (SOV) trips. Of those who work in the Lancaster MSOA, 67% commute by car, while only 10.2% and 10% travel by rail and bus respectively. Of those who work in the Beetham MSOA, 87.4% commute by driving, while the remainder commute as passengers. The exception to this is those who work in Carnforth, where only 48.6% drive to work and 39.4% travel by foot.

Given the high levels of car dependency and SOV trips within the parish, the Neighbourhood Plan can help to encourage active transportation options for those working in Carnforth, while encouraging more efficient modes of transportation for those working outside of it.

9.3 Air Quality Management Area

Part of Carnforth is specially designated as an Air Quality Management Area (AQMA). An AQMA comes into force when air quality measures, as set out by the National AQMA strategy for England and Wales, are not achieved or are not likely to be achieved, by predetermined dates.



Carnforth Air Quality Management Area - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

In Carnforth an AQMA has been declared in the mapped area above due to exhaust emissions from road traffic, which have caused excess Nitrogen Dioxide emissions in the area since 2007. Emissions have since dropped below the AQMA threshold. Lancaster District continues to monitor these emissions, to determine they do not rise again.

With Carnforth's housing allocations under the emerging local plan, growth is expected to increase the number of vehicles on the road, which could again push Nitrogen Dioxide emissions above the AQMA threshold. This provides further justification for a focus of the Neighbourhood Plan to be the reduction of travel by private car for journeys within Carnforth.

10. Tourism

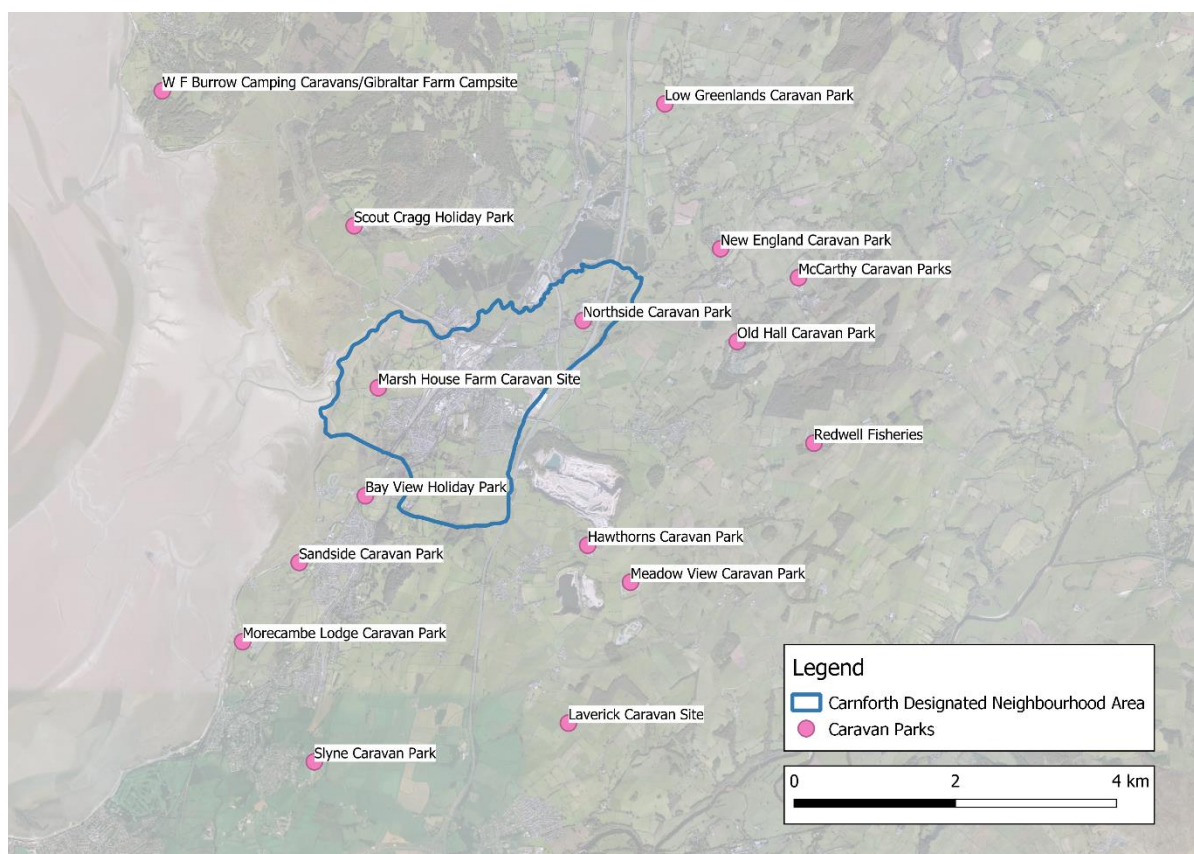
10.1 Carnforth Rail Station

Carnforth's rail station and visitor centre drew roughly 50,000 people in 2017, according to official statistics from Lancashire County Council (2019), which is likely to have some impact on traffic levels in the area. Given these visitation numbers, one focus of the Neighbourhood Plan could be to encourage spillover uses including placemaking strategies for commercial areas, and allowance of more hotel and boutique uses, to encourage more local tourism.

10.2 Caravan and Leisure Parks

Carnforth has 16 caravan parks within either within the Neighbourhood Area or within its vicinity. There is a small agglomeration of holiday home and leisure destinations close to the north of Carnforth close to Pine Lake; such as Twin Lakes Country Club, Pine Lake Resort, and South Lakeland Leisure Village. Seasonal fluctuations in visits to these parks and leisure destinations are likely to an impact on traffic levels in the area.

The number of caravan parks and resorts in the area, in combination with Carnforth's proximity to Lake District National Park could indicate demand in the area for recreational tourism. A focus of the Neighbourhood Plan could be to facilitate linkages between these areas and Carnforth town centre; through active mobility and public transport linkages.

