



CCN
LANCASTER

PPG 15 Assessment


CENTROS
MILLER

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1.0 Introduction & Executive Summary

- 1.1 Montagu Evans LLP has been instructed by Centros Miller Lancaster LP to prepare a PPG 15 (Planning Policy Guidance Note 15 'Planning and the Historic Environment') Assessment in support of their planning application and linked listed building consent and conservation area consent applications for the Canal Corridor North site, Lancaster.
- 1.2 The proposed development involves a number of planning applications for the redevelopment of the Canal Corridor North site to provide a mixed use retail-led scheme with leisure, office and residential uses. Planning permission is being sought for outline permission with set parameters identified in the Parameters Report, accompanying Parameter Plans and Design and Access Statement. This report refers to the development specifications explained in Reid Architecture's Design and Access Statement and in particular, the building block briefs.
- 1.3 Express Listed Building Consent is being sought for proposals which involve alterations and extensions to a number of listed buildings within the site. The listed building works are generally minor and affect areas of secondary importance or negligible interest. The proposals for the Grand Theatre entail the removal of late C19 additions of limited importance (and which fall within the Conservation Area) and the creation of two new extensions, one for a new entrance and one for storage and set construction areas. Separate applications are expected for these works, to follow the main planning application shortly. These works are part funded under the S106 agreement accompanying the planning application. The proposals are considered and justified against the general criteria contained within PPG 15 for the consideration of listed building consent applications. These works improve the way the theatre functions and will help to ensure the building remains in its original use.
- 1.4 Conservation Area consent is being sought for the demolition of a number of unlisted buildings recognised by the Council as being 'key townscape features' or buildings that make a positive contribution to the character or appearance of the Conservation Area. These demolitions are required to realise the development proposals. The criteria contained within PPG 15 in respect of the proposed demolition of unlisted buildings that make a positive contribution are addressed within this report. The proposals also entail the demolition of unlisted structures outside the Conservation Area, buildings which the Environmental Statement (ES) identifies as being of local cultural significance.
- 1.5 This assessment augments and refers to information contained within the Built Heritage Assessment baseline report prepared by Waterman CPM Ltd (WCPM) (November 2006), also acting on behalf of Centros Miller Lancaster LP; and can be read in conjunction with the Built Heritage chapter of the Environmental Assessment. This PPG15 statement is separate to the cultural heritage chapter in Waterman's ES. Additional information on the historical interest of the site and its components has come to light as a result of further research. This report goes beyond the WCPM baseline report by providing an assessment of the proposals against national policy set out in PPG 15. In preparing it we have undertaken further building research on the unlisted buildings where whole demolition consent is sought.

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- 1.6 This report begins by setting out the heritage designations located within the Canal Corridor North site as well as those beyond its boundary which may potentially be affected by the development proposal. The masterplan area contains 9 Grade II Listed Buildings. The western edge of the masterplan area is partly located within the Lancaster City Centre Conservation Area and part of the south eastern edge of the site is located within the Moor Lane Mills Conservation Area. In addition, there are a number of listed buildings and other conservation areas outside the site boundary but in close enough proximity to it to have their settings affected by the proposals. Heritage assets are identified and described in Section 2.
- 1.7 A summary of our historical research findings on the various components of the site are contained within Section 3. The WCPM baseline report sets out the general evolution of the development site and its relationship with the rest of the City of Lancaster. It also identifies several buildings where further research is required. This PPG 15 report sets out this further research carried out to amplify our understanding of the historical development of the buildings located within the Canal Corridor North Site. Particular attention has been paid to those buildings whose demolition is required to realise the development proposals.
- 1.8 Historical research has shown that the three streets in question that bound the Canal Corridor North site, St Leonard Gate, Stonewell and Moor Lane, have been subject to intense redevelopment between 1875 and 1900. New work tends to have been carried out in a local style which is characteristic of Lancaster and, as a consequence, is difficult to date with accuracy. Nevertheless, there is historical evidence of extensive re-fronting of buildings and the associated substantial reconstruction work required to achieve this at the Stonewell/Moor Lane corner and 133-139 St Leonard Gate.
- 1.9 Sites outside the Conservation Area but identified as being of interest within WCPM report are also discussed within Section 3. In particular, following documentary research and physical inspection of the remaining Mitchell's Brewery buildings, we have found that this complex is a late example of its type, of standard design and without any particular architectural refinements. The ranges of different dates do not combine to form a satisfying architectural whole, and generally their architectural and historic integrity have been eroded through successive alterations which have removed fabric and cohesiveness. This complex was considered for spotlisting in 1999 and turned down. It was also considered again more recently, early in 2007 and has been refused again for statutory listing. Montagu Evans' representation on the recent listing (including the supporting report) is reproduced at Appendix 4. This Appendix also contains a copy of the 1999 English Heritage advice and the more recent English Heritage advice for the sake of completeness.
- 1.10 A statement of significance for the overall site is contained within Section 4 which summarises the special cultural interest of the land and buildings contained within the Canal Corridor North Site. An explanation of the hierarchy of heritage importance and sensitivity found throughout the site is also provided. The WCPM report allocates relative levels of importance - national, regional or local - to the buildings contained within the Canal Corridor North site. Following further site investigation and documentary research, the significance of a number of buildings have been amended. In particular, part of the Mitchell's Brewery is identified as being of 'probable regional importance' which we have concluded is not the case but rather all of the buildings are of local importance.
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- 1.11 Within the overall statement of significance, it is acknowledged that the site spans the edge of the historic commercial core of the town and the industrial hinterland focused along the canal. The site itself is made up of frontage buildings along St Leonard Gate, Stonewell and Moor Lane densely located on narrow plots with piecemeal and opportunistic development at the rear based on building ownership patterns and with restricted access through lanes and yards. This traditional pattern of development has been eroded through the substantial loss of frontage buildings particularly on St Leonard Gate and the substantial land clearances that have taken place within the site primarily and now in use as surface car parking.
- 1.12 National planning policy on heritage matters as contained within PPG 15 as well as relevant local plan policy is explained in Section 5. Adopted Supplementary Planning Guidance ('SPG') prepared by Lancaster City Council including the Development Brief for the development site is also discussed particularly with reference to built heritage matters. This heritage policy context has been provided to enable an assessment of the proposals against the relevant policy criteria and as contained within Section 7 of this report.
- 1.13 Accurately verified wireline images showing the maximum and minimum height of the development proposals as set out in the planning application have been prepared for fifteen viewpoints of local significance that have been agreed by Lancaster City Council. These visualisations help to assess the likely effects of the proposed development on listed buildings and their settings within and outside of the development site as well as the City Centre Conservation Area in which the site is partially located and adjacent Conservation Areas and their settings. An analysis of the visualisations in respect of heritage assets is contained within Section 6. There is also a separate Townscape and Visual Assessment chapter in the ES (prepared by Montagu Evans).
- 1.14 With reference to PPG 15, we have assessed each element of the proposals that has a direct effect on listed buildings, on conservation areas and the setting of both. This assessment is contained within Section 7. We consider the criteria set out in the PPG and which are reflected in statutory planning policy, and conclude that the proposals can be fully justified with reference to these. This report summarises the justification for each area of intervention, supported by a series of technical and design studies carried out by others, primarily the scheme architects, Reid Architecture.
- 1.15 Ten areas of effect have been identified where the Canal Corridor North scheme will directly affect the character and appearance of the Lancaster City Centre Conservation Area, the setting of adjacent conservation areas and the special interest and setting of listed buildings or an unlisted building of acknowledged interest. In some cases the effects are beneficial (in the case of the Grade II Listed Grand and Duke's Theatres) and in others it is acknowledged that the effects are adverse, to varying degrees (for instance, the loss of Mitchell's Brewery buildings and the buildings on the Stonewell corner). Where appropriate, justifications for adverse effects (and opportunities for enhancement) are provided as well as a summary of the benefits of an effect.
- 1.16 These adverse effects need to be assessed in the context of proposals which are intended to support and, complement the retail function of the town's historic core. The form of the scheme reflects the commercial requirements of town centre retail developments which rely on an anchor store and supporting units. We have concluded that overall there will be a net
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benefit to the historic assets of the town arising from greater commercial activity. This will encourage investment in historic areas which are in need, generally, of refurbishment. The provision of purpose built retail units, well suited to the needs of modern retailers, will also take the pressure off existing retail units which occupy historic properties. These are of a finer grain and so less suitable to the kind of retail uses which have been identified as needed to support the strategic investment represented by these proposals.

- 1.17 The justification for the demolition of unlisted, of positive contribution buildings is ultimately on the basis of the substantial benefits to the community arising from the proposals (which include heritage benefits). To the extent that any visual effects on settings are adverse, then this same justification is applicable. Heritage benefits also include the proposals for listed buildings – notably the Grand and Dukes Theatres – which provide improved facilities for their companies and so help to secure the long-term preservation of these buildings, and their uses, which also, of course, provide an important function in the cultural ‘dynamics’ of the town.
- 1.18 It is now accepted practice in town centre regeneration schemes of this kind that the applications are outline, with parameters (heights and quanta) established for particular blocks, and, critically, a design and access statement to inform the anticipated, detailed reserved matters applications. Normal practice in relation to demolition proposals in a conservation area is not to grant consent unless there are acceptable and detailed proposals for replacement buildings. However the nature, complexity and extent of major town centre proposals means that it is often not desirable to provide such information in advance. In such cases the objectives of statute and guidance can be satisfied by the use of standard, negative timed conditions on the conservation area consent such that demolition may not be implemented until a reserved matters application(s) for the replacements building has (have) been approved and a contract for that work let. This safeguard provides the planning authority with the ability to discharge its statutory duties in respect of heritage reasonably and responsibly. It is, likewise, open to that authority to consult whomever it wishes including English Heritage, on the eventual reserved matters applications. The Parameters Report and Design and Access Statement provides a supporting ‘controlling’ or ‘safeguarding’ function by establishing in advance acceptable design parameters, which show how it is possible to achieve successful design integration of the proposals with their historic context. This PPG15 assessment relies on these documents, drawing conclusions about the acceptability of the scheme in principle (with reference to masterplan criteria and building block briefs).
- 1.19 Apart from the proposed demolitions at the western end or ‘nose’ of the site, the other features which have attracted comment from third party consultees is the proposed bridge link. This, and the durability of forming a main route into the centre of the site, is absolutely essential for two reasons. First, unless there is an easy, at grade linkage, there is a real possibility that visitors to the new scheme - which will have an interceptor car park – will stay on the site and not visit the town. Second, and looked at from the other direction, securing a scheme anchor and ensuring its success will be problematic without direct access to the retail centre. This link, at high level, is effectively at the level of the shopping precinct in the historic town and it will ensure scheme integration from the first, and in this way integrate the existing, historic town and new precinct.

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- 1.20 The architects have considered different options for making the connection in discussion with the Council, the Highways Consultant and the Highway Authority, and there are several reasons why an at-grade crossing is not desirable and equally good reasons why the remaining existing buildings on the 'nose' of the site cannot be adapted for retail, as part of the scheme.
- 1.21 The road separating the site from the town has very high traffic volumes and, what is more, the traffic system is highly sensitive such that larger pedestrian flows at any pedestrian at-grade junction, into the scheme, would create significant and unacceptable impacts more widely across the system. Further delays would increase congestion which will degrade air quality and is unacceptable from an environmental perspective. The head height clearance required for lorries coming through the system can only be achieved at the point proposed which occurs at an appropriate position in the St Nicholas Arcade. The second reason for a high level link is to enable level access between the new and established shopping areas, overcoming the natural topography which falls sharply and then rises again into the site. With a level linkage people with mobility difficulties and users with heavy loads or prams would have to negotiate changes in level down and then rely on ramps or lifts at the far end, into the scheme, and back again in the other direction. The third reason is to avoid pedestrian vehicle conflict that occurs between the St. Nicholas parking garage, and service area, and pedestrians using Church Street.
- 1.22 The formation of the link requires demolition within an area, within which the new link and steps can be formed. It may fairly be asked why what is left could not be adapted. The architects have specifically considered this point (refer to Evaluation Section of the Design and Access Statement) and concluded, in our view reasonably, that the remaining buildings would need very significant re-working to achieve an acceptable architectural solution. These buildings are, additionally, of a very modest scale. The scale of retail use required at this gateway would require another set of interventions. Finally, the existing positive contribution buildings are of a very modest scale in the context of the new pedestrian bridge link. When these factors are taken together, the extent of proposed redevelopment is the minimum necessary to achieve an integrated and successful urban solution, one that takes functionality, commerciality and urban design issues into account.
- 1.23 As an examination of historical maps demonstrates there was originally a road down from the high street to Stonewell, bisecting the site of St. Nicholas Arcade and negotiating the level difference. This historic route was eliminated by the construction of the Arcade where the proposed link can be said to re-establish this older link, albeit at a different level.
- 1.24 Other substantial benefits of the scheme not mentioned already are summarised as follows:
- The reinstatement of street frontages which respect the prevailing building line on Moor Lane and St Leonard Gate;
 - The creation of a new public square at the heart of the new scheme which reflects the scale and proportions of those found elsewhere in the town centre and provide a view back up to the Castle.
 - The removal of the existing extensive surface car parking;
 - The provision of good secondary linkages to other parts of the surrounding historic townscape therefore improving its overall permeability and legibility.
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- 1.25 In summary, this report acknowledges that the outline proposal entails considerable change to one part of the town's historic environment. This intervention does not directly affect any nationally significant asset directly. This intervention has been driven by several factors including the characteristics of the new retail spaces necessary to support the department store anchor, the marked level changes across the site which means that the retention of several buildings is not feasible and the need to create a direct and effective connection with the rest of the town centre via a high level pedestrian bridge. These factors are discussed fully in several documents supporting the application.

2.0 Heritage Designations

2.1 The development site itself contains a number of listed buildings and is partly located within the Lancaster City Centre Conservation Area and within the Moor Lane Conservation Area. In addition, there are a number of listed buildings and conservation areas beyond the site boundary but in close enough proximity for its redevelopment to affect the setting of and views to and from heritage assets. The following section will set out the heritage designations directly relating to the development site as well as those beyond its boundary which may potentially be affected by the development proposal.

Listed Buildings

2.2 Listed buildings located within the Canal Corridor North Development site are (refer to Plan in Appendix 1):

- The Grand Theatre – Grade II
- Tramway Hotel, 127 St Leonard Gate – Grade II
- 129 & 131 St Leonard Gate – Grade II
- The Crown Inn, 18 St Leonard Gate – Grade II
- 11 Moor Lane – Grade II
- 17 & 19 Moor Lane – Grade II
- Duke's Theatre, former Church of St Anne, Moor Lane – Grade II

2.3 Listed buildings located outside of the development site but whose setting is affected by the development proposal are listed below (refer to Plan in Appendix 1). The buildings listed sit in the same streetscape as the development site.

- Centenary Church, former Congregational Church (now bar), corner of St Leonard Gate & Rosemary Lane – Grade II
- 108-110 St Leonard Gate – Grade II
- 112 St Leonard Gate – Grade II
- St Leonard House, St Leonard Gate (north side) – Grade II
- 2 Moor Lane – Grade II
- 2 Bryer Street – Grade II
- Block 2 (The Gatehouse), Mill Lane Mills North, Moor Lane (north side) – Grade II
- Moor Lane Mill (oldest portion only), Moor Lane (south side) – Grade II
- Mill Hall, Moor Lane Mill North, Moor Lane (north side) – Grade II

2.4 Listed buildings located in the far wider setting of the site, primarily within one city block of the development site, including the concentration surrounding Dalton Square are (refer to Plan in Appendix 1):

- Waring & Gillow's Showrooms, 1-23 North Road – Grade II
- 47 North Road – Grade II
- Church of St John, North Road – Grade II*
- 6 Church Street & 8 Church Street – separately listed and both Grade II
- Warehouse behind 5 Great John Street – Grade II
- 13 Great John Street – Grade II
- 5 & 7 Great John Street – Grade II
- 7 Friar Street – Grade II
- 1 Dalton Square – Grade II

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- 2 Dalton Square – Grade II
 - 3 Dalton Square – Grade II
 - 4 Dalton Square and attached railings – Grade II
 - 5 Dalton Square – Grade II
 - 8-9 Dalton Square – Grade II
 - 11-12 Dalton Square – Grade II
 - 15-20 Dalton Square – Grade II
 - 17-18 Dalton Square – Grade II
 - 21 Dalton Square – Grade II
 - 25 Brock Street – Grade II
 - Balustrades around central garden, Dalton Square – Grade II
 - Queen Victoria Memorial, Dalton Square – Grade II*

Conservation Areas

2.5 The application site, as defined in the outline application boundary on the submitted parameter plans, falls partially within two conservation areas, the Lancaster City Centre Conservation Area and the Moor Lane Mills Conservation Area. The site is also in close proximity to the Bath Mill Conservation Area which lies on the east side of the Lancaster Canal opposite the eastern boundary of the development site. A plan showing conservation area boundaries in relation to the development site is contained in Appendix 1.

Lancaster City Centre Conservation Area

2.6 Large sections of the development site's frontage buildings on St Leonard Gate and Moor Lane are contained within the City Centre Conservation Area, they are as follows:

- The Grand Theatre with attached building to the rear at 1 Lodge Street
- 113 St Leonard Gate
- The Tramway, 127 St Leonard Gate
- 129 & 131 St Leonard Gate
- 133 – 139 (odd) St Leonard Gate
- 1 - 5 Stonewell (continuous)
- 3 – 19 (odd) Moor Lane
- Buildings at the rear of the Duke's Theatre at St Anne's Place
- The Duke's Playhouse
- The Golden Lion Public House

2.7 There is not an adopted character statement for the City Centre Conservation Area. This large conservation area was designated in 1988 as part of the local plan process and consolidated several smaller conservation areas which focused specifically on areas such as Dalton Square and the High Street. The Conservation Area now encompasses several sub-areas or character areas including the traditional shopping high street of Penny Street and the planned Georgian Dalton Square.

2.8 The Canal Corridor North site is located within a character area distinct from the rest of the City Centre Conservation Area. It is within the north eastern fringe of the city centre which contains a mix of traditional industrial and commercial buildings. The area is also effectively the northern gateway to the town centre.

Moor Lane Mills Conservation Area

- 2.9 A narrow section of the site on its south eastern boundary is located within the Moor Lane Mills Conservation Area. The boundary of this Conservation Area appears to have been drawn to encompass the Grade II Listed Mill buildings at the eastern end of Mill lane and their setting as well as a section of canal, the Moor Lane Canal Bridge and a number of buildings of local historic interest on the opposite eastern side of the canal (refer to plan contained within Appendix 1). A character appraisal has not been prepared by the Council for the Moor Lane Mills Conservation Area.

The Bath Mill Conservation Area

- 2.10 The Bath Mill Conservation Area encompasses the Bath Mill Estate which appears to have been constructed in the 1970's. A character appraisal has not been prepared by the Council for this Conservation Area. It is understood from the WCPM baseline report that the conservation area was designated to protect the character or appearance of the buildings and structures associated with the former Bath Mill, which was built in 1837 by John Threlfall.

3.0 Historical Analysis

3.1 We have carried out in-depth historical research to establish with some certainty the historical development of the buildings located within the Canal Corridor North site. Particular attention has been paid to the unlisted buildings located within the Lancaster City Centre Conservation Area which are proposed for demolition as part of the development proposals. Section 4 of this report draws on the historical research findings summarised below and sets out a statement of cultural significance for the whole site.

3.2 This report refers to the historical development of the site as discussed within the Built Heritage ES chapter prepared by Waterman CPM and historical building appraisal and record reports that have been prepared by C. J. O'Flaherty (refer to Appendix 2) for a number of buildings within the site, namely 127 (Former Tramway Inn), 129 and 131 St Leonard Gate and Nos. 9 and 11 Moor Lane. This section will not repeat the information contained within these documents but will summarise and expand on the information which they contain.

The Grand Theatre & Associated Buildings

3.3 As noted in the baseline heritage report, the Grand Theatre dates from 1782 but has been much altered since. The building has remained in virtually constant use as a theatre from this time with physical alterations and name changes occurring along the way. It was first opened as 'The Theatre, Lancaster'. Following alterations by Edmund Sharpe, the new owner, the building was called 'The Music Hall'. According to the statutory list description, the building was extended in 1857, altered in 1884 and renamed as 'The Athenaeum'.

3.4 Substantial rebuilding works took place following a damaging fire of 1908. Plans have been found which show the rebuilding works proposed at this time (refer to figs. 1 & 2 within Appendix 3) including a new interior for H Wilkinson Esq. A projection box was added in 1931 which relates poorly to the rest of the building. The special architectural and historic interest of the Grand lies in its continuous use as a theatre and the elements remaining of architectural integrity, principally its front facade (with the obvious exception of the projection box) and the main theatre space. Historically it was never intended to be seen as it is now, in effect a free standing building – at least as viewed from the north and east.

3.5 A number of buildings are attached to the Grand including 1 Lodge Street/the Musicians Cooperative and the warehouse building now housing 'Dance Incorporated' (refer to Photograph 1 in Appendix 3). In June 1896 Yates and Jackson submitted plans for a new warehouse lying between the yard of a prominent local builder, Mr Wilkinson, and the yard of the Athenaeum Hotel (which no longer exists). All these buildings have gone, but the block plan (refer to Fig. 3) shows structures which appear to be in the same location as the presumably late C19 'Dance Incorporated' building.

3.6 There are no locatable deposited plans of 113 St Leonard Gate which can have a limited claim to significance by virtue of its survival of the demolitions which have removed so many properties on the same side of the street.

The Tramway Hotel Group

- 3.7 An historic building assessment has been prepared for 127 (The former Tramway Hotel), 129 and 131 St Leonard Gate by C.J. O'Flaherty. This finds that No. 127 is the oldest of the three properties and may date from c. 1750 with additions thought to be C19. Nos. 129 and 131 are built as a pair of adjoined dwellings and are considered to date from c.1801. The addition to 131 dates from the first half of the C19 and 129 has an extension that dates from the early 1900's.
- 3.8 Our documentary research supports the findings of the O'Flaherty report. In January 1892 plans were submitted for a rear extension to 127 St Leonard Gate, for the purpose of transforming this probably late C18 town house (shown on the 1844 OS Map, Fig. 4, to have a formal garden to the rear) into a public house (refer to Figs. 5 & 6) with the facade remaining unaltered.
- 3.9 129 St Leonard Gate was already a public house owned by one of the local brewers, Mitchell's. The acquisition of the grander building next door, at 127, made this humbler establishment surplus to requirements, and, together with 131, it was altered to turn it into a shop (refer to Figs. 7, 8, 9 & 10). The shopfronts remain today.
- 3.10 The special architectural and historic interest of this group of listed buildings is that they represent a coherent remnant of Georgian architecture in a hybrid domestic/commercial use with high townscape character value. Their rear additions are not considered to contribute to the special architectural or historic interest of the buildings (refer to Photographs 2 & 3 within Appendix 3).