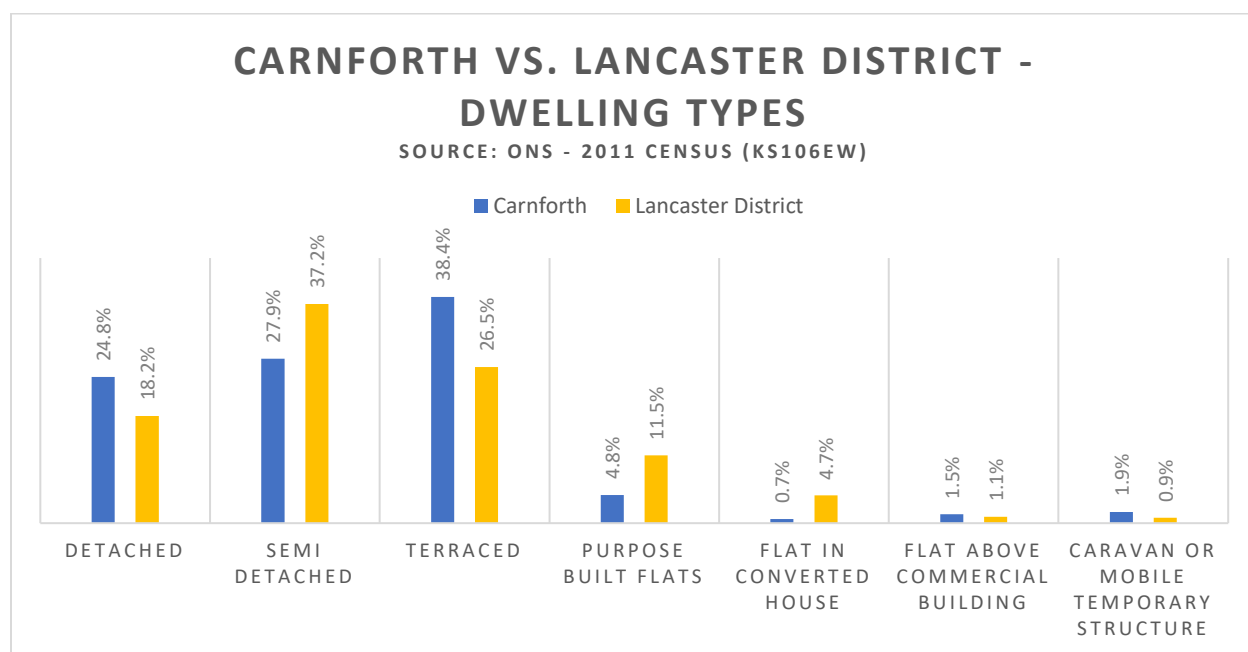


Carnforth Caravan Parks - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

11. Housing

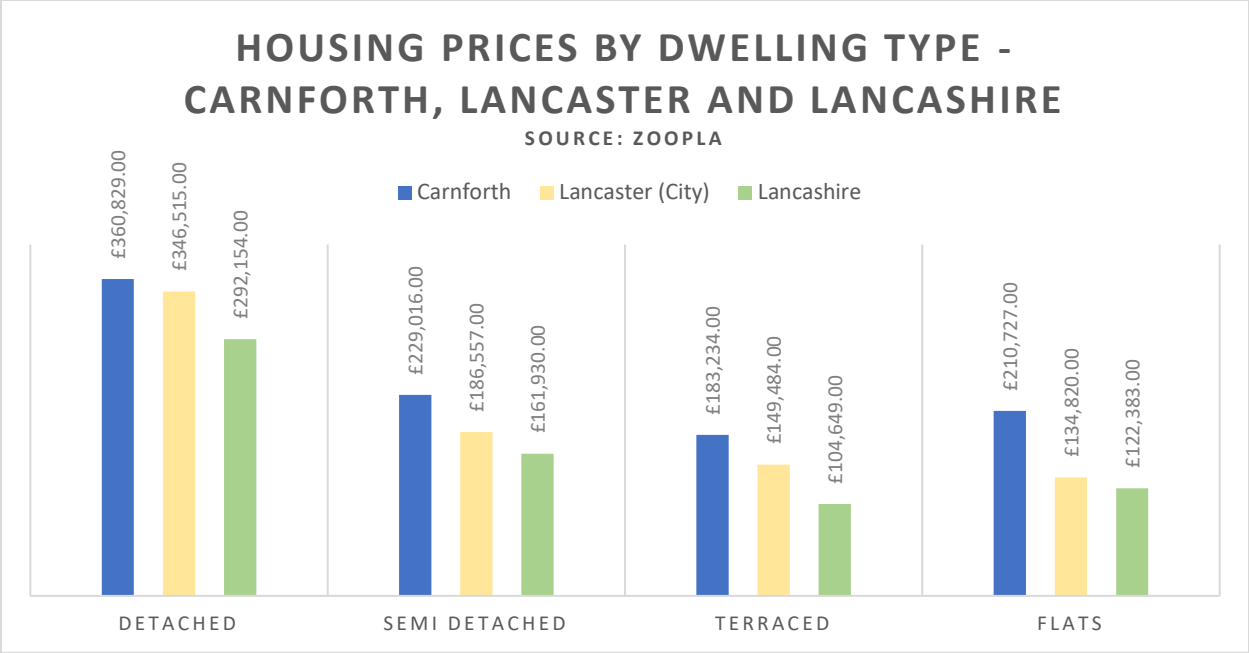
11.1 Housing Mix (Detached, semi-detached, flats, etc.)

Carnforth's dwelling types are predominantly terraced, followed by detached and then semi-detached. According to the Carnforth Conservation Area Appraisal, terraced housing was built for railway workers in the 19th century. There are fewer flats in Carnforth than in Lancaster District. The relatively low proportion of flats in converted houses, coupled with the lower proportion of semi-detached housing compared with Lancaster District as a whole, would suggest a relative lack of diversity in housing stock. This may partly relate to more limited options to adapt existing stock through sub-division or extension based on the original size of dwellings. The Neighbourhood Plan may wish to look at how it can manage any such opportunities and also recognise the potential benefits of delivering an appropriate mix of house types and dwelling types as part of development promoted in the strategic policies of the Local Plan. It should be noted that the housing section of this baseline assessment looks at the Carnforth Town Council area as a whole. It is likely that there will be local differences in terms of housing stock, tenure and affordability and if these appear relevant to more specific emerging priorities and proposals in the Neighbourhood Plan it may be possible to explore issues at lower spatial resolution, subject to the availability of data.