133 - 139 St Leonard Gate and Swan Court

- 3.11 133 - 137 St Leonard Gate are ultimately earlier buildings which have been refronted (perhaps before 1870, as no plans were located) and as a result, substantially reconstructed at this time. The ground floors have largely been rebuilt for shops (refer to Photograph 4). The alignment of the earlier frontages was also regularised at this time (mid C19). There is a carved date stone and jambs with a chamfered edge to the garden area accessed from Swan Court (inscribed 1701); however, it is clear from the position and setting of the stone that it has been reused from an earlier structure, perhaps not even at this site (according to the local conservation officer). The Towneley Hall Map attributed to 1684 shows a line of cottages here, and judging from the timber beam to the court, the buildings shown on that plan correspond to the current group, albeit in a much reconstructed form.
- 3.12 133 - 139 St Leonard Gate give access to Swan Court (refer to Photograph 5). The terrace of cottages which occupy one side of the court (the left as one enters, to the north east) were present in 1844, and were adapted after 1934 by Mitchell's as storehouses covering the open area with a lean-to roof, which has been removed (Figs. 11, 12, 13). Mitchell's further extended their warehousing according to plans submitted in November 1937. (Figs. 14 & 15)
- 3.13 In summary, the refronting of the earlier group (133-139) would have entailed extensive internal works and the likely rebuilding of at least the front slope of the roof. Hence only the rear wall and possibly rear of slope may date to the first phase and the original ground floor

has been altered as well. The party wall divisions could also date to the first phase of construction. In our opinion these alterations render this group 'not listable'.

The Stonewell/Moor Lane Corner

- 3.14 No 1 Stonewell is clearly a recent reconstruction of an earlier building. The evolution of the rest of Stonewell is connected with that of 1 and 3 Moor Lane and Gee's Court, and the activities of a local entrepreneur, Richard Baxter, who in 1886 was a linen and woollen draper at 3 Stonewell.
- 3.15 In June 1875 Mr Baxter presented his plans for the redevelopment of Stonewell (refer to Figs. 16, 17, 18, 19 & 20), these excluded 1 and 2 which were the shop and dwelling of an ironmonger, Richard Booth. No. 2 remains the only probably C18 building in Stonewell and plans show that its ground floor had been established by 1844; however, it has been altered by an unsuitable shopfront in 1971. Access to the yard at the rear (the future Gee's Court) was originally from a passage from Stonewell but by 1875 this had been blocked up. This passage gave access to the rear of Moor Lane from St Anne's Place. Cottages and a warehouse enclosed a yard to the rear of Baxter's premises. Baxter submitted plans for substantial redevelopment in 1875 and 1877 (Fig. 21). These included the rebuilding of 3, 4 and 5 and the demolition of cottages and warehouses to the rear to create a larger yard. The later plan, which appears to have been executed, included the creation of a new warehouse accessed via the existing passage and cutting through to Moor Lane by sacrificing part of Baxter's corner shop (Fig. 22). The warehouse was originally 2 storeys but had another storey added following the submission of plans in February 1878 (Figs. 23 & 24). The building remains today and has been converted into flats.
- 3.16 Baxter submitted further plans in January 1881 for 4 and 5 Stonewell; this work entailed the creation of a chamfered corner as previously planned in 1875 and a new access to the warehouse via a portion of his shop (Figs. 25, 26, 27, 28 & 29). In July of the same year, he proposed the rebuilding of 3 Stonewell as a new shop, the frontage of which remains (Figs. 30, 31, 32 & 33); the 1947 post office frontage was replaced by a worse one in 1973 (Fig. 34). In June 1883, Baxter proposed the demolition of his recently built corner shop, incorporating it with a rebuilt 3 Moor Lane, access to his warehouse now being through a new passage. With these works the corner of Stonewell and Moor Lane had reached the form it has today (Figs. 35, 36, 37 & 38) (refer to Photographs 6, 8 & 9). In summary, Gee's Court was formed through ten years of Mr Baxter expanding his business; within Gee's Court can be seen the exit to Stonewell blocked some time after 1844, and the new one created by Baxter (refer to Photograph 7).

9 - 19 Moor Lane and St Anne's Place

- 3.17 An historic building appraisal and draft record has been prepared for 9 and 11 Moor Lane (C.J. O'Flaherty, May 2006 – Appendix 2). This finds that No. 9 was built in 1891 as a grocers shop and warehouse and 11 is thought to have been built as a merchant's house in the mid to late C18. In addition to alterations to the front of 11, both buildings have been subject to a variety of extensions and alterations at the rear. The buildings attached to the rear of 11 are of four separate phases including a rearmost extension that dates from the latter half of C20.

- 3.18 9 Moor Lane was designed by a Lancaster architect, J Parkinson, who submitted plans in May 1891. (Fig. 39) (refer to Photograph 10) This was purpose built as a warehouse and show rooms by the cabinet makers Bell & Coupland. They appear to have let it out to ironmongers for many years; their storehouse was in the rear.
- 3.19 11 Moor Lane is a building which appears to have generated no records: Bell & Coupland used it as their premises for many years, but by 1924 the brewers Mitchell's of Lancaster had taken it over as their offices, a function it still performs today (refer to Photograph 11). It is C18 and the date of the reconstruction of the shop front is unknown. Before Bell & Coupland moved in it housed a clogmaker and then a dealer in confectionery, fish and poultry.
- 3.20 13 Moor Lane was refronted according to plans of November 1896. (Figs. 40 & 41) This followed from a change of use; a firm of plumbers took over from a butcher and made alterations. The shop façade has since been altered but the large first floor windows, intended to light up a store-room which occupied the entire floor, remain (refer to Photograph 12).
- 3.21 In 1897 15 Moor Lane was also refronted, the eaves of the frontage being raised to bring them into line with the revamped No. 13. The alterations turned it into two shops, 15 and 15a. (Figs. 42, 43 & 44) The shop front has since been altered. Both 13 and 15 appear to be C19.
- 3.22 Nos. 17 and 19 are clearly C17 in origin, and correspond to part of a row of buildings shown on the 1684 map. (Fig. 45) (refer to Photograph 13) By May 1891 No.17 had a large plate glass frontage inserted. Philipson & Co., watchmakers, needed more light than the tailors who had preceded them. (The firm still exists, at other premises, in Lancaster.) 19 received much more extensive alterations, at the hands of JR Hartley and Son, another of the Lancaster cabinet makers. Apart from the shop front, the building was extended to the rear and buildings in the yard demolished. (Figs. 46, 47, 48, 49 & 50) By January 1897 more workshop space was required and a lean-to building was designed for the yard. (Figs. 51 & 52) This still survives. That lean-to abuts two post-1844 buildings in St Anne's Place. No. 1 St Anne's Place was extended to the rear in 1896. (Figs. 53 & 54) (refer to Photograph 14)

Dukes' Theatre

- 3.23 Duke's Theatre is the former Church of St Anne and, as noted in its list description, the building was constructed in 1796 and converted to a theatre in 1971. The conversion also involved the addition of flat roofed one and two storey extensions in reconstituted stone to the south east and north east elevations. The extensions have little aesthetic or architectural merit in their own right.
- 3.24 St Anne's Church itself was altered in 1894 by making a new entrance to Moor Lane, the traffic in St Anne's Place probably being the cause. Research has found that designs for a replacement building in Perpendicular style were prepared by January 1892 by the Bolton architect R Knill Freeman, but clearly this project was not executed. (Fig. 55)

The Cleared Area and the Former Primitive Methodist Church (Now Youth Theatre)

- 3.25 The area has been cleared between Duke's Playhouse and the former church, with the exception of the Golden Lion. Plans from the 1870's and 1890's show that the cleared land was previously occupied by a range of commercial premises including a stationer's, a clogmaker's and a grocer's shop (Figs. 56 & 57). We did not discover when the various premises were demolished.
- 3.26 The former Primitive Methodist Church now stands alone but was originally intended to be accompanied by a lecture hall, an enclosed yard and toilets (Figs. 58, 59 & 60). The architect, JD Mould, who had offices in Bury and Manchester and is known for several non-conformist chapels in the North West, provided a much more elaborate Gothic façade than might be expected, with a hammerbeam roof, (Fig. 61). The interior plan is a standard preaching hall.

Heron Works

- 3.27 The Heron Chemical Works were identified in the built heritage baseline report as being a site where further detailed examination is required. Plans submitted by the Joseph Storey firm and noted as relating to the chemical works were inspected. The factory produced synthetic dyes and pigments to produce oilcloth, such products were produced in local mills though the products were also sold on the open market. Plans prepared in July 1882 show a new boiler house and laboratory to the main factory; the small laboratory block survives (Figs. 62, 63 & 64) (refer to Photograph 15).

Mitchell's Brewery

- 3.28 Documentary evidence for brewing on the site is not good; however, it is clear that by the late C18, brewing had been established on the Mitchell's Brewery site and that it covered roughly the same area as the built form there today (refer to Appendix 4). The site in its current form is fragmentary and the phases of development are summarised as follows:
- The earliest buildings date from the late C18 or early C19 and consist of the range to the east which has itself been rebuilt and is part of a once more extensive complex.
 - Subsequent Victorian expansion was piecemeal, commencing in the 1880's and culminating finally in an early C20 brewery. As part of this phase the northern part of the site was completely redeveloped after 1901 to the designs of Arthur Deighton of Manchester, understood to be a jobbing architect who based his designs on a plan for model breweries published over twenty years previously. Buildings from this phase are the taller ranges to the north with roof louvers which, although distinctive, follow a standard design pattern of their type.
 - Documentation of later phases of development from 1910, the interwar period and more recently (post 1969) have been found. For instance, a block plan of November 1969 shows the demolition of C18 stables and the filling in of an original courtyard. These later additions are of no architectural significance.
- 3.30 The remaining elements of legible fabric from the late C18, C19 and early C20 are:
- the façade of the 1881 building,
 - the entire 1884 block including façade,

- the 1901 building remains largely as built,
- the late C18 malthouse is represented only by featureless walls, the original floorplans have been altered and parts of the roof substantially rebuilt.

3.31 In summary, the brewery site consists of ranges of different dates which do not combine to form a satisfying architectural whole. Generally, the architectural and historic integrity of the site has been eroded by successive alterations which have removed earlier fabric and cohesiveness. The earlier ranges in particular are fragmentary and have lost their functional context. Historical research has shown that the brewery is a late example of its type, of standard design and without any particular architectural refinements. The buildings do not form a good group with any other listed buildings or their setting. The interest of the buildings is local at best.

Summary

- 3.32 The three streets in question that bound the Canal Corridor North site have been subject to intense redevelopment between 1875 and 1900. With the exception of 9 Moor Lane and the upper storey of 13 Moor Lane, which reflect contemporary taste, the new work was carried out in a vernacular which is characteristic of Lancaster. As a consequence, it can be difficult to date buildings with any accuracy. Stonewell has many recent shop frontages, but those in Moor Lane remain more intact. Fortunately, the good collection of deposited plans stored in Preston has enabled us to unpick the site's history. A plan summarising the historical development of the CNN site is contained within Appendix 3.
- 3.33 133 - 137 St Leonard Gate appear to be late C17 in origin but they have been rebuilt - new frontages and associated roof, a new frontage alignment and the transformation of the ground floors. The upper parts to the rear may have some early fabric but only intrusive investigations could confirm this. The stone enclosure to the yard at the rear of one is more recent, c.mid C19. The origin of the reset door to Swan's Court is likely to remain uncertain.
- 3.34 Research has shown that the Brewery is a late example of its type, of standard design and without any particular architectural refinements. The buildings do not form a significant group with any other listed buildings or their setting. Accordingly, the interest of the buildings is local at best.