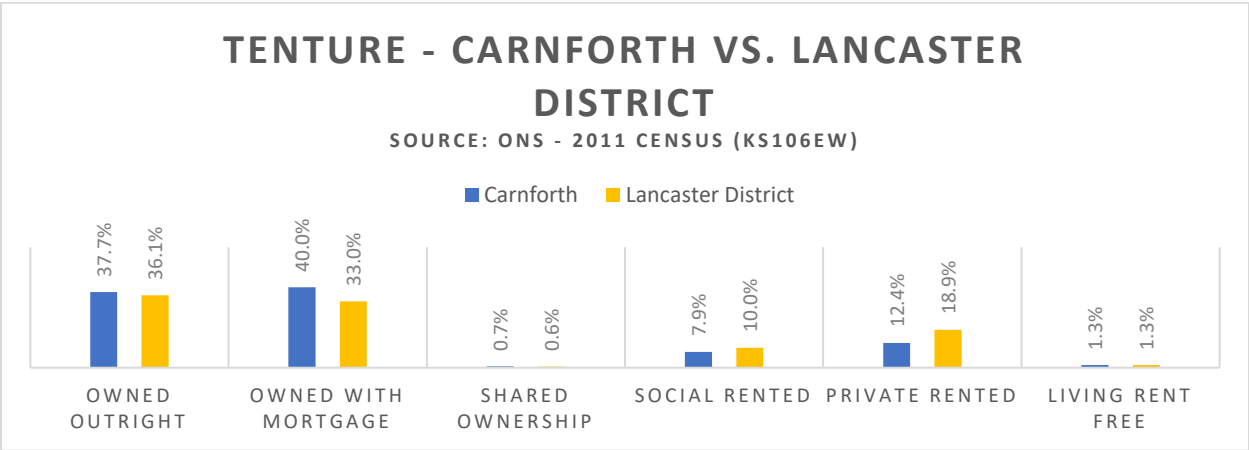
11.2 Housing Affordability

Compared to Lancaster and the Lancashire region, Carnforth demonstrates a higher average in terms of selling price achieved for all dwelling types. Interestingly, a flat in Carnforth costs more than a terraced home – a trend that is not followed in Lancaster or in Lancashire region but is likely to reflect the scarcity of stock. The high cost of housing could potentially deter younger residents from settling in Carnforth, compared to other areas such as Lancaster.



11.3 Housing Tenure

Most residents in Carnforth own their homes, either outright or with a mortgage. There is a 7% difference between Carnforth residents with a mortgage and Lancaster District residents, in line with Carnforth’s higher housing prices and the age profile of residents. Tenure of privately rented dwellings is also significantly higher (6.5%) in Lancaster District than in Carnforth, which is likely to reflect both the type of stock available and the student population in Lancaster. There is a slightly higher level of socially rented housing in the south-east part of Carnforth than in the rest of the parish, which aligns with the geographic distribution of both deprivation indices and health scores for the area.



11.4 Self and Custom Build

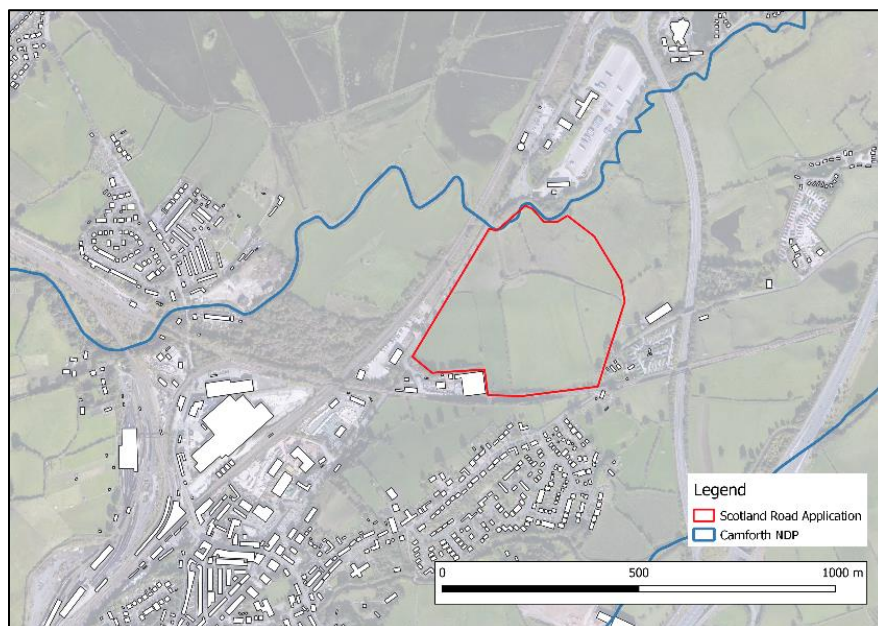
Lancaster District has a Self-build and Custom-build register⁵ that is up to date as of 4 February 2019. It is not a requirement to be on the register to self-build or custom-build, but rather to notify those on the registry if a suitable site (or sites) become available. To register, one must be 18 years or older, a citizen of the United Kingdom, an EEA state, or Switzerland, and must be looking to acquire a serviced plot of land in the Lancaster District to build a house to live in as his/her sole or main residence. There are currently 21 listings on the Lancaster District registry. Many are looking to build large homes with 3-4 bedrooms.

11.5 Scotland Road Development

An application for a residential development comprising 213 dwellings and associated vehicular and cycle/pedestrian access to Scotland Road was made on 23 March, 2018⁶.

The proposed development area abuts an existing employment designation and is not currently allocated for housing development either in Lancaster's existing local plan, nor in the emerging local plan allocations.

The implications of this development are wide-ranging, given that it sits outside the proposed urban settlement boundary, and within policy areas EN5 – open countryside, and EC5 – regeneration priority area. The number of homes proposed, alongside the number of vehicles likely added to Carnforth could contribute against Carnforth's AQMA, and leave the area with worse air pollution. The application is currently under review by Lancaster City Council and an outcome has yet to be determined.



Map of Scotland Road Application Area - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