4.0 Statement of Significance

- 4.1 Appendix 1 contains a plan showing the heritage designations affecting the Canal Corridor North site and identifies the location of listed buildings, conservation area boundaries and 'key townscape features' as set out in the Lancaster Canal Corridor North Development Brief (May 2002).
- 4.2 Plans supporting the Built Heritage Chapter of the ES provides a characterisation of standing buildings within and adjacent to the Application Sites. As part of this, the relative importance of buildings within the site is identified. Given the additional research that has been carried out following the baseline report, the level of importance allocated to some of the buildings has been amended. In particular, the southern section of the Brewery buildings can now be assigned importance at the local rather than the regional level on the basis of further research discussed in the last section of this report
- 4.3 The criteria applied in the consideration of heritage assets within the Canal Corridor North site and its setting are:
- National Significance: the highest status of asset considered to be of national importance. This will include those assets that have statutory protection and which are of exceptional importance.
 - Regional Significance: this will cover the vast majority of the protected cultural assets.
 - Local Significance: assets of local importance such as locally listed buildings and conservation areas
 - Unimportant: such as buildings of no architectural or historic merit
- 4.4 A character appraisal has not been adopted for the Lancaster City Centre Conservation Area. The Conservation Area is an amalgamation of several earlier, individually designated conservation areas, focused around areas such as the traditional high street of Penny Street and the planned Dalton Square. As such, the Conservation Area is diverse in character and encompasses several sub areas. The section of the site located in the Conservation Area falls within the edges of several sub-areas, including the wider townscape associated with Dalton Square, the edge of the town centre focused along Penny Street and the main approach to the town with a dominance of historic industrial development.

Overarching Statement of Significance

- 4.5 In consideration of the above analysis, in-depth historical research and site investigation, we have summarised the special cultural interest of the land and buildings within the Canal Corridor North site as follows:
- An area which spans the edge of the historic commercial core of the town and the industrial hinterland focused along the canal and the approaches to the centre. The site

itself is made up of frontage buildings along St Leonard Gate, Stonewell and Moor Lane densely located on narrow plots with piecemeal development at the rear based on building ownership patterns and with restricted access through lanes and yards. This traditional pattern of development has been eroded through the substantial loss of frontage buildings particularly on St Leonard Gate and the land clearances that have taken place within the site now mainly in use as surface car parking.

- The resulting urban landscape is fragmented. Beyond the relatively consistent street frontages and building line of Stonewell and the adjoining beginnings of St Leonard Gate and Moor Lane, the sense of a single, coherent urban form has been lost and several buildings and groups of buildings of varying importance have been left in isolation.
- Existing frontage buildings have a coherent appearance created through their consistency of materials and traditional forms which gives them townscape value. However, documentary research and site analysis has revealed that several buildings have been refronted and accordingly substantially reconstructed c1900 which means that although the buildings appear a single build in townscape terms, they are of different pedigrees and of more limited architectural or historic interest. Their history – once pieced together – shows how a local tradesman opportunistically redeveloped land on his 'doorstep'. There is nothing exceptional in this record of alterations which are in any event, difficult to 'read' from standing fabric. Such local interest on these buildings parcels certainly warrants recording prior to demolition.
- The Grand Theatre and the Duke's Theatre not only display special architectural interest but they also have a strong connection with the artistic and cultural heritage of Lancaster. This is more so the case with the Grand Theatre which has effectively been in continuous use as a theatre since 1782. The Duke's, although converted from its church use in 1971, plays an important role and given its close proximity to the Grand, they create a strong cultural offer in this part of the City.
- Outside the Conservation Area are the Mitchell's brewery site and the Heron Chemical Works neither of which are listed. The Brewery site is considered to be of local importance because it is a late example of its type, of standard design and without any particular architectural refinements; and, the buildings do not form a significant group with any other listed buildings or their setting. The Heron Chemical Works is also considered to be of local importance on the basis that we believe little of its original architectural or historic integrity remains. Both buildings are on the edge of the City Centre Conservation Area and accordingly, beyond the town's historic core. Neither forms part of a coherent or easily legible historic landscape, although their local historical interest is accepted.

5.0 Policy Context

5.1 National Planning Policy Guidance

Conservation and Sustainable Economic Growth

5.1.1 National Government Guidance on 'Planning and the Historic Environment' is contained within Planning Policy Guidance Note 15 (hereafter 'PPG15') published in September 1994. It provides advice on Government policy on all aspects of the historic environment and particularly listed buildings and conservation areas. Paragraph 1.2 states that "the objective of planning processes should be to reconcile the need for economic growth with the need to protect the natural and historic environment". In particular, it is pointed out within paragraph 1.4 that "economic prosperity can secure the continued vitality of conservation areas".

5.1.2 While prioritising the protection of the historic environment, PPG 15 recognises that this environment, because it is all pervasive; cannot in practice be preserved unchanged and states that, when considering proposals for new development, it is necessary to:

"...assess their impact on the historic environment and give it full weight, alongside other considerations." (paragraph 1.3)

Listed Buildings

5.1.2 PPG 15 refers to the requirement in Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 that when a local planning authority is considering whether to grant planning permission for development that affects a listed building or its setting, they are to have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest that it possesses.

5.1.3 In respect of guidance on the design of new buildings alongside historic buildings, PPG 15 encourages the following:

"The design of new buildings intended to stand alongside historic buildings needs very careful consideration. In general it is better that old buildings are not set apart, but are woven into the fabric of the living and working community. This can be done, provided that the new buildings are carefully designed to respect their setting, follow fundamental architectural principles of scale, height, massing and alignment, and use appropriate materials."

5.1.4 The statutory duty of local planning authorities when determining planning and listed building consent applications to have special regard to the desirability of preserving the setting of a listed building is highlighted in paragraph 2.16. Guidance on the extent of a listed building's setting is discussed in paragraph 2.17. It is advised that where a listed building forms an important visual element in the street, it would probably be right to regard any development in the street as being within the setting of the building.

Listed Building Consent

- 5.1.5 The criteria considered relevant to the consideration of listed building consent include:
- The importance of the building, its intrinsic architectural and historic interest and rarity, which is often reflected in its grading at II (the most common), II* and I, the two latter grades being reserved for buildings of outstanding importance.
 - The physical features of the building justifying its inclusion on the list.
 - The building's setting and its contribution to the local scene, or where it shares particular architectural forms or details with other buildings nearby.
 - The extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic and regeneration of the area or the enhancement of its environment. (paragraph 3.5)

Demolition of Listed Buildings

- 5.1.6 While Government policy seeks to secure the preservation of historic buildings, PPG 15 recognises that, very occasionally, there will be cases where demolition is unavoidable. When assessing total or substantial demolition of a listed building, in addition to the criteria mentioned above, it is necessary to consider matters set out in paragraph 3.19 of PPG 15, which are:

- i. The condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use.
- ii. The adequacy of efforts made to retain the building in use.
- iii. The merits of alternative proposals for the site. Matters such as substantial benefits for the community should be demonstrated.

- 5.1.7 PPG 15 acknowledges that the merits of alternative proposals are a material consideration:

“There may very exceptionally be cases where the proposed works would bring substantial benefits for the community, which would have to be weighed against the arguments in favour of preservation.” (paragraph 3.19)

- 5.1.8 The proposals do not include the demolition of any listed buildings; however, as discussed below, the demolition tests are relevant in relation to proposals for the demolition of unlisted buildings within conservation areas (see para 4.27).

Conservation Areas

New Development

- 5.1.9 PPG15 highlights that a local planning authority's statutory obligation, as per Section 72 of the Act (The Planning (Listed Buildings and Conservation Areas) Act 1990), is to pay special attention to the desirability of preserving or enhancing the character or appearance of a

conservation area in the exercise of all its planning functions. Furthermore, it is the Secretary of State's view that this desirability is a material consideration in the handling of development proposals which are outside a conservation area but would affect its setting, or views into or out of the area.

- 5.1.10 In respect of development proposals affecting the commercial centres of towns or villages, PPG 15 (para. 4.16) recommends that local planning policy allow areas to remain alive and prosperous and ensure that new development accords with an area's special architectural and historic interest. In particular, it is recommended that,

"While conservation (whether by preservation or enhancement) of their character or appearance must be a major consideration, this cannot realistically take the form of preventing all new development: the emphasis will generally need to be on controlled and positive management of change."

- 5.1.11 As is the case with Canal Corridor North site, PPG 15 recommends that where conservation areas contain gap sites or buildings that make no contribution to the character or appearance of an area; their replacement should be "a stimulus to imaginative, high quality design, and seen as an opportunity to enhance the area". In respect of approach to designing infill buildings, the following is noteworthy:

"What is important is not that new buildings should directly imitate earlier styles, but that they should be designed with respect for their context, as part of a larger whole which has a well-established character and appearance of its own."

- 5.1.12 Guidance is given on the interpretation of 'preserve or enhance' within case law and it has been held that preservation can be achieved either by development which makes a positive contribution to an area's character or appearance, or by development which leaves character and appearance unharmed.

Demolition of Unlisted Buildings within Conservation Areas

- 5.1.13 The proposals for the Canal Corridor North site involve the demolition of several existing buildings on the site. In respect of the proposed demolition of unlisted buildings in conservation areas, local planning authorities are statutorily required to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in question. It is expected that account be taken of the part played by the building proposed for demolition in the architectural or historic interest of the area, and especially, the wider effects on the building's surroundings and the conservation area as a whole.

- 5.1.14 The Secretary of State indicates (at para 4.27 of the PPG15) that proposals for demolishing buildings which make a positive contribution to the character or appearance of the conservation area should be determined broadly following the same criteria that are used to determine applications for the demolition of listed buildings (see paragraph 6.1.6 above). Furthermore, it is expected that demolition should not be agreed until there is an acceptable scheme of replacement.
- 5.1.15 When it is agreed that a building does not make a positive contribution to the character or appearance of a conservation area, the decision maker is entitled, nevertheless, to consider the merits of the proposed replacement development.
- 5.1.16 There is no statutory impediment to the grant of Conservation Area Consent for demolition on the basis that there is, at the time of consent, no acceptable, detailed scheme of replacement. PPG15 (at 4.18) indicates that local planning authorities will 'often need to ask for detailed plans and drawings' of the proposed replacement. Thus, it is acceptable in certain circumstances to grant consent on the basis of parameters as which is what is being sought here. The Parameters Report and Design Statement, taken together with the ES and this report, provide the authority with certainty that a successful, detailed solution can be achieved within the development area, and a further safeguard can be imposed through the application of conditions relating to the demolition, the eventual reserved matters application and its construction contract.
- 5.1.17 We anticipate that a planning condition or Section 106 Agreement Obligation will require that a contract for the construction of replacement consented buildings is in place before demolition of buildings within the conservation area takes place. The quality of these replacement buildings will be considered at reserved matters stage.

Transport and Traffic Management

- 5.1.18 PPG 15 states that measures should be taken to protect the historic environment from the worst effects of traffic, including vehicle-restricted areas or pedestrian zones. However, the introduction of measures which completely remove traffic combined with extensive pedestrianisation is recognised as having negative effects which can lead to sterile areas, particularly at night. The introduction of measures which reduce the effect of traffic and reinforce rather than diminish local character is encouraged.

The Wider Historic Environment

- 5.1.19 PPG 15 acknowledges that the way in which the historic environment is understood now incorporates a range of disparate features, stressing the relationship between individual buildings, and also the value of historic townscape and landscape as a whole. This may include patterns of roads, open spaces, and the views they create within historic townscapes, as well as individual buildings. Locally notable buildings are accepted to be of interest but enjoy lower levels of protection than listed buildings.

5.2 Joint Lancashire Structure Plan 2001-2016 (Adopted 2005)

5.2.1 Policy 20 'Lancashire's Landscapes' is related to a number of identified character types that are identified on an accompanying map. Lancashire City Centre is identified as 'Historic Core'. This policy expects development to be appropriate to the landscape character type in which it would be situated and that it should contribute to its restoration, conservation or enhancement. The policy states that proposals will be assessed in relation to a number of matters including:

- Local distinctiveness;
- Visual intrusion;
- The layout and scale of buildings and designed spaces;
- The quality and character of the built fabric;
- Historic patterns and attributes of the landscape.