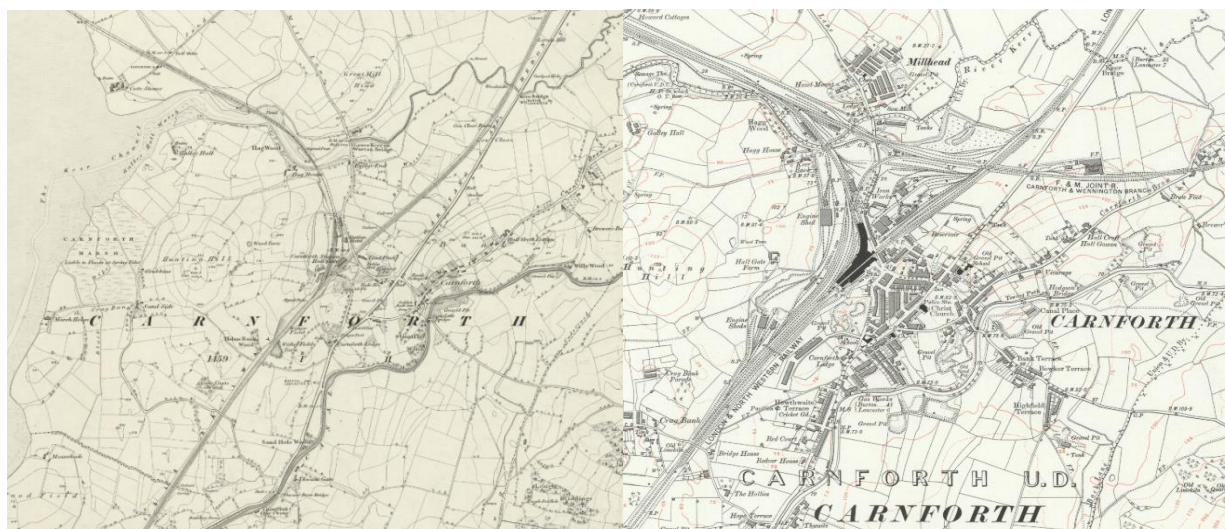
⁵ For more information, please visit <http://www.lancaster.gov.uk/planning/planning-policy/custom-build-and-self-build-homes> (Accessed 26 March, 2019).

⁶ Reference Number 18/00365/OUT. For more information, please visit <https://planning.lancaster.gov.uk/online-applications/applicationDetails.do?activeTab=externalDocuments&keyVal=P61T2TIZK7U00> (Accessed 26 March, 2019)

12. Heritage

12.1 Carnforth Historic Development

The development of Carnforth has been shaped by its location as a natural junction, initially and most recently for roads both large and small and for a hundred years or more from the mid 19th century, for railways. Its historic core, centred around Market Street and Scotland Road have been in existence for nearly two centuries, prior to the advent of private motor vehicles. Therefore the core of the town has not been built to accommodate the private motor vehicle.



Carnforth in 1845 (left) and 1919 (right). Maps reproduced with the permission of the National Library of Scotland under the terms of the Creative Commons Attribution (CC-BY) licence. <https://maps.nls.uk/index.html>

12.2 Designated Heritage Assets

A Conservation Area Appraisal (CAA) was adopted for Carnforth in June 2014. The Conservation Area is focused on the town centre, but also includes peripheral areas including the railway station and corridor. The railway area is included within the Conservation Area designation 'because of its special importance in railway history, and as a key driver for the growth of the town after the 1840s' (Architectural History Practice and Taylor Young, 2012).

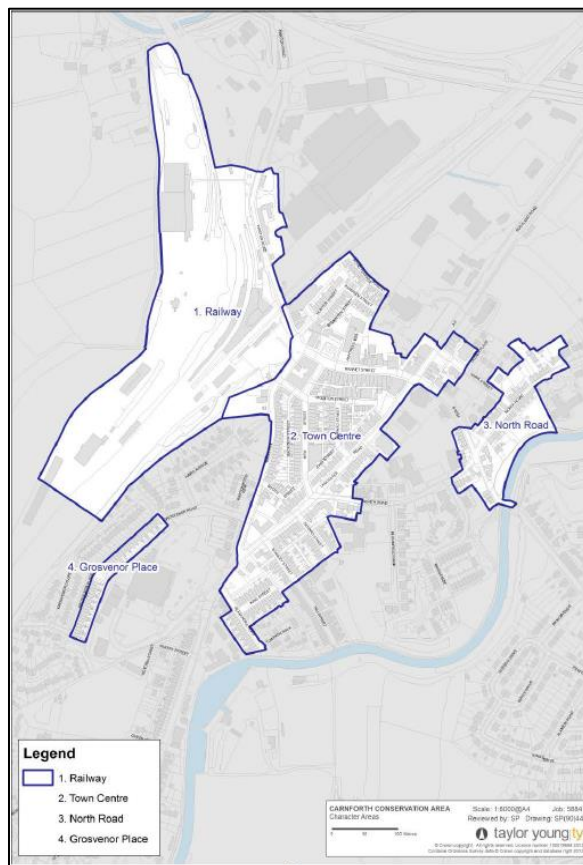
Heritage assets in the Conservation Area include Victorian era houses, shops and banks, canal bridges, and historic churches. The CAA divides Carnforth into four distinct character areas, as shown on the map to the right.

Within the Carnforth designated neighbourhood area itself, there are 26 Listed Buildings. Of these, there are 12 Listed Buildings within the Conservation Area, 8 of which are railway structures located near Carnforth Station. Three of these railway structures are listed as Grade II*, while the other five are listed as Grade II. The CAA is particularly concerned with the degradation of these railway structures; as of the 24th October 2017 1 building, the Carnforth Engine Shed, is included on the 'Listed Buildings 'At Risk'' national register and identified as in 'very bad' condition (Historic England, 2018). The register lists this building as priority A (the highest priority), as the building is deteriorating rapidly with no solutions to secure its future. Further to this, because of the deteriorating condition of the other 7 assets, the

Carnforth Conservation Area was added to the Heritage at Risk Register in 2016 (Lancaster City Council, 2018).

While Carnforth station was recently restored in 2003 (CSHC, 2018), it is unclear what is planned, if at all, for the eight infrastructure pieces. According to Lancaster City Council (2018), Historic England is now advising trusts and companies associated with railway structures to explore options for the area and to grow visitor numbers at the Railway Station Visitor Centre. Lancashire County Council (2018) identifies Railway Heritage Trust⁷ as one such conservation organisation, with previous experience supporting the scheme for the revitalisation of Lancaster station; however, the CAA notes the preservation of these structures is challenging in part due to constraints on public access, and potential for viable uses, which could hinder visitor or tourism schemes.

The CAA notes that most of the Conservation Area's other buildings appear to be in good condition, in active use, and well maintained. According to the CAA, development within other parts of the Conservation Area should be resisted in most cases, with appropriate change taking the form of refurbishment to restore and enhance the character of the areas.



Carnforth Conservation Area Character Areas – Source: Carnforth Conservation Area Appraisal (June 2014)

There is scope for the Neighbourhood Plan to promote and supplement protections to conserve and enhance the significance of heritage assets, although careful regard will need to be taken of existing provisions in national policy and the approach through strategic policies in the Local Plan.

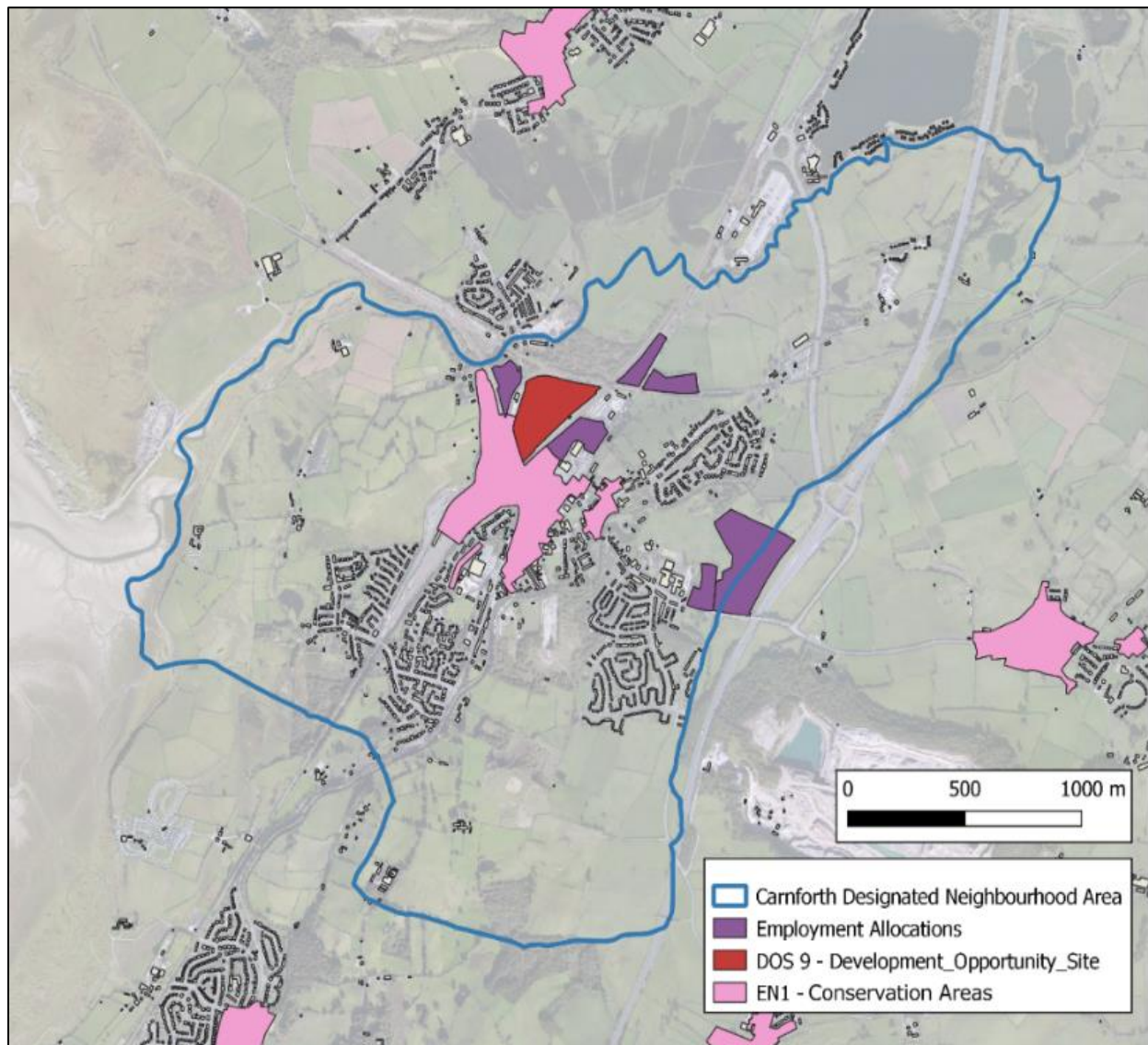
Due to the strict protection of Carnforth's heritage assets, the Carnforth Neighbourhood Plan may focus on supporting optimum viable uses for heritage assets, especially those at risk.

Opportunities through leisure and tourism as one opportunity to provide funding and enhance the use of heritage assets is one key dimension. The current and emerging policies of the development plan recognise a role for the tourism economy in Carnforth, including as a 'gateway' to the Arnside and Silverdale AONB but the Neighbourhood Plan may consider how it wishes to specifically support, encourage and manage tourism-related land uses. The Neighbourhood Plan as a whole could serve as a statement of support for this aspect of the local economy and the associated qualities in the wider area. The Conservation Area abuts allocated employment sites and a Development Opportunity Site (DOS9) as proposed in the emerging Local Plan but does not overlap with them. Proximity of these sites to the Conservation Area could provide justification for the neighbourhood development plan to seek additional