5.2.2 The reasoned justification in support of Policy 20 states that assessment of development proposals in the urban landscape will take particular account of 'settlement pattern and settings, scale, character and condition of the built fabric, heritage, archaeology, designed spaces, nature conservation and community value'.

5.2.3 Policy 21 'Lancashire's Natural and Manmade Heritage' states that heritage will be protected from loss or damage according to the hierarchy of designations of international, national, regional, county and local importance. It is expected that heritage assets will be conserved and, where appropriate, enhanced taking account of the following matters:

- a) Their rarity, vulnerability, antiquity or complexity;
- b) Their contribution to the countryside network of sites and features, to the character of its location and setting and to national and county biodiversity and the likely implications of climate change on heritage assets;
- c) Positive opportunities afforded by development for the conservation, management or enhancement of heritage resources.

The policy goes on to state that where, in exceptional circumstances, unavoidable loss or damage to a site or feature or its setting is likely, measures of mitigation and compensation will be required to ensure there is, as a minimum, no net loss of heritage value.

5.2.4 The underlying aim of this policy is that new development should result in 'no net loss' of environmental value arising from any development. A table showing the hierarchy of heritage designations is also provided within the plan which highlights that listed buildings are of national importance and that conservation areas and sites of archaeological importance are of regional and county importance. A target for this policy has been set of 'no net loss of heritage assets, networks or settings, 2001-2016'.

5.3 Lancaster District Local Plan (Adopted 2004)

Listed Buildings

5.3.1 Policy E33 states that proposals involving external or internal alterations to a listed building which would have an adverse effect on the special architectural or historic character or interest of the buildings or their surroundings will not be permitted.

- 5.3.2 The Council does not have a specified policy on preserving the setting of a listed building; however, the following statement is made within the plan:

“The City Council will seek to preserve the setting of listed buildings by applying appropriate control to the design of neighbouring development, the use of adjoining land, traffic management measures and the preservation of trees and landscape features”

Conservation Areas

- 5.3.3 Policy E35 seeks to protect the setting and urban grain of conservation areas and makes clear that development which would adversely affect important views into, and across, a conservation area or lead to an unacceptable erosion of its historic form and layout will not be permitted.
- 5.3.4 The change of use of buildings which make a positive contribution to a conservation area is dealt with by Policy E36 which states that planning permission will not be granted if the change of use or associated alterations fail to preserve or enhance the character and appearance of the area. It is stated that exceptions can be made when the alterations are essential to the future well being of the building and/or where any damaging operations are kept to a minimum.
- 5.3.5 The demolition of unlisted buildings within a conservation area is dealt with in Policy E37. At the outset, the policy states that demolition of unlisted buildings will only be approved if they do not make a positive contribution to the architectural or historic interest of the conservation area. In exceptional cases, the total or substantial demolition of positively contributing buildings will be permitted if it can be demonstrated that the tests set out in paragraph 3.19 of PPG 15, as discussed above, have been satisfied. The policy also makes clear that approval for the demolition of any conservation area building will only be given where,

“...detailed planning permission has been given for a scheme of redevelopment which would preserve and enhance the conservation area including effective guarantees of early completion.”

- 5.3.6 As noted above, this goes further than the PPG15 advice in respect of new development in Conservation Areas. In any event, this policy, like all planning policy and guidance, must be applied reasonably and flexibly to take account of particular circumstances and other policy objectives. Furthermore, the ‘outline’ approach for achieving new development within Conservation Areas (involving demolition) is now a well established vehicle for the delivery of town centre regeneration. The grant of consent can involve the application of suitable, safeguarding conditions to achieve the policy objective and satisfying statutory provision.
- 5.3.7 Policy E38 addresses new development within conservation areas and states that proposals will only be permitted where these reflect the scale and style of surrounding buildings and use complementary materials. The text supporting this policy states that it will only be in ‘very exceptional circumstances’ that permission is granted in outline for development proposals within conservation areas.

- 5.3.8 Policy E39 on alterations and/or extensions to buildings within conservation areas states that permission will only be given where:

“The proposal will not result in the loss or alteration of features which contribute to the special character of buildings in the area; and

The design, scale, form and material and quality of the proposal is sympathetic to the character of the building and area.”

In respect of new shopfronts and other alterations to commercial buildings within commercial buildings within conservation areas, the policy goes on to say that these will only be permitted where they are designed to a very high standard and use appropriate materials.

- 5.3.9 Policies E42 and E43 relate to the Lancaster City Centre Conservation Area specifically in which part of the Canal Corridor North site is located. Policy E42 relates to new or replacement shopfronts and advertisements and expects that these do not detract from the character and appearance of the building or the area. Policy E43 relates to new development on vacant sites:

“Within the City Centre Conservation Area as shown on the local plan proposals map, proposals for the redevelopment of vacant sites will only be permitted where they preserve or enhance the appearance and character of the area.”

5.4 Supplementary Planning Guidance (SPG)

SPG Note 8 : Lancaster Canal Corridor – North Development Brief (May 2002)

- 5.4.1 The Canal Corridor North site is described in this SPG as,

“...the main regeneration opportunity in central Lancaster...contains key listed buildings and adjoins the City Centre and the Lancaster Canal...forms the gateway to the commercial heart of the City and links the City Centre with surrounding residential and industrial areas.”

- 5.4.2 Several key objectives for the site are set out in the development brief which range from recommended land uses (including residential and retail development) to the need for improvements to pedestrian, cycle and public transport access. The heritage-related objective requires the sensitive integration of new buildings with the existing historic fabric through quality design and local materials. Key concerns highlighted include the impact of the proposal on the area's listed buildings and conservation areas and approaches to the city centre as well as safeguarding the area's cultural heritage.

- 5.4.2A The planning statement accompanying the main application discusses the status of this SPG. In particular the way in which its concepts and objectives have been developed in extensive discussion with the local planning authority and local people to the point where officers now consider that the submitted proposals satisfy the aims of regeneration identified in the SPG.

5.4.3 Several 'cross-cutting themes' are discussed in the brief including 'conservation issues'. The Council's undertaking to carry out formal reviews of the Lancaster City Centre Conservation Area boundary and to investigate the creation of new conservation areas including a new canal side conservation area are set out. The Council have not progressed this undertaking.

5.4.4 The Development Brief SPG splits the overall development site into three parts: the former Mitchell's Brewery and Bottling Plant, The Alfred Street Workshops and the Heron Chemical Works and St Leonard Gate Car Park.

- Site 1 – The former Mitchells Brewery and Bottling Plant

This site incorporates the frontage buildings onto St Leonard gate, Moor Lane and Stonewell. In respect of these buildings, one of the principles of development states,

“The incorporation, where practical of the under-used frontage properties on St Leonard’s Gate, Stonewell and Moor Lane, including Swan Yard and the former Tramway pub and adjacent buildings in particular;”

Suitable uses are discussed including housing, business and industry and retail. In respect of retail use, a number of issues that need to be addressed by proposed development are set out including the 'design challenge' of integrating new development into the historic street frontages. The incorporation and enhancement of existing, under-used properties is encouraged and in particular, listed buildings such as the Tramway. It is stated that the development should seek to achieve a predominantly two storey built frontage of variable height along Moor Lane; and, that particular attention be paid to the setting of listed buildings such as the Grand Theatre.

- Site 2 – The Alfred Street Workshops and the Heron Chemical Works

This site incorporates the canal-side buildings on the site to the east of Edward Street and Seymour Street and including the Heron Chemical Works and Mill Hall which is outside of the current development site. Recommended uses highlighted are housing, employment, open space and retail and commercial. No particular reference is made to heritage-related matters.

- Site 3 – The St Leonard Gate Car Park

This site includes the majority of the car park area on the site to the west of Alfred Street and the Grand Theatre. The retention and enhancement of the Grand Theatre as a cultural resource and a historic building is highlighted as one of the principles of development. Recommended uses are cultural facilities, car parking and open space.

5.4.5 Appendix 1 of the SPG contains a list of statutorily listed buildings within the Canal Corridor North site as well as a number of 'key townscape features' (refer to plan within Appendix 1) which are:

- Golden Lion Pub – Moor Lane
- 13 Moor Lane
- 9 Moor Lane
- 1-5 Stonewell
- 133-139 St Leonard Gate

- 113 St Leonard Gate

SPG Note 6 : Lancaster City Centre Strategy (July 2002)

5.4.6 The Strategy sets out the Council's long-term ambitions for the future of Lancaster City Centre and shorter term priorities to achieve these ambitions. Several vision statements for the City are set out including,

“The Council’s vision is of a City which; continues its tradition of high quality design and environmental quality worthy of its historic status and natural setting”

5.4.7 A number of priority issues and priority areas are set out within the document. The Canal Corridor is highlighted as one of four priority areas in the City where improvements are required and the following statement is made in respect of the area:

“A major upgrading of the Canal Corridor as a series of mixed-use neighbourhoods and improvements to vehicular access to car parks, new residential and employment development, new retail development if fully justified, better pedestrian linkages between the City Centre and surrounding areas and development of the City’s cultural facilities;”

5.4.8 ‘Issue 3 – Public Realm’ highlights urban design and heritage issues that the Council wishes to see addressed in new developments, namely the incorporation of new development into the existing fabric and the retention and enhancement of listed buildings and unlisted buildings which contribute to the character of the centre.

5.4.9 Design principles in relation to development proposals within the Castle and City Centre Conservation Areas are summarised as follows:

- Exhibit traditional, domestic scale with vertical emphasis, a high proportion of solid to void and pitched roofs;
- Reflect the height, eaves line and architectural features of surrounding buildings;
- Use the characteristic palette of traditional materials;
- Use articulation to reflect the scale and proportions of the surrounding street scene;
- New development behind existing frontages should not have flat roofs or be visually dominant.

5.4.10 Several ‘important views’ that development should respect or enhance are identified in the SPG and they relate to the city’s distinctive topography, natural features and landmark buildings. These include views from the city’s bridges and quays across the River Lune towards the city centre and Ashton Memorial; from the city centre to the Castle and Ashton Memorial; and from specific locations within the city centre, namely Dalton Square, along the canal and from Moor Lane towards the city centre. In order to respect and enhance the identified views, it is recommended that,

“Materials should be sympathetic in colour and texture. Long straight roof lines should be avoided. Roof pitches should match those in surrounding areas. Particular care will be necessary with large or tall buildings.”

5.4.11 The Canal Corridor North site is discussed specifically in paragraph 11.3. The Council's aspirations for the site is a '*new pedestrian centred 'Brewery Quarter'* that will provide a visual transition between the historic city centre, canal side and adjacent residential areas by providing a mixed use scheme that provides a more pedestrian friendly public realm. In respect of 'major developments incorporating elements of retail development' the following design and heritage objectives are set out:

- **The need for the strongest possible pedestrian linkages to the City Centre;**
- **The design challenge of integrating a new development into historic street frontages with an intimate and varied character...**

5.5 Other Material Considerations

'Historic Towns and Cities in England's Northwest' (Oct 2005) (Northwest Regional Development Agency and English Heritage)

5.5.1 This document was prepared by EDAW and Locum Consulting for the North West Regional Development Agency and English Heritage to "*identify a small number of towns and cities as strategic priorities for long-term heritage related tourism infrastructure and product development where these can stimulate economic growth and deliver wider regeneration benefits*". The City Council was involved in this study through a steering committee in addition to discussions at senior officer level.