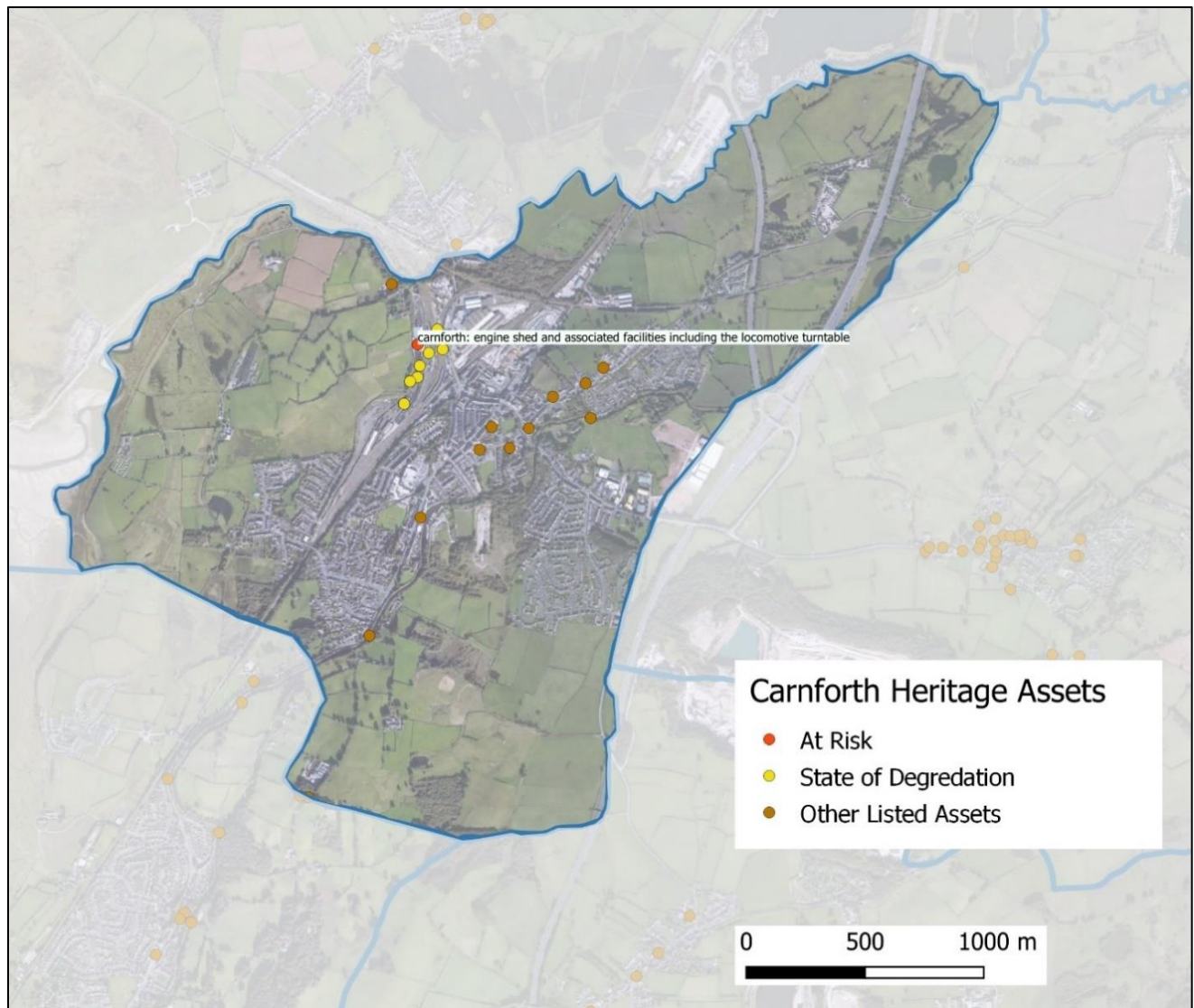
⁷ <http://railwayheritagetrust.co.uk/>

protections to guide the scale or type of employment allowed on these areas, to limit potential further potential harm to heritage assets. The Neighbourhood Plan may also be able to supplement the approach in Policy EC5 of the emerging Local Plan, which promotes the west of the town including the Conservation Area as a Regeneration Opportunity Area, by ensuring wide-ranging support for development that conserves or enhances local heritage.

The table on pages 34-35 highlights listings that have been identified as 'At Risk' in red. Listings that have not been identified as 'At Risk' but are included in the 8 listed buildings in the railway lands have been highlighted in yellow.



Map of Employment Allocations and Development Opportunity Site Vs. Conservation Areas - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps



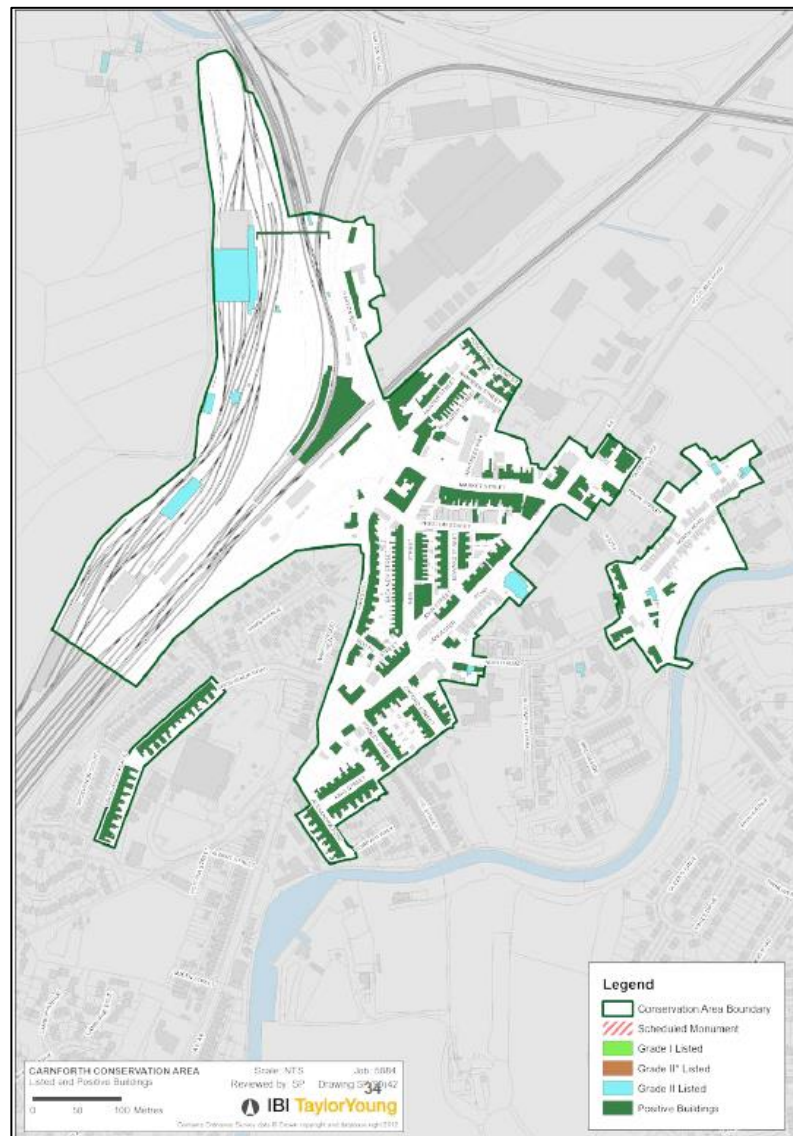
Map and Status of Carnforth Heritage Assets - Source: © Crown Copyright and database right 2019. OS Licence 100060865 + Bing Maps

List Entry	Name	Grade	List Date	Easting	Northing
1071922	Lancaster Canal Thwaite End Bridge (Number 127)	II	1983-11-07	349383.4960 9999999	469630.01449 999999
1071921	MILESTONE 150 METRES SOUTH OF THE JUNCTION WITH ALEXANDRA ROAD AT NGR SD 495 701	II	1983-11-07	349598.6485 0000001	470127.04304 999998
1071924	BARN TO EAST OF MOUNT PLEASANT FARMHOUSE	II	1983-11-07	349126.0000 0000000	468950.36083 999998
1318210	MOUNT PLEASANT FARMHOUSE	II	1983-11-07	349092.0000 0000000	468955.36083 999998
1317967	10, NORTH ROAD	II	1949-05-03	349847.0000 0000000	470412.36083 999998
1071925	PLANE TREE HOUSE	II	1949-05-03	349973.8346 0000000	470419.27494 999999
1317960	CHRIST CHURCH	II	1983-11-07	349898.0000 0000000	470507.36083 999998
1317969	SHOVEL INN	II	1983-11-07	350054.8424 0000002	470502.61215 000000
1071926	CARNFORTH HOUSE	II	1949-05-03	350156.0000 0000000	470634.36083 999998
1071923	LANCASTER CANAL HODGSON'S BRIDGE (NUMBER 129)	II	1983-11-07	350315.0325 9999998	470545.16694 999998
1071927	HODGSON'S CROFT	II	1983-11-07	350293.9687 9999997	470691.23585 000000

1164021	HALL GOWAN	II	1983-11-07	350369.0000 0000000	470756.36083 999998
1164011	NOS 1 AND 2 HAGG COTTAGES AND HAGG FARMHOUSE	II	1949-05-03 Amended: 1983-11-07	349477.0000 0000000	471108.36083 999998
1078212	CARNFORTH STATION JUNCTION SIGNAL BOX	II	1989-02-15	349669.2650 0000001	470917.55696 999998
1071920	Former signal box, north end of platform at Carnforth Station, NGR SD 49692 70834	II	1983-11-07	349691.7249 9999998	470834.20847 000001
1342134	Carnforth: engine shed and associated facilities including the locomotive turntable	II*	1989-02-15 Amended: 2015-08-18	349586.6850 0000000	470854.65240 000002
1078214	Carnforth: the former Selside signal box	II	1989-02-15 Amended: 2015-08-18	349633.2899 9999998	470819.00500 000000
1078215	Carnforth: the ash plant	II*	1989-02-15 Amended: 2015-08-18	349595.3250 0000001	470764.72999 999998
1078213	Carnforth: the coaling plant	II*	1989-02-15 Amended: 2015-08-18	349586.1200 0000000	470717.00361 999997
1342135	Carnforth: the water tower	II	1989-02-15 Amended: 2015-08-18	349554.5555 0000002	470699.46200 000000
1342133	Carnforth: the former wagon repair workshop	II	1989-02-15 Amended: 2015-08-18	349529.4400 0000000	470604.84158 000001

12.3 Non-Designated Heritage Assets

The CAA identifies buildings which have a positive contribution on the Conservation Area; these would be considered non-designated heritage assets. A map of such buildings is displayed below.



*Listed and Positive Buildings in Carnforth – Source:
Carnforth Conservation Area Appraisal (June 2014)*

Lancaster City Council has guidance and suggestions for the selection of locally significant buildings for a local list; codifying this guidance through the Neighbourhood Planning process would be a positive addition to Carnforth's policy toolkit, together with conservation and design policies tailored to Carnforth to reinforce the existing character of the area.


13. Conclusions

It is not the purpose of the baseline analysis at this stage to draw definitive conclusions on the pattern of future land use and development management that may be appropriate in Carnforth or to put forward. The initial findings will be incorporated as part of ongoing research and evidence gathering and should also inform the ongoing work to establish the vision and objectives of the Neighbourhood Plan. They should also be considered alongside the position of planning policy established in the existing development plan for the area.