5.5.2 The main aim of the document was to identify towns and cities with the heritage assets that could be used to create destinations of the highest quality, and to identify a vision as to how these heritage assets might be developed. The medium/large towns that were selected for the study have heritage that meet the following criteria:

- ***of outstanding quality but currently under-utilised;***
- ***could be developed in such a way as to create destinations of regional or national significance and to stimulate large scale economic regeneration;***
- ***requires more than a straightforward restoration or improvement in interpretation and marketing in order to realise their potential.***

5.5.3 The report points out that each of the towns selected, including Lancaster, Carlisle and Bolton, have heritage assets of outstanding merit and that they could become the focus of regeneration work and used to create destinations of merit. However, the study concludes that the existing historic building stock alone does not provide the primary tourist attraction that established 'honeypots' such as Bath and York do. The opportunities that the towns in question provide are looked at and in the case of Lancaster, the following statement is made:

"A prison occupies Lancaster's historic castle, its quayside, possibly the finest Georgian waterfront in the country, is under-utilised as an asset."

5.5.4 Lancaster is referred to as being possibly having a unique position amongst larger towns and cities in the region because of its Georgian character. 'Lancaster – Georgian Gem' is the

statement made to encapsulate the vision for the city. Section 10 of the report refers specifically to Lancaster and several comments are made to set the context:

- Lancaster is compared to Carlisle in being described as “*a city with a long and fascinating history that is not quite punching its weight as a destination.*”
- Its Georgian feel differentiates the city from the rest of those considered in the study;
- The occupation of the Castle by a prison is considered to be a significant missed opportunity that is a major detraction from the quality of the town.
- Traffic is a major problem in the city with the heavily congested loop through the city severing the castle from the centre.

5.5.5 Visions identified for Lancaster include:

- ***To build on the Georgian heritage to position itself as the ‘Bath of the North’.***
- ***Ensure that the quality and style of the Georgian heritage is celebrated and used as a backdrop to a stylish and distinctive retail and leisure activity.***

5.5.6 A list of strategic development priorities are established of which the following are of relevance to the development proposal:

- ***Reduce the severance impact of traffic on the A6 loop through the city centre. This could include pedestrian priority measures at key junctions such as Market Street and Church Street.***
- ***Review of built form and new development of the highest modern architectural quality within the city centre expansion area to form the anchor point to both the new Canalside Quarter and the City’s retail core.***

5.5.7 Critically, and notwithstanding this attractive cultural offer, the SWDA study concludes that the city needs more than its heritage to attract tourism and this ‘something else’ is identified as improved leisure and retail facilities.

6.0 Heritage Assets Views Analysis

- 6.1 The following section uses the verified wireline information prepared by Waterman CPM (contained within Appendix 5) and the illustrative material contained within Reid's Design and Access Statement in order to assess the effects of the scheme on views to and from heritage assets. In particular, the Design and Access Statement demonstrates that the upper parameter height accurately rendered in the visualisations is essentially a worst case scenario for a maximum height that could be achieved at selected points in the development.
- 6.2 The actual scale of development is controlled by the upper level floor space figure for each block, such that new development as consented could never fill this upper threshold line. Detailed, reserved matter applications will be developed within these parameters and their effects on the townscape shown in these views assessed accordingly. The parameter heights as illustrated in the views need also be considered along side the design and massing studies developed in the illustrative masterplan which in effect establish conditions for the expected reserved matters application. The scale of the proposal takes account of immediately adjoining townscape and is likely to sit between the upper and lower parameter heights indicated. A full assessment of the visual effects of the scheme is contained within the townscape and visual chapter of the ES.
- 6.3 The individual and groups of heritage assets considered in respect of visual effects are as follows:
- Listed buildings contained within the Canal Corridor North ('CNN') site;
 - The settings of Listed buildings outside the CNN site;
 - The Lancaster City Centre Conservation Area;
 - The setting of the Moor Lane Mills Conservation Area;
 - The setting of the Bath Mill Estate Conservation Area.

Listed Buildings within the CNN Site

- 6.4 Listed buildings contained within the application site are listed in Section 2 of this report and they are located on St Leonard Gate and Moor Lane. As such, the effects of the scheme on each streetscape and the listed buildings contained within them are discussed as follows:
- St Leonard Gate:
With the exception of 18 St Leonard Gate which is some distance from proposed built form and so is excluded from consideration here, 127 (The former Tramway), 129 and 131 St Leonard Gate and the Grand Theatre do not feature prominently in views of the streetscape from Stonewell (refer to photopoint 3). Nevertheless, the illustrative massing models showing the scale of development on Stonewell and Moor Lane (contained within the Design and Access Statement) indicate that the new block that joins 131 St Leonard Gate will be greater in height by approximately a storey, however, the rest of the blocks surrounding Nos. 127-131 will be unattached and set away from the buildings. New blocks are proposed at the rear of the Grand which will not feature prominently on the streetscene. The settings of the listed buildings will be affected but the height and form of adjacent development will ensure that this effect will not be adverse. The indicative design information for each block, as discussed in Section 7, ensures that principles on detailed design and materials will be reflected in the reserved matters application.

- Moor Lane:

The proposals on the Moor Lane streetscene as well as the settings of Nos. 11, 17 & 19 Moor Lane and the Duke's Theatre can be considered in Photoviewpoint 4 (refer to Appendix 5). Taking into account the illustrative massing models as well as the wirelines, it can be seen that the proposed built form on Moor Lane will be largely consistent in terms of height and building line with retained buildings, including the aforementioned listed buildings, and so there will not be an adverse effect on their setting or the character of the street scale. The indicative design information for each block, as discussed in Section 7, further ensures that principles on detailed design and materials ensure a respectful response to context.

Setting of Listed Buildings adjacent to the CNN site

6.5 Listed buildings in close proximity but outside the CNN site with settings that may be affected by its redevelopment are listed in full in Section 2 of this report. Again, these buildings are principally located on either St Leonard Gate or Moor Lane.

- St Leonard Gate

The corner tower of the former Centenary Church features prominently on the corner of St Leonard Gate. The wireline images and illustrative massing information indicate that the new block opposite this building and forming the entrance to the scheme will be no greater in height than the former Church and will provide the necessary positive response to the corner by means of a slender higher element marking the scheme entrance. 108-112 St Leonard Gate form a relatively continuous 3-storey frontage with classically proportioned form and features. Given the scale of the proposed development on the opposite side of the street from these buildings, the presence of the listed buildings in the streetscene will not be diminished as a result of the proposals nor their setting adversely affected (The illustrative site sections and massing models demonstrate that the prominence of St Leonard's House will not be challenged by the proposals)

- Moor Lane

Listed buildings outside of the CNN site are located opposite the application site at the corner of Stonewell in the case of 2 Moor Lane and further along the street in the case of 2 Bryer Street as well as the mill buildings at the eastern end of the street adjacent to the canal. The verified wireline images show that the generous width of Stonewell means that the settings of the aforementioned listed buildings at this end of Moor Lane will not be affected by the development proposals. Illustrative massing information and the wireline view of the scheme from the Moor Lane Canal Bridge show that Mill Hall will remain the most prominent built form in this part of the scheme and that the setting of this building and group of buildings (located within the Moor Lane Mills Conservation Area) will not be adversely affected.

The Lancaster City Centre Conservation Area

6.6 The western street frontage or 'nose' of the development is included within the Lancaster City Centre Conservation Area as well as street frontage buildings on St Leonard Gate as far as and encompassing the Grand Theatre and attached buildings and Moor Lane frontage buildings as far as and encompassing the Golden Lion Public House. Given the level of demolition proposed at the western nose of the development, views from within and outside the Conservation Area towards this piece of townscape will change substantially.

Setting of the Moor Lane Mills Conservation Area

- 6.7 As discussed above, the Moor Lane Mills Conservation Area encompasses the listed mill buildings and associated structures at the eastern end of Moor Lane. The scale and form of proposed development, as indicated in the wireline images and illustrative massing models, will not detract from the robust form and substantial scale of the mill buildings. Undoubtedly the setting of the Conservation Area will change from largely open land to developed land that will create a continuous street frontage next to the mill buildings but which will not compete with them.

Setting of the Bath Mill Estate Conservation Area

- 6.8 Given its location directly across the Canal from the application site, views to and from this Conservation Area will change markedly as a result of its redevelopment. Currently built form on the western side of the canal does not directly address the canal with the exception of Mill Hall and changes in level mean that roof forms are all that is visible within the CCN site. The wireline images and illustrative massing models show that a continuous built form with articulated roof forms is proposed which will markedly change the outlook from the Conservation Area; however, the scale of the development and degree of separation provided by the canal mean that the development will not appear dominant.

7.0 Summary of Effects on Heritage Assets

- 7.1 The following section will assess the proposals against policy guidance contained within PPG 15 and development plan policy. The proposals comprise the outline planning proposal as well as the linked, separate individual applications for planning permission, listed building consent and conservation area consent.
- 7.2 Appendix 6 contains a plan identifying 10 areas where the Canal Corridor North scheme will directly affect the character and appearance of the Lancaster City Centre Conservation Area, the setting of adjacent conservation areas and the special interest and setting of listed buildings or unlisted buildings of acknowledged interest. In some cases the effects are beneficial (in the case of the Grade II Listed Grand and Duke's Theatres) and in others it is acknowledged that the effects are adverse, to varying degrees (for instance, the loss of Mitchell's Brewery buildings and the buildings on the Stonewell corner).
- 7.3 The planning proposal entails considerable change to one part of the historic environment. This intervention has been driven by several factors including the characteristics of the new retail needed to support town centre – see retail and planning reports - the marked level changes across the site which means that the retention of several buildings is not feasible and the need to create a direct and effective connection with the rest of the town centre via a high level pedestrian bridge. These factors are discussed fully in several documents supporting the application including the Planning Statement and the Design and Access Statement.
- 7.4 The remainder of the report analyses the heritage effects on each of the 10 interfaces of the new development, as listed below, setting out the justifications for adverse effects and the enhancements provided by beneficial effects. The Design and Access Statement describes the enhancement measures. Furthermore, each building block is the subject of Design Principles that address the scale, materials and other contextual influences on the design of the proposed new blocks; these briefs are set out in the Design and Access Statement, and will provide in effect, the design conditions relevant to the eventual reserved matters application.
- 7.5 The local planning authority will have control over the design of the new blocks and replacement buildings through reserved matters applications. English Heritage is not a statutory consultee on reserved matters applications; however, local planning authorities may refer such applications to a statutory consultee for comment and advice. Following pre-application discussions, Centros Miller Lancaster LP are willing to commit to discuss the design of reserved matters with English Heritage and the local planning authority.

Summary of Effects on Heritage Assets inside and within the Setting of the Canal Corridor North Site

- Area 1: Grand Theatre, St Leonard Gate
- Area 2: The Tramway Hotel Group
- Area 3: 133-139 St Leonard Gate and Swan Court
- Area 4: The Stonewell/Moor Lane Corner
- Area 5: 9-19 Moor Lane and St Anne's Place

- Area 6: Duke's Playhouse & Golden Lion Public House
- Area 7: Mitchell's Brewery Building & Heron Chemical Works Buildings
- Area 8: Moor Lane Mills North
- Area 9: 18 St Leonard Gate
- Area 10: Bath Mill Conservation Area Setting

The following commentary reflects the design principles identified in the Design and Access statement.