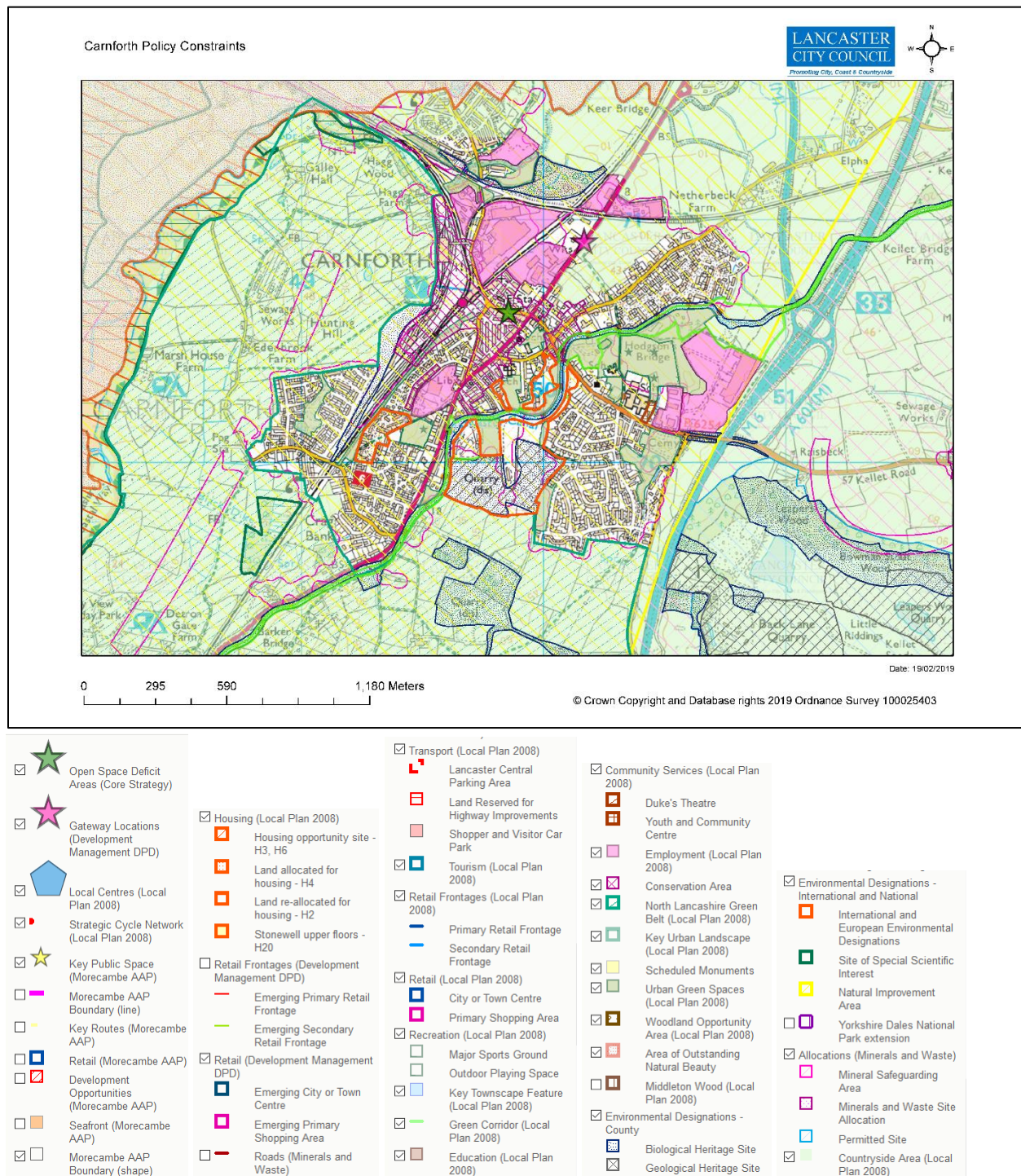
14. References

- Lancaster City Council (2014). *Carnforth Conservation Area Appraisal*. Retrieved online from: <https://www.lancaster.gov.uk/assets/attach/347/Carnforth-CA-Final-Adopted-2014.pdf>
- Carnforth Station Heritage Centre (CSHC) Website, (2018). *Heritage Centre*. Retrieved online from: <http://www.carnforthstation.co.uk/centre.html>
- Historic England (2018). *Heritage at Risk: North West Register*. Retrieved online from: <https://historicengland.org.uk/images-books/publications/har-2018-registers/nw-har-register2018/>
- Lancaster City Council (2018). *A Local Plan for Lancaster District: Annual Monitoring Report 2017-2018*. Retrieved online from: <https://planningdocs.lancaster.gov.uk/AniteIM.Websearch/Download.aspx?ID=935252>
- Lancashire County Council (2013). *Joint Lancashire Minerals and Waste Local Plan*. Retrieved online from: <https://www.lancashire.gov.uk/media/228119/Local-Plan-Part-One-website-1-.pdf>
- Lancashire County Council (2018). *Built heritage in Lancashire 2018*. Retrieved online from: www.lancashire.gov.uk
- Lancashire County council (2019). *Visitor Attendance in Lancashire 2017 and 2018/19*. Retrieved online from: <https://www.lancashire.gov.uk/media/899052/visitorattendance.pdf>
- Whyte, William. *The Social Life of Small Urban Spaces*. New York City: Project for Public Spaces, 1980.

Appendix 1 – Historic England Heritage at Risk Register Entry for Carnforth Engine Running Shed

 <p>© Historic England</p>	SITE NAME:	Engine Running Shed and associated locomotive facilities, Carnforth	<p>Engine shed for steam locomotive stabling and servicing built between 1940-44. Rectangular plan form of six standard gauge tracks with full length inspection pits and wheel drop pit to the eastern track way. Associated facilities include a range of machine shops flanked by stores and offices. The wheel shop has its wheel lathe served by a travelling crane which crosses the eastern most line. At the northern end of the range are a sand drier, store and loading platform. The condition of the reinforced concrete frame is very poor and deteriorating.</p>
	DESIGNATION:	Listed Building grade II*	
	CONDITION:	Very bad	
	OCCUPANCY:	Part occupied/part in use	
	PRIORITY CATEGORY:	A (A)	
	OWNER TYPE:	Commercial company	
LIST ENTRY NUMBER:		1342134	Contact: Peter Barlow 0161 242 1428

Appendix 2 – Existing Local Plan Policies



As per the existing Local Plan for Lancaster District 2011 – 2031, as well as the supplementary policies contained in the 2008 Core Strategy and 2014 Development Management DPD, Carnforth is subject to the below planning policy considerations. Note that all policy references below will be superseded once the emerging Strategic Policies and Land Allocations DPD and Review of Development Management

Policies DPDs are adopted and some of those sites and designations in the 2004 Local Plan and 2008 Core Strategy may now be built out or in alternative uses

Name of Constraint	Source of Constraint	Policy/Policies
Open Space Deficit Areas	2008 Core Strategy	SC8
Gateway Locations	2014 Development Management DPD	DM35
Housing Opportunity Sites	2004 Local Plan + 2008 Core Strategy	H3, H6
Land Allocation for Housing	2004 Local Plan + 2008 Core Strategy	H4
Tourism	2004 Local Plan + 2008 Core Strategy	TO2, ER6
Retail Frontages - Primary	2004 Local Plan + 2008 Core Strategy	S12
Retail – City or Town Centre	2004 Local Plan + 2008 Core Strategy	S1
Recreation – Outdoor Playing Space	2004 Local Plan + 2008 Core Strategy	R1, R2, R3
Green Corridor	2004 Local Plan + 2008 Core Strategy	E30
Community Services – Youth and Community Centre	2004 Local Plan + 2008 Core Strategy	R18
Employment Areas	2004 Local Plan + 2008 Core Strategy	EC3, EC5
Conservation Area	2004 Local Plan + 2008 Core Strategy	DM6, DM31, DM32
North Lancashire Green Belt	2004 Local Plan + 2008 Core Strategy	E1, SC2
Urban Green Spaces	2004 Local Plan + 2008 Core Strategy	E29
Countryside Area	2004 Local Plan + 2008 Core Strategy	E4, E5
Area of Outstanding Natural Beauty	2014 Development Management DPD	DM27
Biological Heritage Site	2014 Development Management DPD	DM27
Environmental Destinations – International and National	2014 Development Management DPD	DM27
Site of Special Scientific Interest	2014 Development Management DPD	DM27
Natural Improvement Area	2014 Development Management DPD	DM27
Allocations (Mineral and Waste) – Mineral Safeguarding Area	2004 Local Plan + 2008 Core Strategy	E4, E5

Appendix 3 – Bus Frequencies

Bus Number	Service Name	Service Provider	Service Frequency (Weekdays)	Headway Average
5	Overton - Carnforth	Stagecoach Cumbria and North Lancashire	All Day	1 hour
13	Silverdale - Kirkby Lonsdale QES	The Travellers Choice	Peak Hours	30 Minutes
14	Morecambe White Lund - Kirky Lonsdale QES	The Travellers Choice	1 bus per day in either direction	N/A
49	Lancaster - Warton	Stagecoach Cumbria and North Lancashire	6 buses per day in either direction	1 Hour
51	Carnforth - Silverdale	Kirkby Lonsdale Coaches	All Day	1 Hour
55	Lancaster - Carnforth	Stagecoach Cumbria and North Lancashire	All Day	30 Minutes
445	Brookhouse - Carnforth High School	Kirkby Lonsdale Coaches	1 bus per day in either direction	N/A
490	Carnforth - Lancaster	Kirkby Lonsdale Coaches	1 bus per day	N/A
555	Lancaster - Keswick	Stagecoach Cumbria and North Lancashire	All Day	1 Hour
755	Bowness on Windmere - Heysham, Morecambe	Stagecoach Cumbria and North Lancashire	4 buses per day	1 Hour 45 Minutes