Area 1: Grand Theatre

Listed Building Considerations

- 7.6 The proposals for the Grand Theatre are the subject of a planning application and listed building consent both of which are separate from the outline planning application (these are to follow)(Application Nos. 9a, 10 & 11). The proposals will comprise the removal of buildings attached to the north east elevation of the building, internal alterations and new extensions. Conservation Area Consent is also now being sought for the removal of the group of buildings attached to the Grand including the Music Co-op and the Dance Studio (Application No. 9).
- 7.7 There are a group of buildings attached to the Grand that are mainly late C19 stone warehouse buildings which are utilitarian in appearance and have the effect of subsuming the theatre on the elevations where they are fixed (refer to Photograph 1 within Appendix 3). The Built Heritage Chapter of the ES ranks these buildings as being of local and negligible importance. The buildings attached to the courtyard elevation will remain as part of the proposals; however, the remainder will be removed. We consider that the removal of the existing extensions and the new additions will result in an enhancement to the setting of the Grand. There are several reasons for this enhancement including the fact that the buildings proposed for demolition are of limited interest, they make a negligible contribution to the street scene given their positioning to the rear of the Grand, and they relate poorly to the main Grand building.
- 7.8 Proposed internal alterations to the Grand will be (we understand) minimal and generally involve changes to parts of the building of limited interest, namely bathroom/storage areas, and the creation of doorway openings to link to new additions to the building. The parts of the interior that contribute to the building's special interest, primarily the main theatre, will be unaffected by the works as envisaged.
- 7.9 A new single storey extension will sit adjacent to the stage and be used for costume storage and set construction, it will sit in the same position as some of the removed buildings. A new 2-storey glass and steel entrance lobby extension is proposed for the north elevation. The new entrance lobby has been designed to have a lightweight appearance and allow the existing side elevation of the Grand to remain visible and largely unaltered. The extension, although contemporary and simple in design terms, will relate sensitively to the main building and ensure that the facilities and space within the theatre are greatly improved.
- 7.10 In summary, it can be concluded that the proposed alterations and extensions to the Grand will preserve the special architectural or historic interest of the building, enhance its setting

and provide substantial improvements to the Theatre's facilities; these works will be partly financed by the main proposals. In general, the greater intensity of use which the development will bring to the area will help ensure its continued success.

- 7.11 Discussions between Centros Miller Lancaster LP and the Dukes and Grand Theatres have been ongoing since the beginning of the masterplanning process in 2005 with a view to facilitating the improvement and extension of both theatres. Centros Miller Lancaster LP is committed to providing financial support to both theatres to allow extension works to be undertaken. Discussions will continue and it is hoped that schemes can be brought forward for submission within the consideration period of the outline application for the main site. The financial contributions will be set out in a Section 106 Agreement and amount to £1m in respect of the Grand Theatre.

Building Block Brief

- 7.12 Blocks B02 and B03 will sit adjacent to the rear elevations of the Grand Theatre as extended and Block B04 will enclose the new public space to be formed alongside its north east elevation. The block briefs contained within the Design and Access Statement makes the following comment about how these blocks will respond to context:
- Block B02 will modulate between the prevailing height of the Grand and the Tramway Group, namely 3 storeys with pitched roofs, and the 2 storey 'Pine Shop'. Building materials proposed are reflective of the local palette and include recon stone, stone, render and glass.
 - Block B03 has been set at 2 retail storeys to ensure the dominance of the Grand as a local landmark is unchallenged. Building materials proposed are reflective of the local palette and include stone, recon stone and render.
 - Block B04 is an irregularly shaped building of predominantly 3 storeys with feature to allow it to act as a landmark. Its scale and massing have been controlled by that of substantial listed buildings nearby, the former Centenary Church and the Waring and Gillows Factory. Building materials have not been set as yet but are anticipated to be lighter weight and that they may provide a contrast with the established palette to reinforce its landmark status.
 - This massing will provide an appropriately scaled context for the Theatre, and the use of appropriate materials will help to achieve the design integration of old with new.

Area 2: the Tramway Hotel Group

Listed Building Considerations

- 7.13 The proposed alterations to the Grade II Listed 127 St Leonard Gate, the former Tramway Hotel, and 129 and 131 St Leonard Gate comprise the removal of the later additions to the rear (Application No. 8). Historical research has shown that the extensions date from the C19. Extensions to No. 131 date from the first half of the C19. The removal of these buildings has been discussed with the Council Conservation Officer and it has been agreed that they have little intrinsic architectural or historic interest in their own right. Indeed, there is concern that the failure to remove secondary structures in such poor condition actually present a threat to the preservation of the host listed building.

- 7.14 The proposals involve the demolition of the extensions and the making good of the rear walls

using materials and methods of repair that are appropriate to the buildings. The proposed works will not affect the special architectural or historic character or interest of the buildings and as such, it will be preserved (refer to Photographs 2 & 3 within Appendix 3).

Building Block Brief

7.15 Block B01 will sit close to the rear and side elevations of 129 & 131 St Leonard Gate and Block B02 will enclose the modest service yard adjacent to the flank elevation of the Tramway. These block briefs demonstrate that response to context is considered and appropriate:

- Block B01 is to be 3 storeys to allow it to have presence in the townscape given its entrance location. However, it will reduce in height next to the listed Tramway building. The materials are reflective of the local palette and include glass and stone.
- Block B02 is discussed above but essentially it is anticipated that it will modulate between the heights of retained adjacent buildings which are traditional 3 storeys plus pitched roof and 2 storeys respectively.

Area 3: 133-139 St Leonard Gate and Swan Court

7.16 The proposals involve the demolition of 133-139 St Leonard Gate and Swan Court (Conservation Area Consent, Application No. 3). These buildings are identified as being 'key townscape features' within the Canal Corridor North Development Brief SPG and as being of local importance in the WCPM baseline assessment.

7.17 As discussed in Section 3, 133-137 St Leonard Gate are earlier buildings that were re-fronted and re-aligned in the mid C19. As such, they were largely reconstructed at this time particularly at ground floor level. Swan Court contains a terrace of cottages on one side present in 1844 and adapted after 1934 by Mitchell's as storehouses.

Justification

7.18 It is accepted that 133-137 St Leonard Gate make a positive contribution to the character and appearance of the Lancaster City Centre Conservation Area, albeit a limited one (refer to Photograph 4 within Appendix 3). Therefore, the proposals require more detailed justification; and a response to the tests set out in paragraphs 3.19 and 4.27 of PPG 15 (refer to Section 5). This justification rests ultimately on the wider masterplanning objectives and retail viability requirements of the scheme which brings substantial benefits to the community which would outweigh the loss of positive contribution buildings. Section 8 of this report sets out these reasons in more detail.

Area 4: The Stonewell/Moor Lane Corner

7.19 The proposals involve the demolition of the buildings which make up the Stonewell/Moor Lane corner, namely Nos. 1-5 Stonewell and 3-7 Moor Lane (Conservation Area Consent, Application No. 3). 1-5 Stonewell are identified as 'key townscape features' within Lancaster City Council's Planning Brief SPG for the Canal Corridor North site. The built heritage baseline assigns this group of buildings a range of values from local to negligible and of probable negligible importance.

- 7.20 No 1 Stonewell is clearly a recent reconstruction of an earlier building. With the exception of 2 Stonewell which may be an C18 building, the remainder of the buildings on Stonewell and 3-7 Moor Lane date from the late C19 as reconstructions of earlier buildings (refer to Photographs 6, 7 & 8 within Appendix 3). Modern shopfronts in the Stonewell buildings in particular have had a detrimental impact on the buildings' interest. The buildings on Moor Lane have a cohesive feel through their form, materials and characteristic vernacular style.

Justification

- 7.21 Given that a number of Stonewell buildings and 3-7 Moor Lane make a positive contribution to the character and appearance of the Lancaster City Centre Conservation Area, albeit limited one, there is a need to address the PPG 15 demolition criteria. Again, the justification for the removal of these buildings lies with the overall masterplanning objectives, the retail viability of the scheme and the community benefits provided by the scheme. Section 8 of this report sets out the justification arguments in full.

Building Block Brief

- 7.22 Blocks B01 and B12 form the new Stonewell/Moor Lane Corner. The features of these blocks in respect of response to context are:
- B01 is to be 3 storeys with a feature on the corner and a step down to the Tramway building to ensure that it has an appropriate street presence being an entrance block but that the setting of neighbouring listed buildings are not adversely affected. The proposed materials of stone, glass and steel rain screen will sit comfortably in the streetscene.
 - B12 will wrap around the 9-11 Moor Lane group (No. 11 being Grade II Listed) and will have a gently curving form to ensure a continuous street frontage. The block is identified as 3 storeys but the controlling feature of the gable of 9 Moor Lane and the need for it to remain prominent whilst creating a satisfactory corner building is appreciated. Stone, glass and steel are the proposed materials which draw in part on local precedent but have a contemporary quality that will not be out of place. There has been strong local support for a more contemporary approach in the new scheme.

Area 5: 9-19 Moor Lane and St Anne's Place

- 7.23 The proposals involve the retention of 9-19 Moor Lane although the removal of rear extensions to 11 Moor Lane is proposed (Listed Building Consent, Application No. 16). The extensions to 11 Moor Lane are later than the original building and do not form part of the building's special architectural or historic interest. The demolition of 1 & 2 St Anne's Place is required as part of the proposals (Conservation Area Consent, Application No. 15). 1 and 2 St Anne's Place are identified in the built heritage baseline as being of local importance at best and as making only a minor contribution to the character or appearance of the Conservation Area (refer to Photograph 14 within Appendix 3). The exact origins of the buildings are unknown but historical research has shown that they are post 1844 and that No.1 was extended in 1896.

Justification

- 7.24 Given that 1 and 2 St Anne's Place make a positive contribution to the character or appearance of the Lancaster City Centre Conservation Area, albeit a minor one, there is a need to meet the PPG15 demolition criteria. Justification arguments in respect of masterplan

objectives, retail viability and community benefits are explained fully in Section 8 of this report.

Area 6: Duke's Playhouse & Golden Lion Public House

- 7.25 The Duke's will benefit from support for its extension proposals from the scheme and the required application for this work is anticipated in due course, subject to other considerations (Application Nos. 13 & 14).
- 7.26 Discussions between Centros Miller Lancaster LP and the Dukes and Grand Theatres have been ongoing since the beginning of the masterplanning process in 2005 with a view to facilitating the improvement and extension of both theatres. Centros Miller Lancaster LP is committed to providing financial support to both theatres to allow extension works to be undertaken. Discussions will continue and it is hoped that schemes can be brought forward for submission within the consideration period of the outline application for the main site. The financial contributions will be set out in a Section 106 Agreement and amount to £500,000 in respect of the Duke's Playhouse.
- 7.27 The proposals involve no changes to the Golden Lion Public House. The building is identified as a 'key townscape feature' within the development brief SPG and we would concur that it makes a positive contribution to the character or appearance of the Conservation Area. This contribution will be unaffected as a result of the proposals.

Area 7: Mitchell's Brewery Building & Heron Chemical Works Buildings

- 7.28 The proposals involve the demolition of the Mitchell Brewery Buildings and the Heron Chemical Works Buildings. As discussed in Section 3, Historical Analysis, the buildings are considered to be of local importance. A wing of the Brewery is identified as being of probable regional importance in the built heritage baseline; however, further investigation has revealed that the value is at the local level.
- 7.29 These buildings are located outside of the Lancaster City Centre Conservation Area and as such, their demolition is not under planning control. A spot listing request has recently been made to the Department of Culture, Media and Sport for the Mitchell's Brewery Buildings. Listing has been refused. The existing group of ranges are of different dates and do not combine to form a satisfying architectural whole; the brewery is a late example of its type of a standard design and without any architectural refinements. The earliest ranges are fragmentary and have lost their functional context. We can conclude that the interest of the buildings is local at best, and there should be no presumption in favour of the preservation subject to acceptable replacement proposals which provide a suitable architectural and townscape response to this part of the historic town (refer to information contained within Appendix 4).

Area 8: Moor Lane Mills North

Listed Building Considerations

- 7.30 Relatively minor demolition work is proposed for buildings and structures within the Moor Lane Mills Conservation Area (Application Nos. 5, 6 & 6a) and comprises:

- Small, single-storey buildings attached to curtilage wall of the Mill Hall Gatehouse. The buildings are located within the Heron Chemical Works site. Conservation area consent will be sought for their removal as well as listed building consent for making good the wall.
- The demolition of the Heron Chemical Works buildings is required to realise the development proposal and a section of the building attached to Mill Hall is located within the Conservation Area. Conservation Area Consent will be sought as well as listed building consent for the proposed alteration works and the making good of Mill Hall's flank wall once the addition is removed.

Building Block Briefs

- 7.31 Although none of the blocks sit adjacent to the Grade II Listed Mill Hall and gatehouse or the Moor Lane Mills Conservation Area boundary, information on height and massing have been submitted in support of the outline planning application for a residential development. The lower development parameter height would be markedly lower in height than the Gatehouse and the Methodist Church whereas the upper parameter height would be greater in height but lower than Mill Hall. The section plans submitted demonstrate that the illustrative scheme will sit between the upper and lower development parameters and mediate appropriately in height between the Gatehouse building and the Church. The illustrative scheme is also shown as having an articulated roof form and its overall massing broken down which will enable it to respond positively to the streetscene. Accordingly, subject to the provision of appropriate detailed design information, the illustrative scheme would respect and therefore preserve the setting of the Moor Lane Mills and the Lancaster City Centre Conservation Areas.

Area 9: 18 St Leonard Gate

Listed Building Considerations

- 7.32 In order to provide the land for the proposed highways improvements, the removal of the unlisted, former Spiritualist Church building attached to the Grade II Listed former Crown Inn, 18 St Leonard Gate (Listed Building Consent, Application 2). The building appears to date from mid to late 20th Century; a closer dating is difficult given its pebble dash rendered finish, concrete lintels and shallow arched windows. Although modest in size, the building is of no historic or townscape merit and detracts somewhat from the appearance of the attached listed building. Listed Building consent is being sought for the removal of the building and the making good of the flank wall to 18 St Leonard Gate to ensure its structural stability and appropriate finish and appearance. Given the building's dilapidated and unattractive appearance, its removal is likely to preserve and indeed, enhance the special interest and setting of the listed building.

Area 10: Bath Mill Conservation Area Setting

- 7.33 The proposals will sit on the opposite side of the Canal from the Bath Mill Conservation Area and will impact on its setting and primarily views to and from the conservation area. In order to assess this effect, an accurately verified wireline image of the view from the Bath Mill Conservation Area towards the development site has been prepared. This shows that a continuous built form with articulated roof forms is proposed which will markedly change the outlook from the Conservation Area; however, the scale of the development and degree of

separation provided by the canal mean that the development will not appear dominant.

Building Block Briefs

7.34 Blocks B08 and B10 face the canal and will feature most prominently in views to and from the Bath Mills Conservation Area. The block briefs in question state the following in regard to response to context:

- B08 rises from 1 to 3 storeys on the Canal side in order to take into account the residential amenity of the Alfred Street properties. The materials are reflective of the local palette and include recon stone, timber and glass.
- B10 is 2 storeys but the change in levels mean that the building will read as single storey when viewed from the canal. It is intended to provide roof articulation on this block to break down its massing and improve its appearance when viewed from height. Proposed materials are stone, glass, recon stone and render which would appear appropriate in the townscape.

8.0 Justification of Demolition Proposals

- 8.1 The development proposals require the demolition of a number of unlisted buildings within the Lancaster City Centre Conservation Area that are considered to make a positive contribution to the area's character or appearance. The interest and relative importance of each building, largely local, is discussed in Section 3 of the report which provides an historical analysis of the application site components. As discussed in the previous section, there is a need to assess the proposals against the recommended criteria set out in National Planning Guidance, namely PPG 15, and as translated at the local level within statutory planning policy. The proposals also entail the demolition of other unlisted buildings of local interest, but falling outside a conservation area boundary. Their demolition is likewise required for the delivery of the retail scheme.
- 8.2 The buildings proposed for demolition that are located within the Lancaster City Centre Conservation Area are as follows:
- 1 Lodge Street/Music Co-op Building;
 - 133-139 St Leonard Gate;
 - 1-5 Stonewell;
 - 3-7 Moor Lane; and,
 - 1-2 St Anne's Place.
- 8.3 The substantial or total demolition of an unlisted building located within a conservation area requires conservation area consent. Guidance contained within PPG 15 which specifically relates to the demolition of unlisted buildings within conservation areas is outlined in Section 5 of this report. It can be summarised as follows:
- Local planning authorities are statutorily required to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area when considering the proposed demolition of unlisted buildings within that area;
 - Proposals for demolishing buildings which make a positive contribution to the character or appearance of a conservation area should be determined broadly following the same criteria that are used to determine applications for the demolition of listed buildings;
 - The recommended criteria are the condition of the building, the cost of repairing and maintaining it in relation to its importance; the adequacy of efforts made to retain the building in use; and the merits of alternative proposals for the site including substantial community benefits.(para. 3.16-3.19 of PPG 15)
 - Demolition should not be agreed until there is an acceptable scheme of replacement;
 - When it is agreed that a building does not make a positive contribution to the character or appearance of a conservation area, the decision maker is entitled to consider the merits of the proposed replacement development.
 - The merits of the proposed replacement building, ultimately, are material, and so by implication form part of the planning merits.
- 8.4 It is worth noting that the PPG 15 criteria should not be read as a strict checklist. Paragraphs 3.16 to 3.19 are of a general nature and not all circumstances will be relevant to every site. Essentially, what this advice seeks to ensure is that consideration has been given to the conservation of positive character buildings for their original use or a complementary new
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use and that this use is either not viable or prevents the delivery of 'substantial community benefit' or, indeed, some other significant planning benefit. The justification for the demolition of an unlisted contributory building, therefore, includes whether or not a scheme is viable as a result of the retention and/or whether substantial community benefits can be provided as part of the overall scheme which involves the building's loss.

- 8.5 There are several robust justifications as to why the proposed scheme cannot viably retain the buildings proposed for demolition as well as several benefits to the community that will be gained as a result of the proposals. These relevant justifications, many of which are interrelated, are set out below.

Scheme Viability

Retail viability requirements of the scheme

- 8.6 The proposals need to be looked at in the context of the scheme's overall aim to support and complement the retail function of the town's historic core. We believe that there will be a net benefit to the historic assets of the town arising from the greater commercial activity that will be generated by the scheme and accordingly, encourage investment in historic fabric. In addition, the creation of modern flexible retail units beyond the historic core will alleviate pressure to combine and expand existing retail units located within historic buildings.
- 8.7 The existing buildings were generally designed for small, individual shop units, with commercial offices/chambers above, using traditional floor to ceiling heights. This modest scale and fine grain of development is insufficient to achieve the commercial support required for a major anchor. Anchor stores require a range of trading formats from larger floorplates to smaller niche shops, and this range is currently not available. There is a need to provide a 'key reward point' for the visitor with supporting units at critical points in the scheme. Successful retail schemes rely on the 'lily pad effect' whereby attracting units are provided at a legible series of points throughout a development (refer to Masterplan section of the Design and Access Statement). This approach is not set out in any British Standard but has emerged in practice as it has evolved over time, in response to retailing dynamics.
- 8.8 The strengthening of Lancaster's overall retail offer is considered entirely fitting with the vision and objectives set out in the North West Regional Development Agency and English Heritage's report on 'Historic Towns and Cities in England's Northwest' (Oct 2005) discussed in Section 5 of this report. In order to realise Lancaster's tourist attraction potential, the scheme will help to celebrate the quality and style of its Georgian heritage and make sure that it is used as a backdrop to stylish and distinctive retail and leisure activity.

Direct access to Lancaster's historic retail core

- 8.9 It is critical that the scheme is seamlessly integrated with Lancaster's historic city centre to ensure that the vitality of the existing centre is preserved and supported by the new development. The proposed demolitions at the western end or 'nose' of the development are required to achieve this. This linkage in the position proposed is required for several reasons:

- This direct and immediate link will ensure that development will not become a destination in its own right but rather a connected extension to the rest of the town centre. Unless there is an easy, at grade link, there is a real possibility that visitors to the new scheme will stay there and not venture to the existing historic retail core.
- The introduction of a high level pedestrian bridge from St Nicholas's Arcade to the Stonewell frontage of the site is the most logical and effective position for this connection. This is the only location where the necessary headroom for lorries moving through the ring-road system can be achieved. It also happens to occur at the point where, historically, there was direct access to Stonewell, a road destroyed by St. Nicholas Arcade. By good fortune the main level of the proposed site is at the same level as the historic core, and the A6 is 6 metres below this. Natural, existing levels mean we can avoid this major obstacle. This is effectively the roof of the Stonewell frontage buildings.
- This link will allow the development to be reached across a very busy road that is so sensitive that further and/or larger at grade pedestrian crossings next to the site are not achievable.
- To enable level access between the new and established shopping areas, overcoming the natural topography will falls sharply and then rise again into the site. With a level linkage people with any kind of mobility difficulties do not have to rely on ramps or lifts at the far end, into the scheme, and back again in the other direction

Community Benefits

8.10 The proposals will enable the economic and physical regeneration of the Canal Corridor North site which in turn will provide substantial community benefits. These beneficial effects of the scheme include:

- The preservation and enhancement of listed buildings within the site, some of which are in a poor state of repair and disused. The scheme will enable the provision of enhanced facilities for the Grand Theatre and the Dukes Playhouse which not only will ensure their longer term preservation and continued use but also, in combination with the new Music Co-op building, provide a cultural quarter within Lancaster.
- Significant highway improvement works are proposed as part of the scheme which should ease the existing vehicular congestion in the town centre. The scheme also provides a park and walk car park serving the whole city centre, which reinforces the need for the new bridge link.
- Public realm creation and enhancement including improvements to the canal and the provision of new public spaces throughout the development including at the Stonewell/Moor Lane entrance and new square at the heart of the development.
- More than this, even, a significant objective of the masterplan is to integrate the canal frontage into the Town Centre as has been achieved, beneficially, in so many other places. This is another reason why achieving easy access over the A6 is vital.

- The provision of city-centre housing, encouraging general vitality and attractiveness of the Town Centre.

Preservation and Enhancement of Townscape Character

- 8.11 The design parameters and buildings block briefs of the proposed development which have been set will ensure that the surrounding townscape context is appropriately responded to. The reserved matters applications will provide the necessary forum for the control of design detail. Ultimately conservation area consent will be granted with a time limited condition which will ensure that demolition will not take place before a detailed and acceptable replacement scheme has been approved.
- 8.12 The proposed bridge link will be a new feature in the historic townscape and affect the setting of several listed buildings near to the west end of the site. The issue of whether or not it is an intrusive feature will depend ultimately on its detailed design in association with the proposed new steps up into the scheme from grade at Moor Lane. Given the townscape context, there is no reason why a well designed bridge and scheme 'gateway' cannot actually enhance the appearance of an area where the townscape character is already mixed. There is no in principle objection to such a structure we can see, based on the sensitivity of the receiving environment, such as would be the case in a more uniform townscape that has been designed as a planned entity.

Good Urban Design Practice

- 8.13 The scheme has been designed to improve permeability through the Canal Corridor North site and connections with the surrounding historic environment. A distinctive and legible entrance to the site is provided. The maximum retention of buildings would have led to the creation of a narrow and restricted access to the heart of the site which would fail to achieve the urban design objectives of the established masterplan.

Summary

- 8.14 In summary, the amount of redevelopment proposed has been given careful consideration by the scheme architects and it can be concluded that it is the minimum necessary to achieve an integrated and successful urban solution that takes functionality, commerciality and urban design issues into account.

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